

City of Brandon

# Recreation and Community Facilities Master Plan





## Acknowledgments

Great communities are built through active citizen involvement and engagement in the process. Brandon's Recreation and Community Facilities Master Plan was developed with input from local residents and a wide range of community stakeholders. The City of Brandon respects and values the efforts of everyone who participated in this process.

The consultant team would like to thank the residents of the City of Brandon for sharing your ideas and enthusiasm. Your participation in workshops, completing surveys, roundtable conversations and facility tours helped shape this Master Plan.

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# Table of Contents

Executive Summary / p. 8

**1**

**A New Vision for Recreation in Brandon / p. 14**

**2**

**Strategic Directions and Priorities / p. 18**

**3**

**Renewing Facilities & Planning for the Future / p. 41**

**4**

**Capital Planning, Budgeting and Financing / p. 98**



**5**

**Context for this Master Plan / p. 106**

**6**

**Trends Affecting the Future of Recreation / p. 116**

**7**

**The Current State of Recreation in Brandon / p. 124**

**8**

**Best Practices and Case Studies / p. 142**





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# Executive Summary



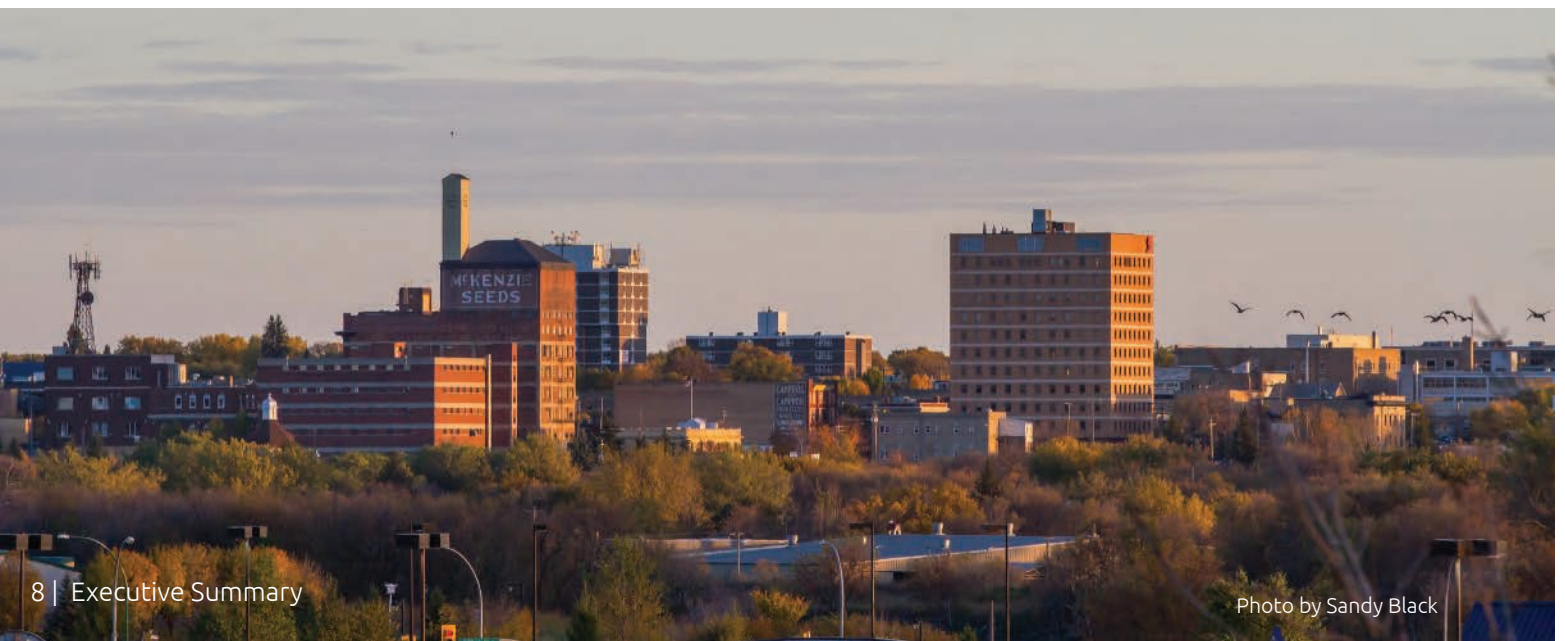
# Executive Summary

## Introduction & Background

Brandon is home to an extensive network of indoor and outdoor recreation facilities. Over many decades, the City of Brandon, along with partnering community groups, have invested in its public recreation system, which has evolved, expanded, and improved both facilities and services. However, recent surveying and community conversations suggest service levels and satisfaction levels differ among the user groups and residents regarding the various city-owned recreation facilities. The challenge that lies ahead is about improving these levels and addressing new needs within the community, while maintaining and refining existing facilities and services.

As recreation trends and society change, municipalities are finding the need to re-focus their investment and services beyond sport and physical activity to a broader package of wellness pursuits that link body, mind and spirit. Recreation now spans multiple city-wide objectives: as a tool to address public health issues such as obesity rates among children; as a way to engage young people and promote healthy living among seniors; a means to promote community involvement and combat social isolation; as an attractor and retention strategy for new residents; and a driver of economic growth. A renewed vision for recreation in Brandon recognizes the value of recreation as an essential public service for growing healthy, vibrant and connected communities.

As part of the City of Brandon's Operational Services Division, the Department of Community Services is comprised of Parks In-City Maintenance, Urban Forestry, Horticulture, Cemetery Operations, Community Development. The Department is responsible for the management of Brandon's Community Sportsplex and the Wheat City Golf Course. Delivering on the city-wide strategic vision and mission statements, Community Services has a significant role to improving health and quality of life in the community. The Brandon Recreation and Community Facilities Master Plan represents an opportunity to bring partners together from all sectors, from those interested in community design, physical activity, crime prevention, public health, and investment to develop a healthy and active community, enhance leadership, and promote the development of healthy spaces and lifestyles for community well-being.



During the planning process for the Master Plan update, ample opportunity for public engagement through stakeholder meetings, community workshops, public surveying and web-based feedback was provided. Brandon's residents shared why recreation is an important resource in their personal lives, the broader community, and how recreation can provide significant value to a growing and changing city.

In addition to this stakeholder input, the Brandon Recreation and Community Facilities Master Plan uses current provincial and Canada-wide recreation research to support recommendations and future planning. This current research not only informed but also provided the foundation for the public engagement process.

The current Recreation Facilities Master Plan was adopted by Brandon City Council in 2007, and was designed to expire in 2019. The inventories, assessments and recommendations presented in the 2007 Plan have been carefully reviewed, noting an overall high level of achievement of implementation. However, access to appropriate resources deferred some capital projects into later years. This update to the Master Plan will provide continuity and direction for the next 20 years for recreation facility and program development. The Master Plan presented here is Brandon specific, responding to local unique aspirations, values and constraints. It is also framed within the context of what is happening in other municipalities in recreation planning, and provincial and national frameworks for recreation.

What sets this Plan apart from the 2007 Plan, is an emphasis on re-focusing and renewing the municipal commitment and investment in recreation facilities and services on the part of the City of Brandon more so than in the past decades. It details the changes for a renewed vision for the future of recreation with greater emphasis in areas of governance, levels of service, and program and facility investment. This Master Plan focuses on how to manage the needs of a growing and changing city, managing aging infrastructure and supporting and strengthening partnerships in the delivery of recreation services. To this end, this Master Plan provides substantial guidance at two levels; strategic direction recommendations that point to detailed actions and advice on ways of getting there.

## Plan Format

The Master Plan format provides the strategic direction, specific plans and funding strategies for renewing facilities and planning for new facilities in advance of the supporting background research and assessments that describe the current state of recreation in Brandon. This format is intentional so as to provide the functional guidance up front, and deliver the supporting foundational information and data at back end for those seeking additional deeper background and context.

**Chapter One** begins in defining a new vision for recreation in Brandon through a set of 8 guiding principles. The guiding principles were developed collaboratively with the project team and outline a solid foundation and value lens for recreation planning and service delivery in the future.

**Chapter Two** outlines four Strategic Directions on how to approach renewing and enhancing municipal recreation services and delivery.

- Investment in the renewal of municipal recreation facilities and planning for future growth
- Enhancing municipal operational practices in the delivery of recreation services
- Strengthening partnerships with recreation providers in the community
- Improving public access to recreation programs and services

The strategic recommendations are highlighted in boxed text. They provide direction on how to improve upon the existing recreation assets and delivery system. The guidance on actions is provided in the body of the report, accompanying the strategic recommendations.

**Chapter Three** begins the heart of the Master Plan, describing the future direction and recommendations around six major indoor and outdoor facilities and spaces. These facilities and spaces are the big stories within recreation that the City of Brandon has been contemplating renewal or new development in recent years. This chapter outlines the opportunities and constraints of each facility, and provides direction on how to approach capital investment decisions with a significant focus on reinvestment and renewing existing assets. The six major facilities include:

- Community Centres
- Outdoor Sports Field Complex
- Outdoor Aquatics Complex
- Greenspaces and Trails
- Arena Ice
- Sportsplex
- Recreation Campus Model with an Indoor Sports Complex



Photo by Sandy Black

The Community Centres and Sportsplex are existing facilities that will be extended through renewal and renovation while planning for new facilities to come on line that will either replace existing or be new enhanced recreation facilities in the future. The current Outdoor Sports Field Complex at 1st Street and Veterans Way study and conceptual design is endorsed in this Plan and is recommended to proceed with continued design development. The Outdoor Aquatic Complex responds to the community's strong interest and the timely need for a new enlarged outdoor pool with family friendly and engaging amenities within the city. The Arena Ice section describes a process to determine the amount of ice required and where investment should occur. The Recreation Campus is a future model for consideration to address Brandon's recreation needs in the south end of the city where new residential growth is occurring. The Recreation Campus model suggests a catalyst facility development of an indoor sports complex that could include artificial field, court and multipurpose spaces. Specific implementation plans have been embedded into tables for each of the major facility recommendations. It is understood that over time and as conditions change and partnership opportunities arise, other ways of achieving the recommendations may also become evident.



**Chapter Four** outlines capital planning and funding strategies to support planning and implementation initiatives. It provides information about the importance of life-cycle budgeting and capital planning, how asset management can support capital planning and renewal, and provides ideas for different financing and funding tools available for the municipality to develop new recreation infrastructure.

**Chapters Five and Six** provide the planning and historical context for the Master Plan and provides an understanding of where Brandon has come from and where it is headed in municipal recreation delivery. It is interesting to note that Brandon is experiencing similar changes, pressures and opportunities faced by other municipalities across Canada. This section addresses the many city-wide objectives that can be achieved through provision and access to recreation services.

**Chapter Seven** takes stock of Brandon's current recreation assets and service delivery capacity. This chapter includes a facility inventory of physical assets that updates the 2007 Master Plan inventory. The tables provide snapshots of each type of recreation asset and are developed through detailed site and facility assessments and discussions with user groups and facility managers. The current level of supply and recommendations for the future level of supply and necessary ongoing upgrades are recorded. The chapter concludes with a discussion on the City's current role of provision and service delivery, where it is situated on the service delivery continuum, and a model for increasing the City's role.

Of note, the Master Plan provides significant guidance on how to deliver services both within City operated spaces and in partnership with others. It deals with such issues as collaborative effort, use of volunteers and how to ensure inclusion and access for all. Specifically, the Master Plan includes strategic directions for improving services and rendering them more sustainable. To support these directions there are specific recommendations. It is interesting to note that in those strategic recommendations, some of the ones that are most productive in delivering recreation do not have any capital investment requirement attached to them.



Photo by Sandy Black



1

# A New Vision for Recreation in Brandon



# A New Vision for Recreation in Brandon

The City of Brandon recognizes that recreation is an essential public service for growing healthy, vibrant and connected communities. Recreation is a powerful tool for advancing a wide range of municipal objectives including public health, community belonging, neighbourhood development, culture and heritage, tourism and economic growth, and greenspace enhancement.

The City of Brandon is committed to renewing its leadership role in the provision of recreation facilities, programs and services. This includes optimizing and maintaining recreation facilities in a financially sustainable manner, planning for future investment to meet growing community needs, and building partnerships with public and private recreation providers and advocates in the community to ensure recreation is delivered for the benefit of everyone.

## Guiding Principles

The following principles provide overarching guidance and direction for the City to follow in its pursuit of a renewed leadership role in recreation. They encapsulate the driving values and goals that should inform recreation planning and service delivery into the future.

### **Recreation services and facilities are essential to quality of life in Brandon.**

The City of Brandon recognizes the value that recreation services and facilities play in creating a vibrant city and high quality of life. Recreation services promote healthy and active living, and facilities offer places for communities and families to gather and attractive environments that promote a local sense of pride.

### **Recreation services and facilities are accessible for a wide range of people**

The City of Brandon recognizes that facilities and services need to be accessible for all residents. This includes ensuring facilities are barrier free by design and that affordable options for participation are part of the overall offering. Facilities are ideally designed to be reachable by multiple modes of transit and well provisioned across the city in new growth areas as well as older neighbourhoods. Facilities will be operated with user rates and fee schedules that encourage accessible, affordable experiences for everyone.

### **Recreation service delivery is enhanced through collaborative partnerships**

The City of Brandon will be proactive and supportive in forming partnerships and alliances with community recreation providers. The City will work with partners in the public and private sectors, as well as internally across departmental lines to plan, develop, deliver and manage recreation services in a responsive and sustainable way.

### **Recreation facilities are connected and integrated into the fabric of neighbourhoods**

The City of Brandon recognizes that recreation facilities are ideally connected to transit and active transportation networks as part of a complete community design framework. Recreation facilities enhance neighbourhoods, strengthen downtown revitalization, and compliment other community amenities such as greenspaces, cultural and educational institutions, schools and community centres.



Photo by Sandy Black

### **Recreation facilities are designed with quality and are a source of pride for Brandon**

The City of Brandon will ensure that recreation facilities are well designed and contribute to the overall quality and attractiveness of the built environment, contributing to a local sense of pride and visitor draw. Future recreation facilities will strive to promote the use of facilities in all seasons, including winter for outdoor facilities, ensuring public safety, participant comfort and customer service are maximized.

### **Recreation facilities provide spaces and environments that are flexible and multi-use**

The City of Brandon will consider what facilities need to be designed to be flexible and adaptive spaces. Future recreation facilities will consider options for multi-use design, allowing for transformations to accommodate changing requirements, and extend the life-cycle of the facility.

### **Recreation services and facilities aim to be environmentally and financially sustainable**

The City of Brandon will encourage sustainable and efficient design of facilities to capitalize on reduced maintenance requirements and energy savings. The City will also ensure that facilities are operated in a financially sustainable way and resources are allocated for the ongoing investment, renewal and development of new recreation amenities.

### **Recreation programs are diverse and reflective of community needs and interests**

The City of Brandon recognizes the need for a diverse portfolio of recreation and leisure programs that are relevant and reflective of community interests and needs. The City is committed to providing introductory level programs such as “learn to swim” and provide some opportunities for youth, seniors and families to get try new activities.





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# Strategic Directions and Priorities

# Strategic Directions and Priorities

The following four strategic directions and accompanying recommendations are the priority areas for the City of Brandon in the provision of recreation. Each recommendation contains key actions that enable the city to invest in the renewal and future growth of facilities, strengthen and build new partnerships, enhance municipal operational practices and improve community access to recreation.

