

City of Fredericton Recreation & Leisure Master Plan

Final Report | January 2025



Fredericton

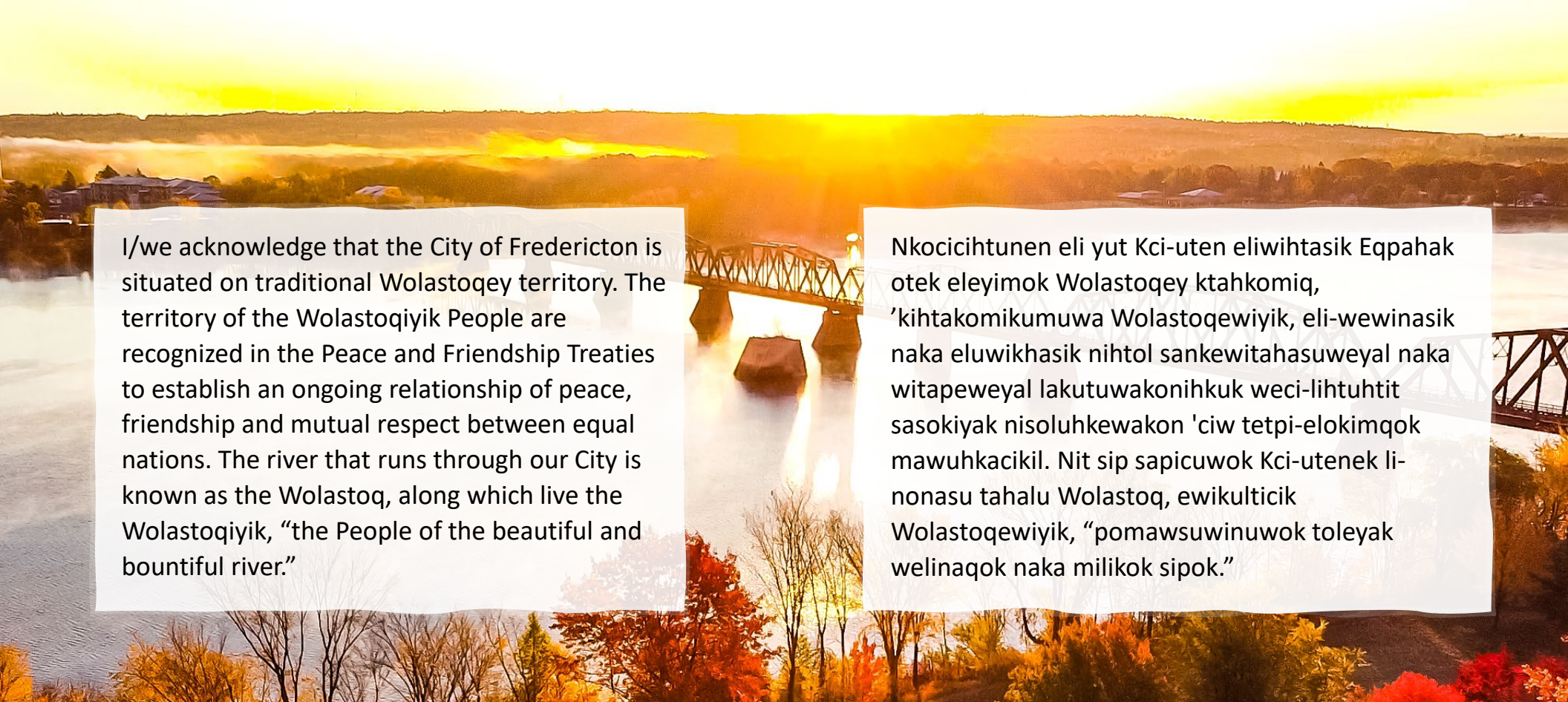


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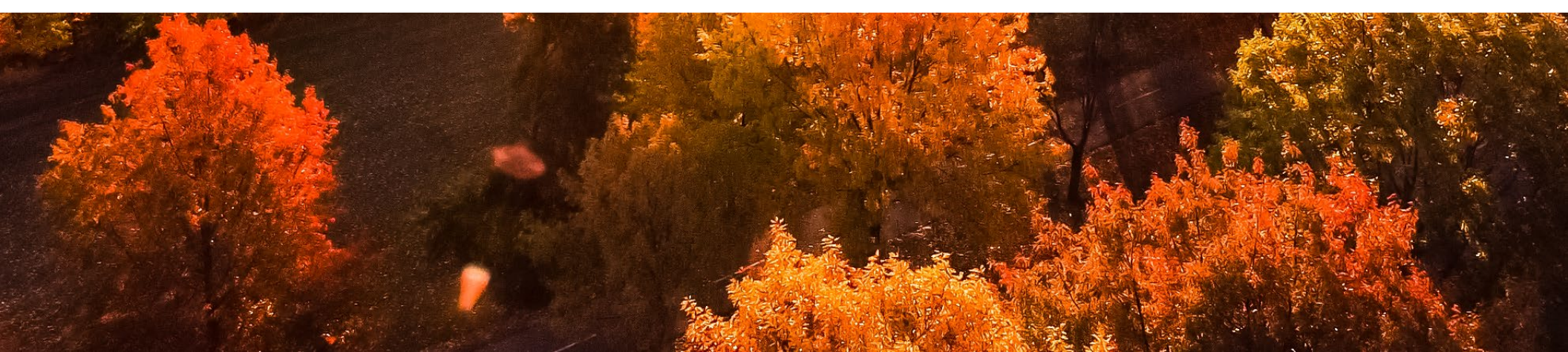
APPENDIX A: IMPLEMENTATION MATRIX	A-1
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I/we acknowledge that the City of Fredericton is situated on traditional Wolastoqey territory. The territory of the Wolastoqiyik People are recognized in the Peace and Friendship Treaties to establish an ongoing relationship of peace, friendship and mutual respect between equal nations. The river that runs through our City is known as the Wolastoq, along which live the Wolastoqiyik, “the People of the beautiful and bountiful river.”

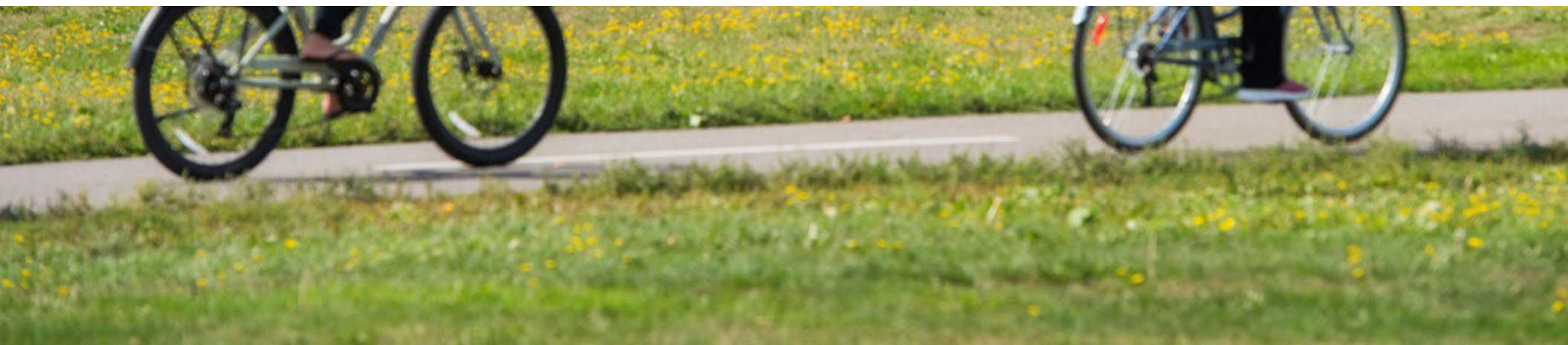
Nkocicihtunen eli yut Kci-uten eliwihtasik Eqpahak otek eleyimok Wolastoqey ktahkomiq, 'kihtakomikumuwa Wolastoqewiyik, eli-wewinasik naka eluwikhasik nihtol sankewitahasuweyal naka witapeweyal lakutuwakonihkuk weci-lihtuhtit sasokiyak nisuluhkewakon 'ciw tetpi-elokimqok mawuhkacikil. Nit sip sapicuwok Kci-utenek li-nonasu tahalu Wolastoq, ewikulticik Wolastoqewiyik, “pomawsuwinuwok toleyak welinaqok naka milikok sipok.”

LAND ACKNOWLEDGEMENT





1. INTRODUCTION



1.1 Background

A Recreation and Leisure Master Plan is a guiding document that will help the City of Fredericton plan for and manage recreation and leisure services, programs, events, facilities, parks, open spaces, and other recreation amenities. It also provides clear direction to City Council and staff regarding the use, development, redevelopment, enhancement, and/or delivery of recreation facilities, programs, and services.

The new Recreation and Leisure Master Plan (RLMP) builds on and will replace an earlier one approved by City Council in 2009 by continuing to guide investment decisions, set priorities and maintain best practices in the delivery of recreation services and the operation of the city's diverse recreation assets. Most of the recommendations in the earlier Master Plan have been completed, and new initiatives have begun.

Over the past 15 years, the city has experienced significant growth and is expected to continue to experience growth over the next two decades. The new Recreation and Leisure Master Plan (RLMP) will ensure recreation and leisure services are fully aligned with all community needs as the city grows and opportunities broaden.

A Plan to Ensure Infrastructure Renewal

In a municipal context, the full range of recreation services can typically only be met through a range of providers. This is typical for many cities. In Fredericton's case for example, the City is the provider of the first resort for certain types of facilities – notably indoor arenas. The university sector often supplements the range of services through its own facilities. In Fredericton, the University of New Brunswick currently provides for community aquatic use at the Sir Max Aitken Pool, while the City operates the Fredericton Indoor Pool, for example. A range of other providers often further supplement the provision of services. Again, in Fredericton's case, the YMCA has pool and gym capacity that supplements community recreation access needs.

The assessment undertaken in the development of this Master Plan has identified that the city currently has a facilities deficit. It is expected that the City will continue to rely on other providers, including post-secondary institutions and the non-profit sector, for the provision of recreation facilities. However, new capital investment is needed.

Capital investment in major new facilities, particularly in the municipal sector, faces several hurdles including capital funding. Because of this, the pace of new facility construction is rarely uniform, and differs over time as cities evolve, grow and facilities age-out.



Lady
Beaverbrook
Rink

1955

Nashwaaksis
Arena

1968



Fredericton
Indoor Pool

1989



Willie O'Ree
Place

2007

1947

York Arena



1965

UNB Sir Max
Aitken Pool



1976

UNB Aitken Centre



2011

Grant-Harvey
Centre



2025

Major indoor recreation facilities in Fredericton were developed in several eras, and while new facilities are in the planning phase (e.g. a new regional aquatic facility at the Grant-Harvey Centre), the timing of development is seemingly sporadic. Since the opening of the Grant Harvey Arena in 2011, the City has not built a major indoor recreation facility. Although initial planning is also underway for a new fieldhouse complex, the City has no gymnasias of its own at present. As the city continues to grow and change, new investment is necessary. The specific requirements are laid out in this plan.

This plan is an opportunity to implement development that meets the provision standards that support this plan. For the City to maintain a strong financial position, it will be necessary to prioritize capital investments and strategically implement them over the plan period.

The City of Fredericton was one of the early adopters of an asset-management approach to maintaining, investing and extending the life of its existing infrastructure.

The cost of construction escalates at a much different and typically faster pace than everyday cost of living increases. A development strategy is the best way to mitigate the challenges of construction escalation – by enabling a forward-looking plan to prepare for investment and prevent delays that can result in higher costs of development and lower service standards until development is achieved.

1.2 Master Plan Scope

The RLMP provides strategic direction on the current and future delivery of recreation and leisure services, programs, facilities, and related infrastructure, including the following:



1.3 Process

The RLMP was developed over a three-phase process that took place over an 18-month timeframe. The Plan was developed through a comprehensive public engagement process, complemented by analysis of current and projected community needs and best practice as it relates to recreation facilities, programs, services, and parkland.

The project is structured as a three-phase process:



While community engagement was focused on Phase 2, it occurred in both Phase 1 and 2 to ensure that everyone had a chance to have their voice heard.

In addition to the community engagement undertaken as part of the project, the RLMP was informed by several other sources and insights (undertaken as part of the Phase 1 work plan), including but not limited to:

- Workshops and interviews with various City departmental managers and front-line staff.
- Individual interviews with the Mayor and Councillors.
- Technical background review of the city's system of parks, open space, trails, recreation facilities, programs and service delivery, including condition and utilization assessments, and current level of provision.
- Review of relevant trends.

Findings from the non-engagement activities have been detailed in the Technical Background Report.

1.4 What is a Master Plan

The Master Plan is intended to be a long-term guidance document capable of implementation in alignment with growth and change in the city. For this reason, much of the plan rests on applicable target provision standards – the type, scale and sometimes the location of different assets relative to the population – now and at different points in time over the course of the plan. As a result, investment is linked to the pace of growth; however, a master plan must also address making the best use of existing assets which will serve both existing *and* future population. The city's existing assets far outnumber new assets created under this plan. Master planning for recreation and leisure must have a strong emphasis on effective asset management, but asset management considered in a different way than for hard infrastructure such as roads, bridges, and utilities.

Recreation planning involves both quantitative and qualitative measures of the level of service. "Provision standards" is the term used in this document for quantitative measures of the level of service primarily for facilities, sports fields and courts. Qualitative standards include an emphasis on how facilities are used, by

whom, what level of equity of access is achieved and how building upkeep, renovation and new buildings help achieve the goals of inclusive recreation services.

Like other long-term municipal strategies, success will be measured firstly by the collaborative efforts of City departments and divisions that are responsible for various parts of the Plan – from Building Services and Parks & Trees to Planning & Development and Recreation, Tourism & Culture. In this way, the plan is multi-jurisdictional but focused on existing and growth-related recreation services.

Consultation with the public and stakeholders forms a backbone to the plan but is not the exclusive driver of actions. There are many data-driven and engagement-inspired parts to the plan and for this reason, the Technical Background Report and the Consultation and Engagement Report should be read in conjunction with the final master plan. The Master Plan represents the whole which is greater than the sum of its parts. Specifically, it is the result of a blended approach that addresses assets, aspirations, communications and consultation, best practices and priorities, budget realities and timing.

Upon adoption, this Master Plan becomes necessary guidance for most, if not all, decisions of the City regarding recreation and leisure services.

1.5 How to Read the Master Plan

The Technical Background Report functions as a backgrounder on the strategic issues related to recreation and leisure in Fredericton, presenting a summary of findings regarding the inventory of facilities and programming, including utilization, level of service, geographic distribution, condition and capital requirements, participation trends, and any future planning already in place.

The Consultation and Engagement Report presents a summary of the engagement process, results of engagement, and identifies the key themes that emerged. It provides a full and comprehensive account of the engagement conducted as part of the Master Plan development process. The depth and range of consultation represents best practice, the results of which are a central element in informing the Master Plan. This will help readers to understand the full scope of issues and rationale associated with the recommendations presented.

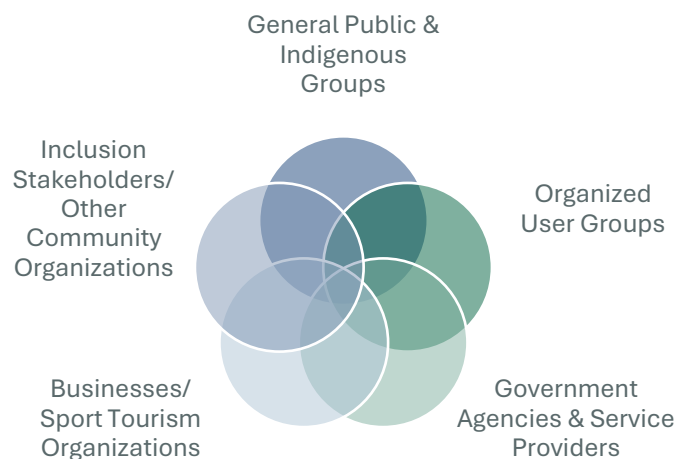
Both documents serve to inform the directions and recommendations presented in this Master Plan and should be read together with this document.

1.6 Engagement Initiatives & Outcomes

Who We Engaged

A project of this nature is an exciting prospect for residents, who should be a part of the process of enhancing the community's legacy. Creating a process of continuous and cyclical community engagement from the start of the project helped to furnish a final deliverable that the community can collectively support. The public's support for the plan is essential for the plan to be implemented over the terms of successive councils.

This project has included outreach and engagement with the public including residents, facility users, equity-seeking populations, Indigenous groups, multi-cultural associations, organized user groups, government agencies/service providers, sport tourism organizations, inclusion stakeholders and community organizations.



How We Engaged

The main phase of engagement took place between November 2023 and June 2024 and included a wide range of tactics with the purpose of ensuring a broad range of views and experiences were given a voice. The goal of engagement was to maximize reach and reduce barriers, and therefore tactics included pop-up opportunities and outreach events in the places and spaces people use for recreation.



What We Heard

A series of four surveys were the primary tools to collect feedback during the Consultation and Engagement Phase from a broad range of residents, users, and organizations and form the basis of 'what we heard'. This includes a General Public Survey, Initial Parks Survey, Initial Trails Survey, and a targeted User Group

Survey. Layered on top of this is what we heard from specific interest groups through the various workshops, interviews, and discussions held over the course of the project.

A summary of what we heard is provided below. The Consultation and Engagement Report provides further details.

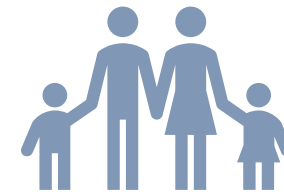
Participating in Recreation



What We Heard:

- Key motivators for participating in recreation and leisure include maintaining a healthy lifestyle, personal enjoyment, reduce stress, and socialization.
- There should be a focus on access to recreation for all abilities, incomes and demographics.
- Adequate access to/from recreation hubs by all modes of transportation.
- Welcoming and safe facilities with universally accessible amenities.
- Equitable distribution of facility provision across the city, with a focus on neighbourhoods where appropriate.
- Options for low or no cost access to facilities, services, and programs.
- Equitable access and time allocations.
- Public/non-profit partnerships to be able to provide broad access.

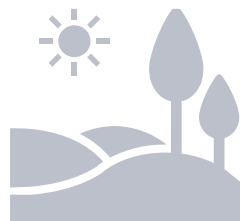
Priorities for Programming & Services



What We Heard:

- Diversify the recreational offer through better use of existing spaces.
- People would like to see more programming offered related to:
 - Children and youth;
 - Family and community engagement;
 - Seniors;
 - Multi-generational spaces and programming options.
 - Outdoor/nature;
 - Sports and recreation; and
 - Cultural and educational.
- The top barriers to participation included cost (programs are too expensive), awareness, and availability of convenient program times.
- "One-stop shop" online for all things recreation (and others).
- Cross-promotion of relevant activities and events – recreation, leisure, arts, culture, lifestyle, etc.
- Improved real-time communication regarding cancellations and changes.
- Enhance capabilities of the online booking system.

Priorities for Parks & Outdoor Facilities



What We Heard:

- Reimagine parks for new, informal or non-traditional uses to meet changing cultural needs.
- Investment priorities for parks related to washrooms, trails, safety, parking, and overall cleanliness.
- Investment priorities for outdoor facilities included outdoor sports fields (soccer fields in particular) and washrooms, trails, and river access points.
- Flexible outdoor spaces that are comfortable for users (e.g., shade, water, washrooms).

Priorities for Trails



What We Heard:

- Improve non-vehicular access to parks, open space and recreation facilities.
- Strengthen trail network connections including north-south linkages (trails, water, etc.).
- More opportunities to access/interact with the river.
- Local access to neighbourhood or district serving facilities.
- Investment priorities were focused on improved connections between existing trails and improved or additional amenities on existing trails.
- The need was identified for winter trail grooming, surface improvements, improved road crossings, and dedicated bike lanes (downtown), as well as washrooms, lighting and bicycle parking provided in conjunction with trails.

Priorities for Indoor Facilities



What We Heard:

- Requirement for new infrastructure to meet the needs of a growing and diversifying city.
- Investment priorities included indoor fieldhouse/gymnasium, indoor aquatics and multi-generational community spaces.
- Accessibility improvements within existing City facilities for all.
- Fully leverage existing assets (City-owned or otherwise) as the population grows and changes, including through effectively managed public/non-profit partnerships.

1.7 Alignment with Strategic Initiatives

Several policies, at the municipal, provincial and national level, affect the city's future growth and land use planning. Several documents were reviewed as part of the Phase 1 work plan and have been considered in the development of the RLMP recommendations provided in this document.

Aligning the RLMP with Fredericton's corporate strategic initiatives and objectives is vital to be an effective document for future planning by the City.

National Framework: Canadian Framework for Recreation in Canada: The Pathway to Wellbeing, Canadian Sport for Life, Canadian Sport Policy.

Provincial Policy Documents: New Brunswick Sport and Recreation Policy Framework, Community Planning Act, Overcoming Poverty Together: New Brunswick Economic and Social Inclusion Plan.

Municipal Policy Documents: Imagine Fredericton: The Municipal Plan, Fredericton Growth Strategy, Sport Tourism Strategy, Strategic Asset Management Plan, Corporate Energy and Emissions Plan, Climate Change Adaptation Plan, Affordable Housing Strategy.

There are several City initiatives currently underway that will require dovetailing with the RLMP including the South Core Secondary Plan, Transportation Master Plan, Integrated Mobility Plan, and any updates to the Asset Management Plan.

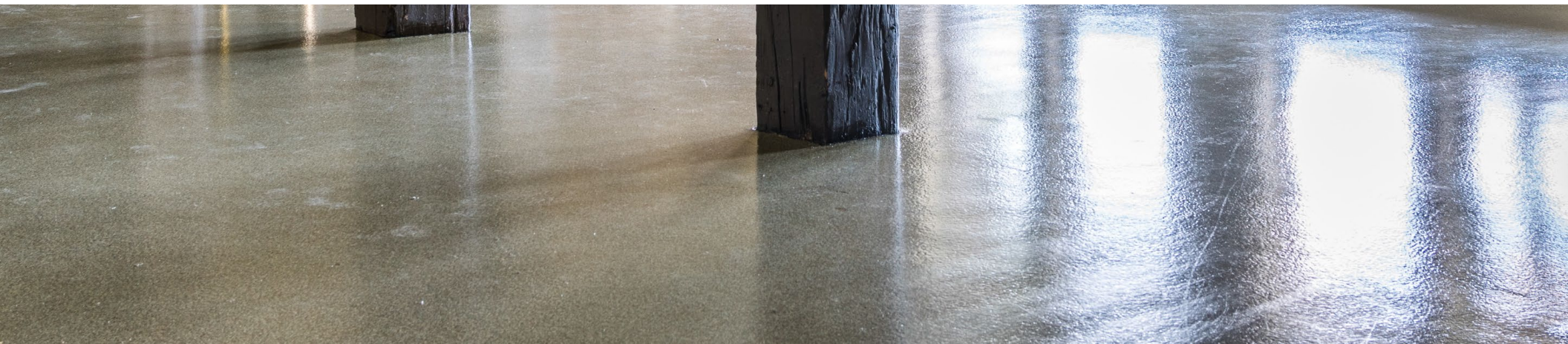
Other Relevant Documents: Culture Plan, Trails and Bikeways Master Plan, Active Transportation Connection Plan, Fredericton on the Move – Fredericton Transit Strategic Plan, NBEX Grounds Site Development Plan, Fredericton City Centre Plan, Garrison District Master Plan; and Diversity, Equity, and Inclusion-related initiatives.

The 2022-2026 City of Fredericton Strategy Map provides the key goals and initiatives for the City. Strategic themes are categorized into six key areas of focus, five of which are specifically relevant to the RLMP:





2. MASTER PLAN FRAMEWORK



2.1 Vision Statement

This Master Plan is guided by the City's vision for recreation and leisure. The vision statement reflects the current priorities of the City and will guide the planning of recreation and leisure in Fredericton over the next 15 years.

Building on a tradition of service excellence, the City of Fredericton is an inclusive city - where the City and its partners invest, support and inspire recreation and cultural expression for all communities, Indigenous persons, current and future residents. In this pursuit, the City of Fredericton and its recreation services reflect, celebrate, and nurture the wellbeing of all.

2.2 Organizing Principles for Recreation

The preparation of a 15-year Recreation and Leisure Master Plan is, like the previous plan in 2009, the central consideration for effective planning and investment in our communities for recreation services and infrastructure. The city is evolving, it is dynamic, and the Master Plan is a document that serves as the guiding framework for Council decisions as it relates to recreation and leisure.

The principles of this Master Plan support the parks and recreation-related policies and values provided in the Municipal Plan. At a high-level, this includes:

- Parks and open spaces with passive and active opportunities as a valuable resource and major contributor to resident's quality of life.
- Improve the quality of the parks and open space system in existing neighbourhoods as the city urbanizes and introduces new recreation spaces strategically in areas of growth.
- Year-round recreational and leisure opportunities that support maintaining a high-quality of life and positively contributing to mental and physical wellbeing.
- Investing in new recreation facilities, including consideration of an indoor aquatic facility and a new field house, to meet evolving needs and address Fredericton's growing population.

Implementation of this Plan must be carried out in alignment with other City strategies and plans. This Master Plan covers the full breadth of the City's involvement in recreation, as well as the development of partnerships which are essential to achieving positive community outcomes.

This Master Plan is organized around a series of six principles for recreation, as detailed below. For clarity, the application of these principles is further explained in the sections that follow to provide greater context to the reader.

Guiding Principles

1

Recreation for All

This Master Plan is focused on improving community access to City facilities, and making recreation more accessible, inclusive and affordable.

2

Re-Balancing Services

This Master Plan recognizes that increasing participation requires a renewed approach to service delivery.

3

Partnerships that Count

This Master Plan identifies that a broad range of partnership are needed for successful community recreation service delivery.

4

Grow What You Have, Build What you Need

This Master Plan emphasizes the importance of maintaining existing assets, while strategically expanding the asset inventory to meet the needs of a growing and changing City.

5

A Strong and Evolving Delivery Model

This Master Plan includes an expanded focus on program delivery.

6

Recreation Value-Added

This Master Plan values strategic investment that seeks to create quality-based experiences.

Guiding Principles Explained

1. Recreation for All:

Recreation master plans are intended to be inclusive. This Master Plan is focused on making recreation more readily available to all individuals, households and groups. Improving recreation for all means reducing barriers to participation through appropriate services, programs, scheduling, and sensitivity to the accessibility, affordability, and equity needs of all community members.

2. Re-Balancing Services:

The growth of the city, demographic changes, densification, modern lifestyle preferences, and expectations for greater equity in service delivery necessitates change to how the City delivers recreation services and programming. Adjusting the balance of City services between organized sport and self-organized recreation, traditional and emerging interests, and broadening access and affordability are essential elements of delivering Recreation for All. This includes a broadened focus on accessibility; equitable opportunities to participate for women/girls, persons who identify as LGBTQ+, and newcomers; and, creating affordable programs and services that are easy to access.

Further explanation of what re-balancing services involves is provided in Section 2.3 below.

3. Partnerships that Count:

In the implementation of this Master Plan, partnerships need to be measured for their success and capacity to create synergy.

Traditional partnerships need to be maximized.

New partnerships with sports groups, non-profit and private sector groups are needed to widen service offerings.

Soft partnerships with new and underserved community groups are necessary to support the principle of Recreation for All.

4. Grow What You Have, Build What You Need:

Fundamentally, this Master Plan must safeguard and build on the strengths of existing assets. This includes physical assets such as buildings, facilities, lands, and institutions, as well as the knowledge and expertise of professionals and volunteers. Collaboration across departments and within the community lays the foundation for exceptional outcomes. Successful implementation of this Master Plan will necessitate drawing on the history and legacy of existing facilities while also focusing on the sustainable creation of new opportunities to meet the needs of a growing and diversifying community.

5. A Strong and Evolving Delivery Model:

This Master Plan focuses on strengthening and evolving the recreation and service delivery model of the City in order to achieve Recreation for All. Service delivery includes empowering others to meet their community needs, and partnerships that maximize reach into the community. The City's service delivery model has historically focused on the City's primary role as a provider of high quality recreation facilities and facility scheduling, with limited direct programming. Achieving the principles of Recreation for All and Re-Balance necessitate that the City broaden its service delivery to include an expanded focus on program delivery.

6. Recreation Value-Added:

Recreation is a public good and requires investment in public infrastructure and services. Implementation of the Master Plan should demonstrate value for money in its contribution to healthy and complete communities. This includes ensuring strategic investments and prioritization of key recommendations balance quality and quantity, and consider geographic, demographic and other context-specific conditions. The cost for participation should be fair and equitable, with an appropriate balance between affordability and cost-recovery.

2.3 Implementing Principles through Priorities & Actions

The **principles** are the backbone of the plan – they run through all the recommendations and reinforce one another. They reflect the direction that the City wishes to set in terms of its significant role as the main provider of critical services. This is especially true for those services for which there is no easily identifiable alternative provider. The Master Plan is the vehicle by which these principles are also implemented through the various relationships and partnerships with other providers of services –from the province, other municipalities, institutions, not-for-profits, and the private sector.

These principles will govern, in part, the relationship that the City has with its customer base – those that rent and/or otherwise use the spaces owned or managed by the City.

The application of these principles is what makes this Master Plan capable of remaining relevant over the course of its 15-year mandate. Project priorities and budget capacities change. New needs may arise beyond those contemplated at present and the

community itself continues to evolve in terms of its capacity to deliver programs. Implementing the Master Plan in such a dynamic setting requires adherence to a set of organizing principles that can inform and guide City administration and Council.

The principles are what enables the Master Plan to remain an active guiding document. The details laid out under each pillar, service direction and recommendation give order to the wide-ranging scope of the plan. Priorities will be set annually in response to the progress of the Master Plan and the broader priorities of the City. The Master Plan is not a blueprint but is intended to guide decision making based in the most effective and realistic way, particularly as its implementation rests upon the involvement of multiple City departments.

Specifics Aims

1. The City's role should not crowd out the private sector and more broadly the City should recognize the importance of non-City providers of recreation.
2. The principles reflect the wishes of the community at large, as well as the City's policy approach to address the future challenges and opportunities facing the City.
3. There are gaps in the current reach and effectiveness of recreation services and this Master Plan is the opportunity to manage and mitigate these gaps as the City's demographics change.
4. The principles are also about maintaining the commitment to the traditional goals of investment planning for City recreation assets – effective management of existing assets, strategies for replacement and planning for new investment aligned with population growth and new and emerging service needs. This

includes community needs at the level of the city as a whole as well as at the level of individual communities. A re-balancing of the City's service priorities is warranted to address the gaps in service delivery.

5. Services is a broad term meant to include everything that the City does – from the operation of facilities and the provision of time in and on these assets, to the provision of supports to user groups, service advocacy and programming. Programming includes direct City programming, which is limited at present, but also facilitation of programming by others (referred to commonly as the community development model of service delivery). This relates to the historic role of the City as a partner, landlord, renter of space and facilitator of recreation by third parties - user groups, in particular.

What Does Re-Balancing Services Mean?

1. Change as needed, but with the requirement for measurable results in the implementation of the Master Plan. Achieving the corporate goal of improved Diversity, Equity and Inclusivity (DEI), and going further to instill community belonging, are difficult challenges to record with measurable results, but that is what is required. Recreation and leisure speak to quality of life and are a key component of the value proposition of why people choose their community in which to live, work and play.
2. A commitment to inclusivity – achieving this is likely the best way to achieve growth in volunteerism, which has seen decline in recent years.
3. In the context of this Master Plan, inclusivity is purposefully broad. It recognizes that the City has, for many years, pursued the goal of inclusivity through its provision of facilities and services, maintenance of parks and open spaces, and subsidized

access. However, in the context of the current plan, the goals of inclusivity go beyond a traditional focus on target groups – children, youth, and seniors – to include much more. Without limiting the intended reach of a policy of maximizing inclusivity in recreational services, examples can include:

- a. Members of the Indigenous communities, particularly but not exclusively children and youth, and the opportunities to enhance their sense of belonging within the various recreational facilities in the City, and their participation in community programs.
- b. New residents to the city including immigrant families setting in the community as well as individuals and households relocating to Fredericton from elsewhere in Canada.
- c. Marginalized communities based on race, gender, and economic circumstances.

An inclusive approach is one that includes necessary financial supports for individual and households, or the provision of low or no cost services on an occasional or other basis, all designed to encourage interest, curiosity and the potential for significantly enhanced participation in various sport and cultural activities.

Inclusivity, as measured by participation, is not limited to organized activities. The significance of general parkland space and civic amenities designed for passive enjoyment, individual or family-based activity, low-cost games and play equipment cannot be over-emphasized. As much as the need for playing fields and trails is part of this plan, right sizing the role of individual parks to align with local, neighbourhood needs is essential. By way of example, the increasing development of

apartment housing in the Urban Core, together with higher levels of newcomer families settling in the urban neighbourhoods, is changing the parkland-related needs of these communities. All of this warrants attention in terms of reprogramming and redesigning parks to meet these emerging needs.

These and other community needs, and the underlying themes of improving recreational opportunities, focused on more inclusive, more accessible and more affordable recreation are addressed through the recommendations of this Master Plan.

4. Re-balancing to achieve planned outcomes of higher and more varied participation in recreation by city and First Nation residents will present choices for how to address cost-recovery targets for recreation and facility services, and the allocation of time in City facilities. For example, this plan recommends an evolution of the City's role in developing and implementing programs, including outreach to marginalized and under-represented communities. This requires staffing commitments. It also includes the need to create clear and consistent policies for operating cost recovery (for programs and facilities) so that efforts to improve program take-up, orient programs for specific communities and add a growing range of appropriate amenities to parks (e.g., BBQ sites with electrification, play amenities such as fixed table tennis, shade and seating, water play and other community assets) are effectively understood in financial impact and value-added terms.
5. Accessibility - overcoming the challenges of physical access has long been a feature of capital planning for municipal recreation facilities but in the context of this Master Plan, accessibility is part of the broader DEI mandate. Through consultation, it was identified that transportation challenges can limit regular access; the existing distribution of facilities could be improved; the limited extent of multi-generational space is impacting the

opportunities for all age groups, and the costs of recreation is limiting access for some residents.

These accessibility challenges are in addition to the challenges faced by persons with disabilities in using both older facilities as well as those which are of recent date (e.g., challenges faced in enabling sledge hockey in the newer arenas). This pertains to mobility disabilities, as well as hearing, visual, sensory, and other challenges. As the City improves or adds programming, and expands, retrofits, and/or creates new facilities, integrating improvements that support and enhance accessibility in broad terms should be considered in collaboration with key partners and stakeholders.

Accessibility can also be the challenge of language and while this Master Plan calls for improved service delivery in recreation services, the City as a whole must support the expansion of language-related services.

Accessibility is therefore a broad challenge that is addressed in various recommendations in this Master Plan.

6. Availability or allocation of time within the City's facilities and its parks – as opposed to accessibility – is definitionally important to this plan. The challenges to achieving a fair and equitable allocation of time in City facilities (notably the ice arenas) is more than the inability to meet peak demand. The growth of female hockey, the needs of figure skating, achieving better use of existing facilities through changes to scheduling, and the lack of community drop-in hours to ice arenas, are examples of the needs that require a policy solution.

Commitment to Environmental Best Practices

Although this is not a stated principle of the Master Plan, the recognition of both the changing local climate in recent years and the need to plan for climate change mitigation is fundamental to many of the proposed recommendations. Beyond the goal to align the management of existing recreation assets and new built infrastructure with the City's Corporate Energy Plan and Green Building Guidelines, recommendations address the need for park redesign standards to promote shade, access to potable water/fountains, seating and water play installations.

In many jurisdictions, neighbourhood-based community centres continue to play a role in service delivery but, with age and limited functionality, there are challenges to their ongoing role. While the City has not historically provided neighbourhood-based community centres, this Master Plan considers the best ways to improve local access to facilities while promoting a realistic approach to new recreation infrastructure. Generally speaking, the City should consider the strategic use of facilities to maximize energy efficiency, in alignment with usage demand and aligning rates accordingly.

The achievement of local, walkable recreation serves the broader climate resiliency efforts of the City but there is a balance to be struck between focusing on neighbourhood and community level provision of recreational infrastructure and the efficiencies and smaller carbon footprint of centralized, co-located facilities – at least for the heavy infrastructure of pools and arenas. These factors have all been weighed in arriving at the recommendations laid out in this plan.

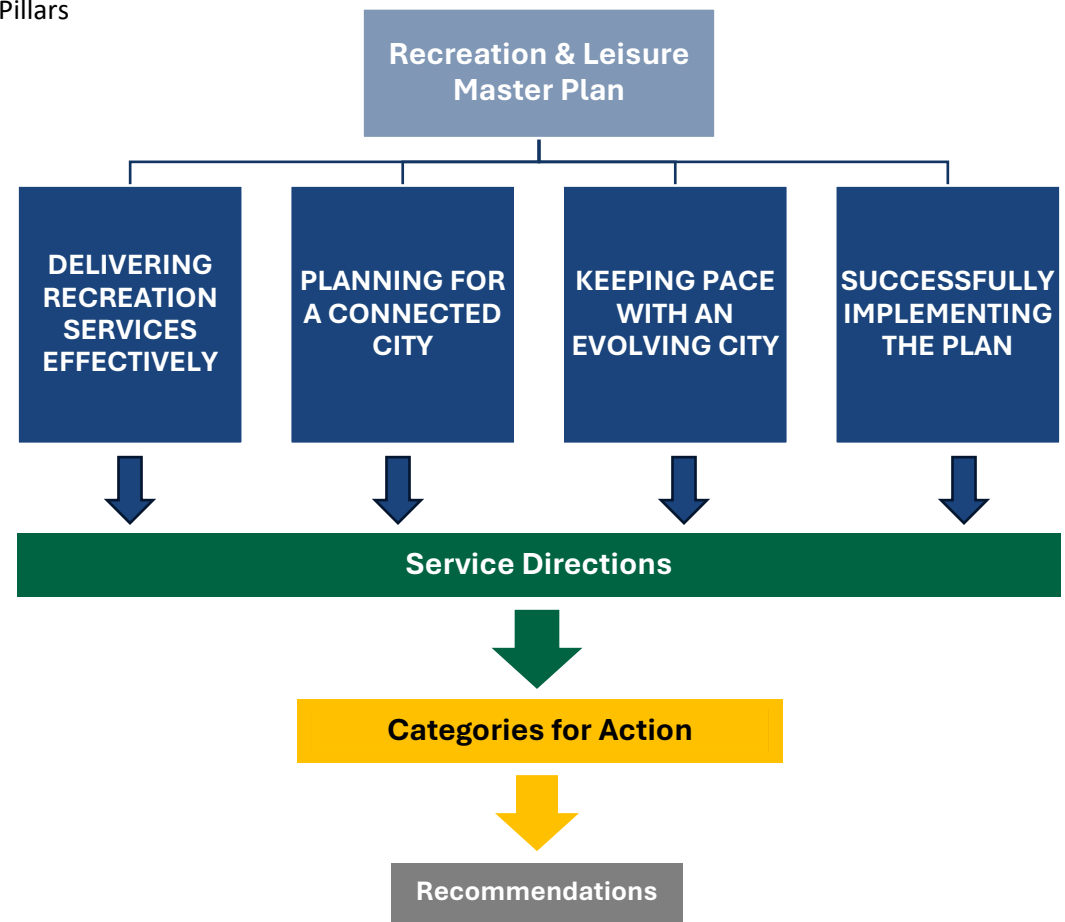
2.4 Pillars for Success

The principles are necessarily broad to achieve maximum impact in achieving desired outcomes over the course of the plan. Pillars are intended outcomes which represent the next level of specificity for the plan.

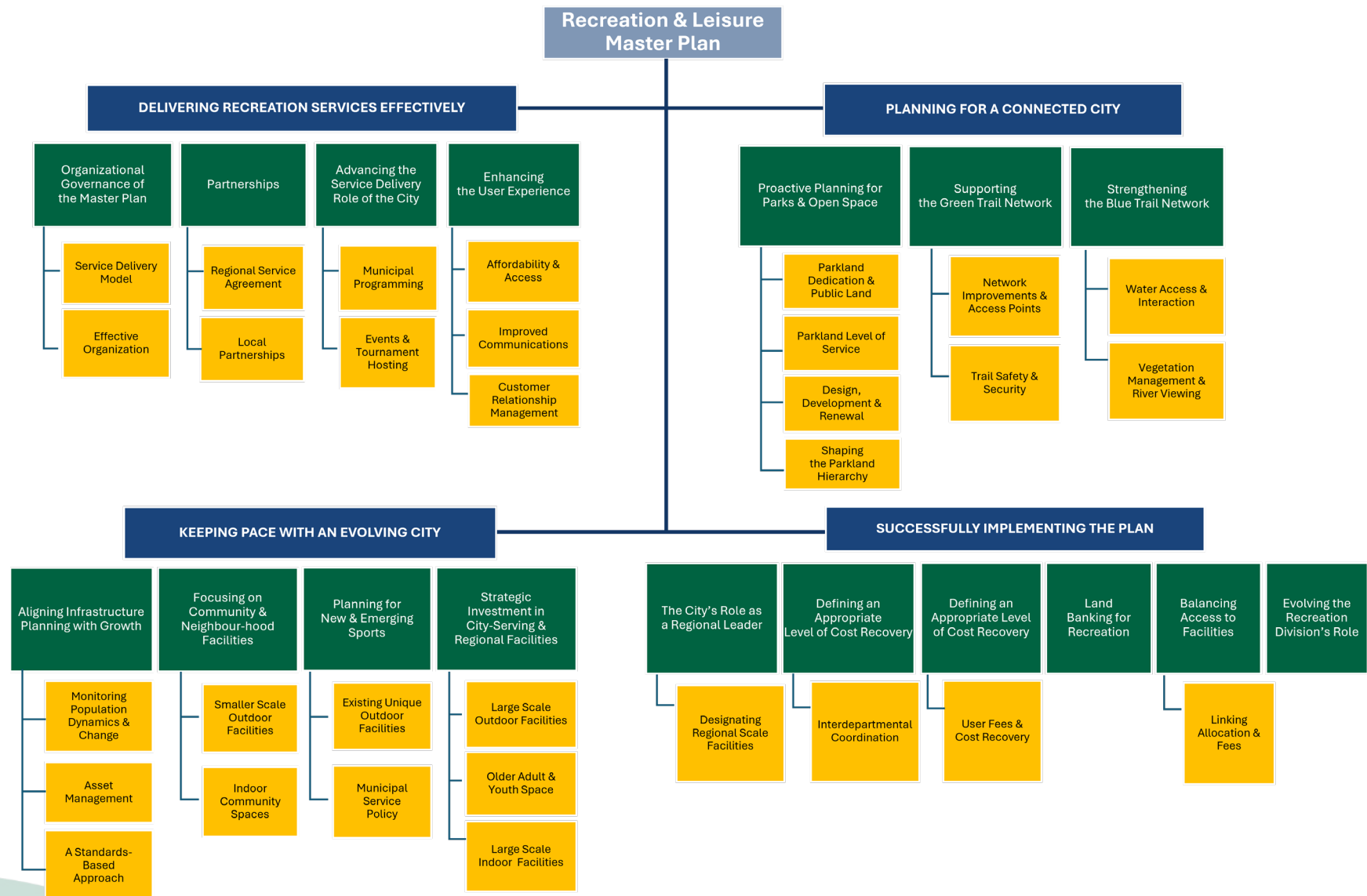
The recommendations of the Master Plan are organized within four pillars:

- Delivering Recreation Services Effectively
- Planning for a Connected City
- Keeping Pace with an Evolving City
- Successfully Implementing the Plan

Under each pillar, there are a series of service directions and subsequent categories for action, complete with recommendations for the City to undertake over the Plan period (to 2040). These pillars, their associated service directions, areas of action, and recommendations are detailed in Sections 3 through 6 of this report.



Organization of the Plan at a Glance



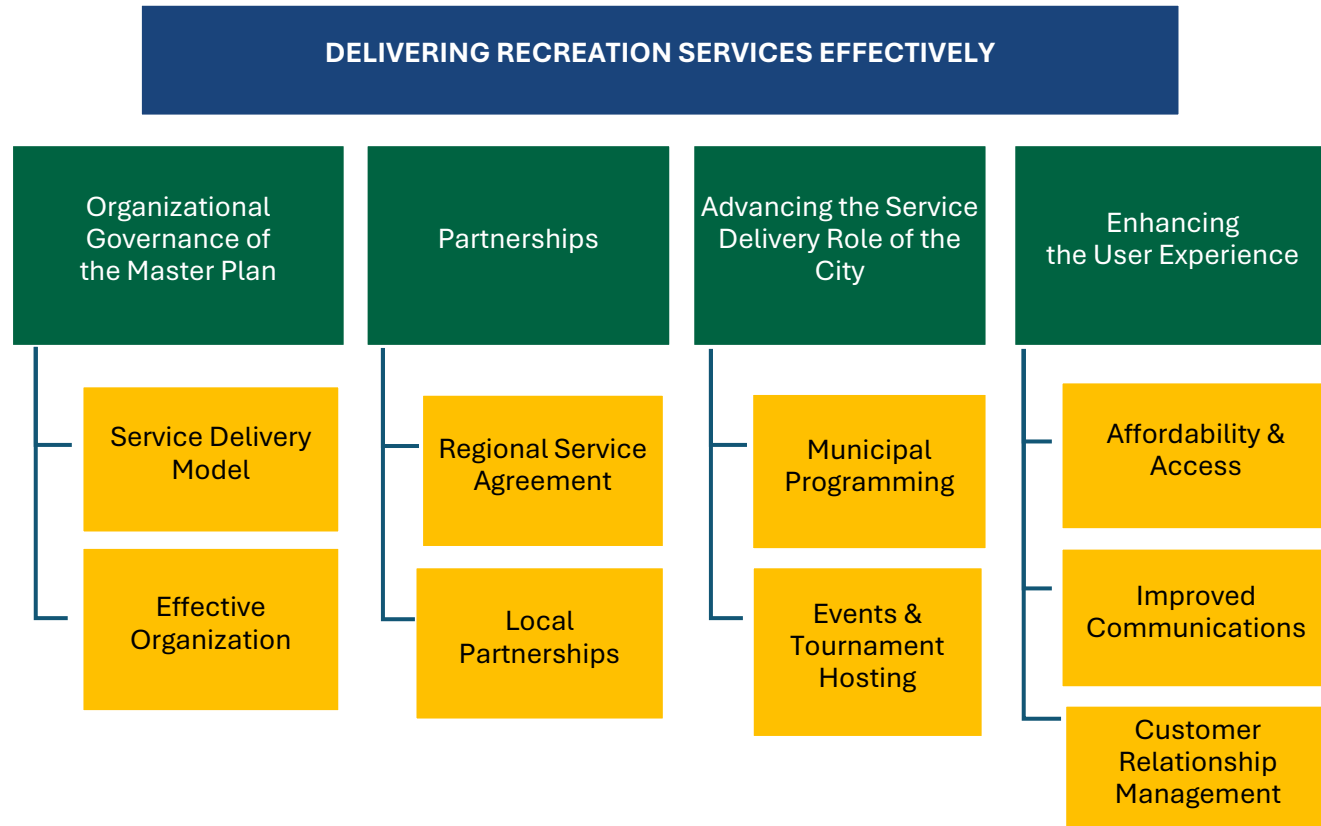


3. DELIVERING RECREATION SERVICES EFFECTIVELY



3.1 Service Directions for Service Delivery

Delivering recreation services effectively requires focusing efforts in four key service directions, as identified below and detailed within subsequent sub-sections of the Master Plan.



3.2 Overview of Service Delivery

The City currently employs a typical community development model of service delivery at a basic level with a focus on facility provision first and foremost. This model is a reflection of the limited inventory of buildings that the City owns and therefore has the ability to program directly.

Two of the City's seven departments work together to effectively deliver parks, recreation and leisure facilities and services – the Tourism, Recreation & Culture Department, and the Engineering & Operations Department.

This is complemented by programming that occurs within City-owned or other public facilities such as school gymnasiums owned by the provincial School District but scheduled by the City – in this regard the City is a facilitator to leverage recreation and leisure opportunities to occur at the neighbourhood level across the city. This programming is largely provided by non-profit organizations, inclusion stakeholders/ other community organizations, community service providers, among others.

3.3 Organizational Governance of the Master Plan

Service Delivery Model

The City of Fredericton is engaged in a facilities first model - meaning the primary function of the city is to provide high quality indoor and outdoor facilities that can be used by the community in a range of ways. This includes some level of direct programming by the City but also through the services provided by third parties (e.g., user groups).

This represents a typical community developed model but is of a more basic level rather than a proactive approach. The City works diligently with community user groups as well as other potential providers and third parties to ensure that it has an open doors and proactive stance towards the development of new programs delivered by others in its facilities. The city will be well served by continuing this service delivery model; however, there is also an opportunity to re-balance the delivery model to meet broader community-based objectives.

The delivery model as it currently stands is also a reflection of the limited inventory of buildings that the City owns. For example, the City does not have a gymnasium of its own. The primary facilities owned by the City include the arenas as well as a range of other smaller buildings that limit the amount of program space available to use. The opportunity comes with new buildings for the City to engage directly in programming and to design those buildings in such a way that the City can effectively operate direct programming but also enable a community-based approach to facilitate the full use of those facilities. In other words, any new space developed by the City should be directly programmed and scheduled by the City (e.g. at new field house or community centre). This will require additional staffing capacity to implement.

Recommendations

- 1. Support the Community Development Model of service delivery with the City's role as the primary provider of indoor and outdoor recreation assets, facilitating programming provided by others, and supporting third-party and non-profit providers where appropriate.***

Effective Organization

The Recreation, Tourism & Culture Department (RTC), Engineering & Operations Department, and Planning & Development Department work together to actualize the delivery of facilities and programs and facilitate community access to these opportunities. Within RTC, the Recreation & Culture Division is primarily responsible for implementing this Plan. However, this work is supported by the Tourism Division. The coordination of these two divisions ensures the Department's mandate, which includes marketing, product development, cultural programming, and recreation and sport tourism, is effectively carried out. Specifically:

- **Leisure and Recreation Development and Delivery:** This service area focuses on the development, support and delivery of community-level sport, recreation, leisure, and active living offerings.
- **Recreation Facility Scheduling:** This service area provides individuals and community groups scheduled access to municipally owned and/or operated recreation, sport, leisure or active living facilities and spaces.

- **Tourism, Sport Tourism, and Culture:** The City's staffing comprises a Tourism Manager, Sport Tourism Officer, Special Events Coordinator, and Cultural Development Officer, though it is noted that the Cultural Development Officer works with the Recreation & Culture Division while the other staff positions are assigned to the Tourism division.

The Engineering & Operations Department is large with a broad mandate. There are many divisions within it that are relevant to the direct provision and operation of recreation facilities and parks.

- **Building Services:** This Division focuses on the day-to-day operation and maintenance of the indoor recreation facilities, namely the arenas and the pool.
- **Parks & Trees:** This Division focuses on the planning, construction and general maintenance of parks, outdoor sports recreation and infrastructure, horticulture and arboriculture.
- **Engineering Services:** This Division focuses on engineered project design and project management related to active transportation and trails, transportation, servicing, etc.

The Planning & Development Department leads the land planning for new parks in the city. Public land dedication is required for lots created through the subdivision process, which is outlined in the Community Planning Act and administered/managed by the Department.

Staff in these three departments work closely on project development, maintenance and replacement of indoor and outdoor recreation facilities across the city. Continued efforts of

coordination and collaboration between these three departments will allow for joint agreement of where the priorities lie and the best solutions going forward. This Master Plan provides the guidance to reinforce the relationship between the three departments and enable better service delivery for Fredericton residents.

An adequate level of City staff to operate the expanding portfolio of recreation services will be required to meet the needs arising from a growing population. For example, once the new aquatic centre and field house/gymnasium are developed they will become focal points for providing recreational programming in the future. This will require the Recreation Division and its staffing complement to expand and evolve from schedulers into programmers and more. Similarly, the staffing complement within the Building Service Division, Parks & Trees Division and potentially other divisions, will need to expand to effectively operate and maintain the building. Refer to Section 6.7 for further details.

In implementing this Master Plan, addressing its challenges, and pursuing its opportunities, the Recreation & Culture Division will need to work effectively with other departments, and with the support of Council. This means maintains a strong and coordinated relationship with other Departments and City Council for the development and implementation of indoor and outdoor facilities infrastructure and maintenance of these assets.

Recognize that as new facilities (e.g., pool, gym, etc.) are developed and operational and the direct program offer is expanded, staffing levels will need to expand.

3.4 Partnerships

Regional Service Agreement

As the City owns and maintains various recreation facilities that provide benefits to the city as well as the surrounding areas, Recreational Service Agreements (RSAs) between the City of Fredericton, participating municipalities, and the Province of New Brunswick on behalf of (former) Local Service Districts (LSDs) and the newly formed Rural District, were developed in 2008 to recognize the need for a solution to the regional use of and investment in City-based facilities. These agreements were originally developed to facilitate cost-sharing for the development of two twin-pad arenas, Willie O'Ree Place and the Grant-Harvey Centre, in turn providing access to City-based facilities at a set rate for residents of participating communities.

In 2023, the province implemented a Local Governance Reform process that involved the restructuring of LSDs to form new local governments. As a result, newly formed local governments were given the option to opt-out and/or renew their participation in the RSA. The City is working with newly formed local governments to establish new agreements, subject to the approval of respective Council's, to allow residents that previously participated in the RSA to continue to have access to the City's facilities and programs until the end of the term of the original agreement (December 31, 2027). This includes: the Village of New Maryland, Rural Community of Hanwell, LSDs of Douglas and Estey's Bridge (now part of Central York Rural Community), LSD of Saint Marys (now part of Nashwaak Rural Community), LSD of New Maryland (now part of Sunbury-York South Rural Community), and LSDs of Maugerville and Noonan (now part of the Capital Region Rural District).

The RSAs stipulate that, on an annual basis, participating communities contribute a tax rate of three cents for every one hundred dollars of property tax assessment within their jurisdiction that contributes to the shared recreational services (four cents for every one hundred dollars of property tax assessment for the Village of New Maryland).

While the RLMP is the City's responsibility, there is regional customer base for recreation, many of whom participated in the engagement process that informed this plan. The RSAs provide a framework for partnerships and cost sharing. The City has a foundational commitment to cooperating with adjacent municipalities.

The RSAs highlight the importance of local government partnership as they create access for residents of participating communities to a broad range of recreation facilities, programming and services that would otherwise only be available at much higher, potentially cost-prohibitive rates (i.e. user fees). This Master Plan supports the pursuit of a renewed RSA with municipal partners to establish a cost-sharing and usage framework beyond 2027. However, when establishing future agreements, it will be important to ensure the principles of equity as outlined in this plan, as well as fairness as provided in the City's Guiding Financial Principles, are appropriately considered. Currently there is a significant discrepancy with respect to tax rates paid by City residents versus the rates paid by residents of participating RSA communities.

Local Partnerships

In a community development model of recreation service delivery, the provision of services by non-profit groups is fundamental. The City has many partners in many forms, including but not limited to:

- Post-secondary education institutions, including University of New Brunswick (UNB), New Brunswick Community College (NBCC), and St. Thomas University (STU);
- Anglophone School District West (ASDW);
- YMCA and BGC Greater Fredericton (formerly Boys and Girls Club);
- Sitansisk (St. Mary's First Nation);
- Community-based service clubs and organizations (e.g., Multi-Cultural Association of Fredericton, Stepping Stone Senior's Centre); and
- Community sporting/recreation/leisure user groups.

The Consultation and Engagement Report provides full details of these current partnerships and the ways in which these groups envision working with the City in the future.

The importance of these partnerships is recognized by this Master Plan, and the City should continually enhance existing and develop new partnerships to bolster the provision of recreation and leisure in the city. Some of the city's existing allocation and access procedures will need to be refined and a formalized allocation policy developed to more accurately reflect the principles established in this Master Plan. More specifically, the City should strive to:

- Actively manage the relationship with the ASDW for access to existing mutual assets and capital development of assets (e.g., sports fields, gymnasias, track and field) through an updated license agreement. Seek to improve

elements of these agreements where necessary including responding to the concerns of existing gymnasium user groups regarding limitations of access to school gyms (including school district rights to displace groups at short notice).