## **Strategic Direction #1: Invest in the renewal of municipal recreation facilities and plan for future growth**

- Define a base level of service for the provision of recreation facilities.
- Commit to maintaining City-owned recreation facilities and assets with municipal staff and resources.
- Ensure the adequate supply, distribution, diversity and quality of recreation facilities in the community.
- Strengthen asset inventory, oversight and management to track the supply condition and utilization of facilities over time.
- Work with Development Services to identify land holdings and acquisitions needed for future recreation facility development.
- Identify existing facilities in need of renewal and set priorities for targeted upgrades as part of ongoing capital planning.
- Identify new facilities that need to be developed and set priorities for investment as part of ongoing capital planning.
- Review capital planning, financing and budgeting strategies to ensure resources are available to support investment and growth.

## **Strategic Direction #2: Enhance municipal operational practices in the delivery of recreation services**

- Provide a renewed sense of civic leadership at the highest level within the City of Brandon to champion recreation as a vital service that creates healthy, vibrant and connected communities.
- Work collaboratively with internal municipal departments and external organizations and agencies to plan, develop and deliver recreation services in a responsive and sustainable way.
- Explore options to rename the Department of Community Services to better reflect and communicate core service areas.
- Review departmental organizational structure to ensure adequate capacity to deliver enhanced recreation services.
- Review existing staff roles to develop and manage relationships with recreation providers in the community and expand recreation opportunities available to residents.
- Provide training for existing staff to enhance skills in areas such as customer service and communications.



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### **Strategic Direction #3: Strengthen partnerships with recreation providers in the community**

- Establish a framework with guidelines for selecting, managing and evaluating partnerships and professional services.
- Create partnerships to enhance access to recreation facilities and programs for the benefit of residents and the City.
- Strengthen and formalize partnerships with sport development organizations such as leagues, clubs and associations and cultural and leisure groups.
- Develop a new operating framework and partnership agreement with Community Centres focused on enhancing day time program offerings, accessibility, marketing, communications of recreation opportunities.
- Develop resources and tools to support recreation partners in such areas as volunteer recruitment and training, board development, fundraising, planning and community engagement.
- Allocate funding in the form of municipal grants as part of annual budgeting for community use that individuals, groups and organizations can use for facilities upkeep or program delivery.

### **Strategic Direction #4: Improve public participation in recreation programs and services**

- Define a base level of service for the provision of recreation programs and services.
- Develop a communications strategy to increase knowledge of recreation opportunities happening in the community.
- Develop customer service guidelines to help the public navigate City of Brandon recreation services and find answers to their questions.
- Develop new recreation and leisure programs that promote healthy and active living, and reflect community interests such as outdoor recreation, arts and culture, and social opportunities.
- Document and publish a map of indoor and outdoor recreation facilities available for public use online with guidelines for booking and reserving facilities.
- Develop accessibility guidelines to ensure fair and equitable access to the City of Brandon's recreation facilities and programs.



# Strategic Direction #1

## Invest in the renewal of municipal recreation facilities and plan for future growth.

### Define a base level of service for the provision of recreation facilities.

Best practices from Canadian municipalities point to a base level of facility provision that focuses on maintaining city-owned assets to a high standard of repair, identifying gaps in current supply levels and planning for future investment, ensuring facilities are accessible and adequately distributed across the city, and supporting community access through booking services and documenting facilities online. The City and its partners require clarity on the role of the municipality along the continuum of recreation. These roles will change depending on the situation, including:

#### Direct Provider

Identifying gaps in current supply of facilities and planning for investment; identifying facilities in need of renewal and planning for investment; maintaining city-owned assets to a high standard of repair; ensuring city-owned facilities meet a high-standard of accessibility and are upgraded accordingly; adjusting opening hours to align with community use patterns.

#### Enabler and Coordinator

Ongoing investment and maintenance of existing City-owned assets; online documentation of facilities such as parks, athletic fields and halls available for use; Expanded permit and booking of city assets within an easily accessible system, clearly understood classification and naming system for community facilities and parks; publish guidelines documenting acceptable uses of public facilities; improved facility booking services.

#### Supporter and Patron

Fostering partnerships with others in the continuum of recreation service delivery to enable a wide range of experiences and opportunities; Compiling a list of bookable spaces and facilities in the community provided by private recreation providers for community use; cross-promoting recreation opportunities offered by other recreation providers in the community.

#### Arms Length Provider

Developing secondary plans and incentives to guide developers towards building recreation facilities and greenspace amenities as part of new growth areas.

# Commit to maintaining City-owned recreation facilities and assets with municipal staff and resources.

The City of Brandon should undertake a review of how public recreation facilities are currently maintained. Where possible, the City should maintain facilities using municipal staff and resources, and work with partners and user-groups to identify issues as they arise. This will require the City develop a funding model and budget allocation targets to ensure long-term resources are available to support the ongoing repair and maintenance of facilities. The City will explore the possibility of developing a facility enhancement grant program to offer targeted upgrades to facilities in partnership with community and recreation groups.

# Ensure the adequate supply, distribution, diversity and quality of recreation facilities in the community.

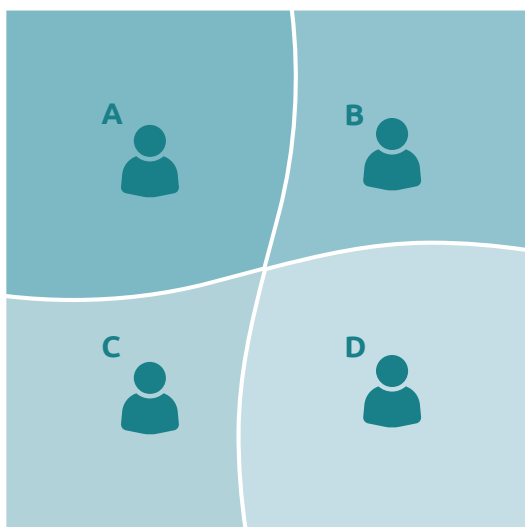
Recreation facilities and amenities are ideally designed to serve the community at every scale, from neighbourhood parks, to community recreation and leisure centres, to regional specialized facilities. Developing a recreation facility classification system can help the City better understand how its recreation assets are serving the community at various scales and set guidelines for ensuring adequate provision of amenities across the city.

SCALE	DESCRIPTION	EXAMPLES
<p><b>Neighbourhood assets</b> Accessible by walking 5-10 minutes.</p>	<p>Serves the local neighbourhood; primarily accessed by walking or cycling; often connected with another amenity such as a park or rink.</p>	<ul style="list-style-type: none"> <li>- Community Centres</li> <li>- Neighbourhood Parks</li> <li>- Outdoor pools and rinks</li> <li>- Spray park</li> </ul>
<p><b>City-wide assets</b> Accessible by walking, biking or driving 10 minutes.</p>	<p>Serves the entire city; multi-purpose facility; centrally located and accessible on major transportation routes by vehicle or public transit; connected to walking and cycling trails for community access.</p>	<ul style="list-style-type: none"> <li>- Dood Cristall Family YMCA</li> <li>- BU Healthy Living Centre</li> <li>- Private gyms and studios</li> <li>- Sportsplex</li> <li>- Hanbury Hill</li> </ul>
<p><b>Regional assets</b> Accessible by car or transit, serving the city and wider region.</p>	<p>Specialized facility host to regional and national competitions and exhibitions as well as local uses; serves wide geographic area; centrally located and accessible on major transportation routes by vehicle or public transit.</p>	<ul style="list-style-type: none"> <li>- Keystone Centre</li> <li>- Wheat City Golf Course</li> <li>- Sportsplex</li> <li>- Assiniboine River Corridor</li> <li>- Riverbank Discovery Centre</li> </ul>

While Brandon is fortunate to have a healthy distribution of facilities that serve the community in established neighbourhoods as the population grows, the City will need to ensure that new residential areas are adequately served. There is no metric or equation for determining the level of facility provision required in new residential areas, instead the following questions should be considered as part of regular planning:

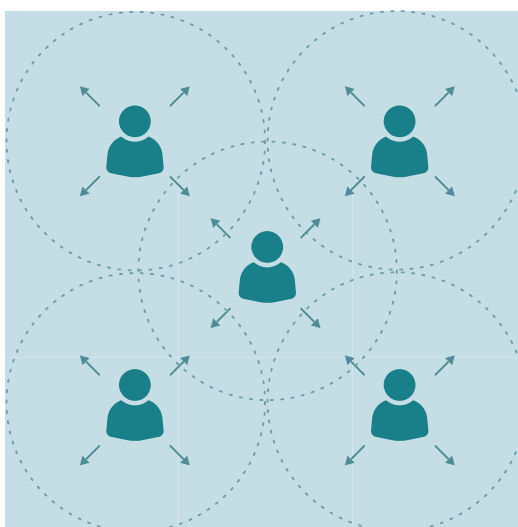
- **Distribution:** are facilities properly distributed across the city, including new residential areas, and accessible by a range of transit modes?
- **Quantity of supply:** do the current supply levels of indoor and outdoor recreation facilities meet the needs of the community and future demands of a growing city?
- **Quality and accessibility:** are facilities maintained in good working condition, and accessible for people who face barriers to access?
- **Diversity:** do facilities serve the needs of a diverse and changing community, and can they adapt to meet future recreation trends?

Many Canadian municipalities use an area-based or residence-based provision model to ensure that a base-level of facilities and programs are equitably available in different areas of the city.



### Area Based Provision

In this model, municipalities strive to ensure a base level of facilities and amenities are available in each area of the city.



### Residence Based Provision

In this model, municipalities strive to ensure a base level of facilities and amenities according to residence and population levels.

Scale	Playgrounds	Trails & Paths	Community Gardens	Outdoor Basketball	Picnic & BBQ Areas
<b>NEIGHBOURHOOD</b> Accessible by walking 5-10 minutes					
<b>CITY WIDE</b> Accessible by walking, biking or driving 10 minutes	Multi-use Recreation Complex	Event & Performance Venue	Canoe/Kayak Dock	Baseball Diamonds	Indoor Pools
<b>REGIONAL</b> Accessible by car or transit, serving the city and wider region	Tennis & Pickleball	Outdoor Pools	Parks and Greenspaces	Spray parks Paddle pools	Community Centres

The Brandon Recreation Community Workshop asked participants to tell us what kinds of recreation amenities they believed should be provided for in the City at the neighbourhood, city-wide and regional scales. The table to the left shows the top 5 answers for each.



## **Strengthen asset inventory, oversight and management to track the supply, condition and utilization of facilities over time.**

Facility inventory, oversight and management tools are essential to helping the City maintain existing assets and plan for future investments. Asset monitoring can provide the City with evidence-based tools to inform capital planning and decision-making. The City's existing facility inventory and monitoring systems are not currently being used for recreation assets, but this is due to change.

As a first step, the City should undertake a comprehensive GIS documentation of all existing city-owned recreation assets, using consistent keywords and metadata that captures location, age of facility, condition, replacement value, or other variables the City deems useful. Once this has been established, the City should schedule ongoing facility condition monitoring processes to ensure data is kept up to date.

## **Work with Development Services to identify land holdings and acquisitions needed for future recreation facility development.**

The City of Brandon is somewhat constrained in its selection of sites for future recreation facility development. Lands around the Assiniboine River Corridor are prone to flood, and with diking are only appropriate for outdoor recreational uses. Criteria for site selection such as connectivity to major transit routes and trails, proximity to established residential areas and future growth areas, availability of greenspace for adjacent recreational development, etc., further limit options.

## **Identify existing facilities in need of renewal and set priorities for targeted upgrades as part of ongoing capital planning.**

The extent and range of Brandon's recreation facilities, their relative age and condition, combined with the reality of limited fiscal resources, means that upgrades and investments into facilities needs to be planned. The City of Brandon's current practice of setting targets for annual upgrades to trails, playgrounds and fields should be supported in the long-term with the appropriate allocation of resources to ensure existing assets can be maintained.

# Identify new facilities that need to be developed and set priorities for investment as part of ongoing capital planning.

Deciding what facilities need to be developed for the future requires a careful balance of needs, community and municipal priorities, and feasibility. The following steps and considerations should be taken into account when planning for new facilities.

## Step 1: Conduct a needs and gap analysis

The first step is to undertake a needs and gap analysis to determine how facilities are performing in the community in the context of supply and utilization pressures and overall condition.

- **Supply Level Need:** Do the current supply levels for a given facility meet the needs of user groups currently and in the near-term given projected population changes?
- **Utilization Pressures:** Do facility utilization levels indicate a given facility is over or under utilized? This information cannot be captured through booking statistics and customer logs alone; a facility with low-to-medium utilization rates can feel overstretched for users and may require adjustments to scheduling or investments in the facility to optimize comfort and use.
- **Facility Condition and Accessibility:** Is the facility in a good state of repair and does it meet current accessibility standards? Evaluating the condition of a facility should take into consideration the Facility Condition Index rating and average annual maintenance costs.

## Step 2: Determine community priorities

The second step is to conduct consultations with community and recreation stakeholder groups to understand their needs, and to compare this with participation trends and best practices.

- **Community and User Group Preferences:** User groups include both casual users of facilities such as recreation and cultural groups and organized/professional user groups such as sports leagues. Ongoing public engagement with user groups should be conducted to gauge satisfaction with facilities and capture suggestions for improvement.
- **Participation Trends:** Do local, provincial, or national trends suggest that participation rates may be on the rise or declining, with implications for future public investment in facilities?
- **Best Practices:** An overview of how the City of Brandon compares to other comparable municipalities in terms of facility provision, and best practices for facility design should be considered as part of a demand indicator process.

### Step 3: Determine municipal priorities

The third step is to create a priority list of programs and services requiring investment. Due to limited resources, the City must prioritize certain amenities over others, and strive to make these decision in a fair, transparent and evidence-based way. Suggested criteria to guide this process are provided below.

- Does the proposed investment support to City's 'base level of commitment' to facility provision?
- Does the proposed investment align with the Department's strategic priorities for facilities?
- Does the proposed investment rank highly among community and user-group identified priorities?
- Does the proposed investment make facilities more inclusive and accessible in the community?
- Does the proposed investment leverage cost savings through partnerships or grants?
- Does the proposed investment strengthen Brandon's economy and competitive advantage?

Proposed investments that answer 'yes' to these questions should be ranked higher among municipal priorities. Some municipalities use these criteria as the basis for a weighted points-based ranking system in an attempt to quantitatively determine priorities. While this process can be helpful in some circumstances, determining a standard 'weight' or level of importance for each criteria is not possible.

Facility prioritization is an inherently subjective and political process and flexibility must be maintained. Care should be taken to ensure criteria and priority setting are guided by the Department's core vision and values, and that the evaluation processes be documented and made publicly available.

### Step 4: Consider feasibility and delivery models

The fourth step is to determine the feasibility of moving projects forward, both in terms of development potential and financial feasibility. The next chapter provides guidelines for capital planning, budgeting and financing strategies. Another important consideration is the service delivery model the City will use: either direct delivery as the sole funder and operator of the facility; provision by a community professional services partner with the City operating in a supportive role, or delivery by an independent third-party with limited support from the City. A range of combinations of service delivery models may need to be explored, with consideration given to the practical feasibility, financial sustainability and resource allocation of each.

## Review capital planning, financing and budgeting strategies to ensure resources are available to support investment and growth.

The upfront costs associated with planning and developing new recreation infrastructure are high, however the long-term costs associated with the ongoing maintenance and operations of facilities over the complete life-cycle are even greater. Capital planning must therefore take into consideration allocation of resources for both existing facilities in need of rehabilitation and ongoing maintenance, as well as capital funding for large scale facility revitalization projects.