- Seek partnership with the Francophone School District South (FSDS) for facility access and usage through a formalized agreement.
- Prioritize effective management of the Nashwaaksis Middle School Field House through the existing 1975 agreement and the operation of the Facilities Maintenance Committee.
- Meaningfully incorporate Indigenous art, language, and flag into the design and operation of facilities, parks and open space to foster a sense of belonging. This Plan encourages building on these commitments.
- Operationalize access to ice for key sport organizational stakeholders with full reference to a new ice allocation policy developed by the City to govern access to ice at all 6 of its indoor ice pads.
- Strengthen partnerships with post-secondary institutions for sport tourism and community recreation access to facilities. This can be done through a variety of measures including advocacy for community access and pricing structure to support wider community access.
- Support the YMCA in maximizing its reach to the community through programming, including in City owned facilities, as appropriate. This may also include supporting efforts to improve YMCA services on the north side of the City, and/or supporting and supplementing,

where appropriate, efforts to widen participation in recreation by new immigrant communities.

- Seek partnership with third party facility and service providers such as BGC, MCAF, senior's associations and others to enhance the overall level of service provided to residents and achieve greater efficiencies for the City. This includes a general recognition that the City is not the only provider of recreation and leisure services and may not necessarily be the most appropriate provider of services (e.g., indoor tennis, commercial fitness gyms).
- Support Sitansisk in proactively addressing its recreation needs, particularly as it relates to children and youth. Actively work to provide access for Indigenous youth and adults to City facilities. Consider creating a liaison role with a focus on information sharing and exploring mutual recreation interests and opportunities. In 2023 the City offered a hockey camp for Indigenous, and in 2024 the City offered two camps in response to the level of interest from the community. Looking ahead, more opportunities such as these to improve access should be collaboratively identified and implemented.
- Work with Parasport NB, Ability NB and other key partners and stakeholders to identify opportunities to improve access and accessibility for persons with physical disabilities.

Recommendations

- 2. Maintain, enhance and seek to achieve measurable results from all partnerships as it relates to reciprocal access to facilities, the development and siting of new facilities for co-location, and opportunities for collaborative partnership programming.**
- 3. Ensure any future co-funding agreement(s) with external partners clearly articulate ownership, access and long-term maintenance. This should address both indoor and outdoor infrastructure (e.g., gyms and fields for example in the recreation context). As projects come about, they should be assessed on a case-by-case basis, but if joint funding is provided, a detailed agreement should be put in place (in addition to the reciprocal agreement with ASDW for example).**

3.5 Advancing the Service Delivery Role of the City

To achieve any of the items included within the following section, the Recreation Division will need to develop an operational plan. This plan should have a 5-year horizon (updated annually) and will identify the ways in which the City's role in direct services delivery or improved facilitation of programming can be actioned in a practical way. This links directly to any strategy to improve access to the schools for City-based programming as well as the development of the gymnasium, as a priority project.

With Recreation for All as a guiding principle and Enhancing the User Experience as a strategic direction of this Master Plan, the

operating plan should embrace the goals for improving accessibility, affordability and inclusivity. The operating plan is different from any policies developed to govern allocations of access to City facilities by user groups and any policies developed with respect to recreation service fees.

Recommendations

- 4. Develop an operational plan and budget to advance the service delivery role of the Recreation Division to increase programming.**

Municipal Programming

This Master Plan calls for the City to do more direct programming with a community recreation focus. At present, the City of Fredericton offers a variety of drop-in and registered programs. Programs offered by the City are heavily focused on aquatics, which take place at the Fredericton Indoor Pool, and those for older adults, which occur at the Johnston Avenue Senior's Centre.

With a limited program offer at present, and with the future development of additional indoor facilities (e.g., pool and gym as recommended in this Plan), the City's direct programming role will need to increase significantly. The current focus on aquatics and seniors programming should be updated with a broader community focus. The existing challenge is that the city lacks the space and capacity to offer such direct programming. This means the only viable solution at present is to provide direct programming in school gyms or improving the use of existing City-owned space (e.g., Marysville Heritage Centre). Any expansion of direct programming for community recreation will be contingent on the City's capacity to resource these efforts.

The City should seek out opportunities to consult with the community related to changing preferences and looking for opportunities to fill gaps in services. Input from program participants and facility users, information that may come from program enquiries, and general information regarding program needs and trends will be useful in this regard.

The City should also be mindful not to duplicate existing programs provided by others where demand is clearly met. This will help to identify new programs that are consistent with the City's focus on community recreation for all residents including underserved communities, seniors, children and youth, LGBTQ+, newcomers, and traditional users. Examples of programs the City could consider in the short-term include skate-lending or rental program at the city's mechanical ice rinks, and/or cross-country ski equipment rental at Killarney Lake Park.

Recommendations

- 5. *Expand programming provided directly by the City through improved use of existing City-owned space (e.g., Marysville Heritage Centre) by identifying new programs that are consistent with the City's community recreation focus and which will expand the diversity of available program services.***
- 6. *Further develop the municipal program offer as new facilities (e.g., pool, gym, etc.) are developed and operational. This includes expanding the aquatic and court-based offering and developing other community programs that meets the broader needs of the City's growing and diversifying community.***

Events & Tournament Hosting

Many communities across Canada are realizing the potential economic impacts that the sport tourism industry can bring, including Fredericton. Fredericton's Tourism Division indicates that Fredericton "is a top tier destination for athletic action."

The City's parks system plays a role as a series of cultural assets and opportunities for a range of event hosting. While the City directly organizes and provides a few special events, including programming at Officers' Square, the Garrison Night Market, Barracks Square, and Killarney Lake Park and specific events such as Frostival, Sk8fest, and the Welcome Back Celebration, most special events that take place in Fredericton are administered and implemented by community or other organizations with the support of City staff (e.g. Fredericton Marathon).

Engagement activities recognized and emphasized the need to balance community access to indoor and outdoor recreation facilities with opportunities for sport tourism event and tournament hosting. This was from a facility capacity standpoint, but also with respect to amenities. For example, as it relates to sport tourism and tournament hosting for field sports, currently only the BMO Centre (University) provides an artificial turf field with ready access to changerooms and permanent washrooms. This lack of amenities limits the City's tournament hosting capacity for sports utilizing field turf.

Infrastructure investment is needed to ensure the appropriate range of amenities are provided in alignment with sport tourism objectives. This Master Plan supports the City continuing and enhancing the ability to successfully host major sporting events in Fredericton through infrastructure investment and renewal. Investment will need to occur at all levels of facilities (neighbourhood, community and city-wide), as well as in a staffing

capacity, to meet the City's overarching goals and vision for balanced recreation in the future. In some cases, there should be consideration for a suitable concentration of facilities in one location and appropriate player and spectator amenities to enable tournament scale events.

Recommendations

- 7. *Provide open lawn area/unstructured space within Community Parks for outdoor community events and activities to occur (e.g., concerts, large family gatherings, arts and cultural events, etc.).*** This should be considered in the development of new parks as well as existing parks that may require renewal.
- 8. *Undertake a Sport Tourism Strategy, updating the framework established in 2016.*** This strategy should be fully aligned with the issues of balance between community access versus events at City-owned facilities; recognize the economic impact value of hosting.
- 9. *Undertake a review of existing facilities to identify gaps in the supply of special event and tournament hosting amenities and infrastructure.***

3.6 Enhancing the User Experience

Affordability, Access & Accessibility

As defined in Section 2, access goes well beyond affordability, but affordability is critical to ensuring access.

The City currently does not have distinct programs of support to improve affordable access, relying on other community service agencies to offer such supports. However, the City does have policies and programs in place to support affordability. For example, the drop-in youth centre at Willie O'Ree that is operational during the summer months is free for users, and minor ice is priced to support access by children and youth.

Over the long term, the City may want to recognize that an approach to alleviating financial cost (even if it is for one time or occasional access) is part of a comprehensive commitment to DEI objectives.

To support the Plan principle of recreation for all, the City should ensure that residents of all income levels have access to programs, services and facilities whether these are provided by the City or through third-party affiliate agreements with sports organizations.

Recommendations

- 10. *Develop a policy to provide a program of support for those in financial need as part of the recommended User Fee Policy development.***

The City has not yet developed an affiliated user group policy. Under such a policy, user groups become affiliated through adherence to a series of City's policies which tie together the operations of the user groups with the standards, mandate, expectations regarding DEI policies, and all other policies that the City would deem important if it were the provider of the programs itself. It is noted that many sports organization user groups already have practices in place to support affordability, access and inclusion. Development of an Affiliated User Group Policy will create better consistency among user groups with respect to these objectives and support the Plan principle of re-balance.

Recommendations

11. Develop an Affiliated User Group Policy as a tool for ensuring third party providers are consistently in alignment with corporate objectives and policies.

As it relates to the accessibility of recreation facilities, programs and services, the City should seek to ensure that facilities are welcoming and open to all. There is a role for the City to play by expanding its support of underserved residents to foster their participation in City programming as well as access to facilities and through third party providers. This involves accessibility within facilities, both indoor and outdoor and parks, to improve access and participation for persons with physical disabilities. It also includes ensuring easy transit and active transportation access by providing routes to/from major recreation facilities, which recognizes inclusion of several underserved groups. As new facilities are planned, affordable access should be supported through collaboration between internal stakeholders that seeks to align facility location and design with existing transit and active transportation connections.

Recommendations

12. As the City improves or adds programming, and expands, retrofits, and/or creates new facilities, collaborate with key partners and stakeholders to identify opportunities to support and enhance accessibility.

Customer Relationship Management

Centralized services for customer interaction and information exchange involves several services including recreation and engineering, parks and trees, transit, and other services. The technology environment is constantly changing, and the City is monitoring ways in which it can develop better services including improved internal tracking of customer inquiries and follow-up by subject matter experts (e.g., departmental representatives), the potential benefits or disbenefits of using AI and Customer Relationship Management (CRM) software improvements.

The City continues to work towards improving its online, front-facing booking and scheduling system. A more customized approach is required to improve the customer experience as well as customer interaction and staff use of the information contained in the software. However, this is generally an evolution from the web-based booking forms, which have limited utility.

The City will need to maintain state of the art software solutions for online bookings, CRM, and data mining on the uptake and participation in programs and facility rentals, including a complete understanding of regional utilization. This is a fundamental element of any strategy to address subsidization, rate setting, and

cost recovery targets for the City's recreation services and facilities.

Recommendations

- 13. Improve online service for all facility bookings (arenas, meeting spaces, ball diamonds, etc.) and program registrations. This needs to be practical from a public user point of view and from a staff perspective to easily monitor usage and program registrations over time.**

Improved Communications, Promotion and Marketing

Communication is currently handled primarily via the City's website and social media through staff capacity within the Recreation and Culture Division and as supported by Corporate Communications and Service Fredericton. Programs that the City does not itself manage, provides an added complication in relaying timely information to customers.

This Master Plan supports developing City activity in centralized services and CRM to improve technology and processes to be able to provide a better-quality experience for residents engaged in programs either directly provided by the City or operated out of facilities owned by the City. This includes improving marketing and communications practices in general.

Engagement activities indicated that improving communications by the City in several capacities was important, as summarized in Section 1.6 above, and in more detail within the Consultation and Engagement Report.

Developing a range of direct programming relates directly to the City having access to adequate space. The City's role in programming can be enhanced as a facilitator for other providers to provide programming. In this regard, the City should work collaboratively with other departments, and endeavor to work with non-recreation groups within the city, to enable cross-promotion of activities and events (e.g., arts and culture groups, Indigenous, multi-cultural groups, etc.).

Additionally, a focus on improving information sharing related to the nature of accessibility to/from and within City indoor and outdoor recreation facilities would also support the principles of this Plan related to access and participation.

Recommendations

- 14. Improve the Parks Directory and Facilities webpages to provide a comprehensive listing of parks, trails, and facilities within the city that are available for public use. Ideally, this would be developed as an interactive mapping tool to show locations and access points, amenities, accessible features, etc.**
- 15. As the programming mandate of the City transforms, include marketing and promotion to improve communications with the public, with strategic focus on aspects where programming by the City is being enhanced in terms of direct programming, and/or where there is a desire for better outreach to non-traditional users.**

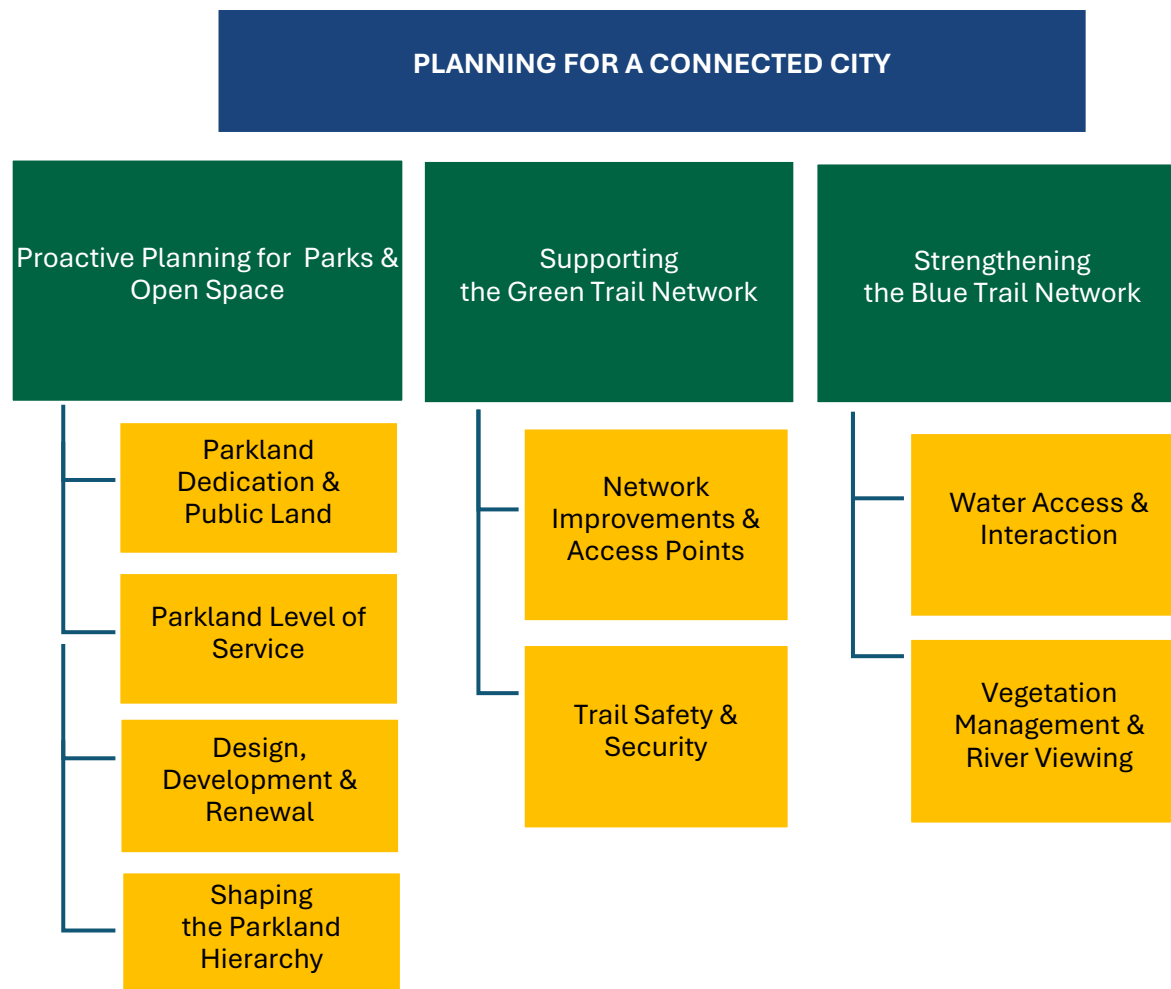


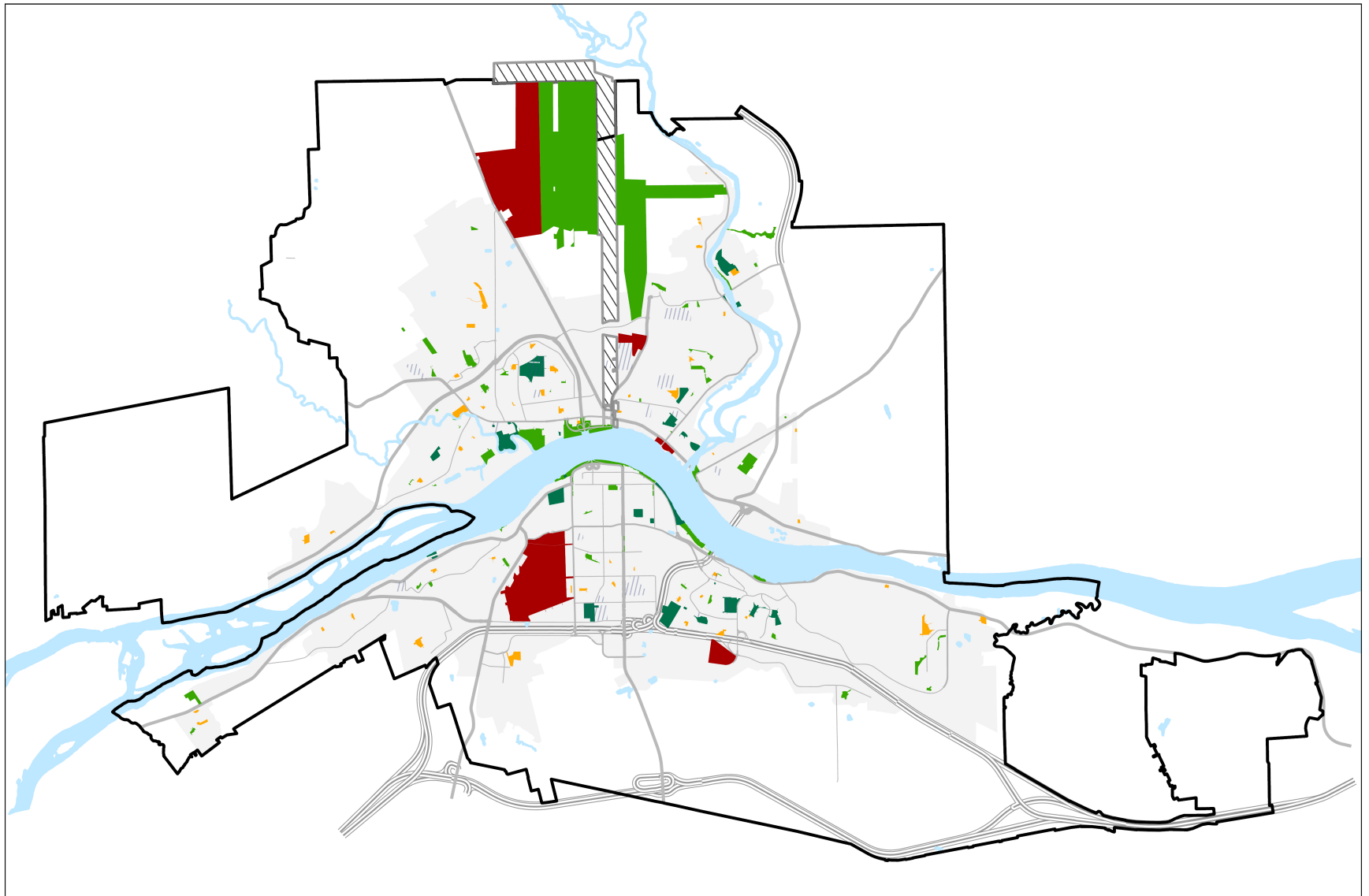
4. PLANNING FOR A CONNECTED CITY



4.1 Service Directions for Parks, Open Space & Trails

Planning for a Connected City requires focus on three key service directions and several subsequent categories for action, as identified below.





Developed Parks and Open Space

Sierra Planning and Management
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Legend

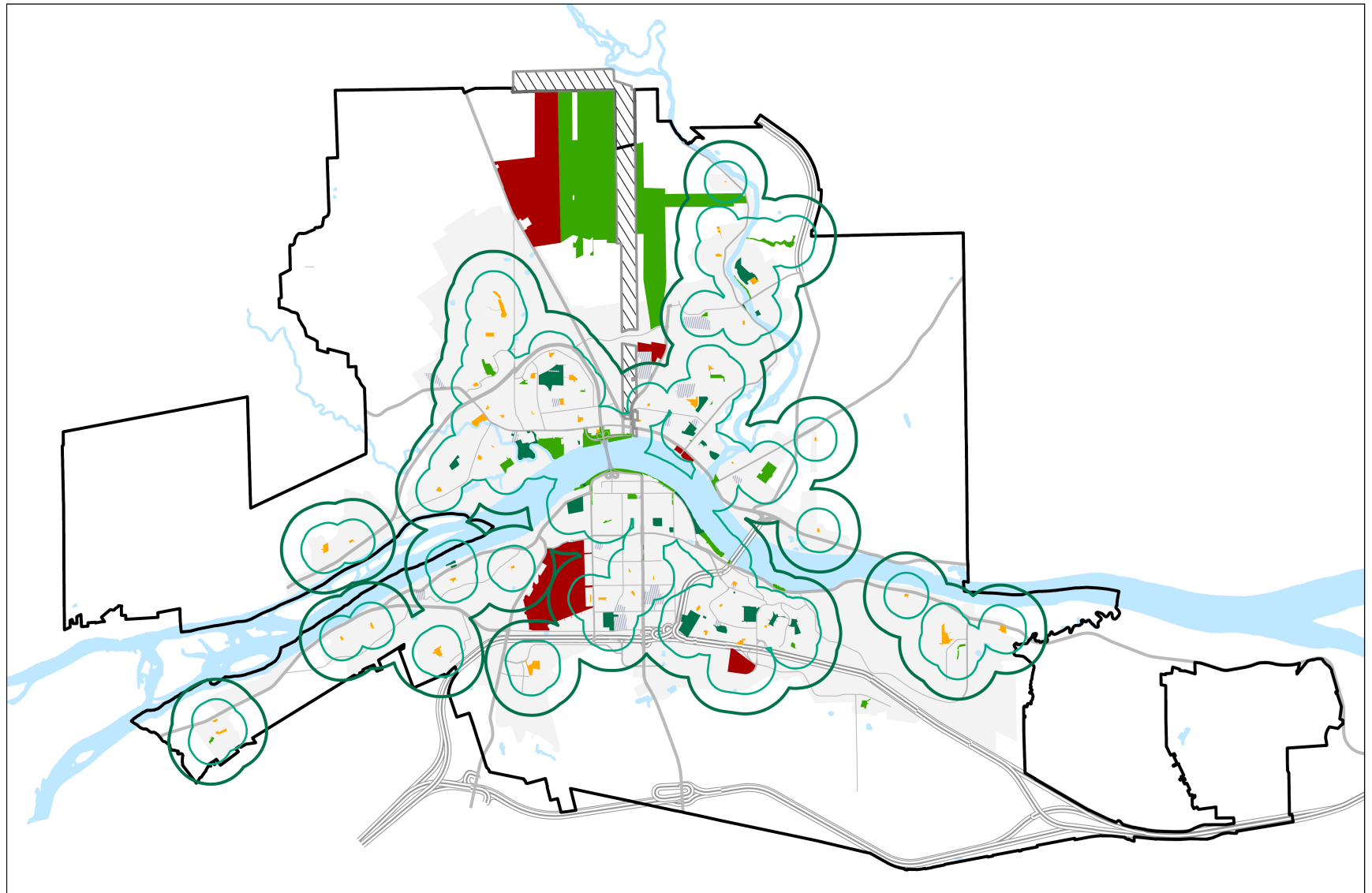
Parkland

- City-wide / Municipal
- Community
- Neighbourhood
- Open Space

- Sitansisk (St. Mary's First Nation)
- City Boundary
- Urban Boundary
- School Grounds



1:120,000



Parkland Walkability

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Fredericton

Legend

Distance from Community and
Neighbourhood Parks

400 meters

800 meters

Sitansisk (St. Mary's First Nation)

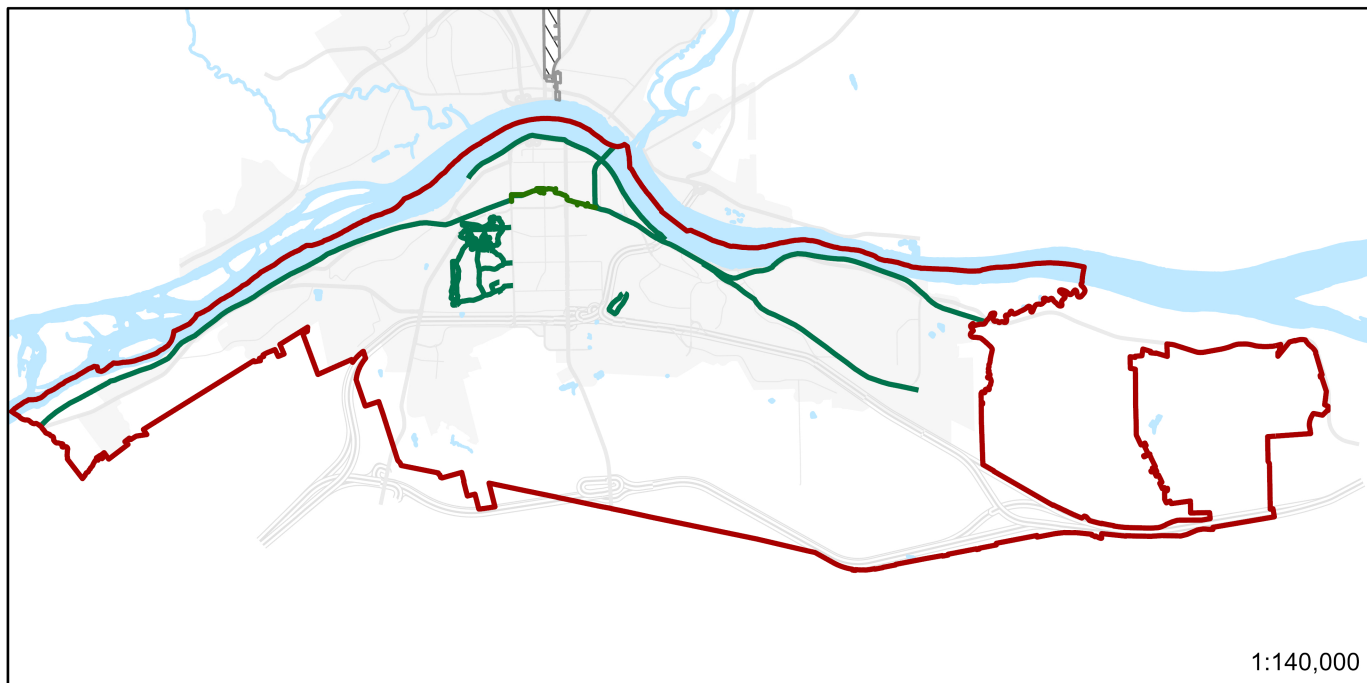
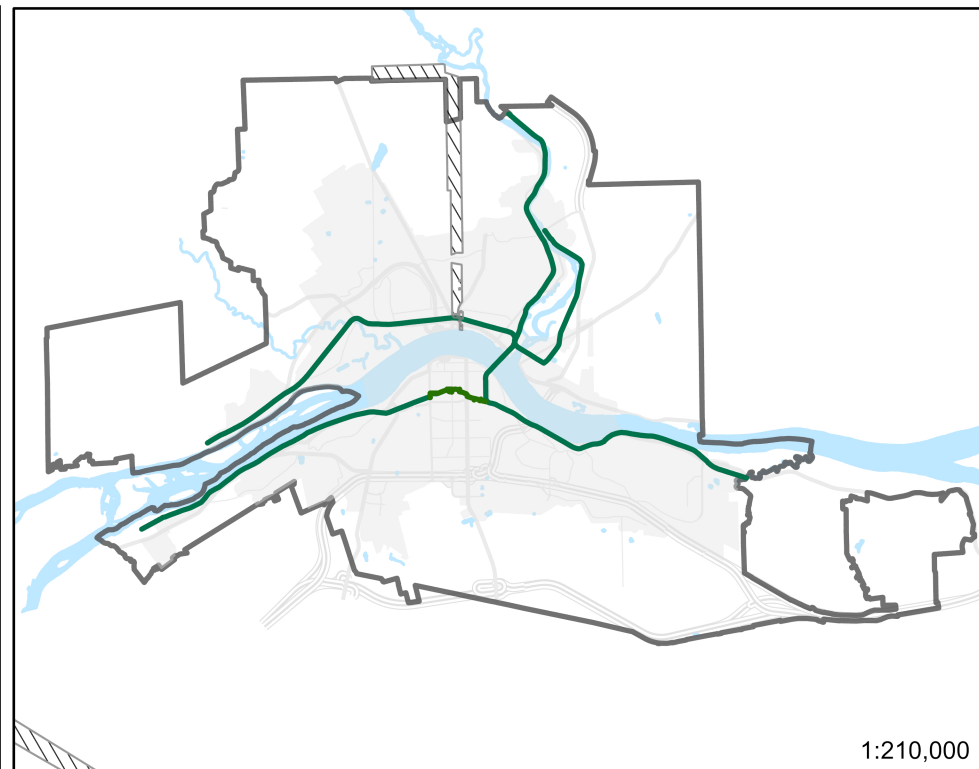
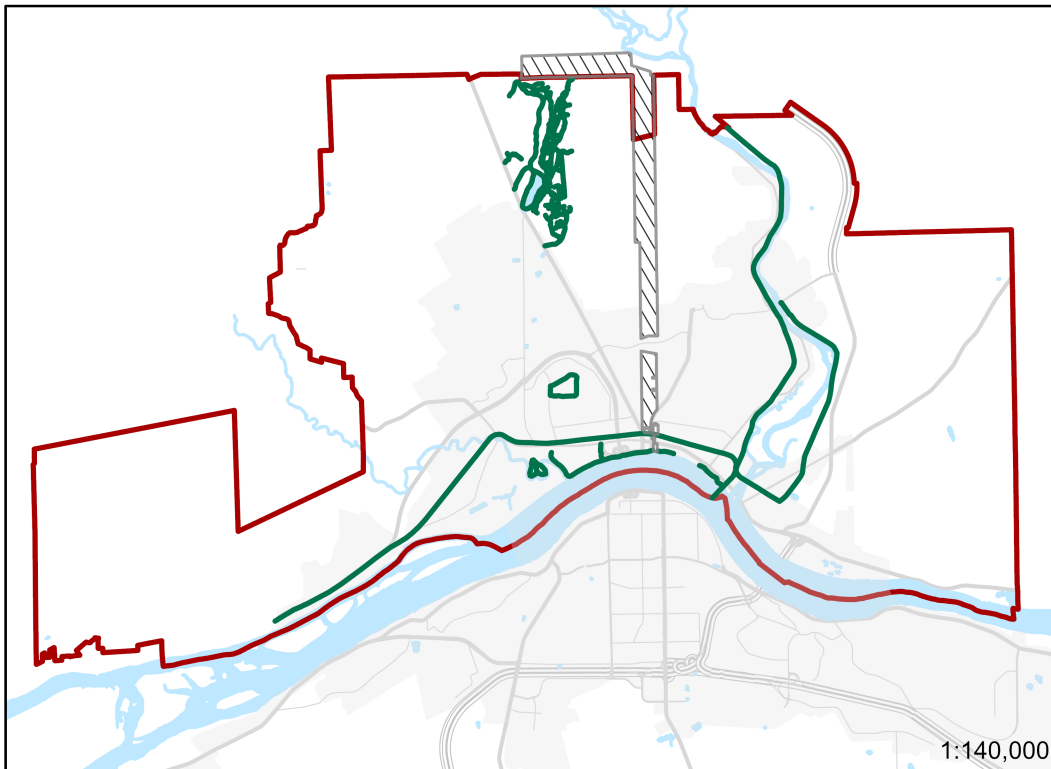
City Boundary

Urban Boundary

School Grounds



1:120,000



City of Fredericton Trail Network

Legend

-  Trails
-  Sitansisk (St. Mary's First Nation)
-  Urban Boundary
-  City Boundary



Fredericton

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4.2 Overview of Parks, Open Space & Trails

The City's current supply of parkland includes 132 parkland locations which comprises approximately 1,200 hectares of land. The City's parkland supply is comprised of both developed parkland, undeveloped parkland, and open space. Developed parkland is actively programmed by the City, recreational facilities are provided, it is formally marked and recognized as parkland, and it is regularly maintained by the City. Whereas undeveloped parkland refers to City-owned land that has not been developed in any way, meaning there are no recreational facilities provided, it has not been graded, seeded, sodded, or formally marked, and/or it is not maintained/operational. These parcels have typically been acquired by the City through the development process.