Photo by Sandy Black

## Strategic Direction #2

Enhance municipal operational practices in the delivery of recreation services.

**Provide a renewed sense of civic leadership at the highest level within the City of Brandon to champion recreation as a vital service that creates healthy, vibrant and connected communities.**

Conversations with City staff and Councillors over the course of developing this Plan confirms a desire to define a new role for the City in the provision of recreation as an essential service. There is a recognition that recreation is a powerful tool that can be used to advance a number of municipal strategic objectives simultaneously such as public health, community belonging, urban revitalization and more. This vision is alive within the Department of Community Services but needs to be championed by leadership at the highest level and communicated with other internal departments to strengthen partnerships to coordinate resources and work on shared objectives.

## **Work collaboratively with internal municipal departments and external organizations and agencies to plan, develop and deliver recreation services in a responsive and sustainable way.**

The inherently cross-departmental nature of recreation makes it exceptionally suited to advancing multiple municipal strategic objectives simultaneously. However, the only way to achieve these objective is to work collaboratively with internal municipal departments and external organizations to plan, develop and deliver recreation services in a responsive way.

The expanded role of recreation as a vehicle for city-building and revitalization requires greater levels of partnership, with both community partners and internally between municipal departments. Internally, department-to-department collaboration between parks, recreation, community services and other departments such as planning, development, and economic development will allow the City to pursue common objectives more effectively.

## **Explore options to rename the Department of Community Services to better reflect and communicate core service areas.**

A simple and effective way to signal a shift in emphasis or renewed commitment to recreation by the City of Brandon is to consider renaming the Department of Community Services to better reflect the full scope of services delivered by the Department. Currently, the provision of parks and recreation services are obscured by the indeterminate title 'Community Services'. Some stakeholders within the City have expressed concern that this title obscures the role of the Department both internally among colleagues and with Council, and among the the general public.

Updating the Departmental name to include reference to the central role of both Recreation and Parks can help the Department better communicate its mandate while underscoring the City's commitment to parks and recreation as a means to deliver quality services in the community. It is recommended that an updated Departmental name reflect the core service delivery areas of 'Parks' and 'Recreation' in addition to other roles and functions such as 'Culture'.



## Review Departmental organizational structure to ensure adequate capacity to deliver enhanced recreation service.t

## Review existing staff roles to develop and manage relationships with recreation providers in the community and expand recreation opportunities available to residents.

As part of the City's efforts to renew its role in recreation, a review of the Department of Community Services internal organizational structure should be undertaken to ensure sufficient capacity and staff roles are in place to support new ways of working. The City of Brandon's Greenspace Master Plan calls for the creation of a 'Manager of Recreation' role to develop a comprehensive recreation program. This Plan endorses that recommendation. Other roles that need attention include:

- Direct recreation program delivery
- Communications and promotion, especially digital and social media
- Customer service

The 'direct recreation program delivery' role stands out as requiring critical attention. This role would work directly with groups such as Community Centres and other recreation providers such as sports leagues to help build organizational capacity, while also developing and delivering recreation programs to meet the general recreation needs of the local community and work with professional service providers to offer training and certification in areas such as life-guarding.

### External Responsibilities

- Acting as a liaison between Community Centres and the City of Brandon
- Building relationships with other community recreation partners such as sports leagues, clubs and recreation advocacy organizations and cultural groups
- Leading regular engagement and outreach efforts to ensure the needs of community partners are captured and fed into Departmental planning process
- Ensure recreation programs and services are designed and delivered in a way that meets the needs of customers and accessibility requirements.

### Internal Responsibilities

- Identifying resources to support Community Centres as hubs of recreation delivery in the community
- Working with communications staff to ensure community recreation opportunities are promoted through City channels including a proposed Active Living Guide.
- Working with facility partners and stakeholders to ensure physical assets are available and maintained in good condition for community use.
- Working with the proposed Manager of Recreation to develop policies and guidelines around corporate and institutional partnerships.



Photo by Sandy Black

## Provide training for existing staff to enhance skills in areas such as customer service and communications.

The Department of Community Services' desire to improve service delivery, strengthen partnerships and work more closely with recreation providers in the community will require existing staff learn new skills in areas such as customer service and communications. Areas that may see increased activity include:

- Community events (music in the park, street closures, etc.)
- Communications and promotions (social media, events calendars, etc.)
- Customer experience
- Recreation newsletter or proposed 'Active Living Guide' publication (content gathering, layout and design, distribution)
- Partnership development and management (engagement, contract administration)
- Permitting of facilities, parks and outdoor spaces
- Grant allocation (administration)
- Volunteer support (training, workshops, resources and toolkits, etc.)
- Community leadership development
- Managing professional specialized services

## **Strategic Direction #3**

### **Strengthen partnerships with recreation providers in the community.**

#### **Establish a framework with guidelines for selecting, managing and evaluating partnerships and professional services.**

The provision of recreation services by the private sector is an important part of the continuum of recreation service delivery in Brandon. Increasingly, municipal recreation departments are working in partnership with a range of providers to achieve maximum benefit for the whole community. Groups such as sports leagues, clubs, Community Centres, culture, recreation and health advocates are well positioned to help the City increase participation levels in recreation across the board. Partnerships with recreation providers in the private sector can help the City provide more diversity and access to specialized services in the city.

Different types of formal and informal partnership arrangements are available to the City which is why it is important to develop a partnership framework to help set priorities, establish guidelines and protocols for selecting, managing and evaluating these relationships. Partnerships will be formally documented through legally recognized mechanisms such as contracts and service agreements, and monitored and evaluated on an ongoing basis.

#### **Create partnerships to enhance access to recreation facilities and programs for the benefit of residents and the City.**

Partnerships enable the City to leverage limited public resources in the planning, construction and maintenance of facilities, and promote enhanced programming of those same facilities. The City of Brandon will prioritize partnerships that enhance public access to recreation facilities and programs that add value to the community. The City will work with existing and potential partners to jointly identify opportunities and risks in the delivery of recreation services and explore mutual ways to enhance service delivery for the benefit of residents and the City. These include Brandon School Division, partnerships with post-secondary institutions, and partnerships with the Keystone Centre.



## **Strengthen and formalize partnerships with sport development organizations such as leagues, clubs and associations.**

One of the City's top partnership priorities should be with sport development organizations that are creating increased access and opportunities for young people and building the next generation of athletic talent in Brandon. Leagues and associations and umbrella organizations like the Brandon Sport Alliance do the heavy lifting of creating opportunities for participation in sport and recreation. Recreation and health advocacy organizations like Brandon in Motion and Prairie Mountain Health are also important partners in this respect. The City can support the efforts of these groups by negotiating resources to help build organizational capacity and ensure access to facilities.



## **Develop a new operating framework and partnership agreement with Community Centres focused on enhancing program offerings, accessibility, marketing, communications of recreation opportunities.**

Community Centres are a vital link between the City and local neighbourhoods and an underutilized resource for delivering recreation at a local level. However, Brandon's Community Centres face a number of challenges around volunteer capacity, governance and facility management issues that severely limits their ability to function to their maximum potential. A new operating framework and partnership agreement with Community Centres is required if they are to become vital hubs for recreation in neighbourhoods into the future. The terms of this new agreement will need to be developed in consultation with Community Centres and changes to the Bylaw governing the relationship between the City and Community Centres may need to be made.

## **Develop resources and tools to support recreation partners in such areas as volunteer recruitment and training, board development, fundraising, planning and community engagement.**

Many recreation partners are volunteer-run organizations and operate with limited resources. The long-term sustainability of these organizations is determined by their organizational capacity and ability to recruit and maintain volunteers and execute organizational functions. The City can play a role by developing resources and tools for partners in areas such as volunteer recruitment and training, board development, fundraising and strategic planning.

## **Allocate funding in the form of municipal grants as part of annual budgeting for community use that individuals, groups and organizations can apply to support program development and capacity building.**

The City of Brandon Grants program needs to be reviewed and updated to ensure that a Community Investment Fund is offered to help achieve social, economic, cultural goals for Brandon residents. Ideally, Grants are available on a time limited basis to support new and emerging groups, sector resilience, and encourage resident engagement and leadership development. Grant application processes need to have clear deadlines and could be divided into neighbourhood grants, community events, capacity building, and one time impact grants. The administration of grants and assistance in the grants process could be assisted by staff members in recreation who are available to talk with residents about the City's funding programs. Providing residents with the how and where to get information on what has been funded, and how to submit to the funding program needs to be easily available.

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# Strategic Direction #4

## Improve public participation in recreation programs and services.

### Define a base level of service for the provision of recreation programs and services.

Best practices from Canadian municipalities point to a base level of provision that focuses on providing introductory level opportunities to recreation, focusing on members of the community that are underserved or facing barriers to participation, enhancing communication and promotion of recreation opportunities in the community, and providing resources to build capacity among community recreation providers.

#### Direct Provider

Introductory level recreation and leisure programs; “Learn to” programs such as learn to swim or learn to skate; creative and educational activities for families; Low- to no-cost programs for youth; Reduced cost access program for low-income residents to make facilities and programs accessible; ensuring city-owned facilities prioritize community uses such as leisure skating and open swim in addition to competitive uses.

#### Enabler and Coordinator

Supporting community based sport and recreation organizations to build internal capacity; providing resources such as workshops and ‘how to’ guides on topics such as board development and volunteer recruitment.

#### Supporter and Patron

Providing program and operational grants for community partners; online documentation of recreation programs and services provided by the City; improved online registration services; better utilization of internal communication tools to promote recreation opportunities happening in the community; publishing an ‘Active Living Guide’.

#### Arms Length Provider

Formalizing relationships and terms of partnership with third-party service providers through MOU’s, partnership agreements, service contracts, concession agreements, and other tools.



## Develop a communications strategy to increase knowledge of recreation opportunities happening in the community.

A consistent comment we heard from the public was that they did not know where to look to find out about recreation opportunities happening in the community. The Department of Community Services can play a role in helping communicate recreation opportunities. As the City begins to take on a greater role in recreation and work with partners to increase program offerings, communicating these opportunities to the public will become even more important. The City should develop a communications strategy to explore different options including:

- Publication of a seasonal 'Active Living Guide' to document all City-run and community-run recreation programs happening in the community. An Active Living Guide can also serve as a newsletter for community outreach and communication for the Department of Community Services.
- Using digital, social media and web-based communication tools to promote recreation opportunities happening in the community. For example, a calendar of recreation programs and events published on the homepage of the City website, or using social media to cross-promote recreation opportunities happening in the community.

The communications strategy should include customer service guidelines for staff to ensure information is shared with the public in an accessible and timely manner. A good first place to start is to publish a list of frequently asked questions (FAQs) online to help people navigate the City's recreation services.

## Develop new recreation and leisure programs that promote healthy and active living, and reflect community interests such as outdoor recreation, arts and culture, and social opportunities.

The City has an opportunity to work with partners to develop and deliver new recreation and leisure programs for residents. This may be supported with the introduction of new grants for non-profit recreation organizations to support the development of new programs. Conversations with residents and community members has revealed a preference for introductory and entry level programs that allow people to try new activities. There was also an emphasis on programs and activities that families could participate in together. The following is a list of the top suggested ideas for new recreation offerings identified by the community at a recreation workshop in early 2019. These are activities that can take place in existing facilities such as community centres and parks.

OUTDOOR PROGRAMS	GENERAL INTEREST	SPORTS
<ul style="list-style-type: none"> <li>• Canoe / Kayak</li> <li>• Gardening</li> <li>• Birding</li> <li>• Nature walks / hikes</li> <li>• Cross-country ski / snowshoe lessons</li> <li>• Walking for seniors</li> </ul>	<ul style="list-style-type: none"> <li>• Cooking classes</li> <li>• Preserving and canning</li> <li>• Music</li> <li>• Intro to theatre / acting</li> <li>• Drawing classes</li> <li>• Arts and craft lessons</li> <li>• Photography</li> </ul>	<ul style="list-style-type: none"> <li>• Dodgeball</li> <li>• Badminton</li> <li>• Pickleball</li> <li>• Soccer</li> <li>• Hockey</li> <li>• Flag football</li> <li>• Baseball</li> </ul>
FITNESS	LEARN TO _____	OTHER
<ul style="list-style-type: none"> <li>• Physical literacy / Fundamental movement skills</li> <li>• Martial arts</li> <li>• Fitness classes</li> <li>• Yoga</li> </ul>	<ul style="list-style-type: none"> <li>• Learn to swim</li> <li>• Learn to skate</li> <li>• Learn to ski</li> </ul>	<ul style="list-style-type: none"> <li>• Family activities and sports</li> <li>• Library reading groups</li> <li>• Community involvement / volunteer opportunities</li> </ul>

\* Ideas generated by community members at the Recreation Workshop, January 17, 2019

## Develop customer service guidelines to help the public navigate City of Brandon recreation services and find answers to their questions.

Recreation is a distinct area of municipal service provision that demands a high level of customer service and direct interactions with the public. Unlike other City services which are removed by a step from public interface, recreation is fundamentally about providing experiences and tangible benefits in people's everyday lives. With this in mind, the Department of Community Services' desire to improve public access to recreation programs and services is very much a commitment to enhance its role as a customer service provider. The City of Brandon should develop customer service guidelines to help the public navigate recreation services. A key aspect of this should focus on improving the recreation presence on the City's website to make accessing information more intuitive and user-friendly.

## Document and publish a map of indoor and outdoor recreation facilities available for public use online with guidelines for booking and reserving facilities.

Customers and users of recreation need to be able to discover what programs and facilities are available in the community. It is recommended that the City of Brandon publish a map of indoor and outdoor recreation facilities available for public use, including any guidelines related to permitted and unpermitted uses, and instructions for facility reservation or booking if applicable.

## Develop accessibility guidelines to ensure fair and equitable access to the City of Brandon's recreation facilities and programs.

Accessibility encompasses more than just lowering physical barriers to recreation, it includes consideration of access in terms of knowledge of what program opportunities exist, accessible registration process, cost to participate, opening hours and availability of services, and equity in terms of allocation between different user groups. The City of Brandon requires accessibility guidelines in each of the following areas:

- **Discoverability:** Making it easy and accessible for people to find out about recreation opportunities happening in the community and register to participate.
- **Availability:** Opening hours for recreation facilities should be reflective of when people are actually available and balance the needs of leisure users such as families and individuals against competitive sports groups.
- **Affordability:** The cost of participating in recreation programs and accessing facilities can be prohibitive for many families and members of the community. Most Canadian municipalities offer guidelines to support affordable access to recreation for individuals and families in need. The City of Brandon should review user-fee schedules and explore options to provide affordable access to programs and facilities.
- **Accessibility:** The Province of Manitoba's Accessibility Standard for Customer Service requires public organizations to provide services in a barrier-free way. This includes barriers within buildings and the physical environment, language and communication barriers, and barriers faced by people with visual, auditory or cognitive limitations. The City of Brandon should continue to ensure that municipal facilities and services meet provincial standards for accessibility.

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Photo by Sandy Black

# Renewing Facilities & Planning for the Future





# Renewing Facilities and Planning for the Future

This chapter addresses key neighbourhood, community and city-wide recreation facilities requiring renewal and redevelopment in addition to the development of new future facilities. The major facilities considered in greater detail include community centres, indoor (arena) ice, the Sportsplex, outdoor pools, greenspaces and trails and a multi-use recreation campus. For each recreation facility type, the operational context along with the general challenges and opportunities of each facility is noted based on architectural and site assessments, stakeholder and community input. Strategic future directions identify the service level and values reflected by the users and/or partner organizations. The implementation strategies that follow summarize and prioritize activities and capital financial impacts and desired outcomes to support changes.

## Overall Direction for Facilities

Brandon is home to an outstanding network of indoor and outdoor recreation facilities. To meet the needs of the community now and into the future, the City of Brandon will strive to provide a sufficient and balanced supply of these assets. In doing so, the following general guiding principles will be applied when planning for renewal of existing facilities or development of new facilities:

### Facilities are maintained

- Commit to maintaining City-owned facilities and assets with municipal staff and resources
- Strengthen asset inventory, oversight and management to track the supply condition and utilization of facilities over time
- Identify facilities in need of renewal and development and set priorities for targeted upgrades as part of ongoing capital planning

### Facilities are accessible

- Develop accessibility guidelines to ensure fair and equitable access to the City of Brandon's recreation facilities and programs
- Document and publish a map of indoor and outdoor recreation facilities available for public use online with guidelines for booking and reserving facilities.
- Develop a communications strategy to increase knowledge of recreation opportunities happening in the community

### Facilities are connected

- Ensure the adequate supply, distribution, diversity and quality of recreation facilities in the community
- Ensure future recreation facilities are integrated into the fabric of local communities
- Ensure new growth areas are planned and developed with recreational and leisure facilities

# Community Centres

Established in the 1960s, Brandon's Community Centres once served as vibrant local gathering halls with active outdoor rinks. However, changing community priorities combined with the wear and tear on buildings have challenged Community Centres to remain as relevant today. Renewed investment in these buildings, combined with creative thinking about programming, community engagement and partnerships can help Community Centres play a more vital role in local recreation delivery.

## Challenges

### Facility Challenges

- Community Centre buildings are aged and face increased maintenance challenges
- Limited support and investment by the City into Community Centres over the last decade
- The small size and long, narrow shape of buildings restricts access to natural light and the types of activities that can be programmed at Community Centres.
- Buildings do not meet contemporary standards for accessibility or public expectations for comfort in terms of flexible spaces, openness and access to light
- The number of community centres in Brandon exceed required supply levels in some areas of the city and are not evenly distributed to meet the demands of new growth areas

### Governance Challenges

- Volunteer boards that manage Community Centres currently struggle to recruit new volunteers
- Disparity between volunteer boards in terms of organizational capacity results in inconsistent quality of service delivery across the city.
- Current focus is on facility rental (e.g. socials and birthday parties) rather than programming.
- Limited marketing of opportunities happening at Community Centres, no easy way to register
- Some volunteer boards are not formally incorporated as non-profit organizations, with limited oversight of operational practices or accountability standards
- Lack of overall vision about how to diversify the role of Community Centres and create a more sustainable operational model

## Opportunities

- Community Centres are a vital link between the City and local neighbourhoods and an underutilized resource that the City can tap into to deliver recreation at a local level
- Community Centres provide a focal point for community life and can become a place for people to find out what's happening, participate in recreation and leisure activities, and volunteer.
- Community Centres offer opportunities for involvement and interaction for newcomers.
- Community Centres are located within greenspaces, often adjacent to a other community amenities such as schools, gardens, playgrounds and outdoor rinks
- There is strong support for investing in community centres. Respondents of the Recreation Survey ranked Community Centres second in a list of the existing recreation facilities the City of Brandon should prioritize for future development.
- Community Centres provide an important venue for small gatherings in a city where access to these types of spaces is limited.



## Future Direction

The City of Brandon will work with Community Centres to transform them into neighbourhoods hubs for recreation and leisure services that enhance social gathering and connection. Achieving this vision requires focused investment into the renewal of key Community Centre buildings and supporting volunteer boards to play a more active role in developing and delivering recreation and leisure programs in the community.

## Key Recommendations

The overall assessment of the Community Centres is that the City is currently providing a basic level of service, however facilities could be optimized by offering broader and expanded programming and in some centres, and rationalized by decommissioning of surplus facilities. There is a gap in many of the City's policies guiding direction for this service.

### 1. Direct the consolidation of Community Centres

- Given the oversupply of Community Centres in Brandon, poor condition and accessibility issues, and limited programming opportunities, it is recommended that the City of Brandon work with the community to direct the amalgamation/consolidation of the Community Centres. Ideally the number of centres will be brought down to five and with resources redirected to renew the remaining Centres.
- The consolidation and redevelopment of Community Centres will require additional community engagement. Any closure should be preceded by a plan indicating how the former Community Centre lands will be repurposed. Priority should be given to preserve former Community Centre lands as greenspaces and for public use. Other development opportunities may also be considered for the benefit of the community such as affordable housing.
- **Recent Closures:**  
South End Community Centre: Closed in 2017 due to poor condition. It is anticipated that building removal will occur soon. This parcel of land has been earmarked for a water reservoir expansion project, however, potential use of the land post expansion has not yet been identified by the City of Brandon. Consultation with the community prior to development will be undertaken and efforts will be made to keep parts of the site accessible to the public where feasible.

- **Proposed Future Closures:**

The following proposed future closures will require additional communication with Community Centre boards and the public.

**Park Community Centre:** Requires extensive repairs to address structural issues in the floor and mould in the basement. At the time of this report, the Community Centre Board is working with the City and an engineering consultant to assess the extent of structural repair to determine the feasibility of redevelopment or closure. It is noted that programming and events happening at Park Community Centre could be accommodated at other downtown locations such as the City of Brandon's Cultural Resource Centre. If closure of the building occurs, it is suggested that the adjacent community gardens program at Park Community Common be expanded.

**Central Community Centre:** Built in 1930, Central Community Centre is among the oldest Community Centre in Brandon and requires extensive repairs to the structural joists and foundation. The proximity of the East End Community Centre, slated for redevelopment, makes Central Community Centre a candidate for closure. The demographic profile of the neighbourhood makes this site a good location for the development of affordable housing or other uses for community benefit.

## 2. Invest in the Renewal of Community Centres

- The City of Brandon will create targeted plans for reinvestment into five key Community Centres: North End, East End, Green Acres, Valleyview and Westridge. Of note, there has been major development at both Valleyview and Westridge.
- The City will begin capital planning to develop new, larger multi-purpose facilities at three locations: North End, East End and Green Acres. These new, purpose-built facilities would ideally provide the community with functional indoor and outdoor recreation space such as a half-court gym and multi-purpose rooms that can be used to run leisure programs and can be booked by the community for social events (see the Mayfair Neighbourhood Recreation Centre in Winnipeg pg. 31 as an example) and the development of each guided by the following planning considerations:
- The redevelopment of the North End Community Centre should consider space for recreation geared to youth and include upgrades to the surrounding greenspace and outdoor rink.
- The redevelopment of Green Acres Community Centre should further the positive working relationship with Green Acres School and explore potential for a jointly developed site plan to take advantage of the large field area for shared recreational use.
- The redevelopment of East End Community Centre should build on the success of Rideau Park as a recreation hub and provide a high quality indoor facility to offer enhanced recreational programming. The outdoor rink requires upgrades for improved functionality and aesthetic appeal.
- Explore options to rename and rebrand these renewed Centres as Neighbourhood Recreation Hubs to better reflect their role at the heart of neighbourhoods and the delivery of recreation and leisure programs locally.
- Renewed Centres should compliment adjacent greenspaces, playgrounds and school grounds, offering amenities and programs that enhance community well being.

### **3. Maintain Community Centre buildings and grounds as City of Brandon assets**

- The City of Brandon will provide oversight, proactive repair and upkeep of the five remaining Community Centre buildings and grounds as part of regular municipal facility maintenance.
- The City of Brandon will develop a capital funding model and allocation targets to ensure long-term resources are available to support Community Centre maintenance.
- The City of Brandon will explore the possibility of offering a facility enhancement grant for Community Centres and other non-profit recreation groups to undertake targeted upgrades to facilities.
- The City of Brandon will explore the possibility of offering a recreation program grant to Community Centres and other non-profit recreation groups to support the development of innovative recreation and leisure programming.

### **4. Provide enhanced support for Community Centre boards**

- The City will review and revise its relationship with Community Centre boards by developing a formal partnership agreement detailing the terms of the relationship, roles and expectations around facility maintenance and delivery of recreation services. This includes exploring the requirement that Community Centre boards formally incorporate as non-profit organizations.
- The City will explore ways to play an active role supporting Community Centre boards in areas such as volunteer recruitment and training, board development, fundraising, planning and community engagement.
- This support can be delivered through renewed roles within the Community Services department such as recreation coordinators who will act as liaisons with Community Centre volunteers and the local neighbourhood.

### **5. Increase recreational opportunities at Community Centres**

- Relieving Community Centre boards of the burden of maintaining facilities and providing additional resources for board development and shared coordination will help Community Centres re-focus their efforts on serving the community and increasing programming.
- The City is encouraged to expand the range of programming to meet the needs and interest of culturally-diverse communities with input from multicultural groups and private/non-profit recreation providers.
- The City should develop a small grants program to be administered through City administration and local Community Centre boards. This program would offer grants for community-led initiatives and programs that enhance the neighbourhood, promote social engagement and community building. Grants would be made available for local residents to apply to organize events and activities that animate community centres and greenspaces.
- The City should explore ways to increase cooperation between Community Centres and the Brandon School Division, especially around the design and programming of shared greenspaces and facilities.





## Case Study: Mayfair Neighbourhood Recreation Centre

The Mayfair Recreation Centre in Winnipeg is a 3500 square foot neighbourhood recreation facility that includes a half-court gym, multi-purpose room, learning kitchen and restrooms. This simple “box” integrates well with the surrounding park, spray park and tennis courts/skating rink, creating a focal point and destination for the community. The cost to develop a facility such as the Mayfair Recreation Centre would range between \$2.5 million and \$3 million, or between \$700 and \$850 per square foot.



Photographs by Jacqueline Young (Stationpoint Photographic)



Architect: Bridgman Collaborative

# Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Assessment Review:</b> Review Park Community Centre facility assessment to determine feasibility of redevelopment or closure. Pending outcome, develop renewal or decommissioning strategy.	Study in progress
	<b>Site Renewal Plan:</b> Develop the site renewal plan for the former South End Community Centre for municipal water storage that considers inclusion of public open greenspace.	\$10,000 – \$15,000
	<b>Partnership Framework:</b> Develop a partnership framework and agreements with Community Centres.	Internal
	<b>Decommission Strategy:</b> Develop a decommission strategy for Central Community Centre in consultation with the community.	Internal
	<b>Conceptual Planning:</b> Develop a feasibility study, conceptual plans and priority for new or expanded community centre buildings at North End, East End and Green Acres Community Centre sites.	\$20,000 - \$25,000 per centre
	<b>Ongoing Renewal:</b> Continue renewal projects and ongoing investment in Valleyview and Westridge Community Centres.	\$50,000 – \$100,000 each Bi-annually
2025 – 2029	<b>Detail Design:</b> Develop detailed design for the first new community centre facility	\$50,000 – \$60,000
	<b>Implement:</b> Undertake facility development of new or expanded community centre	\$2.5 – \$3.5 Million
	<b>Plan:</b> Develop a plan for a recreation campus model for facility development to meet needs in new neighbourhoods	\$60,000 – \$80,000
2030 – 2034	<b>Implement:</b> Implement second and third community centre facility developments	\$2.5 – \$4 Million each
	<b>Detail Design:</b> Develop detailed design of recreation campus model for new neighbourhoods	\$400,000 – \$600,000

## Existing Planning and Policy Alignment

- Recreation Lands By-Law 4900
- 2018 Community Centre Assessment Report
- 2015 City of Brandon Green Space Master Plan
- Brandon and Area Planning District Development and Secondary Plans
- 2012 Age Friendly Brandon Community Needs Assessment
- Brandon Urban Aboriginal Peoples Council MOU
- City of Brandon Culture Plan

## Required Strategies, Agreements and Policy

- Community Centre Partnership Agreement
- Recreation Program Policy
- Recreation Access Policy
- Youth Strategy
- Seniors Strategy

# Outdoor Sports Field Complex

The City of Brandon is currently planning for the development of an Outdoor Sports Field Complex at 1st Street and Veterans Way to replace soccer fields that were lost at Optimist park due to flooding in 2011 and 2014. The selection of this site was determined by a feasibility study conducted in 2016. In the absence of usable outdoor fields, sports groups are booking school fields, resulting in overuse and degradation of these facilities. At the time of writing of this document, the City is awaiting the results of a Heritage Resource Impact Assessment to inform next steps for the field complex development.

## Challenges

- Brandon lacks a high-quality outdoor sports multi-field complex that can host tournaments and attract events from out of town.
- The use of school athletic fields is not a long term solution and causes increased wear and tear on School Division property.
- Risk of flooding can be mitigated with proper diking and drainage systems to ensure fields are protected.
- Crocus Plains Regional Secondary School is the only synthetic turf field within the city and it is at the end of its lifespan after being constructed for the Canada Games in 1997.

## Opportunities

- A new outdoor sports field would serve more than just the soccer and football community. It would provide facilities for a range of sports groups including cricket, ultimate disc, disc golf, baseball, walkers and cyclists.

## Future Direction

It is recommended that the City of Brandon continue on with current plans to develop the proposed Outdoor Sports Field Complex at 1st Street at Veterans Way. This new facility would include a range of new amenities including new multi-use athletic fields, three cricket pitches, ultimate disc field, extensive trails and greenspace, a disc golf course, one ball diamond and new change / washroom facilities in addition to drainage and diking to protect against flooding. It is envisioned to be implemented in phases, with the first phase inclusive of dikes and landscaping to protect the site from potential future floods.