The City's Planning Division maintains a comprehensive inventory of parkland assets as part of its GIS inventory tools. This should be updated on a continual basis through the documentation of public and private open space properties.

The City owns and maintains 123 kilometres of trails throughout Fredericton across a network of 34 distinct trails. Many of the trails are multi-use in nature meaning they can accommodate a variety of users (i.e., walkers, hikers, cyclists, etc.). A comprehensive trail network, such as Fredericton's, provides an affordable and accessible recreation asset across the city.

4.3 Proactive Planning for Parkland

At present, the City identifies the parks and open space structure through its Municipal Plan, Growth Strategy, secondary plans, and refines the locations and sizes as subdivision applications are received. Planning for parkland within new residential development areas requires a continued strategic approach to not only support the subdivision and parkland dedication process, but also other departments in determining the facilities that may be appropriate for development within each new park.

This Master Plan identifies the hierarchy, which new park development should follow. All decisions made for parkland conveyance as a result of development applications, should have regard for the parkland development goals established in this Master Plan.

Any new parkland development should relate to the established parkland hierarchy which identifies standards for the provision of different types of parks to serve the neighbourhoods, communities and the city as a whole.

Parkland Dedication

Public land dedication is required for lots created through the subdivision process, which is currently enabled by the New Brunswick Community Planning Act and administered /managed by the Planning & Development Department.

The City should maintain current planning practices for land dedication as per the legislated requirements set out in the provincial Community Planning Act.

Public Land (Land for Public Purposes)

The current open space standard in the City comprised of municipal-owned community and neighbourhood parks is 2.1 ha per 1,000 residents. Generally, this aligns well with other similar sized cities in Canada (all of which have regionally specific differences in terms of the type and distribution of such open space).

Going forward, the City is known to have considerable open space lands in its ownership which are non-operational or which have never been developed for public use. This inventory should be assessed for its development potential to meet the parkland goals established in this plan over the plan period, and to assess the opportunity to develop municipal and other institutional (e.g. school) sites in tandem. This should be the priority approach rather than a commitment to land banking of additional sites. However, the need to acquire lands to meet the goals of the plan and the City over the long-term should remain a viable option for the City, as needed.

Linked to the above, non-operational parkland should also be considered and assessed by City staff for their ability to support the Urban Forest Strategy, Climate Change Adaptation Plan, Affordable Housing Strategy, and /or other City plans and strategies.

Parkland Level of Service in New Residential Development Areas

The City's Municipal Plan identifies growth nodes (including four New Neighbourhoods and the Urban Core). For each growth node there will be a need to establish the open space network and parks hierarchy as part of the land use framework. The City should apply the requirements of this Master Plan in relation to the parkland hierarchy, service areas for individual parks, and the

opportunities to develop required facilities on parkland, as part of its long-term planning for new growth nodes.

As the City grows, decisions will need to be made on the capability of new residential development areas to provide, through the parkland dedication process, lands which are structured in line with the parkland hierarchy, and which may address larger recreation facility needs.

Through the process of development control, broader needs for recreation infrastructure, in addition to local needs, must be contemplated. The City should consider future residential development areas as opportunities to provide some of the city-serving facilities that will be required over the Plan period. Sports fields and courts are examples of facilities that could be incorporated into future parkland, including clusters of sports fields in Community Parks, and/or sports courts in larger Neighbourhood Parks. This Master Plan determines what will be required over the next 15 years, and therefore forms the backbone for recreation facility planning in future parkland going forward and should be brought forward for consideration as part of future secondary plan making.

The city has significant land assets that can be utilized. Existing land assets should be assessed for suitability to accommodate the parkland development provision set out in this plan. This Master Plan establishes the framework within which future parkland is planned and built out (in terms of quantity and quality).

Parkland Level of Service within Areas of Intensification

As Fredericton's urban core and established neighbourhoods continue to densify with new residential developments, providing sufficient space for needed recreational amenities or facilities must be top of mind. There will be a need to focus on investment and change in the existing built-up parks to ensure that the amenities provided speak to the needs of the changing demographics within those areas.

This Master Plan recognizes the changing nature and densification of the urban core and established neighbourhoods and strives to align the civic assets, parkland and trails systems to reflect this higher density and resident demographic-based needs in the various neighbourhoods. This means the hierarchy classification for parks could change over time. When this happens, community-scale amenities may need to be relocated to more appropriate sites at which time centralization or hub alignment should be considered.

Recommendations

16. Within the Urban Core and other intensification areas strive to:

- ***Preserve and enhance existing City-owned parkland and open space.***
- ***Strengthen linkages and enhance connections to key destinations and existing parkland and open space through on- and off-street means (e.g., Cross Town Trail).***
- ***Seek opportunities for enhancing public space – including working with developers to incorporate privately owned public space (POPS), improved streetscapes, flexible streets, etc.***
- ***Seek public input on redevelopment/development of parkland to ensure investment aligns with resident needs.***
- ***Monitor hierarchy classifications and associated service delivery for parks to ensure alignment with changing conditions.***

Parkland Design, Development & Renewal

Planning for the development and renewal of parkland involves interdepartmental collaboration. The City's Planning & Development Department leads the land use planning for new parks in the city and informs renewal projects. The Recreation & Culture Division leads the development of park plans and conceptual design for comprehensive park improvement projects. And the Parks & Trees Division of the Engineering & Operations Department is responsible for the engineering design and construction of park development and renewal based on a series of design standards developed for parks, trails and the facilities they include. Other divisions are involved as needed, such as Building Services and Engineering Services. The City's current approach to lifecycle renewal for outdoor facilities is the primary means of analysis related to service level, life cycle, location, etc. This Master Plan recommends that as park facilities are identified for renewal, they should not necessarily be replaced like-for-like, but neighbourhood lifecycle and demographic changes should also be considered.

Select park projects and specific facility development may also involve developer and/or community volunteer service and contributions to fundraising and resourcing for the design and construction. This is determined on a project-by-project basis as new parkland is acquired, existing parks are identified for renewal, new facility types are developed, and/or existing facilities are replaced within parks. This Master Plan supports this type of facility development. As the City grows and densifies, the City should consider making use of these contributions.

Recommendations

- 17. Develop a process for consistent community engagement and neighbourhood lifecycle assessment to determine needs as it relates to the design and development of new parks and/or revitalization of existing parks.***
- 18. Address user comfort requirements in parks across the city, where recreational facilities are in place. This should include the installation of accessible sitting areas/benches, shade structures and/or trees, water bottle filling stations, accessible pathways, among others. Parks that include playgrounds, splash pads, sports fields, and other active amenities should be prioritized. These elements should also be considered within the design of new parks.***
- 19. Consider agreements that facilitate voluntary developer-built parks as a strategy to advance the timing of parks and trails in new development areas (adherence to City development standards would be required).***

Shaping the Parkland Hierarchy

The hierarchy sets out the future use and role of individual open spaces and accordingly, both capital spending on new parks and operational practices in maintaining parks. Every park developed as well as existing should be governed by its designation within the parkland hierarchy to ensure that the overall parkland system is both operated and developed as an integrated whole. This achieves better outcomes for resourcing these assets and meeting the evolving needs of the public.

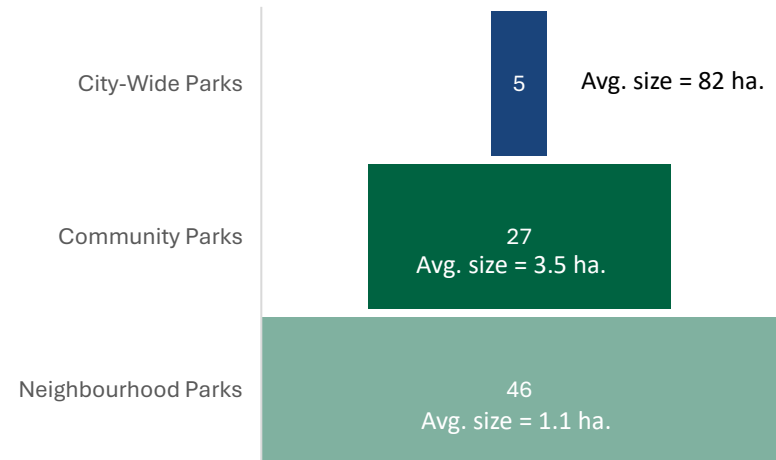
The 2009 Recreation Master Plan provided a detailed Parks Hierarchy and Service Levels for Provision, while the City's Municipal Plan recognizes the park hierarchy ranging in scale from Regional to Neighbourhood.

The City recognizes the changing nature and role of parks, open spaces, and riverfront lands as the City continues to urbanize and therefore this Master Plan further defines parkland classifications as recognized for future planning purposes. This results in Open Space being removed from the parkland hierarchy as it is purposefully undeveloped public space that is largely naturalized in nature and often acquired on an opportunity basis. This Master Plan also introduces the concept of Micro Parks. These spaces are also opportunity-based in nature and would typically occur where blue and green infrastructure and trails come together, and/or where smaller pockets of land are identified within denser areas to support community building and place-making. The classification of the City's existing parks is identified in Appendix D of the Technical Background Report.

Typically, a parkland hierarchy should have the fewest number of parks at the top of the hierarchy (City-Wide Parks in Fredericton's case) and the greatest number of parks at the lowest end of the

hierarchy, in this case Neighbourhood Parks. This is the case in Fredericton and this structure should be maintained in the future.

Exhibit 1: Number of Parks in Each Classification within the Parkland Hierarchy



Recommendations

20. Adopt the Parkland Hierarchy proposed in this Master Plan as a basis for planning for and acquiring, designing, developing, and programming parkland.

Exhibit 2: Proposed Parkland Hierarchy for Planning Purposes

	City-Wide Park	Community Park	Neighbourhood Park	Micro Park
Service Level	Serves entire City and beyond (>50,000 population).	Serves more than one neighbourhood, but not intended to serve entire City (approx. 6,000 – 7,000 population).	Serves immediate local neighbourhood (approx. 1500 to 3,000 population).	No service level provision (opportunity-based).
Ideal Size	>25 ha. but varies by intended use.	3 to 20 ha. At least 15 ha. If used as a sports facility hub.	0.5 to 2 ha.	<0.5 ha. but varies by intended use.
Purpose/ Function	• Focal points for City-wide and tourist events, including social and cultural activities and events. • May also encompass natural lands for conservation.	• Focal points for community with major facilities for family recreation.	• Focal points for neighbourhood with smaller scale facilities for families, informal games, etc..	• Fine grain points of interest linked to the public realm network in densifying areas. • Facilitates community building and placemaking.
Uses	• Active and/or passive recreation uses	• Structured and unstructured active and/or passive recreation uses.	• Unstructured/informal active and passive recreation uses.	• Mostly passive recreation uses for gathering and socialization • May include some small-scale unstructured/informal active recreation uses.
Typical Amenities	• Botanic gardens, water sport infrastructure, picnic areas, trails, etc. • May include higher-order organized sports fields (i.e., tournament facilities, artificial turf fields), but not as the primary use.	• Intensive recreational uses such as sports fields, sports courts, playgrounds, splash pads, picnic areas, support buildings, washrooms, etc..	• Playgrounds, sports courts (ensure adequate distance from residential uses), picnic areas, games tables, and informal play areas/open lawn.	• Seating, shade structures, gardens, games tables, etc. • Fitness equipment, play features.
Location/ Distribution	• Frontage on Arterial and/or Collector roads, and/or Saint John/Wolastoq River. • Major connections with open space and trail system.	• Ample frontage on Arterial and/or Collector roads. • Centrally located within a community/new development. • Located adjacent to schools, or natural areas.	• Ample frontage on Collector and/or Local roads. • Centrally located with a neighbourhood. • Located adjacent to natural areas or environmental features.	• Varies by intended use.
Access	• Drive-to destination, with ample internal parking required. • Strong linkages with active transportation and transit routes.	• Drive to and walk/bike to destination (internal parking may be required). • Linkages with active transportation and transit routes.	• Easy walk/bike to destination. • Parking required only if the attributes of the park warrant.	• Walk/bike to space. • No internal parking provided.

4.4 Supporting the Green Trail Network

Network Improvements & Access Points

With 34 trails comprising more than 123km across the City, the existing trail network is extensive and provides linkages to key parts of the City. There is currently one formalized trail that crosses the river, the Bill Thorpe Walking Bridge, while a sidewalk on the Westmorland Street Bridge provides an additional crossing.

Ensuring that the City's major recreation facilities (indoor and outdoor) and parks are easily accessible via the trail network was a clear desire heard during engagement activities and will be essential for future network planning. The opportunity exists to improve the trail experience by adding biking features (e.g., rollers, berms, etc.) adjacent to trails to create fun and affordable opportunities along key trails within the network.

City residents benefit from informal access and use of non municipal lands, including a range of private ownerships where historic access (such as trails, snowmobile, ATV routes) is part of informal or formal agreements. It also includes major landowners such as UNB and the Department of Natural Resources (DNR), where assets such as the UNB Woodlot are actively utilized for all-season trails (including cross-country ski trails in winter) and passive enjoyment. The City cannot control the use of these lands over the plan period and cannot guarantee ongoing public access. However, the City should support UNB (and other providers) in the management of these lands. This may include, for example, working with partners to address parking and other amenity considerations which exist at present at the UNB Woodlot.

Recommendations

- 21. Seek out opportunities to work with developers to implement trails as development proposals are brought forward, with the aim of improving the connectivity of new residential areas.**
- 22. Connect key destinations, recreation facilities, and parks across the city with the existing trail network through the development of on-or off-street means.**
- 23. Enable year-round use by a variety of transportation modes by strategically grooming major trails in the city's core and growth nodes in winter (beyond those already groomed).** This may include the Riverside trails, trails that link to City parks (e.g., Killarney), and/or others within the downtown.
- 24. Develop complementary biking features (e.g., rollers, berms, etc.) adjacent to key trails within the city's network to create fun and affordable experiences.**
- 25. Improve trail connections and conditions that facilitate connectivity to adjacent communities, and which may facilitate a broader trail network.**

Trail Safety & Security

The overall safety and security of trails was identified as an important priority that emerged from engagement activities. Trails that were of a particular concern included the Northside Trail and the North Riverfront Trail. The City should undertake a more detailed assessment and work with stakeholders to understand the exact issues and strive to resolve them.

This Master Plan calls for safety audits and associated capital plans in place to initiate priority improvements such as lighting on key active transportation routes.

Recommendations

26. Undertake safety audits of key trails within the city that have been identified as having safety concerns by employing Crime Prevention Through Environmental Design (CPTED) principles. Priorities for safety audits to be completed immediately include the Northside Trail and North Riverfront Trail. Safety audits of other key trails should be scheduled to occur within the short-term as determined to be required.

4.5 Strengthening the Blue Trail Network

Water Access & Interaction

Engagement activities highlighted a strong desire for improved access to the rivers, including river viewing, enjoying the riverbanks as open space for sunset viewing, picnicking and playing, and the ability to take part in river sports and leisure activities (e.g., fishing, canoeing, kayaking, etc.).

The existing municipal boat launches for motorized watercraft are located at Carleton Park and Morell Park. This Master Plan supports the Carleton Park Plan which calls for the city's main boat launch site to be formalized on the northside. The opportunity exists to formalize the Morell Park boat launch as a secondary launch site for both motorized and non-motorized watercraft through potential improvements to parking and signage. The City should also explore the feasibility of developing a fenced storage enclosure for non-motorized watercraft.

The City has recently undertaken a River Access Initiative which will see the development of up to 12 new or improved non-motorized watercraft launch sites. To complement this Initiative, the City should continue with planning improvements to the beaches at Killarney Park and Carleton Park, and consider other means of interacting with the water's edge.

A key objective of this Master Plan is to provide a variety of means for non-motorized access to Killarney Lake, the Saint John/Wolastoq River, Nashwaak River, and other watercourses.

Recommendations

- 27. Develop the City's primary boat launch for motorized watercraft on the northside, in alignment with the Carleton Park Plan. The secondary boat launch at Morell Park should be formalized for public use through parking, signage and storage improvements.***
- 28. Develop a series of Micro Parks as opportunities arise to provide a level of recreation amenity (passive or active, as appropriate) associated with blue and green trails and/or other recreation and leisure infrastructure.***
- 29. Develop lookout/wildlife viewing areas and/or fishing platforms strategically at key vistas along the banks of the river system in Fredericton.***

Vegetation Management & River Viewing

The city's location, at the confluence of the Saint John/Wolastoq River and the Nashwaak River, is something to be celebrated, and can be done by providing opportunities for viewing of the rivers through vegetation management focused on creating strategic view sheds and view corridors from a variety of vantage points. This must be done strategically and selectively to ensure that flood mitigation measures continue to be supported.

Recommendations

- 30. Develop a balanced strategy for vegetation management along the city's river system to enable improved unimpeded river viewing and opportunities for physical access.***

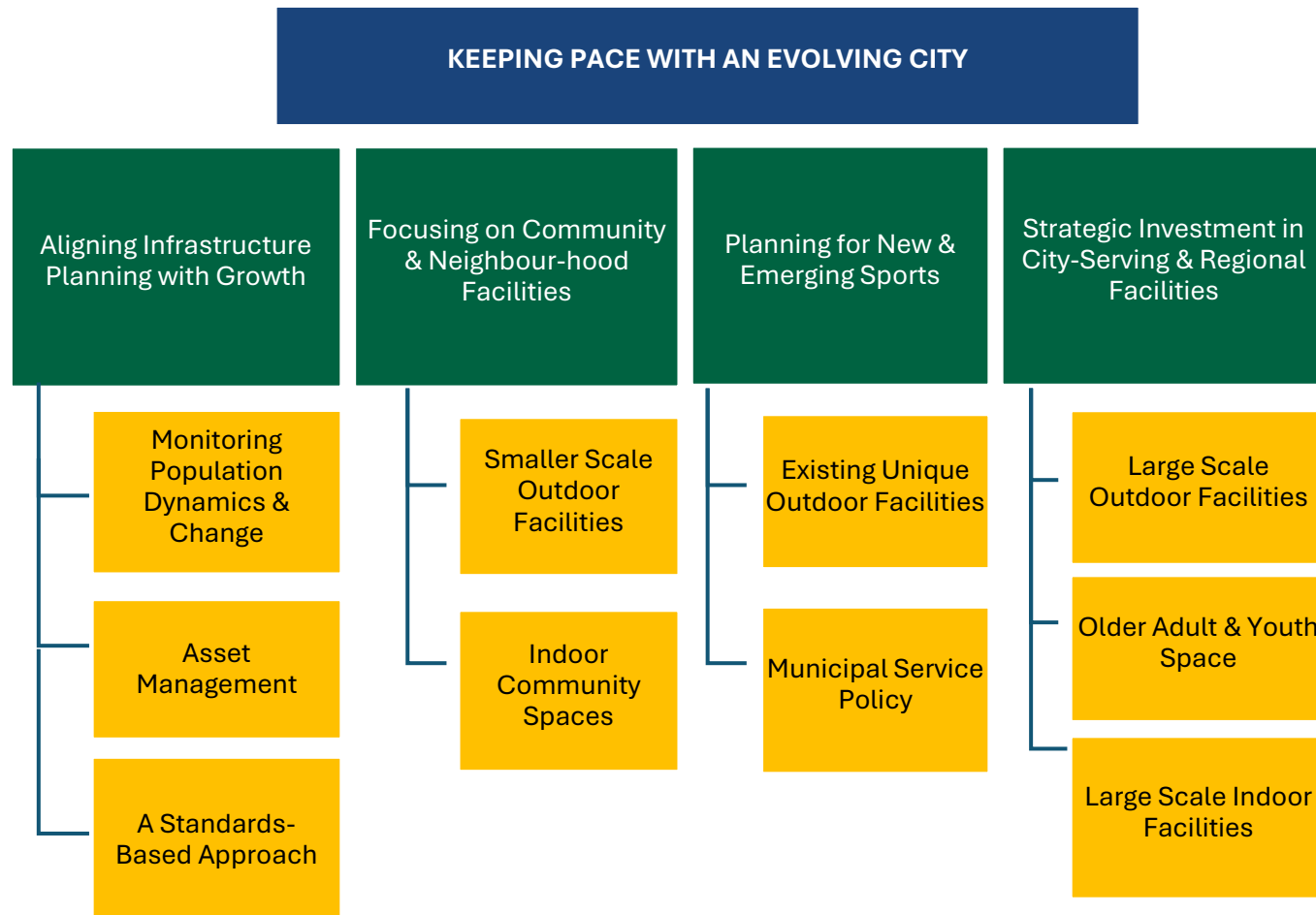


5. KEEPING PACE WITH AN EVOLVING CITY



5.1 Service Directions for Recreation Facilities

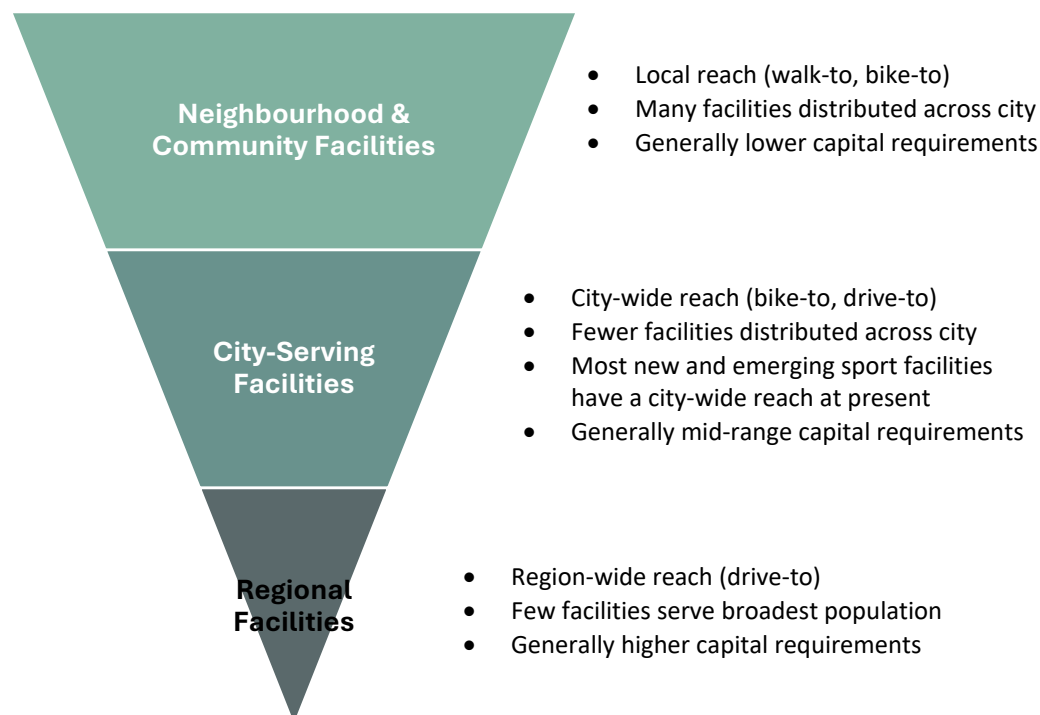
Keeping Pace with an Evolving City requires focusing efforts within five key service directions, as identified below and detailed over the subsequent sub-sections of this Master Plan.



5.2 Overview of Recreation Facilities

The City has an extensive portfolio of indoor and outdoor recreation facilities that are provided at a variety of scales – from neighbourhood and community serving facilities, which have a localized reach, to city-serving facilities which are major assets serving the city as a whole (but not typically beyond), and region serving facilities which have the broadest reach beyond the city's boundaries.

This Master Plan is premised on the recognition that the City will be required to re-invest in existing facilities through optimization, and invest in new facilities to meet the evolving needs of the residents and a growing community. While this Master Plan recognizes the importance of all scales of recreation and leisure facilities and services that the City provides, it emphasises the need for those facilities that are usable by people for recreation and leisure activities as part of their day-to-day life.



5.3 Aligning Infrastructure Planning with Growth

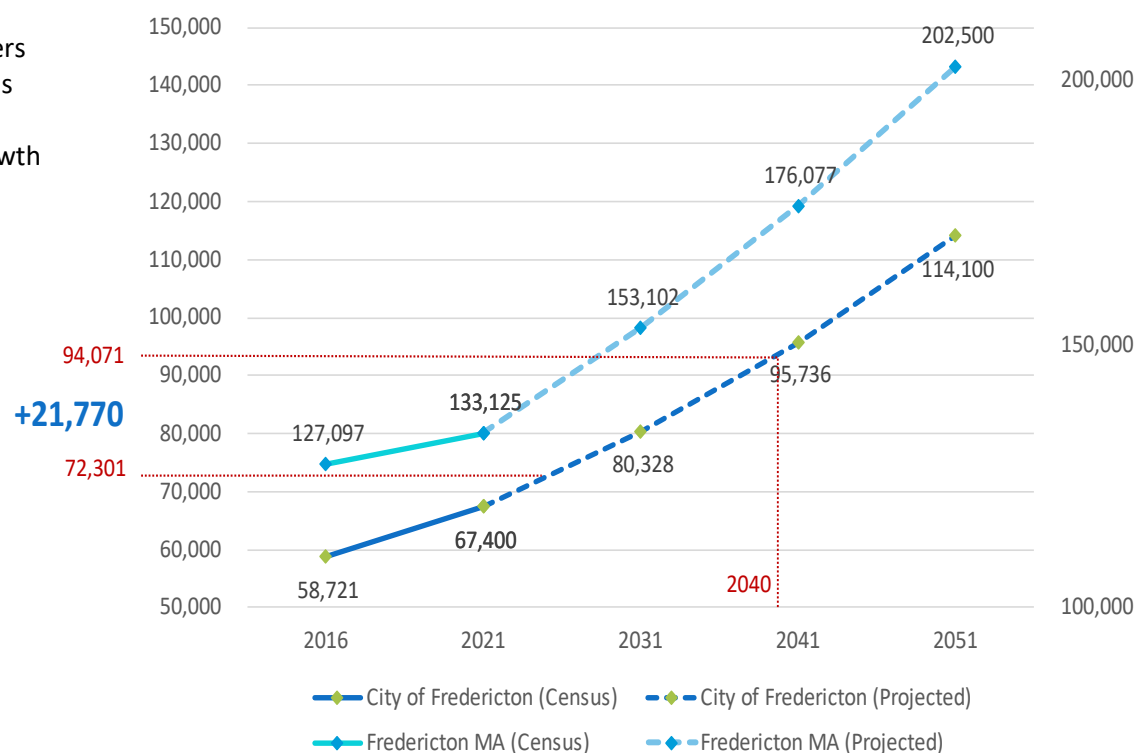
Monitoring Population Dynamics and Change

With the population added to the city from the Local Governance Reform exercise and given the rates of growth occurring, the City undertook a Population, Dwelling and Employment Prospects Study to 2051. This exercise considers the new (added) population and updates existing projections to reflect this. The projections show the city is growing significantly faster than originally projected in the 2017 Growth Strategy.

For the purposes of planning for future recreation facilities, infrastructure and services, this report uses these newest and most encompassing projections when assessing future needs from a population-based lens. Over the RLMP period (2025 to 2040), the city is estimated to grow by over 20,000 people. Fredericton has seen growth in international immigration to Canada. It is anticipated that growth over the period to 2041 and beyond will include a significant contribution of permanent residents that are international in origin. Recent immigration has largely been from African, South Asian, and Arab countries. A diversified population base will drive demands for a broader variety of recreation and leisure pursuits, requiring an evolution of how the City delivers recreation services.

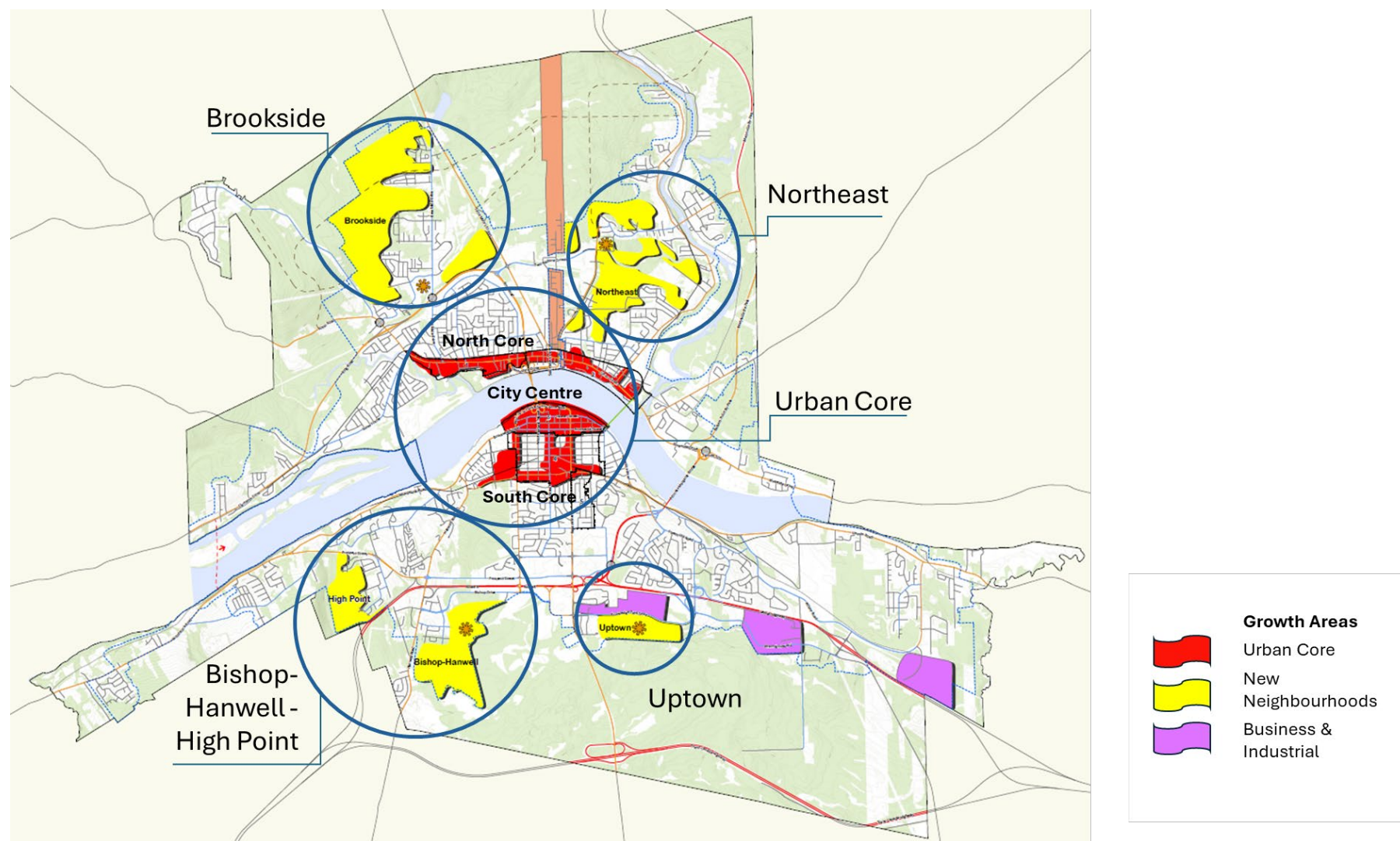
The Growth Strategy directs a majority (75%) of these new residents to be accommodated within four new residential neighbourhoods – Brookside, Northeast, Bishop-Hanwell-High Pointe, and Uptown. The remaining 25% will be accommodated within the City's Urban Core (City Centre, South Core, North Core). See exhibit below for details.

Exhibit 3: Historic and Projected Population Growth, 2016 to 2041



Source: SPM based on City of Fredericton Population, Dwelling and Employment Prospects Study, 2023

Exhibit 4: Areas to Accommodate Future Growth



Source: SPM based on City of Fredericton Municipal Plan

While a portion of the city's population growth will be accommodated in the new neighbourhoods, the Urban Core (City Centre, North Core, and South Core) will also continue to grow and evolve as lands redevelop and intensify with residential and employment uses. Additionally, Established Neighbourhoods will undergo minor change and modest forms of intensification. As Fredericton grows and the recreational needs of the population change, the park system will expand into new neighbourhoods and many existing parks will see more use. As this happens, the City will need to monitor park usage and facility needs and work with the community on plans for park improvements where necessary and desirable. This Master Plan is in full alignment with City planning initiatives, and recreation facilities and parkland both new and existing will continue to be an important component of community building and planning. The City should continue to align population growth with the Municipal Plan and recreation planning, recognizing that development is dynamic and may change over time.

With significant population growth and intensification, parks planning will be an important component of community building in the planning process. Accordingly, the City should adopt standards for the provision of parkland and recreation facilities in the city. The City is in a good position to address growth in existing neighbourhoods and new development areas through recent staffing increases related to parks planning and design.

A Standards Based Approach

For each facility/asset type included within the scope of the Master Plan, several metrics of assessment are undertaken to

gain a full understanding of the future needs, opportunities, and implications for future planning purposes. This includes:

- Supply and inventory details, including geographic distribution;
- Standard of provision / level of service;
- Facility usage;
- Facility condition and capital requirements;
- Participation trends;
- Any future planning already in place; and
- Community and stakeholder input.

In the context of a growing urban area, the use of standards, both population- or participation-based, represents one of the effective means to understand when new facilities will be required. Changes to the rate of growth of the community do not alter the standards but instead impact the point at which population growth triggers the need for investment. An appropriate use of standards can aid in decision-making well in advance of achieving the population triggers that justify new facilities; however, standards alone are not sufficient and must be taken as partial guidance only and considered with the other lenses of assessment provided in the Technical Background Report.

Asset Management

While the City had asset practices in place previously, the City's Strategic Asset Management Plan (SAMP), developed in 2018, is the first of its kind for the City, laying the foundation for the development of a detailed Asset Management Plan (AMP), which has now been completed. The SAMP and AMP seeks to bring greater consistency in decision-making approaches across the various City departments, and covers a variety of asset groups, including land improvements such as outdoor sports, recreation and leisure spaces, and buildings such as recreation facilities, arenas, and senior centres.

The City recognizes the value of continual asset management planning for both indoor and outdoor facilities and should continue to employ this approach to facility replacement.

Recommendations

31. Ensure an asset management approach to recreation facility investment which maximizes its alignment with recreation service aims for individual or collective assets as appropriate.

Asset management is a critical component of the recreation Master Plan. Plans for facility renewal should positively align with recreation service recommendations for specific assets or classes of asset. As examples, replacement of park amenities should be informed by the recreation services needed for current and future neighbourhoods. Those needs are established in part by reference to this plan as well as through a process of community engagement. Asset management policies, budgets and priorities, can then help guide decisions

as to what is possible, affordable and appropriate. As a further example, best practice opportunities such as finding efficiencies in space utilization to meet more of the community's needs when major renovations are considered is another value-added opportunity.

Asset management, as well as operations and maintenance considerations, should also represent a leading voice in helping define the preferred solutions for major community park redesign master plans called for in the parkland sections of this plan.

5.4 Focusing on Community & Neighbourhood Facilities

The City has incorporated, as part of its Municipal Plan, the goal of Complete Neighbourhoods and Distinctive Places as part of the vision for Fredericton going forward. This Master Plan recognizes the importance of providing parks and facilities for formal and informal interactions that strengthen neighbourhoods by providing a variety of flexible places and spaces that reflect the local needs.

The table below summarizes the existing supply of recreation amenities and identifies the number of additional community- and neighbourhood-level facilities (by type) that are required by the end of the Plan period to meet the determined needs. These requirements are based on research, consultation and analysis completed as part of Phases 1 and 2. Subsequent tables are provided for the other categories of facility service levels that follow.

Exhibit 5: Recreation Facilities Overview and Key Strategies

Facility Type	Existing Municipal Supply	Observed Service Level	Comparable Service Level (Guidance-Only)	New Facilities Required by 2040	Notes (refer to recommendations for details)
Tennis Courts	20	1:3,370 residents	1:5,000 residents	0	- Continue to monitor demand to align with provision ratios. - Single courts not recommended.
Pickleball Courts	11	1:6,127 residents	1:5,000 residents	8	- Continue to evaluate and assess alignment of service delivery capacity with trends and usage demand. - Qualitative standards will be increasingly important.
Basketball Courts	10*	1:1,120 youth (10-19 yrs)	1: 800 youth (10-19 yrs)	3 -4	Consider new basketball facilities in future parks, based on local demographic profile and demonstrated needs.
Outdoor Aquatics	4	1:16,850 residents	1:18,000 residents	1	Consider development of an additional outdoor pool to continue to support aquatics within the city.
Wading Pools & Splash Pads (combined)	9	1:668 children (0-9 yrs)	1:2,000 children (0-9 yrs)	3 - 4	- Replace wading pools with splash pads where appropriate. - Develop splash/spray pads across the city. - Develop one destination splash pad on the northside.
Playgrounds	54	Not applicable	Within walking distance of residential areas	Per new park development	- Generally good coverage of playgrounds across city. - Asset management approach to playground renewal. - New playgrounds to be considered in future parks.
Skateboard Parks	4	1:2,555 youth (10-19 yrs)	1: 3,000 youth (10-19 yrs)	2 - 3	- Renewal of non-permanent facilities with in-ground concrete facilities. - Consider developing smaller all-wheel facilities.
Outdoor Ice Rinks	8	1:8,425 residents	Not Applicable	1 mechanical rink	- Transition to a model of supporting local volunteer and community groups to develop and maintain natural outdoor ice rinks. - Develop one mechanical outdoor ice rink.

*Basketball courts are expressed in full court equivalents.

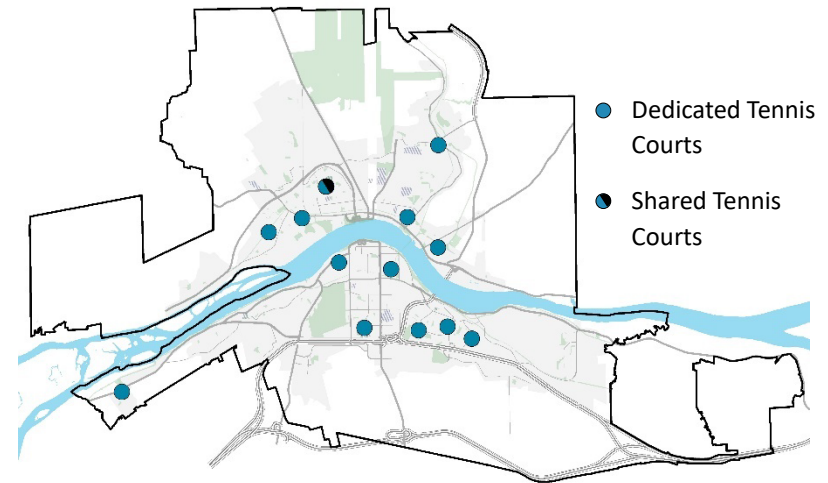
Tennis Courts

The City provides tennis courts within seven parks generally well distributed across the urban area. The municipal supply is supplemented by courts at school properties which enable public access outside of school hours and as per the reciprocal agreements with ASDW. The service level is adequate at present, as the provision of tennis is largely provided by the private sector at the Abony Family Tennis Centre. Standards tend to vary significantly because tennis courts are typically provided in multi-court configurations and not single courts, and do not necessarily apply where there is a higher standard, as is the case in Fredericton.

Tennis is a municipal provision for which there are often no revenues collected, no metrics collected (in terms of use), and sometimes courts are in a state of disrepair. The City should continue to employ sound asset management practices in this regard, giving consideration to appropriate surfacing and whether lighting is warranted (lighting is recommended for implementation at courts within Community Park locations).

Tennis courts are important community assets that should be maintained for unstructured activities and game play. Interest in tennis often ebbs and flows with the overall success of professional Canadian tennis players, and therefore demand should be monitored over the life of the Plan.

This Master Plan focuses on the continued maintenance of courts and monitoring the demand as the city evolves. All existing lit tennis courts should be maintained, and investment should be focused on lifecycle renewal and improvement (e.g., acrylic tennis court paint, nets, fencing, etc.).



Tennis courts are a classic example of decline in condition. The City should ensure that the quality of tennis courts is maintained in an acceptable condition for continued play.

Recommendations

32. Maintain lit tennis courts in good quality playable condition as important amenities that are accessible to the broad population.

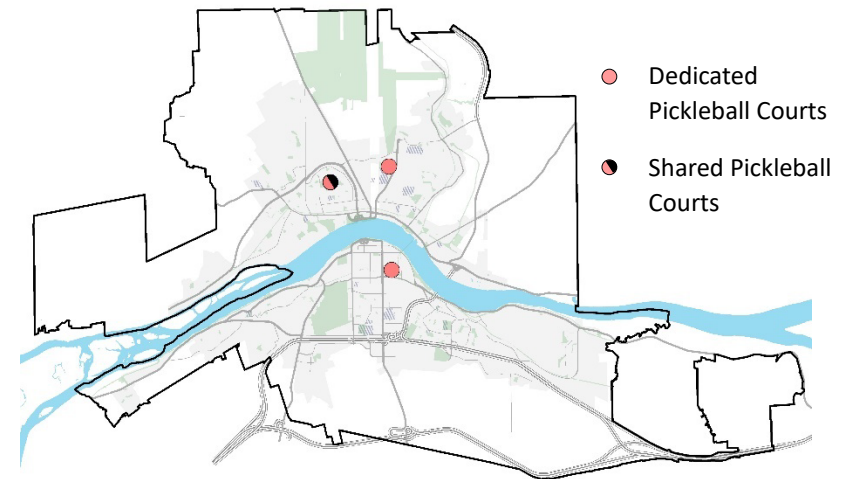
Pickleball Courts

Pickleball is one of the fastest growing sports in Canada and the United States. Pickleball Canada has doubled its member counts in just two years – from 30,000 in 2022 to 70,000 members in 2024. The 2022 Pickleball Canada's national survey of players indicated that the number of pickleball players in Canada (i.e. those who play but are not necessarily registered) could be as high as 350,000 pre-pandemic). Drilling down on these numbers, it is apparent that the figure of over a third of a million players relates to persons who at least play occasionally. It does not equate to those who play regularly. Notwithstanding, it is the rapidity of growth that is the primary take-away.

Population-based standards are not an appropriate measure for an emerging sport that is experiencing major growth. Any significant additions to the supply of pickleball courts in response to requests from the community requires the following justification:

1. Evidence of incorporation as a non-profit group; and
2. Demonstrated demand (e.g. registrations, Court usage, program reach across age groups, evidence of tournament capacity, and prevalence of indoor and outdoor seasonal demand).

A participation standard would reflect a low utilization of courts during daylight hours from spring to fall. Therefore, the City should plan on an effective balance between overall utilization relative to typical periods of play so that courts are not being over provided. Before building any new pickleball courts, the City should be satisfied with the extent of utilization of existing courts on an hourly basis. There will be a continual need to evaluate and assess alignment of service delivery capacity with trends and usage demand.



Consideration for dedicated outdoor pickleball courts is becoming common practice in municipalities as shared-use courts often create conflict between user groups. With the successful implementation of 6 courts at Willie O'Ree Place in 2024, the City provides 11 dedicated pickleball courts to its residents for unstructured use.

In terms of configuration, multi-court locations are preferable over single court locations to enable club play and provide tournament potential and therefore should be provided within Community Parks or larger Neighbourhood Parks. Any future pickleball courts are to be located away from residential areas to mitigate noise conflicts.

Recommendations

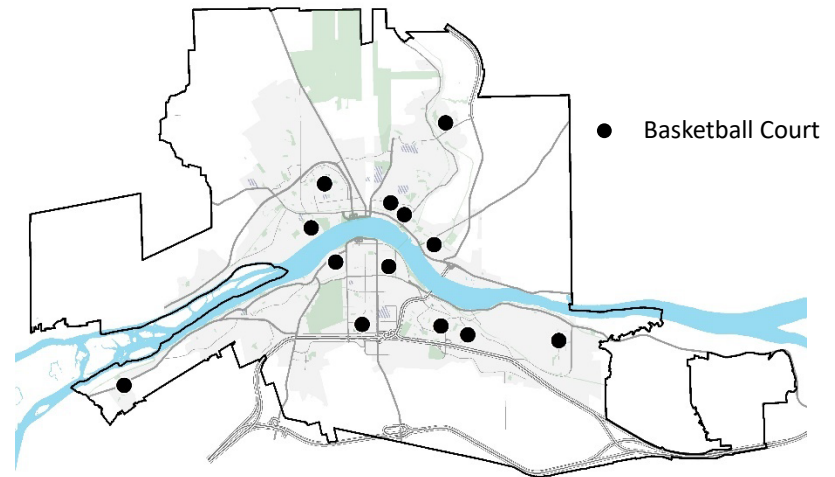
- 33. Build pickleball courts in response to demonstrated/verified demand balanced with expectations for maximizing utilization of existing courts.**

Basketball Courts

The City's basketball courts are very well used facilities with a high level of demand. These facilities are used by residents in an informal manner, but also by community service providers for some of their programming efforts. These facilities need to be maintained.

Basketball facilities can be provided as traditional full court facilities, while recent trends and innovations have led to an increase in smaller scale facilities, such as half court or 3 v 3 courts, as part of larger neighbourhood park designs. These smaller scale basketball facilities provide significant accessible and affordable opportunities for increased informal play by all residents, particularly youth.

As existing basketball facilities near end of useful life, the City should assess the feasibility of replacement with either a full-size court (best suited to Community Parks or large Neighbourhood Park) or smaller scale facilities such as 3v3 courts (more suited to smaller Neighbourhood Parks).



Recommendations

34. Develop 3 or 4 additional basketball courts (full-size or equivalent) to improve geographic distribution and serve new neighbourhoods as they develop. Locations should be determined based on local demographic profile and demonstrated need in the area.

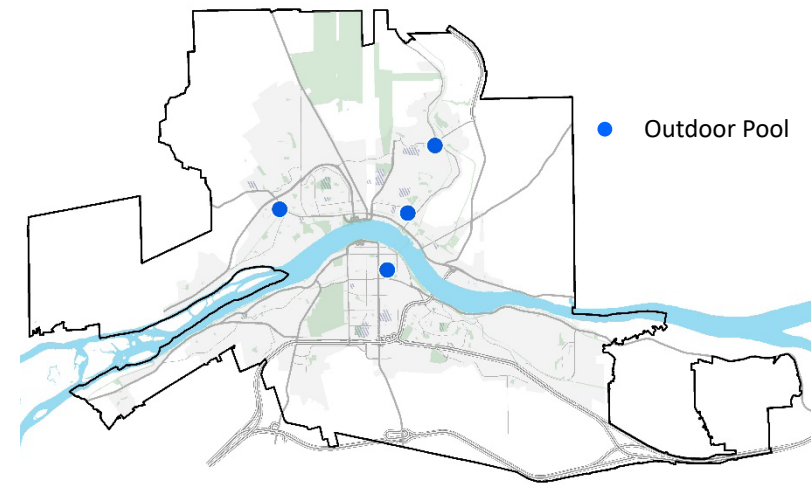
Outdoor Pools

The City's four existing outdoor pools were renovated approximately 15 years ago and are maintained in accordance with the City's asset management strategy, extending their useful life and confirming the importance of these assets for the community. These assets should be maintained for continued community use over the plan period.

The process of developing an outdoor pool in a community park within a growth node requires the establishment of a parkland framework for growth nodes. Refer to Section 4.3 for details.

Recommendations

35. Develop one additional outdoor pool over the long term. This facility should be strategically located within a Community Park in the city in a growth node that is underserved by outdoor pool facilities, and accessible by a broad population by various modes of transportation, including active transportation and transit.

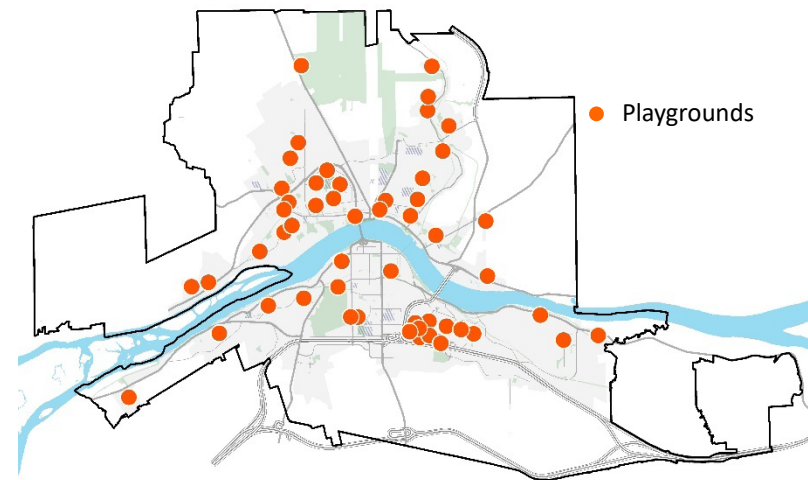


Playgrounds

Playgrounds are neighbourhood level facilities and should be located within an easy walk of major residential areas within the urban area boundary, typically 5 to 10 minutes. Fredericton's playground facilities range from small areas that provide a few play elements (i.e., swing set, small climber, etc.), to large playgrounds that are designed to enable play by all ages and abilities (e.g., ParticiPARK under development at Killarney Lake Park).

The service life that is currently the policy of the City, with respect to playgrounds, is a foundational principle for any playground replacement strategy. This Master Plan supports the City maintaining its current 20 year service life related to playground infrastructure. The City has the ability to advance the horizon of replacement if it is deemed appropriate or necessary. This will be determined on a case-by-case basis.

As part of both asset management and forward planning for changing neighbourhoods, the City should develop protocols for how, what, when, and where to replace existing playgrounds. This starts with asset management data on condition and remaining service life and should then consider local neighbourhood demographics and their changing needs, best practices, and appropriate engagement with the public. The result is a strategy of ongoing annual replacement of playgrounds on a prioritized basis over the period of the plan, subject to an agreed annual budget for capital expenditure. This will include decision-making as to whether there is a case for reducing or decommissioning certain playground installations in the smallest parks and consolidating and enhancing playground installations in larger parks in the local area. These decisions should be guided by the City's commitment to ensure reasonable walking access to a range of parkland amenities, including playgrounds.

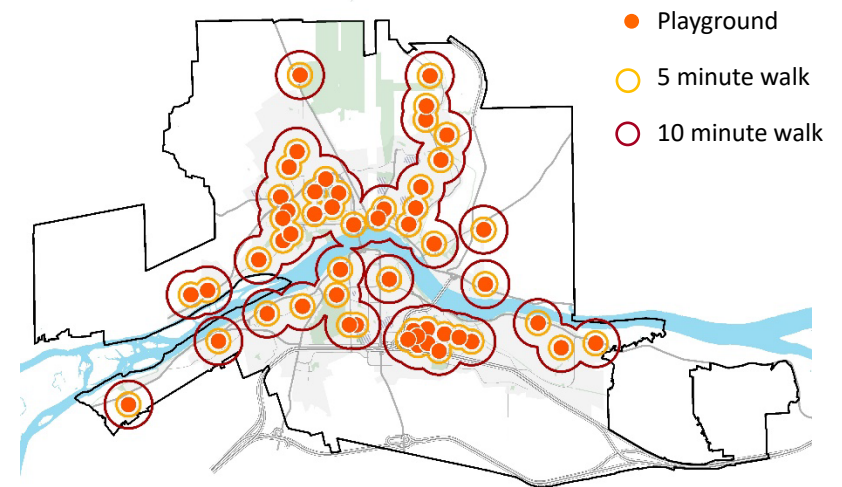


As part of the strategy, the goal should be to ensure consistency in the scale of playground amenities that are included in both replacement parks and new growth area parks. Consistency is likely to be achieved by ensuring that parks at the same level in the hierarchy (i.e., neighbourhood parks) generally have a consistent and comparable level of built infrastructure. This does not mean duplicating a design or installation, but equality in terms of scale to meet the most local needs (immediate residents) and limiting duplication within community park functions. Each site will require design test-fits to determine an appropriate scale of amenities (how many). Capital cost limits should be used to further ensure that parks with similar local functions are not over-built in response to community demands. This is distinct from annual inspections and SOGR spending related to existing playgrounds and surrounding parks.

Recommendations

- 36. Develop a Playground Replacement Strategy.** Any play structure installed prior to the year 2005 should be phased for replacement immediately. Replacement should occur sooner if required as determined by the City's ongoing inspections and asset management process. As each year passes, a 19-year trigger will identify more play structures that will need to be considered for replacement/removal.
- 37. Adopt a standard of provision of one playground location within a reasonable walking distance (5-to-10-minute walk) of new residential areas, and as a guideline for identifying future needs within existing residential areas.** Major barriers (e.g., major roads, natural features, railway corridors, etc.) should be considered.
- 38. Develop service standards for playgrounds to guide the delivery of consistent and comparable built infrastructure.** This should be aligned with the Parkland hierarchy.