# Design Concept

## Proposed Outdoor Sports Complex at 1st Ave. and Veterans Way

Design study for outdoor sports complex, 2017



### LEGEND

	GRAVEL TRAIL / PATH		11 v 11 SOCCER FIELDS (COMBINED CRICKET PRACTICE PITCH)
	ASPHALT ROADWAY		DEDICATED CRICKET PITCH
	CLUBHOUSE BUILDING		BERM
	MAINTENANCE FACILITY		RETENTION POND & WETLAND BORDER
	TRAIL HEAD / SHELTER		EXISTING TREES
	GRAVEL PARKING		PROPOSED TREE PLANTING
	DEDICATED 9 v 9 SOCCER FIELD (42 x 60m)		
	11 v 11 SOCCER FIELD (46 X 92m) (SUBDIVIDED INTO 5 v 5, 7 v 7, & 9 v 9)		
	FIFA SOCCER FIELD C/W SPECTATOR BLEACHERS		



# Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Detailed Design:</b> Develop the detailed design and refine budget for the first phase of the complex as informed by the Heritage Impact Assessment to include new athletic fields and diking.	\$45,000 – \$60,000
	<b>Development Plan:</b> Create a sports field development plan in partnership with sports clubs and the Brandon Sport Alliance to accelerate completion of the plan	Internal
	<b>Implementation:</b> First phase of Outdoor Sports Complex	\$2.25 – \$2.75 Million
	<b>School Field Renewal:</b> Continue investment of school sport field renewal projects in partnership with the Brandon School Division.	\$35,000 per year
2025 – 2029	<b>School Field Renewal:</b> Continue investment of school sport field renewal projects in partnership with the Brandon School Division *Review ongoing contribution once 1st and Veterans Way facility is operational	\$40,000 per year*
	<b>Detailed Design:</b> Develop the detailed design and refine budget for the first phase of the complex as informed by the Heritage Impact Assessment to include new athletic fields and diking.	\$35,000 – \$45,000
	<b>Implementation:</b> Phase II implementation of Outdoor Sports Complex	\$1.25 – \$1.75 Million
	<b>Concept Plan:</b> New sports fields in areas of new residential growth	\$12,000 – \$17,000
	<b>Detailed Design:</b> Phase III of Outdoor Sports Complex	\$20,000 – \$25,000
2030 – 2034	<b>Implementation:</b> Phase III of Outdoor Sports Complex	\$600,000 – \$850,000
	<b>Detailed Design:</b> Phase IV of Outdoor Sports Complex	\$45,000 – \$75,000
	<b>Implementation:</b> Phase IV of Outdoor Sports Complex	\$1.75 – \$3.5 Million
	<b>Detailed Design:</b> Phase V of Outdoor Sports Complex	\$45,000 – \$55,000
	<b>Implementation:</b> Phase V of Outdoor Sports Complex	\$2.0 – \$2.3 Million

## Existing Planning and Policy Alignment

- Brandon Outdoor Sports Field Complex Feasibility Study

## Required Strategies, Agreements and Policy

- Sports Fields Community Partnership Agreement
- Recreation Program Policy
- Recreation Access Policy
- Sport Field Allocation Policy





# Outdoor Aquatics Complex

Brandon has two outdoor pools, both of which are 25 metre concrete tanks with shallow lane swimming and deep ends. Built over 30 years ago, these pools have aged well past their expected life span and are no longer serving the needs of the city. In fact, it is not uncommon for residents in Brandon to drive 45 minutes or more to surrounding communities to find quality outdoor aquatic facilities in the summer. The City has invested in outdoor spray parks, however these do not serve the swimming needs of the community. The City has an opportunity to replace these underperforming pools with an upgraded outdoor aquatics complex that will serve as a destination within the city and beyond.

## Challenges

- Existing outdoor pools are showing their age and do not include the amenities and attractions that families and children are looking for resulting in low attendance numbers.
- Outdoor pools are not accessible and do not include family-friendly amenities such as zero-entry, children's splash features or shaded areas.
- Families travelling outside Brandon to visit outdoor aquatic facilities in the summer are a potential source of lost revenue to the city both in terms of visitor fees and spending on other goods and services. Nearby facilities of note include Souris, Wawanesa, Portage La Prairie and a new water feature in Minnedosa planned for summer 2019.
- As a summer 2019 attraction, the Keystone Centre is bringing an inflatable water play structure to its site, which may further erode attendance at the Keystone pool.

## Opportunities

- There is strong community support for a new outdoor pool. Respondents of the Recreation Survey ranked outdoor pools second in a list of new recreation facilities the City of Brandon should prioritize for future development.
- An upgraded outdoor aquatics facility can serve as regional draw.
- Outdoor swimming pools can become venues where the City runs swimming lessons and lifeguard training in the summer.

## Future Direction

Explore options to build an enhanced outdoor aquatics complex to replace Kiwanis and Kinsmen pools. This enhanced facility should include a mix of amenities such as water slides, lazy river, splash areas and lane swimming, and meet a high standard for accessibility and comfort including zero entry access, shaded grassy areas, expanded changing rooms and canteen building.

## Recommendations

- Provide an enhanced level of service by planning and building for the future through responsive aquatic amenities.
- Undertake a feasibility study to explore options for the design and location of a new outdoor aquatics complex.
- Plan for the phased decommission of existing outdoor pools at Rideau Park and Keystone Centre and redirect resources towards the new facility.
- Ensure a wide range of aquatics programs are available for the public such as swimming lessons and lane swimming are delivered in a cost effective way.
- Undertake a review of the YMCA service agreement and cost-benefit analysis for the delivery of aquatics services.

## Case Study: Souris-Glenwood Outdoor Pool and Waterpark

Souris-Glenwood Pool is a heated outdoor aquatics facility with water slides, splash areas and beach-like entry. The Souris pool is a draw for locals and visitors from around the region and offers a variety of programming including: aquasizes, lap swimming, Red Cross, Life Saving Society, Swimming Lessons, Lifeguard Training and public swimming.



# Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Feasibility Study:</b> For a new Outdoor Aquatics Complex working closely with aquatic users and providers	\$15,000 – \$20,000
	<b>Ongoing Capital Investment:</b> Continue with Spray Park investments as part of Recreation Hub model (Sir Winston Churchill Park and Stanley Park)	As defined in 10-year Capital Plan
	<b>Review:</b> Review and update YMCA Service Agreement	Internal
	<b>Decommission Strategy:</b> Develop plan for decommission strategy with partners and aquatics users for Keystone and Kinsmen Pools	\$15,000 – \$20,000
	<b>Detailed Design:</b> For new Outdoor Aquatics Complex	\$80,000 – \$140,000
2025 – 2029	<b>Implementation:</b> Phase II implementation of Outdoor Sports Complex	\$5.0 – \$7.0 Million
	<b>Implementation:</b> Implement new programming offerings at facility to meet community needs	Internal
2030 – 2034	<b>Renewal:</b> Renewal of first facility developed and begin planning for second	TBD

## Supporting Planning, Governance, Policy and By-Laws

- City of Brandon Recreation By-law
- YMCA Service Delivery Partnership

## Supporting Strategies, Agreements and Policy Development Required

- Aquatic Infrastructure & Services Strategy
- Recreation Access Policy





# Greenspaces and Trails

Brandon is fortunate to have an outstanding greenspace network with over 500 hectares of parks, trails, playgrounds, river corridor areas offering an abundance of outdoor recreation opportunities. Greenspaces are an important recreational amenity in the city providing space for both organized sport, self-directed activities and relaxed leisure. However, Brandon's greenspaces are not being utilized to their fullest potential as recreational assets. The City's Greenspace Master Plan and the Brandon River Corridor Master Plan includes recommendations that can help the City enhance recreational uses of greenspaces by making it easier for communities to discover, access and use greenspaces in all seasons.

## Challenges

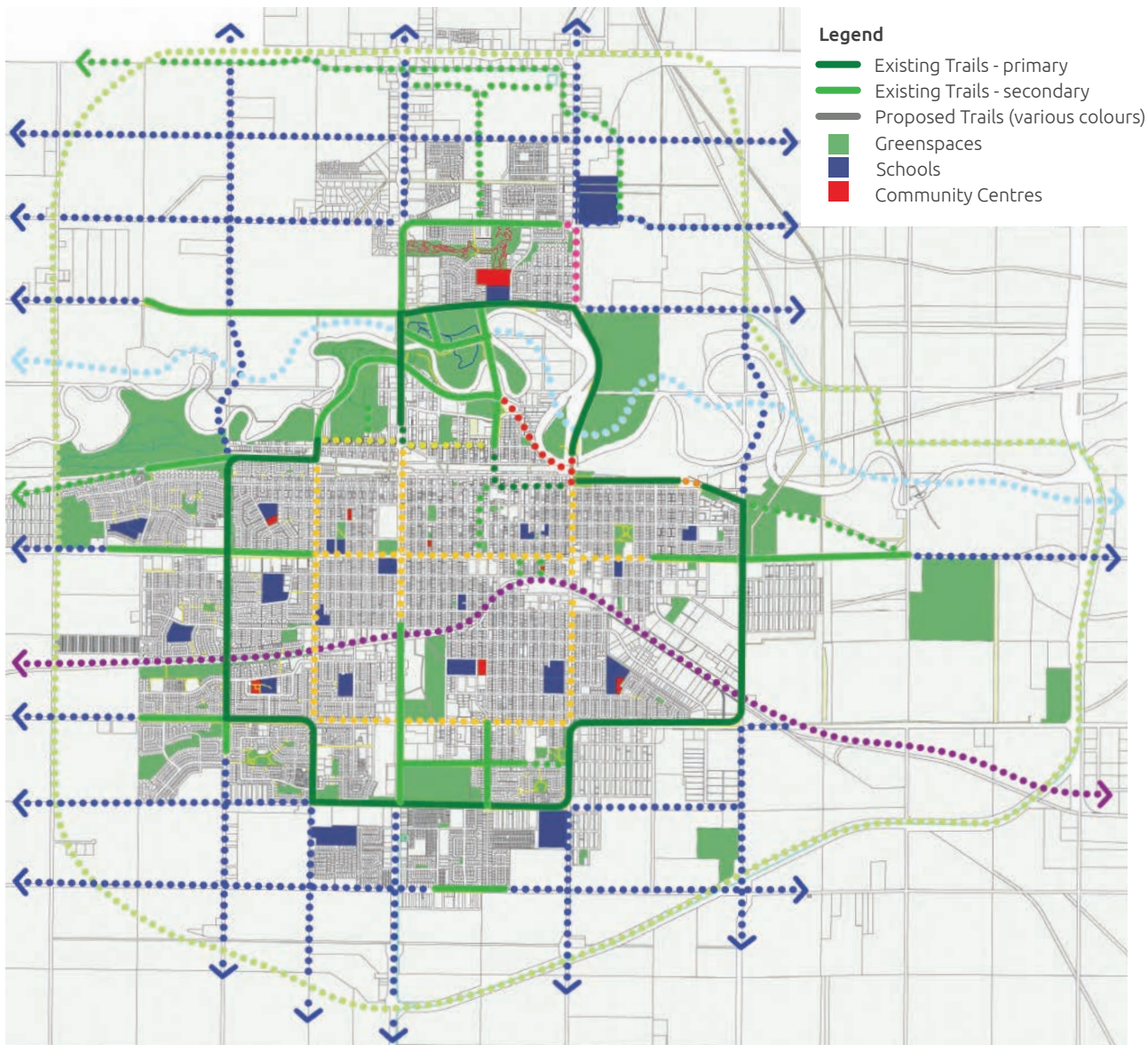
- The recreational amenities available within Brandon's greenspace network (e.g. sports fields, trails, exercise equipment, etc.) are not clearly documented or mapped on the City's website
- Improvements are needed in the way public can book greenspace or notify the City of an intention to use a greenspace for a large community gathering.
- Conversely, there is no way for the public to know if or when a greenspace facility has been booked for use by another group. This creates potential conflict between groups and complications for City staff.
- Some amenities such as sports fields and diamonds are in poor condition or not functionally maintained to an acceptable standard to meet safety needs and the Integrated Pest Management System.
- Many of Brandon's parks are open green fields with few trees, paths or inviting landscape features to create an inviting atmosphere and promote public use.
- Brandon's greenspaces and trails do not form a cohesive and connected network, making it difficult for people looking for active transportation options such cycling to get around.

## Opportunities

- Greenspaces are a relatively low-cost amenity to maintain and are highly flexible by design allowing for a wide variety of uses.
- The majority of activities and programming that happens within parks is independently organized. There is an opportunity to build on this and help communities make greater use of local greenspaces.
- Brandon's parks have become an increasingly popular summer gathering spot for newcomer families and communities, especially parks with picnic shelters and barbeque options
- Greenspaces are widespread throughout the city, providing the framework for a connected network of bike routes and trails.
- Greenspaces provide benefits far beyond personal recreation and health, including environmental benefits and community building.

## Future Direction

The City of Brandon will continue to follow the recommendations outlined in the Greenspace Master Plan and the River Corridor Master Plan, ensuring parks are utilized to their fullest potential as vital community and recreation amenities in the city. As part of an outdoor recreation strategy, the City will consider opportunities for high demand outdoor activities such as river access, nature, wildlife viewing, picnicking, gardening, and outdoor event while ensuring that parks are connected, discoverable, accessible and attractive spaces in every season.



Map of Brandon's existing and future trail system, from the 2015 Greenspace Master Plan

## Recommendations

Both developed parks and natural green spaces serve the broadest variety of user groups and interests. The Brandon Recreation Community Survey results note the number one priority for future investment into existing recreation facilities is multi-use trails for walking and biking. Much more can be done to ensure that all residents of Brandon have access to and make the most of outdoor recreation spaces.

- Document and publish list of all publicly accessible parks, trails and greenspaces online
- Create and publish user-friendly guidelines of permitted and unpermitted uses of public parks and instructions for greenspace facility reservation or booking if applicable
- Identify recreational amenities within greenspaces in need of priority upgrades and commit to maintaining assets to a high quality of repair
- Invest in landscape improvements for neighbourhood parks to improve attractiveness and accessibility with trees, garden beds, walking paths, benches and waste receptacles
- Increase the number of picnic shelters, barbeque pits and bathrooms in key greenspaces such 'recreation hubs' and along the river corridor.
- Continue with plans for capital improvements to Sir Winston Churchill and Stanley Parks as part of the 'recreation hub' strategy identified in the 2007 Recreation Master Plan
- Continue pursuing plans for the revitalization of the Assiniboine river corridor as outlined in the 'Back to the River' Assiniboine River Corridor Master Plan
- Develop an active transportation plan to identify ways to create a city wide network of trails linking greenspaces and communities
- Plan for new dog park areas
- Improve lighting on existing pathways and trails in parks and along the river corridor
- Ensure recreational greenspaces are incorporated into new residential areas
- Create a small grant fund for community-led events and activities that animate parks
- Encourage recreational uses of the river corridor in the winter with groomed skating areas and ski trails

Festival Park by HTFC Planning & Design





# Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Trails Master Plan:</b> Develop a trails master plan to identify and plan for off-roadway cycling and multi-use trail developments that provide active transportation linkages between city destinations, recreation facilities, and neighbourhoods	\$80,000 – \$100,000
	<b>Ongoing Capital Renewal:</b> Continue with ongoing development plans of new multi-use trails and continue with upgrades to existing trail systems – especially with respect to lighting	As defined in 10-year Capital Plan
	<b>Ongoing Capital Renewal:</b> Continue with ongoing development plans of new multi-use trails and continue with upgrades to existing trail systems – especially with respect to lighting	As defined in 10-year Capital Plan
	<b>Greenspace Master Plan Implementation:</b> Continue to implement recommendations of the GSMP that align with the development and maintenance of outdoor recreation facilities	TBD - As defined in GSMP
	<b>River Access Plans:</b> Continue to support recommendations for river corridor development zones in the 'Back to the River' Assiniboine Corridor Master Plan through investment and technical service support	TBD - As defined in River Corridor Master Plan
	<b>Greenspace User Guidelines:</b> Continue development of a city-wide canopy cover / urban forestry management plan	Internal
	<b>Urban Forestry Plan:</b> Continue to implement recommendations from the Greenspace Master Plan	Currently In Development
2025 – 2029	<b>Implementation:</b> Renewal of first facility developed and begin planning for second	TBD - As defined in GSMP
2030 – 2034	<b>Renew and Respond:</b> To ongoing growth of City for greenspace and trail development in alignment with planning initiatives	Internal

## Existing Planning and Policy Alignment

- 2015 City of Brandon Greenspace Master Plan
- 'Back To the River' Assiniboine Corridor Master Plan
- City of Brandon Parks and Recreation By-law
- BAPD Fringe Area Growth Strategy
- Environmental Strategic Plan
- Legislations governing land use and parks planning, including the Planning Act

## Required Strategies, Agreements and Policy

- Brandon Sport and Active Living Strategy
- Community Use Guidelines
- Park Bookings Procedures
- Urban Forest Management Plan



# Arena Ice

Conversations with hockey and skating groups in Brandon suggests a shortage of available ice time in the city. Brandon has four indoor arena ice sheets. While this number is in keeping with standard supply, the total amount of bookable ice time is reduced as a result of ice sheets at Keystone being taken out of commission to accommodate large regional events such as the Royal Manitoba Winter Fair. As a result, groups have resorted to booking ice time for practice and tournaments in towns outside of Brandon.