Exhibit 6: Playground Walkability Assessment



Wading Pools & Splash Pads

Wading pools are becoming obsolete due to their operational requirements, health risks associated with standing water, and limitations on age groups that want to use them. They are often being replaced with splash pads or spray pads (smaller scale water-based amenities) in many communities across the country.

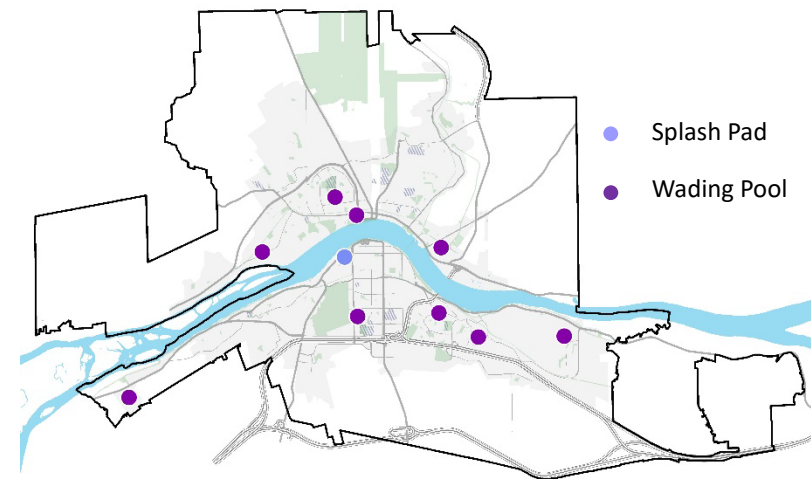
The City should no longer build wading pools in the future and as existing wading pools reach the end of their useful life they should be removed. Instead, some existing facilities should be converted to splash or spray pads. This should be done strategically to right size the overall inventory of this type of facility across the city.

Addressing a wading pool issue relates to the need to determine levels of service for Neighbourhood Parks. Typically, splash pads are community level facilities and should be provided within Community Parks, while smaller scale spray pads could be in larger Neighbourhood Parks that provide other facilities for children. Linked to this is the question of the requirement for some these parcels altogether (e.g., Woodbridge Park is small and only provides a wading pool).

Recommendations

39. Replace the existing wading pools located in Community Parks with modern splash pad facilities where warranted and develop a prioritized replacement strategy to construct additional splash or spray pads over the life of the plan in alignment with growth and asset management considerations.

40. Right size the inventory of outdoor water play amenities geared to children by divesting of the wading pools located in Neighbourhood Parks,



particularly those parks that are small in size (i.e., those parcels smaller than 1 hectare). Where wading pools are present in larger Neighbourhood Parks that also include complementary recreational amenities, the City should consider replacing these wading pools with smaller spray pads. This type of reinvestment should also consider equitable geographic and demographic distribution across the city.

41. Develop one additional destination splash pad (similar to that provided at Wilmot Park) in response to growth and to alleviate pressure at the Wilmot Park splash pad. This should be located on the city's northside to provide an equitable service level for northside residents.

Skateboard Parks

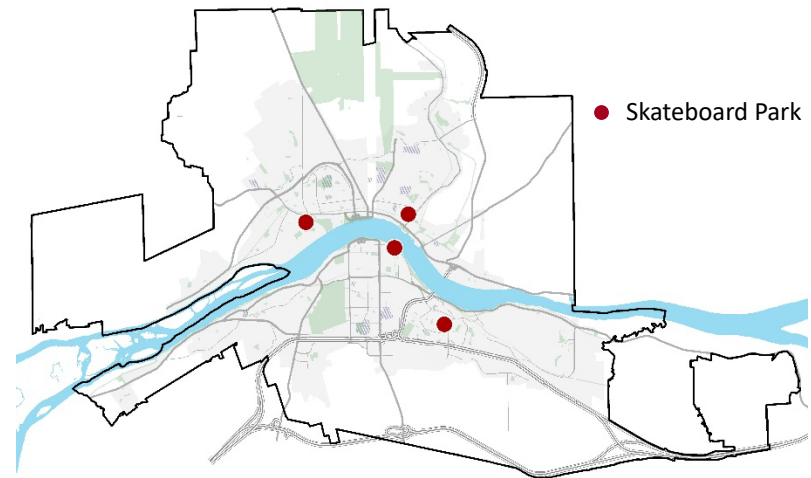
In cities, skateboard parks are typically provided at the community park scale. These facilities serve several neighbourhoods in one centralized location. In Fredericton, skateboard parks are well distributed, however concentrated within the core area.

As existing skateboard parks reach end of their useful life, equipment replication may not be appropriate. For example, existing skateboard parks at Henry Park and potentially Mitch Clarke Nasis' Park are comprised of asphalt pads with non-permanent equipment.

The newer, more suburban areas are not as well served by skateboard parks. This presents the potential not just to replicate existing skateparks, but to diversify the offer. Skate elements must be considered during the planning of community and/or neighbourhood parks within the growth nodes, as the newer, more suburban areas are not as well served by skateboard parks. The City should consider skate parks, not as discreet investments for skateboarders, but to develop smaller diversified skate elements – pump tracks, scooter spots, skate dots, etc.

Recommendations

42. Construct an inground concrete based skate facility as part of the redevelopment plan for Henry Park. The Park Plan that precedes any development should identify the ideal or preferred solution which may include a skate spot, pump track, and/or other innovations to engage youth.



43. Identify locations for additional inground concrete-based skate facilities and determine placement based on equitable demographic and geographical assessment.

44. Develop 2-3 smaller all-wheel facilities within large Neighbourhood Parks in suitable locations in the city. This may include skate dots, pump tracks, scooter spots, and other diversified amenities.

Outdoor Ice Rinks

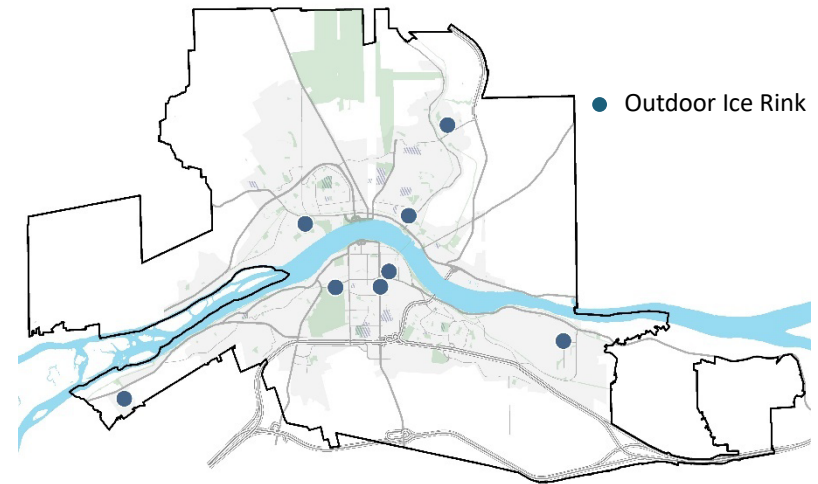
While natural outdoor ice rinks are popular community assets, they are only usable for about 6 weeks per year, require significant staff time, and are experiencing increasing challenges due to climate change. Together, these factors raise the important question of value for money as it relates to the allocation of City resources. Shifting to a community-based model of delivery for natural ice rinks is a way of shifting responsibility in a reasonable manner. This will require community buy-in and participation.

This Master Plan endorses the City's recent shift to providing mechanical ice outdoors at signature locations. This is consistent with many other medium and large cities across Canada, which sometimes include a roof structure for weather protection. Roofed outdoor rinks can provide a level of shaded amenity in the summer as well and can be used/programmed for a variety of recreational activities.

Master Plan principles related to inclusion are well-served by outdoor ice rinks, whether major mechanical ice rinks (e.g., Officers' Square) or community-based shinny rinks in local parks.

Recommendations

- 45. Develop an Outdoor Ice Rink Model to govern the division of responsibilities between the City and authorized community groups as it relates to the maintenance and operation of community natural outdoor ice rinks.**
- 46. Transition to a model of delivery for natural outdoor ice rinks from operation of these facilities being led by the City to a model where these facilities are operated**



by community groups and in line with the City's Outdoor Ice Rink Policy.

- 47. Limit the development of new natural outdoor rinks. These should only be considered based on local demand, within Community Parks where the required infrastructure (e.g., access to water supply, changeroom facility, etc.) can be feasibly implemented, they improve the distribution across the city, and there is a community group in place that will maintain the facility over the ice season.**
- 48. Develop a third outdoor mechanical ice rink in the city. The location should meet broader objectives for facility co-location and hub development in alignment with growth.**

5.5 Planning for New & Emerging Facilities

The City's parks and open spaces provide a range of other specialized outdoor recreation facilities, which continues to evolve as the city's population diversifies. Opportunity-based facilities include beach volleyball, disc golf courses, outdoor fitness equipment, dog parks, special event facilities, community gardens, bocce courts, and other facilities and amenities.

These facilities are largely dependent on continued or new expressions of community interest and should be evaluated on an ongoing basis to ensure that the level of facility development and investment is scaled to the level of community benefit, and to establish a sustainable operational mode / partnership.

It will be important for the City to monitor utilization and participation of existing specialized outdoor recreation facilities.

The provision of additional specialized outdoor recreation facilities should be based on demand or community interest and not based on a service level.

The table below summarizes the existing supply of unique, new and/or emerging facilities (by type), and additional facilities required over the Plan period. These requirements are based on research, consultation and analysis completed as part of Phases 1 and 2.

Exhibit 7: Recreation Facilities Overview and Key Strategies

Facility Type	Existing Municipal Supply	Observed Service Level	Comparable Service Level (Guidance-Only)	New Facilities Required by 2040	Notes (refer to recommendations for details)
Cricket Field	1	1:67,400 residents	Not Applicable	1	Additional facilities to be co-located with other sports fields.
Beach Volleyball Court	7	1:9,628 residents	Not Applicable	Per demand	Continue to evaluate and assess alignment of service delivery capacity with trends and usage demand.
Off-Leash Dog Park	2	1:33,700 residents	Not Applicable	Per new park development/renewal	Develop additional facilities across the city in alignment with new development and densification.
BMX/Dirt Bike/ Mountain Bike Park	1	1:67,400 residents	Not Applicable	Per demand	- Maintain existing BMX park at Grant-Harvey or replace with a pump track in a more easily accessible and populated location. - Develop a sanctioned area for mountain biking as outlined in the Killarney Lake Master Plan
Disc Golf Course	2	1:33,700 residents	Not Applicable	Per demand	Additional disc golf course planned at Killarney Lake Park.

Cricket Fields

The City recently completed construction of a cricket pitch located in a neighbourhood park in Lincoln Heights. This Plan recognizes that an additional cricket pitch will be needed, as identified in the Cricket Feasibility Assessment, completed in 2022. This Assessment report recommended a range of options with the most preferred being redesignation of a decommissioned ball diamond. With the City actively looking to develop a ball field tournament complex in Killarney Park, this was a potential location for cricket identified in the Cricket Study. Adding a single cricket pitch (dedicated) as part of the complex would represent best practice (nationally) and represent an important aspect of planning for inclusivity.

Recommendations

- 49. Implement the recommendations of the Cricket Feasibility Assessment Report (2022) including the development of one additional cricket field at a suitable location in the city.***
- 50. Build cricket nets (equivalent of batting cages) as space-efficient amenities associated with sports fields.***

Beach Volleyball Courts

Beach volleyball courts are provided on a community-demand basis. The City should monitor usage and demand on a continuous basis to align service delivery capacity with trends and usage demand.

If additional courts are warranted based on demand, equitable geographic distribution across the city should be considered. At present, the south side lacks beach volleyball courts.

Recommendations

- 51. Establish a second complex of beach volleyball courts at a suitable location, likely on the city's southside in alignment with growth and demographic considerations.***

Off-Leash Dog Parks

Off-leash dog parks are provided on a community-demand basis and therefore monitoring usage and addressing the feasibility of requests for additional off-leash dog park locations will be important going forward. Off-leash dog trails are also an opportunity for the City to consider where appropriate.

Recommendations

- 52. Develop additional off-leash dog parks or off-leash trails in strategic locations across the city, co-located with other recreational uses to create clusters for active and passive recreation.*** As Growth Areas continue to intensify, they should be prioritized as locations for access to a dog park.

BMX/Dirt Bike/Mountain Bike Parks

The existing BMX/dirt bike park at the Grant-Harvey Centre was developed when a need was identified by the city's youth population. There is a reasonable case for relocating the BMX facility to improve its access by active transportation and this should be further assessed by the City.

The City has recently begun development of a single track biking facility at Killarney Lake Park and should consider the development of additional mountain biking facilities within the city (through partnership with relevant stakeholders).

Recommendations

- 53. *Maintain the BMX/Dirt Bike Park at Grant-Harvey Centre for continued use by the community, undertaking capital maintenance as required. Continue to monitor use to determine future needs. In the longer-term, consider relocating the facility to improve its access by active transportation.***
- 54. *Work with local biking groups to develop a mountain bike pump track at a suitable location within the city in consideration of growth, demographic and geographic conditions.*** This facility should be developed in partnership with the mountain biking groups and should meet professional standards as identified by the user groups.

Municipal Service Policy

Municipal Service Policies typically establish the minimum standard for municipal operation of a facility, as well as an appropriate distribution of such facilities across the city. Any desire for a level of service above a minimum standard should be ascertained through the efforts of an interested group taking the risk to raise capital and maintain facilities. An arrangement of this type would need to be formalized through a standardized partnership agreement.

The Municipal Service Policy would apply to unplanned, new and/or emerging outdoor facilities requests as they are brought forward. This should include criteria, as determined by the City, for evaluating community-based project proposals, including but not limited to consideration as to whether the level of facility development is scaled appropriately to the level of community benefit and demonstrated sustainable operating model.

Recommendations

- 55. *Develop a Municipal Service Policy to govern the justification for developing new types of recreation facilities based on population, growth, demographic, and other considerations, as well as to establish minimum operating standards associated with these facilities.***
- 56. *Consider new and emerging types of active and passive outdoor recreation facilities with priority to community-based proposals. These community-based proposals would need to be evaluated based on the Municipal Service Policy.***

5.6 Strategic Investment in City-Serving Facilities

Major facilities /complexes of this nature must be planned at a city-wide level, and often require sizable land mass for development. For sports fields, there needs to be a balance between centralization and equitable distribution as it relates to which growth nodes should be considered for scaling up land banking to meet the needs as outlined.

The supply of ball fields and rectangular fields located on ASDW lands are included in the available municipal supply as a whole since these facilities contribute significantly to the overall supply of the fields in the city. Gym spaces on the other hand, are not

included in the municipal supply because there are no acceptable standards that include school facilities. The supply of gyms is therefore limited to the municipal supply. This is reasonable given the limitations of access that exist for school gymnasiums.

The table below summarizes the existing supply of recreation amenities and identifies the number of additional city-serving level facilities (by type) that are required by the end of the Plan period to meet the determined needs. These requirements are based on research, consultation and analysis completed as part of Phases 1 and 2. Subsequent tables are provided for the other categories of facility service levels that follow.

Exhibit 8: Overview of City-Serving Recreation Facilities

Facility Type	Existing Municipal Supply	Observed Service Level	Comparable Service Level (Guidance-Only)	New Facilities Required by 2040	Notes (refer to recommendations for details)
Ball Fields	25*	1:1,685 residents/ 1:57 registered participants	1:3,000 residents / 1:70 registered participants	6 - 8	New facilities to be balanced for efficiency and geographic distribution (no single fields); focused on Community Parks.
Rectangular Fields	25*	1:1,685 residents/ 1:59 registered participants	1:3,000 residents/ 1:80 registered participants	3 - 6	Continue to evaluate and assess alignment of service delivery capacity with trends and usage demand.
Gymnasium Space	0	Not Applicable	1 double gym:30,000 residents (municipally owned and controlled)	2	- All gymnasium space is provided by non-City providers. - A lack of municipal gymnasium space at present limits City control of assets and access.
Multi-Purpose Space	8	1:8,425 residents	Not Applicable	Per new facility development	- Additional multi-purpose space planned at Grant-Harvey. - Explore opportunities to revitalize underutilized spaces in existing facilities and include multi-use space in new facilities.
Older Adult Space	2 (dedicated)	1:6,740 older adults (65+ yrs)	Not Applicable	0	- High demand for existing older adult programming and space. - Explore opportunities for non-dedicated older adult space.
Youth Space	1 (non-dedicated)	1:10,220 youth (10-19 yrs)	Not Applicable	1	- Lack of available youth space within the City's supply. - Explore opportunities for dedicated youth space.

*Based on 'effective' supply of unlit field equivalent (FE) ball fields (where lit fields are counted as 1.5 unlit equivalents due to increased playing time in the evening). Includes fields under the reciprocal agreement with ASDW.

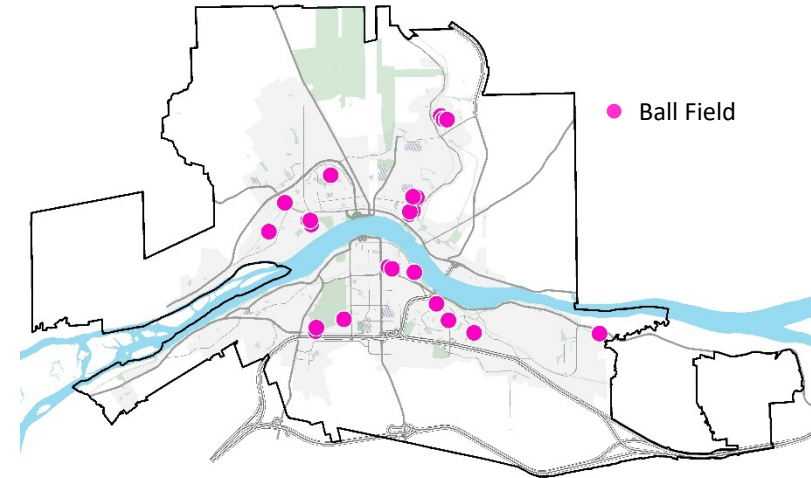
Ball Fields

The City completed a Needs Assessment and Feasibility Study for ball fields in 2020, which is now in need of revalidation as some recommendations have been implemented and priorities have shifted.

The demand for ball diamonds exists and is expected to remain in the future. The functionality of the existing portfolio has its limitation -which has led to the investigation of a centralized, modern, tournament-ready ball field complex. This was an outcome of the Ball Field Study and is consistent with the finding of research conducted as part of this MP.

In terms of supply, most of the ball fields are currently provided as single fields and not clustered to enable tournament and league play. The need for a tournament scale facility was evident from analysis and engagement activities. In addition, the overall supply includes ball fields that are well beyond their useful life. Population growth will only create more demand and therefore, the need to modernize the ball field supply is important.

Concurrent with the preparation of this master plan, the City has undertaken feasibility planning and design for the development of a new outdoor recreation hub in the north at Killarney Lake Park. Spurred by the Council adopted Ball Field Needs Assessment and Feasibility Study which recommended the development of a clover-leaf design, 4-ball field complex (now being planned as a 6-ball field complex in response to changing conditions), the opportunity to develop a hub expands on this concept.



By utilizing a major public land holding (some 26 hectares in size), the vision for this site should be expansive and future oriented. In short, several of the city-wide facility needs, together with new infrastructure that supports a changing demographic context, can and should be accommodated in a centralized hub. This hub will need to be accessible by a variety of modes of transportation, including the development of new connections to take full advantage of the Killarney Park location.

The range of additional hub uses will emerge over time as the implementation of the plan unfolds but at a minimum these uses should go beyond traditional sporting infrastructure (of which ball fields are a part) and extend to other outdoor activities and sports which are emerging as needs for a diversifying population (e.g. field hockey). Hubs also facilitate efficiencies and climate change mitigation measures in alignment with other City objectives by allowing for year-round use of and co-locating key infrastructure (i.e. pipes, washrooms, parking) and maintenance facilities.

As the downtown residential community grows, this Master Plan recognizes that the existing Queen Square ball fields are a significant land take, and potential to repurpose for other recreational facility uses may be appropriate to provide for increasing downtown populations. It is assumed that this is part of the upcoming park planning process for the site, and changes should align with the South Core Plan development.

This Master Plan does not recommend the further development of any single ball fields. Rather, facilities should be clustered and located within Community Parks (or City-Wide Parks where appropriate).

Recommendations

- 57. Update the Ball Field Needs Assessment and Feasibility Study to reflect recent infrastructure initiatives undertaken by the City.***
- 58. Convert both ball fields at Queen Square Park to allow for alternative recreational facility uses and/or unstructured passive park space to provide for increasing populations in the downtown core area. The conversion of Limerick and Malloy Ball Fields (and potentially other informal fields) to unstructured, passive park space should also be considered.***
- 59. Develop a new, multi-field ball complex (all senior fields, 6 fields with one being a barrier free facility) at Killarney Lake Park as a premier sports facility that will enable tournament play across a variety of sports.***
- 60. Increase the usability of existing ball fields where possible prior to considering additional fields by:***

- Reviewing allocation policies as it relates to the organized use of ball fields; and
- Assessing the feasibility of optimizing existing City-owned Class A ball fields by implementing field lighting at strategic locations.

Rectangular Fields

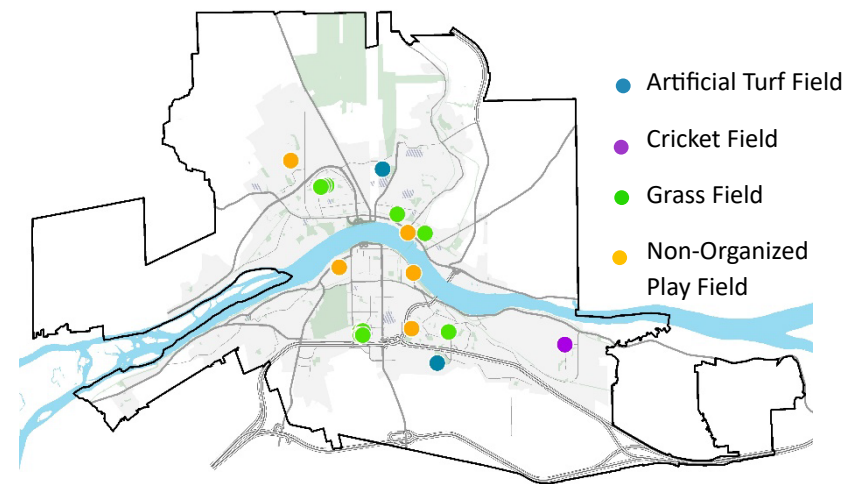
While much of the rectangular field supply in Fredericton is provided by the ASDW through a reciprocal agreement, it is noted that the City currently owns and schedules three rectangular fields (Grant-Harvey Centre, Willie O'Ree Place, and Barker Street Field). It is important to note that the fields at Grant-Harvey Centre and Willie O'Ree Place are artificial turf fields with lighting, and that nearly half of the field inventory is comprised of junior fields, which cannot accommodate adult league play and are not municipally owned.

By comparison to grass fields, artificial turf, if professionally installed and subject to appropriate management practices, can be considerably more efficient than grass. It can accommodate both a greater frequency of use and an extended playing season such that the available hours for utilization per year can be substantially higher than for a comparable sized grass field. The range of sports that can be accommodated is generally as broad.

However, a limitation is the scarcity of field turf in communities because of their capital expense and the replacement needs over time. As such, these facilities are often not available to the full range of users in the community and are typically maintained for higher level of play. It is also important to recognize that improved efficiency of use may result in lower operating costs per hour of available play, but this may not equate to an actual reduction in the costs of annual operations compared to typical grass fields. The cost advantage lies in the efficiency on a per use basis.

Based on the above, planning for artificial turf facilities should be considered based on land availability and the benefits of developing artificial turf over natural turf. In many circumstances, there are efficiencies achieved.

In terms of participation in rectangular field sports the standard was affected by the Pandemic and has not yet bounced back to pre-Pandemic levels. It is likely only a matter of time before the service standard stabilizes, and with soccer being an international sport, immigration to the city will only help fuel demand for rectangular fields. Additionally, university use, including a general trend toward a greater number of international students at post-secondary institutions, will further increase demands for City-owned fields.



Recommendations

- 61. Work with ASDW to improve the existing fields at school properties and seek out funding opportunities from various sources to aid in this effort.**
- 62. Develop a formal policy establishing the principles and process by which the City would invest in new sports fields located on school district property, to maximize the opportunities for effective solutions to land needs.**
- 63. Develop 3 to 6 additional rectangular fields (unlit full-size equivalents). The general approach should focus on City-owned and operated fields and should consider additional artificial turf fields (i.e., a second southside and northside location).**

64. Prior to any policy decision to address deficits in supply by constructing new fields, the City should:

- Review allocation policies as it relates to the organized use of rectangular fields; and
- Assess the feasibility of optimizing existing City-owned Class A rectangular fields by implementing field lighting at strategic locations (e.g., Barker Street Field).

65. Prioritize investment in amenities associated with the two artificial turf fields to enable an improved experience for players, spectators alike. This should include investigating the feasibility of washroom/changeroom facilities, concession, improved bleachers, shade structures, and water bottle filling stations. Improved amenities at other key locations (e.g., senior lit fields) should be considered over the longer term. Amenities should be planned and implemented in coordination with new any rectangular field development.

Gymnasium Space

As there are no municipal gymnasiums at present, the City heavily relies on the school district (and to some extent UNB and YMCA) to achieve community access to gymnasium space. This access should be maintained and safeguarded through an improved use agreement with the ASDW. This includes access to gymnasium space built in new elementary, middle and high schools.

The City has developed high level concept plans for a new municipal gym complex. While it is called a field house and is, as currently designed, a 4-gym facility, it is designed for court sports. It is therefore a gymnasium complex in its functionality and, depending on the flooring type, would not necessarily be as versatile as a field

house or as large. Developing a municipal 4-gym facility (50,000 sq. ft.) would increase the provision standard substantially and elevate the City to an operational level that represents best practice in major urban centres.

There is an increasing focus on considering the family unit in planning for recreation. The City should determine how to best meet these changing family needs and modern lifestyle preferences (e.g., both parents working), and should add flexible community space when developing major facilities such as a gymnasium facility, based on a community centre model. This Master Plan recommends pursuing the development of the gymnasium facility - this should be a priority and co-located with other recreation functions to create a community centre/hub (e.g., Abilities Centre in Whitby, Ontario).

The importance of a gym facility lies in the ownership and control resting with the City, which does not exist at present. This would best enable access and use for other indoor activities and sports which are emerging as needs for a diversifying population (e.g., futsal). This is important whether or not the school districts concurrently develop gymnasia in response to growth.

In addition, the City should support user groups seeking to develop indoor dry-floor recreation space at their risk (includes gymnasia but can also include access to renovated or repurposed large volume spaces (retail, industrial, etc.) to meet the needs of specific groups. This could include support for new build facilities by non-profit user groups. Assistance could take the form of guidance, development approvals, grants, grant-writing support, etc.).

Recommendations

- 66. Develop a City-owned/operated multi-gymnasium facility (field house) to define the overall scale of the facility and how it might function to broaden its operating mandate. The first step to achieve this is to undertake further business planning and concept design.** It is in this context that a discussion of operational mandate, and the merit of different operating and management models is warranted.
- 67. Develop a community centre/hub (20,000 sq. ft.) as part of the gymnasium facility to meet the city's need for additional community space.**
- 68. Develop a double gymnasium space in a new community centre building in the medium term addressing the demand for non-dedicated space on the northside. Siting should consider proximity to Sitansisk as well as the potential to build next to a future school and include community service partners in the design and development (e.g., school board, BGC, etc.).** Likely Community Centre inclusions: Double Gym, Library, Multi-use / studio program rooms, Community kitchen, potentially day care or other services, outdoor space, and others (to be determined).

Multi-Purpose Space

Providing access to multi-purpose and/or meeting room space is becoming a more prominent element of municipal recreation strategies. This goes beyond City-owned and programmed space and includes finding space in existing facilities as well as in new and/or renovated spaces. Developing multi-purpose space speaks directly to the opportunity for the City and third-party providers

to enhance their programs and meet many of the principles established in this Master Plan.