## Challenges

- Limited availability of ice time for hockey during peak periods of the season due to facilities being used for alternative events.
- Hockey teams take their business outside of Brandon to arenas in surrounding towns that offer ice at affordable rates and more convenient times.
- Competition for ice time makes it difficult for figure skating groups and the general public to access ice during peak periods.
- Need to find way to increase access for non traditional ice users including women, new immigrants and informal uses of ice such as family skate time or pick-up games.

## Future Direction

To address the challenges and need for additional ice for the growth of hockey, ringette, figure skating, and recreational youth skating programs, the City of Brandon will conduct a comprehensive ice study to identify supply demands and explore options for the development of new indoor ice sheets. The ice study should consider suitable locations for additional ice, such as expanding and building a new ice pad at the Sportsplex or bundling ice within a new multi-use sports complex development. The study should also explore options for partnership with local institutions build an integrated facility, and regional coordination of booking and shared use agreements with arenas in neighbouring communities.

## Recommendations

- Conduct an Ice Study inclusive of hockey, figure skating, ringette, speed skating and public / recreational skating communities to determine utilization, demand and supply levels for sport growth and future needs, and potential sites for new ice sheets.
- Identify suitable location(s) for building new ice sheets, as part of an expanded Sportsplex, in partnership with other providers or organizations, or as part of a possible future multi-use recreation facility. This may also include potential for a partnership with private development or Keystone.
- Explore the viability of regional coordination of booking and shared use agreements with arenas in neighbouring communities.
- Ensure any new ice development includes provision for access by community groups and families for public skating and skating lessons.

## Case Study: Covered Ice Shed, Camp Manitou, Manitoba



Developed as a joint partnership between True North Youth Foundation and the National Hockey League Players' Association, the ice shed at Camp Manitou (\$1.8 million) is the only rink in Manitoba that is enclosed by a roof and open on four sides. This innovative design keeps out snow and minimizes the impact of the sun on ice melt in the fall and spring, allowing the rink to be operational for upwards of six months of the year between early October and early April. Plastic pipes are laid on top of an asphalt base in the fall and are sprayed with water that freezes through the cooling system generated by the ice plant. The pipes are then removed each spring allowing the surface to be used for other activities.

## Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Ice Study:</b> Undertake and Ice Study working closely with ice sport organizations	\$15,000 – \$20,000
	<b>Study and Design:</b> Conduct ice arena feasibility study and concept design	\$20,000 – \$30,000
2025 – 2029	<b>Implementation Plan:</b> Future ice arena facility design and construction costs.	TBD
	<b>Update/Renew Ice Study:</b> to determine future ice requirements.	\$5,000 – \$10,000 or internal
2030 – 2034	Plan for future ice sheets within recreation campus model.	Internal

### Existing Planning and Policy Alignment

- City Facility Fee Schedule
- Sportsplex Allocation Policy
- City of Brandon Recreation By-law

### Required Strategies, Agreements and Policy

- Recreation Program Policy
- Recreation Access Policy

Built as a venue for the 1979 Canada Winter Games (and expanded in 1997 with outdoor track for the Canada Summer Games), Brandon's Sportsplex is a purpose-built competition facility that is a jewel in the City's portfolio of recreation venues. Unfortunately, the small size, lack of revenue generating space, and limited common areas at the Sportsplex limits its ability to offer a wider complement of leisure services. Future investments into the Sportsplex will need to address these challenges to allow the Sportsplex to serve the community with a broader array of programming for the next 20 years.

## Challenges

- Sportsplex is a purpose-built competition facility that struggles to serve as a community recreation and leisure centre
- Lack of flexible multi-purpose space limits the City's ability to offer recreation programs and leisure services that can generate revenues
- Undersized changing and dressing rooms and overall lack of accessibility in dressing rooms
- Small building with limited options for internal reorganization of entrance, circulation or common areas without an extension.
- Parking congestion concern for local community.
- Limited space within the property for major building extension; limited parking space

## Opportunities

- The building is in good overall condition
- Recent renovation to the pool mechanical systems and foundations, and recent upgrades to energy efficient lighting on the arena side.
- Recent resurfacing and upgrading of outdoor track facilities
- Facility is located in a future growth area and primed to serve the community
- Possible location for a future ice sheet as part of an overall expansion

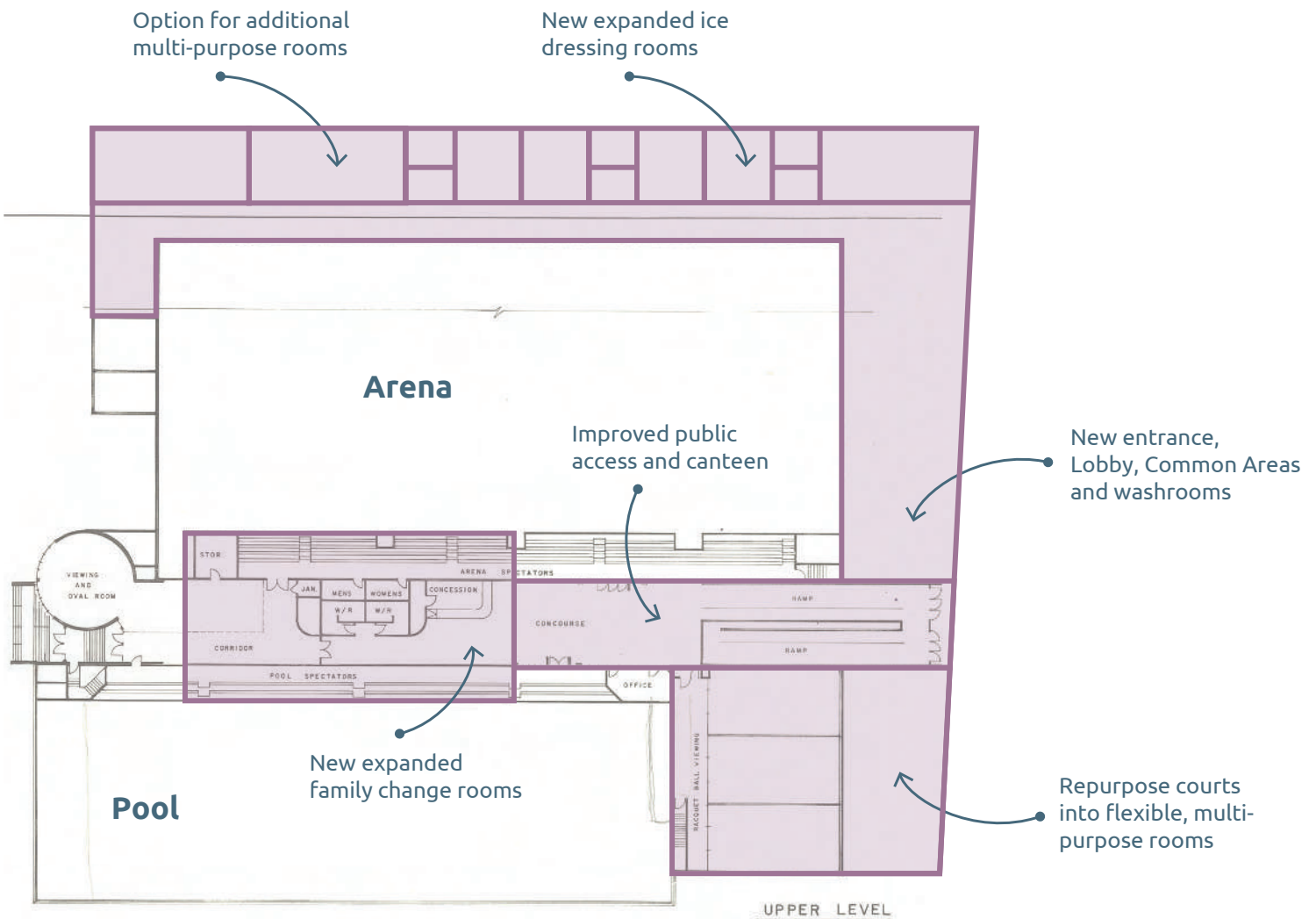
## Future Direction

The Sportsplex requires a renovation, expansion and diversification of facilities and program offerings in order to become Brandon's flagship community recreation and leisure centre. The City of Brandon will undertake a design study to detail options for an expansion that includes, at a minimum, renovated and expanded arena and poolside changing rooms, enhanced entrance areas and flexible multi-purpose rooms for leisure programming.

## Recommendations

- Develop a basic renewal and expansion plan that incorporates an enhanced entrance area and internal circulation, renovation and expansion to change rooms, and addition of multi-purpose rooms.
- Conduct an Ice Study to explore the feasibility of developing additional ice supply at Sportsplex.
- Strengthen community use policies to ensure public swimming and leisure skating is offered at convenient times.
- Refresh the facility name to signal a transition towards more recreation and leisure offerings.

## Concept Drawing for a proposed Sportsplex expansion





# Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Ice Study:</b> Conduct an ice study to explore the feasibility of developing additional ice supply at Sportsplex	Refer to 'Arena Ice - 3.1'
	<b>Concept Plan:</b> Develop a basic renewal and expansion concept plan with phased implementation (concurrent with ice study)	\$15,000 – \$20,000
2025 – 2029	<b>Detailed Design:</b> Detail design and Implementation of facility expansion plan (budget dependent on addition of ice sheet at this location or twin pad elsewhere)	\$7.5 Million basic expansion \$15 Million with ice sheet
	<b>Ongoing Capital Renewal:</b> Planning and design of ongoing facility renewal (interior and site)	\$25,000 – \$50,000 per year
2030 – 2034	<b>Implementation:</b> Implement ongoing facility renewal plans	TBD

## Existing Planning and Policy Alignment

- City Facility Fee Schedule
- Sportsplex Allocation Policy
- City of Brandon Recreation By-law

## Required Strategies, Agreements and Policy

- Recreation Program Policy
- Recreation Access Policy



Hillcrest Recreation Centre, Vancouver



# Recreation Campus & Indoor Sports Complex

Brandon's urgent need for playing fields also includes the need for an all seasons indoor sports field complex. Conversations with the soccer, football and baseball communities, and analysis of the City's booking data, reveals that sports groups are relying on school gymnasiums to practice and train during the winter months. This is not sustainable and puts School Division property at greater risk of damage. Currently the only indoor turf field in Brandon is an adapted field within the Keystone Centre with lower quality, interlocking turf panels and an uncertain the long-term future. Given Brandon is a northern climate city, and the growing interest in a diversity of field sports, the need for an indoor sports complex is well established.

## Challenges

- Brandon lacks a high quality, purpose built indoor sports field complex. The existing facility at Keystone is has low ceilings and basic quality turf.
- Brandon is a northern climate city with a short summer season in which outdoor play is possible.
- Sports leagues and teams resort to booking school gyms for practice and play during the winter months, placing increased pressure on school facilities

## Opportunities

- There is strong community support for a new indoor sports field complex. Respondents of the Recreation Survey (52%) ranked indoor field complex as the number one priority out a of list of new recreation facilities the City of Brandon should prioritize for future development
- An indoor sports field complex can easily include additional facilities such as running track, half-court gym and flexible multi-purpose spaces to add additional value to the community and serve a wide variety of sports and recreation communities and creating a Recreation Campus
- An indoor sports field development could be the catalyst to an overall recreation campus model development in a new growth area. Co-locating recreation amenities in a recreation campus allows for phased development, offering flexibility to build as funding and demand grows, greater integration with transportation networks, and the potential for allied health and wellness commercial development.
- Feasibility options for a recreation campus that includes an indoor sports field complex can be explored as part of the City's ongoing efforts to develop Secondary Plans for new growth areas in Brandon

## Future Direction

A feasibility study should be undertaken by the City of Brandon to explore options for the location and the development of a new recreation campus. The City will work to identify and secure land parcels suitable for a future recreation campus development.

## Recommendations

The feasibility study should determine the appropriate mix of amenities, suitable locations and possible partnership opportunities and development models:

- **Mix of amenities:** an all weather indoor sports field complex would include, at a minimum, a high quality multi-sport turf field and running track, with options for the inclusion of a half court gymnasium and flexible areas to accommodate other recreational activities. The study should also consider options for the inclusion of value-added amenities for local communities such as a kitchen, multi-purpose rooms, space for childcare, or a medical and sport therapy clinic.
- **Suitable locations:** options for locating a new indoor sports field complex should consider criteria such as connectivity to major transit routes and trails, proximity to established residential areas and future growth areas, availability of greenspace for adjacent recreational development, etc. The study should consider opportunities presented by the City's ongoing Secondary Planning and Neighbourhood Planning processes.
- **Partnerships opportunities:** the feasibility study should explore partnership opportunities with local institutions such as Assiniboine Community College or Brandon School Division to leverage joint objectives for development and growth. The study should also explore opportunities to partner with the Keystone.

## Implementation Plan

TIMEFRAME	ACTIONS	ORDER OF MAGNITUDE COST
2020 – 2024	<b>Feasibility Study:</b> Recreation Campus concept plan, conceptual design, site options analysis and phasing strategy	\$100,000 – \$150,000
	<b>Land Allocation:</b> Secure land parcels that align with Secondary Plan development	Internal
2025 – 2029	<b>Design Development:</b> Develop design for first phase of Recreation Campus plan	\$1.8 - \$2.5 Million
2030 – 2034	<b>Implementation:</b> Phase One of Recreation Campus – indoor sports field complex	\$25 - \$40 Million depending on program (half, quarter or full pitch), site development, finishes, components, occupant load, etc.

### Supporting Planning and Policy Framework

- BAPD Development Plan 2013 and Secondary Plans
- Brandon Fringe Area Growth Strategy
- Brandon Area Road Network Development Plan
- Legislations governing land use and parks included in Planning Act



# Options Analysis for Locating an Indoor Sports Complex

The City of Brandon is constrained in its selection of sites for a proposed future Indoor Sports Field Complex. Lands around the Assiniboine River Corridor are prone to flood, and even with diking, this area is best suited for outdoor recreational facilities. Criteria for site selection such as connectivity to major transit routes and trails, proximity to established residential areas and future growth areas, availability of greenspace for adjacent recreational development, etc., further limit options. The table below outlines four potential sites worthy of further investigation. These locations, while not centrally located, are situated in fast growing residential areas of Brandon and are well connected by transit options. They are also areas where the City is currently or will soon be developing Secondary Plans, making this an opportune time to explore options.

## Site Option #1: South Brandon (Annexed Land)

These lands were annexed by the City of Brandon to support commercial development as part of new residential growth in this part of the city. The site is well connected, being located at the intersection of 18th Street and Patricia Avenue, and adjacent to the trail network. This location is currently being reviewed as part of a secondary plan and neighbourhood planning process and there is the potential for partnerships with developers to enhance the offering.

## Site Option #2: South Brandon (Decommised School Site at 5 Hummingbird Lane)

This former school site is ideally situated within Brandon's fastest growing residential areas. The extensive green field site is already home to community gardens which could be integrated into a future planned recreation community facility.