Multi-purpose community spaces are typically provided on an opportunity basis, meaning when a new facility is developed, these spaces are included as part of best practice. As the City develops new facilities, the inclusion of flexible, multi-purpose, non-dedicated spaces should be included as a core component. This will create flexible space for a variety of users including seniors, youth, newcomers, cultural groups, etc. At present, the usability of spaces within existing facilities, including the arenas, is somewhat limited.

Recommendations

- 69. Improve use of existing City-owned space (e.g., Marysville Heritage Centre) through enhanced programming of these spaces, either City-run or otherwise.**
- 70. Ensure that any new facilities (e.g., pool, gym, etc.) include complementary multi-use community spaces that are flexible enough to accommodate a variety of programming and event needs.**

Older Adult Space

Given the rise in the nation's 65-and-older population, an increased emphasis on designing for inclusivity by providing multi-generational amenities within facilities, parks, and open spaces has gained momentum. This includes looking at specific opportunities for programming that support older adults in leading independent, active, and healthy lifestyles through planning, design and delivery of future facilities, parks, and open spaces.

The City is fully invested in providing seniors' services and does so through dedicated space that they own and lease to an external organization. It is acknowledged that both facilities are well used, and more space is needed, as was heard from stakeholders during the Consultation and Engagement Phase (e.g., waitlist for woodworking at Johnston Ave.), but there is no capacity for expansion.

Going forward, the City should strive to meet the needs of seniors in minority ethnic groups where there may be language challenges, and promoting, enabling and providing space for external groups to meet these needs. The City programs seniors' activities, and will need to ensure that services are provided equitably to serve both gender-based needs as well as a variety of changing cultural interests.

Recommendations

- 71. Short term: Expand programming for older adults where space is available within existing City-owned and/or operated facilities.**
- 72. Longer Term: Develop non-dedicated space within new City-owned and operated facilities/community centres. It is not recommended to develop new space in older renovated buildings that are not good long-term options.**

Youth Space

Providing spaces for youth, whether dedicated or non-dedicated, where they feel safe and comfortable, can contribute to an improved quality of life for those who participate.

Dedicated space for Fredericton's youth is currently provided on a seasonal basis (May to August) at the Northside Youth Centre (NYC), located within Willie O'Ree Place. This facility is provided in conjunction with the seasonal Indoor Skateboard/BMX Bike/Scooter Park which is set up on the dry floor of one of the ice pads at the facility.

As identified in the Technical Background Report, and confirmed through engagement activities, there is a clear need for affordable, easy to access youth space to be provided on a year-round basis.

Recommendations

- 73. Short Term: Develop a dedicated youth space on the city's northside.** Consider use of existing City-owned spaces that are underused, with an initial focus on the city's northside.
- 74. Longer term: Develop dedicated youth space as part of a community centre.**

5.7 Strategic Investment in Regional Facilities

Indoor aquatics and indoor ice pads offer regional services by meeting the needs of people residing outside of the city. The supply and service levels for these facilities have been assessed from a regional perspective.

The Technical Background Report provides the details of analysis as it relates to the regional service levels; however, it is important to note that whether the regional population is based on the Fredericton Census Metropolitan Area (CMA) boundary or a 30-minute drive time from downtown Fredericton, the resulting needs are the same.

The table below summarizes the existing supply of regional recreation amenities and identifies the number of additional facilities (by type) that are required by the end of the Plan period to meet the determined needs. These requirements are based on research, consultation and analysis completed as part of Phases 1 and 2.

Exhibit 9: Overview of Regionally Serving Recreation Facilities

Facility Type	Existing Regional Supply (CMA)	Observed Service Level (CMA)	Comparable Service Level (Guidance Only)	New Facilities Required by 2040	Notes (refer to recommendations for details)
Indoor Aquatics	2.0	1:66,563 residents	1:35,000 – 50,000 residents	2	- Planning is underway for a Regional Aquatic Centre that is anticipated to be municipally operated (improving the service level for aquatics). - One in the short term, one in the long-term (beyond the Plan period).
Indoor Ice Pads	8.25	1:16,136 residents/ 1:350 registered participants	1:15,000 – 20,000 residents / 1: 600-700 registered participants	2	- Maintain current service levels and continue to monitor demand. - Assess options for the delivery of ice going forward. - Maximize use through the allocation policy.

The need for additional indoor aquatics and ice facilities to meet city needs in the future, including beyond the horizon of this plan, highlights the potential for the development of an integrated recreation hub. This would be in addition to the existing hubs, one of which (Grant-Harvey Centre) is anticipated to accommodate the addition of a regional indoor aquatics centre. The two other hubs comprise the Willie O’Ree Centre and the emerging Killarney Lake Park outdoor hub.

At a minimum, a fourth hub should include the co-location of indoor ice and aquatics bringing with it the full range of operational, financial, and environmental benefits from shared location. The timing of development is anticipated to be different between aquatic and arena components, meaning that their development as core uses within a recreation hub would evolve over time. Regardless of the timing, it is important that the City plan for co-location. While arenas are often developed as standalone facilities, it is inadvisable to consider the long-term development of additional aquatics facilities (beyond the plan horizon) as standalone. “Multi-Use” is the goal in any major recreation centre development in the future.

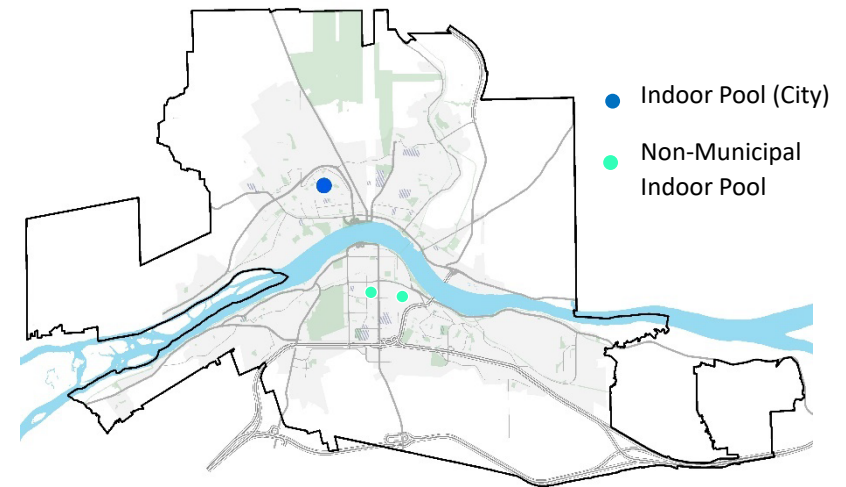
Indoor Aquatics

This Master Plan supports the current planning for the Regional Aquatic Centre as a central focus for addressing the current needs of the aquatic community by improving the capacity of municipally operated aquatics facilities. It is further recognized that projected aquatics capacity requirements will necessitate further investment in regional indoor aquatics infrastructure beyond the 15-year plan horizon. This should be considered as a post-plan project.

The regional level of service for community access is low at present. Estimates of utilization confirm that the pools in Fredericton are well used facilities, but not significantly over capacity. The potential loss of the Sir Max Aitken Pool at UNB is a major threat to capacity and with limitations of the Fredericton Indoor Pool (FIP) for accommodating any growth, new facilities are essential. The YMCA plays a partial role in the provision of aquatics and is assumed to continue in that role. Engagement demonstrated a pressing need and community desire for modern, multi-tank facilities.

The focus of this Master Plan is to accommodate new population growth, as well as existing demand, by enhancing the current service level with new capacity in the near term. It also supports the need to maintain the intended service level as the city grows by considering additional options in the 2040s.

The City is working to advance the design and development of the new aquatic facility at Grant-Harvey Centre which aligns with the objectives of this Master Plan. Section 6.3 further discusses the City's role as a regional leader with respect to regional recreation infrastructure.



Recommendations

- 75. Report utilization annually in terms of person visits for all City aquatic facilities (indoor and outdoor), broken down by an appropriate level of detail (e.g., program registrations, rentals, drop-ins, etc.). This is the basis upon which forward planning should be undertaken.**
- 76. Ensure the final design of the Grant-Harvey Centre Regional Aquatic Facility is scaled to meet the range of needs: leisure, training, competition, instruction, general leisure:**
- **10 lanes x 25 metre, competition-ready main tank.**
 - **Additional leisure and therapy tanks.**
 - **Decking to enable maximum programming of the pool.**

77. Seek to ensure that the ownership, governance and operating model of the facility enables maximum flexibility to meet a municipal Class A pool mandate serving the needs of the full range of users.

Indoor Ice

Over the past 15-years, the City has made major investments in indoor ice within Fredericton to improve the service level for residents of not only the city but at a regional scale. This includes developing the multi-purpose facility with two indoor ice pads at the Grant-Harvey Centre as well as significant upgrades to the York Arena in 2015. The strategy for indoor ice included in this Master Plan addresses both growth-related needs as well as planning for existing assets.

With indoor ice being provided at a regional scale, the current provision standard is acceptable from a population standpoint, while a review of prime-time utilization confirms that the existing arenas are at capacity (primary seasons being Fall and Winter). This was echoed through engagement activities where individual user group needs (including community and for-profit use, leaving aside spring and summer use) confirm what the data is showing regarding a low (and declining) provision standard.

While metrics are important, this Master Plan also recognizes that reduction in demand for hockey is not universal across Canada. Demand for hockey in Fredericton remains strong. The city is also seeing growth in girls/women's participation, population growth and demand from new residents seeking general ice access, which continue to suggest that the provision standard needs to be generally maintained.

The principles of this Master Plan seek to achieve re-balance in access to recreation for all. The City should develop policies related to allocation and access that broadly strive to maximize use of existing arenas, meet the goals of improved accessibility and affordability for users, and improve equity.

This will require an evolution of the culture of use of existing arenas and would be applied to any new arenas if owned and operated by the City. To achieve this policy, the following is anticipated:

- Prioritize community user groups over for-profit businesses in access to ice;
- Reduce the subsidy to for-profit ice renters and phase-in rate adjustments over a reasonable period;
- Monitor and manage the utilization of ice by all user groups with a view to achieving maximum use of ice;
- Improved non-user group access to ice time (e.g., public skating and learn to skate);
- Enhanced access for indigenous programmed ice activities, and potential expansion of ice to serve other underserved communities;
- Enhance the provision of ice time for groups catering primarily to girls and women's ice sports;
- Improve the access to amenities including equity in access to dressing rooms for girls/women;
- Improve access to and use of accessible amenities (where they currently exist) and incorporate universal design when retrofitting or constructing new;

- Standardize and rationalize where necessary all existing agreements with groups for dedicated use of change rooms and storage areas;
- Enhance policies governing the provision of spring and summer ice to meet desired policy goals ranging from fiscal impact, sport tourism, community needs, and climate-related policy goals. This should be based on a highly rationalized approach to ice, full cost recovery, and use restricted to one rink (utilizing the most efficient), allowing the other arenas to be used for other recreation activities during this period; and
- Establish target cost recovery for the arena portfolio as a whole based on existing cost recovery and the impacts of applying the range of measure described above.

These changes are rooted in a recognition of the value of existing and future community arenas to provide greater community access to affordable recreation, balanced with existing ice demands and opportunities for sport tourism. To successfully maintain any commitment to changes in allocation and access, the City will need to maintain its provision standard for ice arenas and invest in new arena infrastructure as the population grows.

As it relates to capital planning for existing assets, a total replacement cost of \$180 million for 6 sheets of ice is identified, based on the Building Condition Assessments (BCAs) undertaken. This is viewed as an underestimate of likely cost factoring given the event centre role of the Grant-Harvey.

The BCAs also identified \$55 million as the required State of Good Repair (SOGR) spend required over a 20-year period (between 2021 to 2041). This puts the Facility Condition Index (FCI) in the range of around 25%. Re-investment in existing facilities means

maintaining these facilities in a state of good repair to avoid high costs of capital replacement. Capital reserve funding for existing assets is therefore a critical strategy for the City to continue.

While important facilities from a community perspective, the older single pad arena stock - York and Lady Beaverbrook Arenas - do not represent value for money as long-term solutions to ice needs. The future of these two facilities is fundamental to the ice strategy – recognizing that minimizing capital costs by maintaining facilities is always an option to enable the Master Plan to focus on other new infrastructure requirements.

In summary, the City's new model of ice provision includes:

- For all 6 ice pads: evolve existing policies of use to meet the goals of this plan.
- For the two single-pad arenas: determine whether they are to remain operational or should be replaced. This decision is not only related to asset management practices but is a consideration of the principles of this Master Plan.

For growth-related needs: two new ice pads are required over the Plan period.

Recommendations

78. Develop an Allocation and Access Policy, supplemented by other policies as required (affiliated user group policy and user fee policy as examples) to rebalance the role of the existing arenas portfolio to achieve more inclusive services.

79. Address the need for 2 additional ice pads over the Plan period by undertaking an Arena Feasibility Study to determine the best approach for delivery. This should consider the following options:

- ***Focus on addressing new rink needs: Develop a new twin-pad facility and maintain York and Lady Beaverbrook Arenas in a State of Good Repair.***
- ***Another option related to the above is to retain York and Lady Beaverbrook Arenas for the period of plan and replace both thereafter.***

80. Investigate a range of development and delivery models for the provision of additional ice in the city. This should include consideration for public-private partnerships.

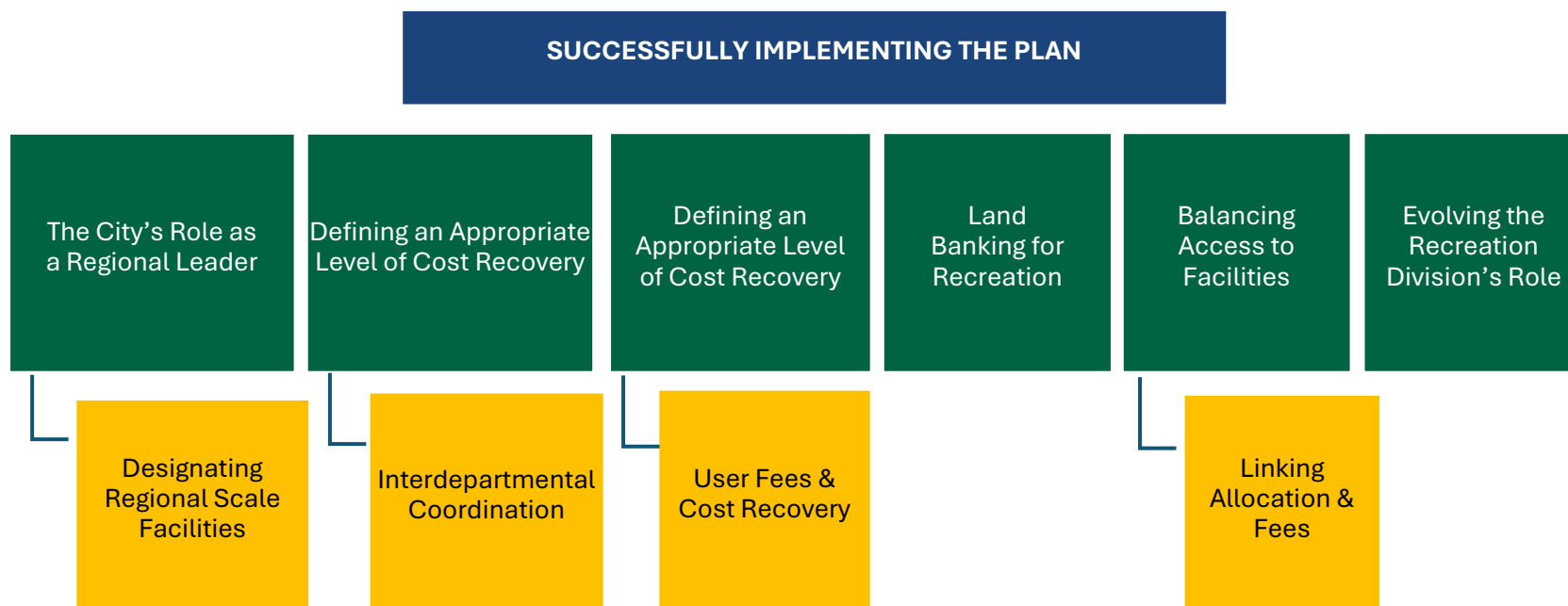


6. SUCCESSFULLY IMPLEMENTING THE PLAN



6.1 Service Directions for Plan Implementation

Successfully Implementing the Plan focuses efforts within six key service directions, as identified below and detailed within subsequent sub-section of this Master Plan.



6.2 Overview of Plan Implementation

This Master Plan is designed to guide Council and municipal decision-makers in addressing priorities for planning and investment in recreation and leisure services, activities, and facilities across Fredericton. It is important to recognize that recommendations related to the development of new facilities and/or revitalization of existing facilities will require further consideration of how these changes will come to fruition. This may include the need for further design and concept planning, and/or an assessment and technical feasibility of facility repurposing potential. All the above will require a process of public review and approval.

There will be a need for City Council and staff to further evaluate and investigate the feasibility of implementing individual recommendations and action items through formal study process (as required depending on the project at hand), as well as on an annual basis as part of the municipal planning and budgetary process. It will also be important to ensure that implementation of this Plan is carried out in alignment with other corporate priorities and strategic plan objectives. For example, while the construction of new facilities will impact the City's GHG targets, intentional and creative design solutions such as clustering facilities as appropriate, and/or integrating solar roofs, EV chargers and other measures as outlined in the City's Green Building Guidelines, can mitigate these impacts, and establish a balanced approach to achieving key priorities.

6.3 The City's Role as a Regional Leader

The Importance of Designating Regional-Scale Facilities

The City is responsible for managing the implementation of this Master Plan and investing in capital and human resource requirements to carry the plan to fruition over the fifteen-year plan period. However, the City's ownership and maintenance of various recreation facilities benefits not only city residents, but also the individuals residing in surrounding communities. As the largest urban centre within the Capital Region, the city functions as the regional hub for the delivery of recreational infrastructure.

As outlined in Section 3.4, the City has a foundational commitment to cooperating with adjacent municipalities to support the regional customer base for access to recreation. The RSAs provide a framework for partnerships and cost sharing, enabling cost effective access to existing City-based recreation by communities outside of Fredericton. Accordingly, the RSAs should be treated as underpinning the overall implementation of the Plan.

Currently, there are significant discrepancies with respect to tax rate contributions by Fredericton residents versus residents of participating RSA communities for the same level of access to existing City-owned facilities. As the City pursues the continuation of regional service agreements beyond 2027, any future RSAs should contemplate rate alignment that advances the principles of equity and fairness, as well as a mechanism for cost sharing of capital and maintenance investments related to existing facilities. Cost sharing for investments in major new regional infrastructure would likely be handled through separate cost-sharing agreements in accordance with the provincial framework outlined below.

Designating Regional-Scale Facilities and Establishing Appropriate Cost-Sharing

Implementation of this Master Plan with respect to regional-scale facilities will require the agreement among the regional partners (of the Regional Services Commission (RSC), as well as the Recreational Service Agreement signatories) as to which facilities – existing and future proposed – constitute regional facilities for which a cost sharing formula, inclusive of capital and operating, should apply.

The New Brunswick Regional Service Delivery Act (O.C. 2022-317) establishes the functions of the Regional Services Commissions and furthers the commitment of the province to ensuring appropriate regional level planning and service delivery. The criteria and process for establishing which facilities are region-serving versus city or local serving are established by the Government of New Brunswick within the legislation and supporting regulation. This legislation is the guiding framework; however, it is new, being tested, and may need revision. Whether these or other provisions, guidelines or policy decisions influence the ways by which the RSC, its member municipalities, and/or the City's local municipal partners engage in joint facility planning and cost sharing, it is expected that the province's definition of regional facilities will remain an important part of implementing the provisions of this Master Plan.

The province's Local Governance Reforms that commenced in 2023 address, under regulation, how the regional mandate of the RSCs is to be implemented for a range of services including planning, transportation, and economic development, among others. Importantly, it also sets out the approach that is expected with respect to the determination of "regional" recreation and cultural infrastructure and the mechanisms by which agreement amongst local communities can be reached and ultimately a cost

sharing formula enacted that can address both capital and operating costs.

In effect, the legislation and supporting Regulations stipulate that:

- Facilities defined by due process as Regional in nature must be cost-shared.
- This is applicable to both net operating costs and any capital expenditures required for the upkeep of existing regional facilities.

What is not clear at this point is the approach that should be taken with respect to facilities that have yet to be approved for detailed design and development. Where a facility does not yet exist, and involves significant capital costs to develop, clearly the decision as to whether to proceed with the development is a matter for the prospective partners (local governments within the RSC), or one or more of them, to determine in principle with further work necessary to:

- Determine cost sharing for the construction phase of the project; and
- Cost-sharing related to the operations phase of the project (net operating costs and lifecycle capital costs).

As the City seeks to implement the major capital objectives outlined within this Plan, it should continue to advance projects it considers regional in nature to the RSC and local government partners for cost sharing assessment and consideration.

6.4 Invest in Recreation from a Position of Financial Strength

The balance referred to as a guiding principle of this plan also applies to striking the appropriate balance between maintaining fiscal strength and investing both operating and capital dollars to improve community access to recreation opportunities. This does not necessarily entail increasing the municipal level of service (measured either in dollar terms or qualitative measures of service) but widening participation by the community.

The City of Fredericton is recognized for its high degree of financial solvency, the strength of its balance sheet and the ability, among other things, to fund infrastructure renewal (approximately 25% of the City's budget is allocated to capital investment, of which 75% is related to renewal). The City is facing an infrastructure renewal funding deficit but is contributing 5% of capital budget annually to address this deficit.

The City will need to align capital investment in recreation with other major investments in order to maintain a strong financial position. This means major capital projects will need to be prioritized and aligned with growth, asset management, and related objectives:

- Funding State of Good Repair (SOGR) through departmental budgets. This means those recommendations of this plan that address ongoing investment in renewal and upkeep of existing indoor and outdoor assets should be considered as part of the annual and long-term capital budgeting process of the Engineering and Operations Dept.

- Large-scale capital plans such as for major new recreation facilities addressed as stand-alone projects necessitating a range of feasibility, costing, and operational business planning in advance of developing detailed funding plans. These funding plans are expected to comprise a range of considerations including, *inter alia*, grant funding opportunity; partnership funding, debenture funding, reserve contributions, user fee surcharges, potentially alternative finance and procurement (AFP) models, as well as working with community organizations on smaller capital items where funding can be developed in part by volunteer efforts (e.g., pickleball).
- In addition to the importance of achieving financial value for money through all phases of a project from design to delivery and operations, the City is encouraged to investigate the wider benefits – social, health-related and potentially environmental – associated with planned investment.

In an effort to bolster the City's funding capacity for major infrastructure associated with growth and change, the City should continue to seek out and utilize all relevant funding sources from upper levels of government and other relevant sources to reduce the burden on the city's tax base. This includes private funding where appropriate including sponsorships and naming rights. It should also consider Public-Private and Public-Public Partnerships where they make sense (e.g. ice) as a means of achieving more with less. These types of partnerships typically lessen the draw on municipal debt capacity, may result in risk sharing of operating costs, may improve timing of development and may render higher level of service.

Interdepartmental Co-ordination to Implement the Master Plan

The implementation of the Master Plan will require the close working partnership between relevant City departments.

Recommendations

81. Maintain an Interdepartmental Steering Committee to oversee the implementation of the Master Plan as it relates to facilities and land-based assets. This committee should be comprised of relevant staff from the Engineering & Operations Department and the Recreation, Tourism & Culture Department, with additional representation from the Planning & Development Department and Finance Department, as required.

6.5 Defining an Appropriate Level of Cost Recovery for Recreation Services

The depth and range of projected community needs over the 15-year plan period will necessitate a clear and well communicated approach to funding and/or financing capital expenditures.

At the scale of recreation services operational expenditures - and the net cost (after revenues, reserves and operating grants are accounted for) to the tax base – the implementation of this Master Plan will necessitate an in-depth review of cost recovery from recreation facilities and services.

This is particularly the case given the commitments laid out in this plan to grow the overall range and scale of operations of Recreation Services within the city. The details of the expansion

of the City's role in direct programming delivery to improve community access as well as further supporting third party delivery of services are laid out elsewhere in this plan. Better impacts in terms of participation in organized sports by minority communities, as well as supporting programming established by the leaders in these communities (part of the City's commitment to community empowerment, diversity and inclusivity) will necessitate increasing the staffing complement of the department in order to achieve meaningful results.

Notwithstanding the strength of the City's financial position the reality is that the commitment to reasonable cost recovery in the City could be improved. This statement is not to be read as a recommendation for increasing revenue generation from the general use of parks and open space, or from encouraging the take-up of recreational pursuits by new residents. Achieving improvements in cost recovery is an exercise in understanding where the effective balance lies between user fees, rental costs and tax funding, and how this aligns with priorities related to affordability and access.

User Fees & Cost Recovery Review

This Master Plan recognizes there needs to be a balance between affordability and cost recovery. Fredericton has historically had low cost recovery - approximately 17% overall including direct, indirect and potentially overhead. As the city grows, and service expectations grow, there will need to be a commitment to improved recovery of costs. Specific to facilities, arena recovery is very low (24%), and aquatics is also lower than observed for other community-level pools.

Undertaking a review of user fees and cost recovery rates is essential – this includes a full review of the City's policy toward

subsidization of the costs associated with use of its recreation assets (indoor and outdoor).

It is important that cost recovery is centred around what is possible, reasonable and supportive of policies contained in this master plan – rather than reflect the notional requirement to be on par with other municipalities. As Fredericton develops, the City will need to determine, through the review of user fees, the appropriate balance between affordability and cost recovery, with consideration for who is using facilities. There should be a clear differential between community non-profit users and for-profit/corporate users. This is a foundational piece of the principle to re-balance in access to recreation.

By way of example, cost recovery in Halifax Regional Municipality inclusive of direct, indirect and corporate overhead is 33% based on fiscal years 2022/2023 and 2023/2024. It varies between jurisdictions, is higher in some and approaching 50% and similarly low in others based on a range of localized historic circumstances, the nature of the services, the socio-economic profile of the community, the extent of regional draw on services and a range of other factors.

The aim of the City of Fredericton in assessing its cost recovery should not rest on an arbitrary target range but instead focus on an investigation of how the City sets its fees, rolls forward fees with escalation, approaches the entire question of subsidization of services and as a result, the balance between user pay and tax payer funding.

By linking the question of the cost of access to recreation to the full range of activities, programs, facilities and memberships open to public use – as well as commercial enterprises that make use of City facilities – this Master Plan ensures that the principles

underlying this plan are not subsumed by a financial-target driven approach to recreation access.

Fees – one way or another – are part of the wider cost of participating in sport, leisure and cultural activities, and may not be the largest component of cost. The City is encouraged to recognize the integrated nature of the cost of accessing a sport or activity and the level of participation by at-risk groups within the community. Accordingly, the implementation of a recreation services fee policy review should be undertaken by qualified recreation planning consultants.

Recommendations

- 82. Conduct a full assessment and policy development for an integrated municipal recreation facility and program subsidy policy. This is based on categorization of activities and users based on the public benefit inherent in the subsidization of fees and rental rates, and should be done in alignment with the City's corporate objectives and priorities.**
- 83. Develop targets for (a) cost recovery related to direct programming (important as direct programming expands); and (b) improvement in overall cost (direct and indirect) recovery for the City as a whole, where appropriate.**
- 84. Establish renewed guidelines for the fees payable for users of City facilities who reside in Non-RSA communities.**

6.6 Landbank for Recreation

There is merit in considering a landbank approach to realizing the necessary scale of parkland with which to achieve investment in sports fields in particular. The development application process facilitates the required parkland dedication or the provision of cash-in-lieu of parkland dedication at the discretion of the City.

A landbank approach can be a proactive strategy of creating land resources based on the principles laid out in this plan. This would help to ensure more equitable access by community members with respect to the distribution of fields and parkland. For example, achieving operational efficiencies by developing multiple fields in one location and/or pursuing partnerships with schools by purchasing land adjacent to schools for parkland purposes.

A landbank approach can also be more incremental, based upon decisions by the City as to the merit of acquiring greater parkland (at residential land value) in new growth areas of the city as development plans emerge either through applications or pro-active secondary planning processes.

The established outdoor facility and parkland needs contained in this plan, together with the application of the hierarchy of parks to guide the appropriate location of amenities (whether in community parks or local neighbourhood parks), should guide the process of land conveyance and land acquisition.