## Site Option #3: South Brandon (SE Growth Area)

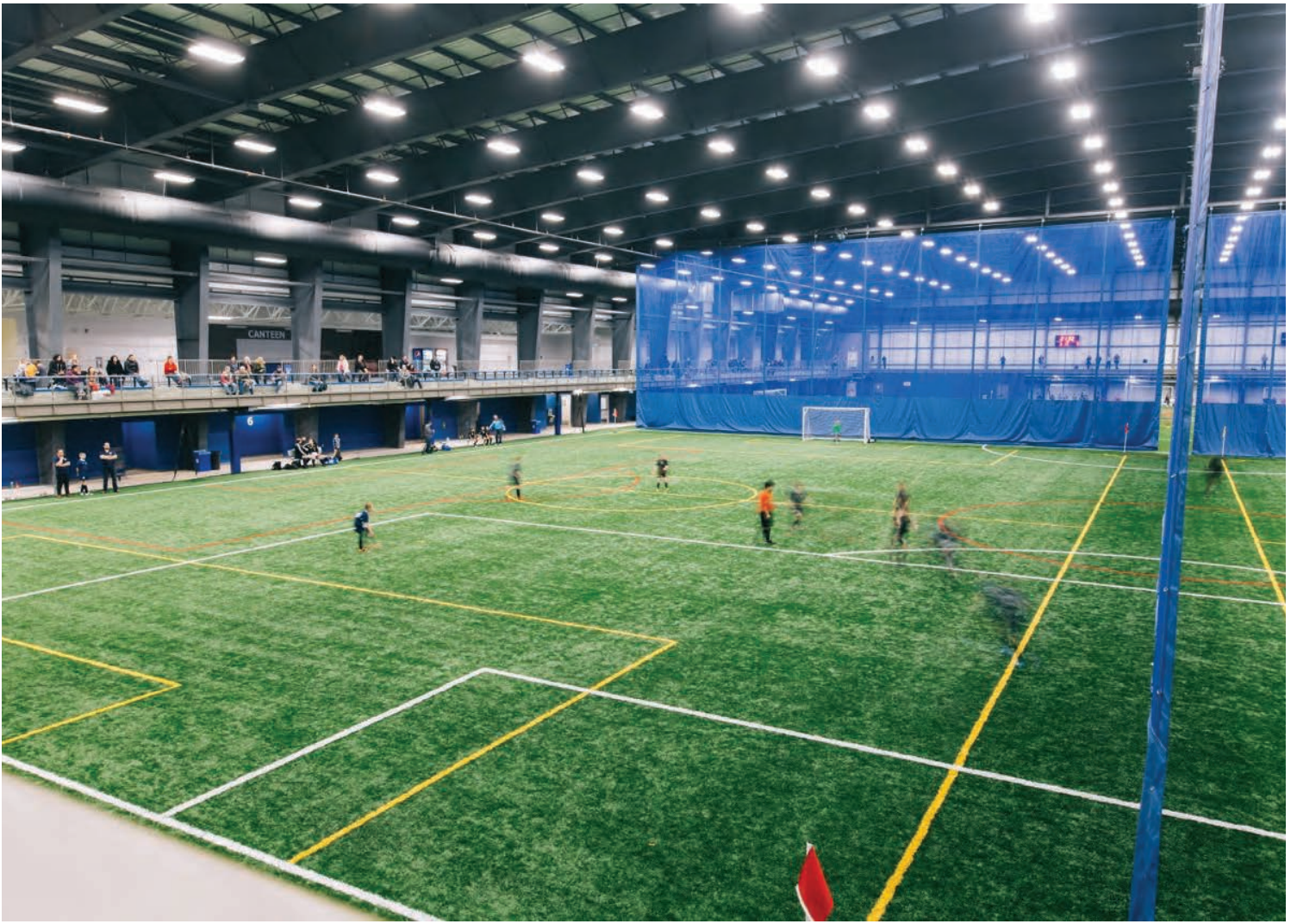
Brandon's Southeast growth area is another site currently being explored for new residential development. The location adjacent to Crocus Plains Secondary School, and a soon to be developed elementary school makes this ideally located for community and recreational facilities. This location is also currently being reviewed as part of a secondary plan and neighbourhood planning process making it an opportune time to explore possibilities.

## Site Option #4: North Brandon (North Gateway Neighbourhood Plan)

The North Gateway site is prominently located along Highway 1, offering access not only for residents of Brandon but also the wider region. The site is located in the heart of a future residential growth area for the city and the City's ongoing process of updating the secondary plan makes this the perfect time to explore opportunities for recreational amenities at this location.

## Site Option #5: Keystone Grounds

The grounds of the Keystone Centre are centrally located in Brandon along 18th Street and constitutes one of the largest greenspaces in the City. The Keystone Centre is already functioning as a multi-purpose recreation facility, with extensive greenspace grounds to the South and East that are underutilized. There is an opportunity for this site to serve the community with enhanced recreational amenities.



Winnipeg Soccer Federation Indoor Fieldhouse

# Inventory of Recreation and Community Facilities: Condition, Utilization, Future Supply

## Number of Key Recreation Facilities in Brandon

Indoor Facility Type	Current Supply	Location
Indoor Pools	2	Sportsplex; YMCA
Indoor Ice (Hockey, Ringette, Skating)	4	3 ice sheets at Keystone; 1 ice sheet at Sportsplex
Curling	2	Riverview Curling Club; Keystone
School Division Gymnasiums	22	Brandon School Division gymnasiums
University and College Gymnasiums	8	5 gyms at Brandon University Healthy Living Centre; 3 gyms at Assiniboine Community College (Victoria St. Campus)
YMCA Gymnasiums	1	Dood Crystal Family YMCA
Other Gymnasiums	3	CFB Shilo
Racquetball Courts	3	Sportsplex
Squash Courts	1	Peak Performance & Athletics
Community Centres	8	Central; East End; Green Acres; North End; Park; Valleyview; West End, Westridge
Outdoor Facility Type	Current Supply	Location
Regulation Soccer	31	Brandon University, school grounds, community centres, parks
Junior/Mini Soccer	30	School grounds, community centres, parks
Senior & Youth Softball	30	ACC North Hill; Ashley Neufeld Park; Canada Games Park; Coronation Park; Legion Diamond; Lion's Memorial Park; Van Horne Diamonds; North End CC; School grounds
Senior & Minor Baseball	10	Andrews Field; Simplot Millennium Park; Sumner Field
Youth Tee Ball	6	Ashley Neufeld Park; George Fitton School, Ecole Harrison
Football	5	Boyd Stadium; Crocus Plains Regional Secondary School; Neelin High School; Vincent Massey High School
Rugby	2	John Reilly Field

Ultimate Disc	2	ACC Ball Diamonds, Bethel Christian Assembly, Earl Oxford School, Linden Lanes School, Riverheights Park, Waverly Park School
Outdoor Track	1	Canada Games Sportsplex
Tennis	10	Queen Elizabeth Park, Wheat City Tennis Club, Stanley Park
Outdoor Volleyball	15	Mulligan's Golf; Kin Park; Westridge C.C.; Westview Park; School grounds
Golf & Driving Range	7	Within Brandon city limits: Wheat City, Northern Pines Within close proximity: Deer Ridge, Glen Lea, Sunnyside, Shilo, Mulligan's.
Cricket	2	* Practices only: Linden Lanes School; Queen Elizabeth Park
Lawn Bowling	2	Rideau Park, Stanley Park
Field Hockey	1	Crocus Plains Regional Secondary School
Skateboarding	2	Keystone Habitat for Humanity Playground; Kristopher Campbell Memorial Skate Park
BMX & Mountain Bike/Fat Tire Bike	2	Kin Park; Kristopher Campbell Skate Plaza (BMX); Sir Winston Churchill Park/Hanbury Hill; Trails available nearby in the Brandon Hills
Cross Country Ski / Snowshoe Trails	1	Wheat City Golf Course; Trails available nearby in the Brandon Hills
Skating Oval	1	McGregor Avenue area
Outdoor Pools	2	Kiwanis Keystone Community Pool; Kinsman Centennial Pool
Outdoor Rinks	8	Central CC; Christian Heritage School; East End CC; Green Acres CC; North End CC; Valleyview CC; West End CC; Westridge CC
Outdoor Leisure Skating	5	Brandon Skating Oval; East End CC; Green Acres CC; North End CC; West End CC
Spray Parks & Paddle Pools	5	Kin Park; Rideau Park; Riverheights; Stanley Park; Valleyview CC; Westridge CC
Dog Parks	3	East End Paw Park; Pooch Park (Sir Winston Churchill Park); Lion's Memorial Community Park
Community Gardens	17 sites, 802 plots	Alexandra Community Gardens; George Fitton School; Hummingbird Community Garden; Kin Park; Laurence & Louise Playground; Lion's Memorial Park; New Era/Leo's Lot Community Gardens, Park CC; Park Community Common; Rideau Park (East End CC); Stickney Avenue Community Gardens; West End CC; Westridge CC; Beep Office; Brandon University; Green Futures North; Manitoba Metis Federation



# Athletic Field Recreation

## Soccer, Football and Rugby

### Current state description:

The loss of athletic fields at Optimist Park due to flooding in 2011 and again in 2014 has negatively impacted the field sport organizations in Brandon. While Optimist Park hosted limited play in the late summer/fall of 2018, it is not considered to be deemed viable in the long term because of the associated flood risk. The only remaining City owned fields are located at John Reilly Field and Canada Games Park. Leagues and teams have resorted to booking Brandon School Division fields for games and practice which has noticeably increased the wear and tear on these facilities. As there is only one indoor turf field available in Brandon at the Keystone Centre, groups also resort to booking school gyms for indoor use during the winter season.

**Soccer** is a growing sport in Canada, driven by the recent success of Canadian teams in the Olympics, as well as the popularity of the sport among newcomer communities. In Brandon, however, enrollment numbers for youth soccer has declined from 6,500 players 10-15 years ago to 3,000 players in 2018. This decline may be attributed to a number of factors, including operational challenges within the sport at the local level over the past several years and the severe shortage of fields due to losses from the recent floods. The recent reorganization of the Brandon Youth Soccer Association and the creation of a new intro to soccer program for youth are promising signs for the health of the sport. Participation among adult soccer leagues has remained healthy. Futsol is also a relatively new sport, and groups are currently relying on school gymnasiums to play out of.

**Football and Rugby** participation rates have remained strong in Brandon in recent years. Westman Youth Football participation numbers are strong and continue to grow. In 2012, 175 players were registered and 345 players in 2017. The Prairie Flag Football league is active and growing with youth, adult and co-ed leagues. Rugby participation is holding steady at approximately 335 players.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Increased pressure on school fields because of school use during the day and organized soccer during the evenings.</li> <li>- Inconvenience for parents to drive to multiple schools locations for multiple kids / games.</li> <li>- Added expense and taxing on volunteers to pay for and operate portable toilets at the school facilities for evening use.</li> <li>- Limited resources for maintenance of City owned facilities and lack of irrigation.</li> <li>- Challenges with online registration for newcomers.</li> </ul>	<ul style="list-style-type: none"> <li>- Clear demand for multi-field outdoor facility to replace Optimist Park and centralize play.</li> <li>- Soccer (indoor and outdoor) is expected to grow in popularity because of the increased diversity that Brandon is undergoing with the expansion of newcomer population.</li> <li>- When and if the outdoor field complex is developed, discontinue use of school fields where possible.</li> <li>- Continue with in-person registration opportunities wherever possible to facilitate newcomer participation.</li> </ul>

### Recent Investments and Future Plans:

- The flood events of 2011 and 2014 prohibited the use of the fields at Optimist Park. Subsequently the elementary school fields were brought into use to fulfill the needs of organized soccer. The following schools were added into use under a joint use agreement with the Brandon School Division: Earl Oxford, Green Acres (2), J.R. Reid, King George, Kirkcaldy, Linden Lanes, Meadows, New Era, Riverheights (2).
- The anticipated opening of the Boyd Stadium facility in 2019 on lands donated by Simplot at the Millennium Park grounds will provide two new football fields. This project was largely privately funded through fundraising drives and grant applications.
- In partnership with the Brandon School Division and the City of Brandon, Riverheights, Kirkcaldy, New Era and King George Schools had their athletic fields reconstructed between 2015 and 2018.
- A feasibility study (2016) and subsequent conceptual design study (2017) were completed for a new outdoor sports complex at 1st St. and Veterans Way to replace the flood prone fields at Optimist Park. This

facility is slated to include fields for soccer, cricket, ultimate disc, a disc golf course and baseball with a phased implementation strategy.

- The John Reilly rugby fields are currently operated and managed by the Westman Youth Rugby Association under a long term lease agreement.

**Supply Levels:**

Regulation Soccer:							
2007 Rec Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
18	21	(9) Optimist Park	12: Sportsplex (1), Various schools (11) (see above)	Under supply*	8	Add 1	Add 1
Junior / Mini Soccer Fields:							
2015 Greenspace Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
19	11	2: Optimist Park (2)	11: Various schools (see above)	Under supply*	9	Add 2	Add 2

**Priority actions:**

1. Build a new outdoor sports field complex at 1st St. and Veterans Way to address field shortages and reduce or eliminate usage of school fields\*:
  - a. Regulation soccer is under supplied with an immediate requirement of 8 new fields in the short-term and 2 additional fields in the long-term as Brandon’s population grows.
  - b. Junior soccer is under supplied with an immediate requirement of 9 new fields in the short-term and 4 additional fields in the long-term as Brandon’s population grows.
2. Until the new outdoor field sport facility is developed and open for play, continue the partnership with the Brandon School Division to remediate one school field per year.
3. Begin planning for an indoor sports field complex to accommodate play and practice during the winter season, and support participation opportunities for youth year-round.
4. Support for sport development efforts within all field sport athletics to grow participation rates and create opportunities for young people.
5. The needs of Football and Rugby are being met with the addition of the two fields at Boyd Stadium (2019). It is anticipated that a third rugby field would be needed by 2035 if the sport continues to grow and the city’s population reaches 60,000 people.

## Track and Field

### Current state description:

Participation in competitive track and field is stable in Brandon. There is increased demand for indoor walking and jogging facilities to serve the active, but aging population and healthy living movement. Brandon's premiere outdoor track and field facility is located at the Sportsplex and includes an eight lane track with rubberized surface for sprinting and long distance running, high jump area, pole vault, triple jump, long jump, shot put, discus, javelin, hammer throw, and natural grass infield (irrigated) for field sports. The Brandon University Healthy Living Centre (BU-HLC) offers a four lane rubberized track, with two lanes dedicated for walking and two for jogging, however this facility is not suitable for competitive sprinting. There are currently no indoor facilities in Brandon for sprinting or distance running training or competition.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- High cost of investment for construction for new indoor track and field facilities.</li> <li>- Cost can be a barrier to participation in walking/jogging at BU-HLC.</li> </ul>	<ul style="list-style-type: none"> <li>- Indoor track facilities can support both competitive use and more leisurely, self-directed recreation among Brandon's aging population.</li> <li>- Indoor track facilities can easily be incorporated with with the possible development of an indoor field complex.</li> </ul>

### Recent Investments and Future Plans:

- The rubberized surfacing of the running track at Canada Games Sportsplex was redeveloped in preparation of hosting the 2017 & 2018 Legion National Youth Track and Field Championships. The track was installed to meet International Association of Athletics Federations (IAAF) requirements. In total, just less the \$1 million dollars were reinvested in the refurbishment of the facility.
- The Canada Games Sportsplex is the only high calibre, outdoor track facility between Winnipeg and Regina and is strongly positioned for hosting high calibre sporting events with a legacy of successful events.
- The track at Brandon University Healthy Living Centre is a relatively new facility in the city, having opened opened in 2014. At an overall cost of slightly less than \$21 million, the Healthy Living Centre provides 50,000 square feet of recreation facilities available for students and the general public on a fee for use basis.