A land banking approach is also relevant to future planning for indoor recreation facilities. The City should pursue the acquisition of land, as strategic opportunities arise or where necessary, to advance municipal objectives and support the short, medium and long-term implementation of this plan.

6.7 Balancing Access to Facilities

This Master Plan signals a shift in where the priority for access lies. The City will need to accommodate this. Creating an immediate improvement in equitable access to facilities in the city is critical. Whether it relates to the improvements for general public access (e.g. winter public skating), affordability, accessibility, or for sustainable ways to enable the growth of sports to increase access to appropriate City-owned facilities as well as non-City owned facilities, the investment of City time in creating a best-in-class services allocation policy is warranted.

This policy is primarily geared towards the process of renting City facilities as well as those non-City assets under its management (e.g. school gyms after school hours) but can be applied to ensure the City improves its access for programming and drop-in activities in its own facilities and fields.

Developing this policy, which is expected by users, is an immediate way to achieve several key objectives (service directions) of the Master Plan.

The benefits of this include the following:

- Achieve a workable approach to spring and summer ice in terms of access to this by the range of users, the fees charged, the cost to the City of providing this service, and alignment with other Corporate policies (i.e. energy, climate mitigation);
- Achieving better distribution of benefits across users including importance of gender representation and inclusivity for groups (e.g. Indigenous);

- The ability to apply policies of improving access to facilities by new and emerging groups and sports; and
- The continuation of the City's commitment to an open and transparent process in allocating the scarce resources of facility access.

Recommendations

85. Establish a new and Council approved allocation policy governing all City facilities (or broken down effectively to sectors) - that responds to the objectives of this Master Plan. This should be updated regularly.

86. Develop qualitative and quantitative performance indicators to monitor and measure the success of program and service delivery.

The Link between Allocation and Fees

The challenge of competing ice demands including access to spring and summer ice should be reflected in differences in ice rates wherein either low or no subsidy of for-profit ice is policy. Phasing in such an approach is required. The allocation policy would be one tool to ensure a balance between access by community groups and for-profit groups. A comprehensive subsidization policy is the other mechanism to ensure that differential rates reflect the differences between user groups - specifically those that provide basic community recreation access and those that provide elite level participation in sport.

This does not mean that the City should adopt a full enterprise model with respect to the pricing and access of its major facilities at certain times of the year (essentially operating as revenue

driving venues). However, it does mean that both an allocation policy and fee subsidization policy review should be undertaken together to provide greater direction to the City's interest in widening the community benefits from the use of its sports facilities. Development of a fee policy will also facilitate the City advancing its position with respect to summer ice allocation as it relates to finding the appropriate balance between recreation access and climate mitigation.

Additionally, allocation and fees need to reflect the importance of the City's role in facilitating sport tourism – a direct and significant benefit to the city and region within shorter time periods.

6.8 Evolving the Role and Function of the Recreation, Tourism & Culture Department

Given the evolving and increasing needs of a growing and diversifying population, this Master Plan stresses the importance of expanding staff capacity within not only the City's Recreation Division, but also Building Services, Parks & Trees Divisions, and others as applicable. An expansion of staffing capacity also relates to strengthening its ability to accommodate a diversifying population base. The City should strive to expand its bilingual capacity within the Recreation, Tourism & Culture Department.

Additionally, as major new capital assets are established, including the new regional aquatic centre and potentially a new municipal multi-gymnasium complex (field house), the necessity to move to a direct delivery model for programs will be apparent.

With respect to the new facilities, the staffing model for these centres is relatively easily understood and should be operationalized within the operating budgets approved for these facilities prior to opening.

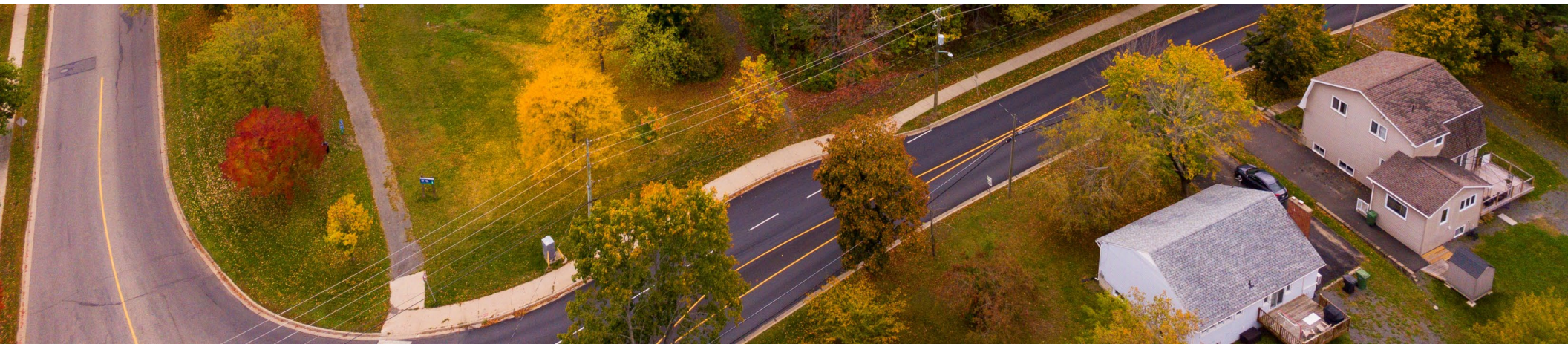
With respect to the broader requirement to build out the department's capabilities to direct, steer, inform and motivate the development of new and wide-ranging programs which reflect the communities they serve, **the City needs a multi-year strategy to develop its own business case for transition.**

The rationale for this expansion of function is provided in this Master Plan. The next step is a multi-year strategy and associated business case and operational budgets to increase the staff resourcing capacity. It should be centred around:

- Identification of program development opportunities for direct programming needs not met by third-party providers, with a particular lens on improving community access (i.e. equity-focused, affordable programming) over the short and long-term.
- Intended outcomes of facilitating the greater development of programs offered by new and emerging providers in a range of neighbourhood settings and in response to the changing needs of a growing city;
- Ongoing outreach for advocacy of community development, which should include improving access and accessibility;
- Required staffing capacity related to the development and direct delivery of programs, as well as facilitation of programming by third-party providers; and
- Development of annual (and potentially semi-annual) key performance indicators to measure gains.



APPENDIX A: IMPLEMENTATION MATRIX



**City of Fredericton Recreation and Leisure Master Plan
Implementation Matrix**

Recommendation		Anticipated Timing for Commencement of Recommendation				Major Capital Cost Requirements (2024\$)
		Ongoing	Short-Term (Years 1-5) / By End Year 5	Mid-Term (Years 6-10) / By End Year 10	Long-Term (Years 11+) / By End Year 15	(Figures are high level estimates only as of December 2024 ¹)
	PILLAR 1: DELIVERING RECREATION SERVICES EFFECTIVELY					
	Organizational Governance of the Master Plan					
	Service Delivery Model					
1	Maintain the Community Development Model of service delivery with the City's role as the primary provider of indoor and outdoor recreation assets, facilitating programming provided by others, and supporting third-party and non-profit providers where appropriate.					N/A
	Partnerships					
	Local Partnerships					
2	Maintain, enhance and seek to achieve measurable results from all partnerships as it relates to reciprocal access to facilities, the development and siting of new facilities for colocation, and opportunities for collaborative partnership programming.					N/A

¹ Figures represent total project costs (construction and soft costs) and will be subject to inflationary increases, as well as design and site-specific considerations. For capital items where no cost estimate is provided, the cost is project scope and/or site, design, and scale dependent.

**City of Fredericton Recreation and Leisure Master Plan
Implementation Matrix**

Recommendation		Anticipated Timing for Commencement of Recommendation				Major Capital Cost Requirements (2024\$)
		Ongoing	Short-Term (Years 1-5) / By End Year 5	Mid-Term (Years 6-10) / By End Year 10	Long-Term (Years 11+) / By End Year 15	(Figures are high level estimates only as of December 2024 ¹)
3	Ensure any future co-funding agreement(s) with external partners clearly articulate ownership, access and long-term maintenance. This should address both indoor and outdoor infrastructure (e.g., gyms and fields for example in the recreation context). As projects come about, they should be assessed on a case-by-case basis, but if joint funding is provided, a detailed agreement should be put in place (in addition to the reciprocal agreement with ASDW for example).					N/A
Advancing the Service Delivery Role of the City						
4	Develop an operational plan and budget to advance the service delivery role of the Recreation Division.					N/A
Municipal Programming						
5	Expand programming provided directly by the City through improved use of existing City-owned space (e.g., Marysville Heritage Centre) by identifying new programs that are consistent with the City's community recreation focus and which will expand the diversity of available program services.					N/A
6	Further develop the municipal program offer as new facilities (e.g., pool, gym, etc.) are developed and operational. This includes expanding the aquatic and court-based offering and developing other community programs that meets the broader needs of the city's growing and diversifying community.					N/A

**City of Fredericton Recreation and Leisure Master Plan
Implementation Matrix**

Recommendation		Anticipated Timing for Commencement of Recommendation				Major Capital Cost Requirements (2024\$)
		Ongoing	Short-Term (Years 1-5) / By End Year 5	Mid-Term (Years 6-10) / By End Year 10	Long-Term (Years 11+) / By End Year 15	(Figures are high level estimates only as of December 2024 ¹)
Events & Tournament Hosting						
7	Provide open lawn area/unstructured space within Community Parks for outdoor community events and activities to occur (e.g., concerts, large family gatherings, arts and cultural events, etc.). This should be considered in the development of new parks as well as existing parks that may require renewal.					Design into renewals and new parks as opportunity allows. Site, design and scale dependent.
8	Undertake a Sport Tourism Strategy, updating the framework established in 2016. This strategy should be fully aligned with the issues of balance between community access versus events at City-owned facilities; recognize the economic impact value of hosting.					To be determined
9	Undertake a review of existing facilities to identify gaps in the supply of special event and tournament hosting amenities and infrastructure.					N/A
Enhancing the User Experience						
Affordability & Access						
10	Develop a policy to provide a program of support for those in financial need as part of the recommended User Fee Policy development.					N/A
11	Develop an Affiliated User Group Policy as tool for ensuring third party providers are consistently in alignment with corporate objectives and policies.		 Develop	 Implement		N/A

**City of Fredericton Recreation and Leisure Master Plan
Implementation Matrix**

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12	As the City improves or adds programming, and expands, retrofits, and/or creates new facilities, collaborate with key partners and stakeholders to identify opportunities to support and enhance accessibility.					N/A
	Customer Relationship Management					
13	Improve online service for all facility bookings (arenas, meeting spaces, ball diamonds, etc.) and program registrations. This needs to be practical from a public user point of view and from a staff perspective to easily monitor usage and program registrations over time.					To be determined
	Improved Communications, Promotion and Marketing					
14	Improve the Parks Directory and Facilities webpages to provide a comprehensive listing of parks, trails, and facilities within the city that are available for public use. Ideally, this would be developed as an interactive mapping tool to show locations and access points, amenities, accessible features, etc.					To be determined
15	As the programming mandate of the City transforms, include marketing and promotion to improve communications with the public, with strategic focus on aspects where programming by the City is being enhanced in terms of direct programming, and/or where there is a desire for better outreach to non-traditional users.					N/A

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	PILLAR 2: PLANNING FOR A CONNECTED CITY					
	Proactive Planning for New Parkland					
	Parkland Level of Service within Areas of Intensification					
16	Within the Urban Core and other intensification areas strive to: • Preserve and enhance existing City-owned parkland and open space; • Strengthen linkages and enhance connections to key destinations and existing parkland and open space through on- and off-street means (e.g., Cross Town Trail). • Seek opportunities for enhancing public space – including working with developers to incorporate privately owned public space (POPS), improved streetscapes, flexible streets, etc. • Seek public input on redevelopment/development of parkland to ensure investment aligns with resident needs. • Monitor hierarchy classifications and associated service delivery for parks to ensure alignment with changing conditions.					To be determined

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	Parkland Design, Development & Renewal					
17	Develop a process for consistent community engagement and neighbourhood lifecycle assessment to determine needs as it relates to the design and development of new parks and/or revitalization of existing parks.					N/A
18	Address user comfort requirements in parks across the city, where recreational facilities are in place. This should include the installation of accessible sitting areas/benches, shade structures and/or trees, water bottle filling stations, accessible pathways, among others. Parks that include playgrounds, splash pads, sports fields, and other active amenities should be prioritized. These elements should also be considered within the design of new parks.					Site, design and scale-dependent
19	Consider agreements that facilitate voluntary developer-built parks as a strategy to advance the timing of parks and trails in new development areas (adherence to City development standards would be required).					N/A
	Shaping the Parkland Hierarchy					
20	Adopt the Parkland Hierarchy proposed in this Master Plan as a basis for planning for and acquiring, designing, developing, and programming parkland.					N/A

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	Supporting the Green Trail Network					
	Network Improvements & Access Points					
21	Seek out opportunities to work with developers to implement trails as development proposals are brought forward, with the aim of improving the connectivity of new residential areas.					To be determined
22	Connect key destinations, recreation facilities, and parks across the city with the existing trail network through the development of on-or off-street means.					Site, design and scale-dependent
23	Enable year-round use by a variety of transportation modes by strategically grooming major trails in the city's core and growth nodes in winter (beyond those already groomed). This may include the Riverside trails, trails that link to City parks (e.g., Killarney), and/or others within the downtown.					N/A
24	Develop complementary biking features (e.g., rollers, berms, etc.) adjacent to key trails within the city's network to create fun and affordable experiences.					Site, design and scale-dependent
25	Improve trail connections and conditions that facilitate connectivity to adjacent communities, and which may facilitate a broader trail network.					Site, design and scale-dependent

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	Trail Safety & Security					
26	Undertake safety audits of key trails within the city that have been identified as having safety concerns by employing Crime Prevention Through Environmental Design (CPTED) principles. Priorities for safety audits to be completed immediately include the Northside Trail and North Riverfront Trail. Safety audits of other key trails should be scheduled to occur within the short-term as determined to be required.					N/A
	Strengthening the Blue Trail Network					
	Water Access & Interaction					
27	Develop the City's primary boat launch for motorized watercraft on the northside, in alignment with the Carleton Park Plan. The secondary boat launch at Morell Park should be formalized for public use through parking, signage and storage improvements.					\$2 million allocation pending site determination, scale and design
28	Develop a series of Micro Parks as opportunities arise to provide a level of recreation amenity (passive or active, as appropriate) associated with blue and green trails and/or other recreation and leisure infrastructure.					Site and design-dependent (or subject to a template for micro-park inclusions) Assumes City-owned land
29	Develop lookout/wildlife viewing areas and/or fishing platforms strategically at key vistas along the banks of the river system in Fredericton.					Site, design and scale-dependent

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	Vegetation Management & River Viewing					
30	Develop a balanced strategy for vegetation management along the city's river system to enable improved unimpeded river viewing and opportunities for physical access.					N/A
	PILLAR 3: KEEPING PACE WITH AN EVOLVING CITY					
	Aligning Infrastructure Planning with Growth					
	Asset Management					
31	Ensure an asset management approach to recreation facility investment which maximizes its alignment with recreation service aims for individual or collective assets as appropriate.					N/A
	Tennis Courts					
32	Maintain lit tennis courts in good quality playable condition as important amenities that are accessible to the broad population.					N/A
	Pickleball Courts					
33	Build pickleball courts in response to demonstrated/verified demand balanced with expectations for maximizing utilization of existing courts.					\$1 million allocation for single complex of 8 courts
	Basketball Courts					
34	Develop 3 or 4 additional basketball courts (full-size or equivalent) to improve geographic distribution and serve new neighbourhoods as they develop. Locations should be determined based on local demographic profile and demonstrated need in the area.					High quality installation: \$500,000 to \$750,000 per court

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Outdoor Pools						
35	Develop one additional outdoor pool over the long term. This facility should be strategically located within a Community Park in the city in a growth node that is underserved by outdoor pool facilities, and accessible by a broad population by various modes of transportation, including active transportation and transit.					\$6.5 million based on recent design costing by Sierra elsewhere in New Brunswick
Playgrounds						
36	Develop a Playground Replacement Strategy. Any play structure installed prior to the year 2005 should be phased for replacement immediately. Replacement should occur sooner if required as determined by the City's ongoing inspections and asset management process. As each year passes, a 19-year trigger will identify more play structures that will need to be considered for replacement/removal.					N/A
37	Adopt a standard of provision of one playground location within a reasonable walking distance (5-to-10-minute walk) of new residential areas, and as a guideline for identifying future needs within existing residential areas. Major barriers (e.g., major roads, natural features, railway corridors, etc.) should be considered.					N/A
38	Develop service standards for playgrounds to guide the delivery of consistent and comparable built infrastructure. This should be aligned with the Parkland hierarchy.					N/A

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	Wading Pools & Splash Pads					
39	Replace the existing wading pools located in Community Parks with modern splash pad facilities where warranted and develop a prioritized replacement strategy to construct additional splash or spray pads over the life of the plan in alignment with growth and asset management considerations.					Design and scale dependent. Per facility order of magnitude estimate (OME) \$300,000 to \$500,000 + depending on design (spray pad v splash pad and associated amenities).
40	Right size the inventory of outdoor water play amenities geared to children by divesting of the wading pools located in Neighbourhood Parks, particularly those parks that are small in size (i.e., those parcels smaller than 1 hectare). Where wading pools are present in larger Neighbourhood Parks that also include complementary recreational amenities, the City should consider replacing these wading pools with smaller spray pads. This type of reinvestment should also consider equitable geographic and demographic distribution across the city.					Spray pad per installation cost allocation: \$300,000
41	Develop one additional destination splash pad (similar to that provided at Wilmot Park) in response to growth and to alleviate pressure at the Wilmot Park splash pad. This should be located on the city's northside to provide an equitable service level for northside residents.					Design dependent but assume \$3 million to \$4 million.

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Skateboard Parks						
42	Construct an inground concrete based skate facility as part of the redevelopment plan for Henry Park. The Park Plan that precedes any development should identify the ideal or preferred solution which may include a skate spot, pump track, and/or other innovations to engage youth.					\$750,000 to \$1 million allocation
43	Identify locations for additional inground concrete-based skate facilities and determine placement based on equitable demographic and geographical assessment.					Site, design and scale-dependent
44	Develop 2-3 smaller all-wheel facilities within large Neighbourhood Parks in suitable locations in the city. This may include skate dots, pump tracks, scooter spots, and other diversified amenities.					\$500,000 allocation
Outdoor Ice Rinks						
45	Develop an Outdoor Ice Rink Model to govern the division of responsibilities between the City and authorized community groups as it relates to the maintenance and operation of community natural outdoor ice rinks.					N/A
46	Transition to a model of delivery for natural outdoor ice rinks from operation of these facilities being led by the City to a model where these facilities are operated by community groups and in line with the City's Outdoor Ice Rink Policy.					N/A

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47	Limit the development of new natural outdoor rinks. These should only be considered based on local demand, within Community Parks where the required infrastructure (e.g., access to water supply, changeroom facility, etc.) can be feasibly implemented, they improve the distribution across the city, and there is a community group in place that will maintain the facility over the ice season.					N/A
48	Develop a third outdoor mechanical ice rink in the city. The location should meet broader objectives for facility co-location and hub development in alignment with growth.					\$2 million to \$3 million (roofing structure excluded)
Cricket Fields						
49	Implement the recommendations of the Cricket Feasibility Assessment Report (2022) including the development of one additional cricket field at a suitable location in the city.					\$500,000
50	Build cricket nets (equivalent of batting cages) as space-efficient amenities associated with sports fields.					\$100,000
Beach Volleyball Courts						
51	Establish a second complex of beach volleyball courts at a suitable location, likely on the city's southside in alignment with growth and demographic considerations.					\$300,000

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	Off-Leash Dog Parks					
52	Develop additional off-leash dog parks or off-leash trails in strategic locations across the city, co-located with other recreational uses to create clusters for active and passive recreation. As the South Core and North Core continue to intensify, they should be prioritized as locations for access to a dog park.					Site, design and scale-dependent
	BMX/Dirt Bike/Mountain Bike Parks					
53	Maintain the BMX/Dirt Bike Park at Grant-Harvey Centre for continued use by the community, undertaking capital maintenance as required. Continue to monitor use to determine future needs. In the longer-term, consider relocating the facility to improve its access by active transportation.					Relocation is site, design and scale-dependent
54	Work with local biking groups to develop a mountain bike pump track at a suitable location within the city in consideration of growth, demographic and geographic conditions. This facility should be developed in partnership with the mountain biking groups and should meet professional standards as identified by the user groups.					Site, design and scale-dependent
	Municipal Service Policy					
55	Develop a Municipal Service Policy to govern the justification for developing new types of recreation facilities based on population, growth, demographic, and other considerations, as well as to establish minimum operating standards associated with these facilities.					N/A

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56	Consider new and emerging types of active and passive outdoor recreation facilities with priority to community-based proposals. These community-based proposals would need to be evaluated based on the Municipal Service Policy.					Site, design and scale-dependent
Strategic Investment in City-Serving Facilities						
Ball Fields						
57	Update the Ball Field Needs Assessment and Feasibility Study to reflect recent infrastructure initiatives undertaken by the City.					To be determined
58	Convert both ball fields at Queen Square Park to allow for alternative recreational facility uses and/or unstructured passive park space to provide for increasing populations in the downtown core area. The conversion of Limerick and Malloy Ball Fields (and potentially other informal fields) to unstructured, passive park space should also be considered.					Decommissioning to passive use involves limited capital cost; substantial repurposing at higher cost is site and design dependent.
59	Develop a new, multi-field ball complex (all senior fields, 6 fields with one being a barrier free facility) at Killarney Lake Park as a premier sports facility that will enable tournament play across a variety of sports.					\$15 million (diamonds only); additional infrastructure and amenity costs excluded.

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60	Increase the usability of existing ball fields where possible prior to considering additional fields, by: • Reviewing allocation policies as it relates to the organized use of ball fields; and • Assessing the feasibility of optimizing existing City-owned Class A ball fields by implementing field lighting at strategic locations.					N/A
	Rectangular Fields					
61	Work with ASDW to improve the existing fields at school properties and seek out funding opportunities from various sources to aid in this effort.					N/A
62	Develop a formal policy establishing the principles and process by which the City would invest in new sports fields located on school district property, to maximize the opportunities for effective solutions to land needs.					N/A
63	Develop 3 to 6 additional rectangular fields (unlit full-size equivalents). The general approach should focus on City-owned and operated fields and should consider additional artificial turf fields (i.e., a second southside and northside location).					\$1.5 million to \$3 million (\$500,000 per senior, unlit, grass field) subject to existing ground conditions. Field turf (full size senior playing field with lighting and grade beam) \$2 million per field. On-site amenities including irrigation, washrooms, changerooms and potable water are in addition.

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64	Prior to any policy decision to address deficits in supply by constructing new fields, the City should: - Review allocation policies as it relates to the organized use of rectangular fields; and - Assess the feasibility of optimizing existing City-owned Class A rectangular fields by implementing field lighting at strategic locations (e.g., Barker Street Field).					N/A
65	Prioritize investment in amenities associated with the two artificial turf fields to enable an improved experience for players, spectators alike. This should include investigating the feasibility of washroom/changeroom facilities, concession, improved bleachers, shade structures, and water bottle filling stations. Improved amenities at other key locations (e.g., senior lit fields) should be considered over the longer term. Amenities should be planned and implemented in coordination with new any rectangular field development.					Site, design and scale-dependent
Gymnasium Space						
66	Develop a City-owned/operated multi-gymnasium facility (field house) to define the overall scale of the facility and how it might function to broaden its operating mandate. The first step to achieve this is to undertake further business planning and concept design. It is in this context that a discussion of operational mandate, and the merit of different operating and management models is warranted.					\$35 to \$45 million

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67	Develop a community centre/hub (20,000 sq. ft.) as part of the gymnasium facility to meet the city's need for additional community space.					\$15 million incremental cost
68	Develop a new community centre building in the medium term addressing the demand for non-dedicated space on the northside. Siting should consider proximity to Sitansisk as well as the potential to build next to a future school and include community service partners in the design and development (e.g., school board, BGC, etc.). Likely Community Centre inclusions (20,000 to 25,000 sq. ft.): • Double Gym • Library • Multi-use / studio program rooms • Community kitchen • Potentially day care or other services • Outdoor space • Others (to be determined upon further study).					\$15,000 to \$20 million excluding land
	Multi-Purpose Space					
69	Improve use of existing City-owned space (e.g., Marysville Heritage Centre) through enhanced programming of these spaces, either City-run or otherwise.					N/A

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70	Ensure that any new facilities (e.g., pool, gym, etc.) include complementary multi-use community spaces that are flexible enough to accommodate a variety of programming and event needs.					N/A
	Older Adult Space					
71	Short term: Expand programming for older adults where space is available within existing City-owned and/or operated facilities.					N/A
72	Longer Term: Develop non-dedicated space within new City-owned and operated facilities/community centres. It is not recommended to develop new space in older renovated buildings that are not good long-term options.					Included in cost of new community centre
	Youth Space					
73	Short Term: Develop a dedicated youth space on the city's northside. Consider use of existing City-owned spaces that are underused, with an initial focus on the city's northside.					To be determined
74	Longer term: Develop dedicated youth space as part of a community centre.					Included in cost of new community centre
	Strategic Investment in Regional Facilities					
	Indoor Aquatics					
75	Report utilization annually in terms of person visits for all City aquatic facilities (indoor and outdoor), broken down by an appropriate level of detail (e.g., program registrations, rentals, drop-ins, etc.). This is the basis upon which forward panning should be undertaken.					N/A

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76	Ensure the final design of the Grant-Harvey Centre Regional Aquatic Facility is scaled to meet the range of needs. leisure, training, competition, instruction, general leisure: 10 lanes x 25 metre, competition-ready main tank. - Additional leisure and therapy tanks. - Decking to enable maximum programming of pool.					\$71 million Class D estimate as of October 30, 2024
77	Seek to ensure that the ownership, governance and operating model of the facility enables maximum flexibility to meet a municipal Class A pool mandate serving the needs of the full range of users.					N/A
	Indoor Ice					
78	Develop an Allocation and Access Policy, supplemented by other policies as required (affiliated user group policy and user fee policy as examples) to rebalance the role of the existing arenas portfolio to achieve more inclusive services.					N/A
79	Address the need for 2 additional ice pads over the Plan period by undertaking an Arena Feasibility Study to determine the best approach for delivery. This should consider the following options: - Focus on addressing new rink needs: Develop a new twin-pad facility and maintain York and Lady Beaverbrook Arenas in a State of Good Repair. - Another option related to the above is to retain York and Lady Beaverbrook Arenas for the period of plan and replace both thereafter.					Twin-pad arena complex: \$70 million excluding land costs. Option to add community centre (see above) and site plan for future addition of indoor aquatics facility (post plan period).

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80	Investigate a range of development and delivery models for the provision of additional ice in the city. This should include consideration for public-private partnerships.					N/A
	PILLAR 4: SUCCESSFULLY IMPLEMENTING THE PLAN					
	Invest in Recreation from a Position of Financial Strength					
	Interdepartmental Co-ordination to Implement the Master Plan					
81	Maintain an Interdepartmental Steering Committee to oversee the implementation of the Master Plan as it relates to facilities and land-based assets. This committee should be comprised of relevant staff from the Engineering & Operations Department and the Recreation, Tourism & Culture Department, with additional representation from the Planning & Development Department and Finance Department, as required.					N/A
	User Fees & Cost Recovery Review					
82	Conduct a full assessment and policy development for an integrated municipal recreation facility and program subsidy policy. This is based on categorization of activities and users based on the public benefit inherent in the subsidization of fees and rental rates and should be done in alignment with the City's corporate objectives and priorities.					To be determined

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83	Develop targets for (a) cost recovery related to direct programming (important as direct programming expands); and (b) improvement in overall cost (direct and indirect) recovery for the City as a whole.					N/A
84	Establish renewed guidelines for the fees payable for users of City facilities who reside in Non-RSA communities.					N/A
Balancing Access to Facilities						
85	Establish a new and Council approved allocation policy governing all City facilities (or broken down effectively to sectors) - that responds to the objectives of this Master Plan. This should be updated regularly.					N/A
86	Develop qualitative and quantitative performance indicators to monitor and measure the success of program and service delivery.					N/A



Fredericton