### Supply Levels:

Outdoor Track and Field:							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet Needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
1	1	None	None	Supply met	0	1	1
Indoor Track:							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
0	1	None	1: BU Healthy Living	Under supply	Add 1	1	1

			Centre (Walking & Jogging Only)				
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**Priority actions:**

1. Indoor track and field is undersupplied. Explore options for the development of an indoor field complex with added track facilities potentially as part of the recreation campus model.
2. Continue with the maintenance and ongoing improvements at the outdoor track facility in order to attract and host major competitive events.





## Cricket

### Current state description:

Cricket is the third most-watched sporting event around the world after the Summer Olympics and World Cup of soccer. In Canada, cricket is a niche sport enjoying rising popularity among newcomer communities from south asia. In Brandon, cricket has seen increased interest in recent years, with the Brandon Tigers Cricket Club forming in 2015. The club fields two teams: Division I, Brandon Tigers and Division II, Brandon Renegades. High Schools in Brandon are also seeing increased demand from students to form cricket teams. Despite this growth, cricket groups in Brandon do not have an adequate facility to play games out of and have to travel to Winnipeg to play. They primarily practice out of the Linden Lanes School and Queen Elizabeth Park. The facility at Queen Elizabeth Park is a cricket practice area located at the site of the former ball diamond. Virden, Manitoba has constructed a dedicated cricket pitch and competes with teams from Winnipeg.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Cricket lacks adequate facilities for playing and practicing in Brandon.</li> <li>- Cricket fields require a large area, equivalent to two football/soccer fields.</li> </ul>	<ul style="list-style-type: none"> <li>- Cricket is growing in popularity with the increase in newcomers to the community.</li> <li>- Creating a dedicated venue will attract residents and allow for hosting of events/competitions.</li> </ul>

### Recent Investments and Future Plans:

- The ball diamond at Queen Elizabeth Park was damaged by multiple flooding events (2011 & 2014) and has since been replaced by a cricket practice area.
- Provision for three outdoor cricket fields have been incorporated into the master plan for the outdoor sports field complex at 1st St. and Veterans Way.

### Supply Levels:

2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
0	0	N/A	None	Under supply	2	Add 1	Add 1

### Priority actions:

1. Cricket fields are undersupplied in Brandon. The immediate requirement is to build one dedicated outdoor cricket field. Incorporating multi-fields would allow for hosting larger events and tournaments.
2. Cricket has been incorporated into the development program at the proposed facility at 1st Street and Veterans Way. It is recommended that the next phase of detailed design proceed for this facility in order to keep the planning process continuing.

## Disc Sports: Ultimate Disc and Disc Golf

### Current state description:

Ultimate disc was recently one of the fastest growing sports in North America, particularly popular among young adults and university and college students. In recent years the national trend has somewhat leveled off. In Brandon, ultimate disc continues to be a growing sport with increasing involvement at all age groups. The first organized ultimate disc play in Brandon began in 2007. To date, ultimate disc has been making use of non-purpose built fields at schools and churches where they are able to find space. Measuring the popularity of disc golf is slightly more challenging. While the sport is growing in popularity in the United States, it remains a very niche sport in Canada. There currently are no disc golf courses in Brandon.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- High competition for field use with other field sports during prime time.</li> <li>- Ultimate Disc makes use of informal open fields at the following locations: ACC North Hill Ball Diamonds; Bethel Christian Assembly; Earl Oxford School; Linden Lanes School; Riverheights Park; Waverly Park School.</li> </ul>	<ul style="list-style-type: none"> <li>- Opportunity to add new dedicated Ultimate Disc field(s) and Disc golf course with development of the outdoor sports field complex.</li> <li>- Adding dedicated Ultimate Disc facilities will lessen the pressure already being put on school fields.</li> <li>- Due to the low cost of entry/participation with disc golf, it is anticipated that demand will continue once people are introduced to the sport.</li> </ul>

### Recent Investments and Future Plans:

- Provision for an Ultimate disc field and disc golf course have been incorporated into the master plan for the outdoor sports field complex at 1st Street and Veterans Way. Refer to Section 3.7 for more information about this plan.
- Minnedosa, Assessippi, Neepawa and Portage la Prairie all have recently built disc golf courses.

### Supply Levels:

Ultimate Disc							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
0	6	None	6 (see locations above)	Under supply	1	Add 1	Add 1
Disc Golf							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
0	0	None	None	Under supply	1	1	1

### Priority actions:

1. Develop a dedicated Ultimate Disc field to serve demand and reduce or eliminate reliance on school fields.
2. Disc golf is under supplied and plans for a disc golf course are included in the 1st St. and Veterans Way outdoor sports complex.

# Diamond Recreation

## Baseball, Softball and Tee Ball

### Current state description:

Brandon has a long and distinguished history of diamond sports in the city. The community regularly hosts training camps and competitions from the northern United States and across Canada. Andrews Field has been rated one of the top ball diamonds in Canada and the recently completed Ashley Neufeld softball complex adds additional high quality diamonds to the city's portfolio. The softball diamonds located throughout the city are all heavily used. The Assiniboine Community College North Hill diamonds receive the most play because of the high concentration of diamonds. The recent redevelopment of the Kinsmen Diamond (Brandon Ave.) to housing, conversion of one of the Lions Park diamonds to a dog park and loss of the Curran Park diamonds has drastically reduced availability of baseball diamonds within the City. This has resulted in an increased reliance on Simplot Millennium Park to meet the needs for Brandon Minor baseball. Overall, competition for diamond use is high between all diamond sports.

Brandon Minor Baseball has recently experienced a resurgence in youth baseball participation. 165 players took part in 2013 and up to 575 in 2018. This trend is common across the country, with Baseball Canada reporting all ten provincial sport organizations experiencing increases in registration from 2015 to 2016.

Westman Softball Association (WSA) reports strong numbers with 325 players playing in a house league featuring 27 teams in six divisions in 2018. 16 teams from surrounding communities are part of WSA and a total of 60 players complete on four regional teams. Senior softball participation is also very strong with multiple active leagues and opportunities for men's, women's and mixed participation.

Challenges	Opportunities
<ul style="list-style-type: none"><li>- Shortage of available diamonds within the City, resulting in competition for diamonds between organizations.</li><li>- Basic diamonds located on school grounds are generally in poor condition, and the condition of city owned diamonds ranges from good to poor.</li><li>- Limited City resources for maintenance.</li><li>- Relying on volunteers for maintenance is not sustainable.</li></ul>	<ul style="list-style-type: none"><li>- Legacy of hosting regional and national competitions at a high quality venues such as Andrews Field and Sumner Field.</li><li>- Develop a formal user/access agreement policy to ensure fair and consistent access for use of city owned and managed facilities between all recreation organizations/user groups.</li><li>- Redevelopment of existing diamond facilities should be the priority..</li></ul>

### Recent Investments and Future Plans:

- The City has allocated \$20,000 for diamond upgrades in 2020, and \$25,000 in 2023 & 2026.
- Provisions have been made for the design (2020) and construction (2021) of a new building at the Canada games facility. The Ashley Neufeld Softball Complex was opened in 2015. It was initiated by private sector volunteers and funded largely by community level fundraising drives and is located on land owned by the City.
- Pathway upgrades to connect the new Ashley Neufeld facility are planned for 2020.
- Andrews Field originally opened in 1989, and underwent a \$300,000 renovation in 2008. Subsequent renovations until 2017 ran close to \$200,000, mostly from private donations. Sumner Field, next door to Andrews field was built by the City of Brandon in 2010.
- The privately owned Simplot Millennium Park facility officially opened for play in 2001.

## Supply Levels:

Senior and Youth Softball							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
32	30	13: Curran Park (4), Research Station (1), Earl Oxford School (1), Riverheights School (1), Patmore Park (1), River Heights Park (1), Canada Games Park (4)	11: Ashley Neufeld Park (4), Lion's Memorial Park (1), Coronation Park (1), Van Horne Diamonds (2), ACC (1), North End C.C. (1), Harrison School (1)	Supply met	0	Add 2	Add 1
Youth Tee Ball							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
6	6	6: Canada Games Park	6: Ashley Neufeld Park (4), George Fitton School (1), Ecole Harrison (1)	Supply met	0	Add 2	Add 2
Senior and Minor Baseball							
2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
15	10	6: Kinsmen Stadium (BU) (1), Lion's Memorial (2), Coronation Park (1), Kinsman Diamond (1), Southend Community Centre (1)	1: Sumner Field	Under supply	2	Add 1	Add 1



**Priority actions:**

1. Softball diamonds are currently meeting demand levels, however, access to fields within the city is not equal among diamond sports. The City should develop a formal user/access agreement policy to ensure fair and consistent access for use of city owned and managed facilities between all recreation organizations/user groups.
2. The City should begin capital planning for an additional two baseball diamonds within the next five years.
3. Continue with capital plans to upgrade ball diamonds, with a shortening of the expenditure cycle for every three years down to two to expedite the needed improvements.

## Basketball

### Current state description:

Basketball is a growing sport in Manitoba and nationally, particularly among young people. The 2014 Canadian Youth Sports report ranks basketball as the third most popular team sport in Canada, behind soccer and hockey, for youth between the ages of three and seventeen. Among immigrant youth, basketball is ahead of hockey, coming in second behind soccer. In Brandon, the establishment of the Westman Youth Basketball Association and growth of the Bobcat basketball academy from approximately 25 members in 2008 to more than 180 in 2018, is a sign that basketball is on the rise among young people in Brandon.

Indoor basketball facilities in Brandon are in good condition, however outside of Brandon School Division gyms, supply is increasingly limited. Outdoor basketball facilities, primarily located on school grounds, are in poor shape. Many outdoor basketball courts have rusted backboards and rims with damaged or missing nets. The basketball poles and hoops on school grounds are of a similar vintage and share similar signs of wear and tear. These existing outdoor basketball hoops lack the minimum four foot safety offset between the backboard and post that is now standard.

Challenges	Opportunities
<ul style="list-style-type: none"><li>- Brandon lacks a good quality, centrally located, full-sized outdoor basketball court.</li><li>- The majority of outdoor basketball courts are located on school grounds, are in poor condition and do not meet current safety standards.</li></ul>	<ul style="list-style-type: none"><li>- Very good new indoor basketball court facilities at Brandon University and the YMCA.</li><li>- Large number of outdoor hoops available on school grounds for pick-up games and informal play.</li></ul>

### Recent Investments and Future Plans:

- No current planned investments.
- 2013 saw the opening of new gymnasiums with basketball lines at Brandon University Healthy Living Centre and the Dood Cristall Family YMCA
- Brandon School Division has upgraded gyms at George Fitton and Green Acres schools and a new school on Maryland Avenue in the south side of the city will be opening in 2020.

### Priority actions:

1. Develop a full court, high quality outdoor basketball facility somewhere centrally located in Brandon.
2. Maintain and ongoing evaluation of partnership agreement with the Brandon School Division as the major provider of gymnasium facilities.

## Outdoor Volleyball

### Current state description:

At the national level, outdoor volleyball is experiencing healthy growth spurred by the success of Canada's Men's Beach Volleyball team at the 2016 Rio Olympics. Volleyball Canada reports growth levels of around two to three percent annually over the last several years. One reason for this growth is the relatively low barriers to participation compared to other sports such as hockey, which can be significantly more expensive and requires specialized equipment. Volleyball is also a growth sport among newcomer youth. The 2014 Canadian Youth Sports report finding that volleyball was the fourth most popular organized sport for newcomer youth behind soccer, basketball and hockey. Most of Brandon's outdoor volleyball courts are in good condition with a few in fair and poor condition. The poor condition courts typically have weak turf conditions or the sand is overgrown, requires top-up or is overly compacted. Outdoor volleyball courts on school grounds and in public parks are free for recreational use on a first come, first serve basis. The private sand volleyball courts at the golf driving range are fee for use and host competitive leagues and events.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Maintaining grass on intensely used/concentrated area.</li> <li>- Sand volleyball courts tend to require more maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>- Courts are relatively inexpensive to install.</li> </ul>

### Recent Investments and Future Plans:

- Twelve new outdoor courts have been added within Brandon since the 2007 master plan. Six were built on school grounds, three in public, city owned parks and three at a private golf driving range. Although oversupply is noted, it is not recommended to close or decommission any of these amenities.

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
(15) 1:3,333	1:5,000	Moderate	11	12

### Priority actions:

1. Maintain current supply and focus on improved maintenance.

## Tennis and Pickleball

### Current state description:

Tennis is a traditional summer sport that is experiencing renewed growth. Research from Tennis Canada shows that nearly 6.6 million Canadians, or 18% of the population played tennis at least once over the past 12 months, and of these participants, 2.9 million play the sport at least once a week during the summer tennis season and are thus considered frequent players. This represents a significant 37% increase compared to the 2016 research.

While the courts at the Wheat City Golf Course are maintained in good condition, these are the only courts for serious play in Brandon. The Queen Elizabeth Courts are in poor condition after 20+ years of use and the existing courts at Stanley Park are in need of resurfacing. Pickleball is also gaining in popularity, especially among older adults and seniors. Pickleball is similar to tennis but is played on a smaller court, uses a small paddle and lighter ball made of plastic. Pickleball participation is largely supported by indoor gymnasium play.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- The tennis courts at Queen Elizabeth Park are located within the flood zone and future investment should occur at other locations.</li> <li>- Only the outdoor tennis courts at Stanley Park are marked out for Pickleball play.</li> </ul>	<ul style="list-style-type: none"> <li>- When undertaking resurfacing of courts, take the opportunity to add Pickleball line painting or add stand alone Pickleball lines to existing courts.</li> <li>- Possible incorporation of new tennis/pickleball courts at planning recreation hub redevelopment at Sir Winston Churchill Park.</li> </ul>

### Recent Investments and Future Plans:

- Capital plans are in place to resurface the four courts at the Wheat City Tennis Club (2019). Future development would include conversion of lighting to energy efficient LED fixtures.
- Two tennis courts were slated for the development of the Recreation Hub at Rideau Park in 2012, but were not implemented because of lack of demand at the time.

### Supply Levels:

2007 Rec. Master Plan Inventory	2019 Rec. Master Plan Inventory	Facility Deletions	Facility Additions	Current Demand	Number Required to meet needs	Projected Need 2025 (55,000 pop.)	Projected Need 2035 (60,000 pop.)
12	10	2: Crocus Plains School	None	Meets supply	0	Add 1	Add 1

### Priority actions:

1. The existing tennis courts are currently meeting demand levels. The City should continue with capital planning for new courts at the Sir Winston Churchill recreation hub. All new courts should include pickleball lines.
2. Continue with plans to resurface courts at the Wheat City tennis club and Stanley Park and include pickleball lines in the resurfacing.
3. Explore relocating the Queen Elizabeth Park courts to the north side of the Canada Games soccer field, within the flood protection dike as identified in the Brandon Riverbank Master Plan.



## Squash and Racquetball

### Current state description:

Squash and racquetball players have two locations to choose from in Brandon: the privately operated Peak Performance & Athletics (1 squash court), or Brandon Community Sportsplex (3 racquetball courts). Participation rates for squash and racquetball are generally in decline locally and nationally with the racquetball courts at Sportsplex often used for other purposes. Peak Performance & Athletics (formerly Park St. Squash & Fitness) converted one of their squash courts into a weight lifting and boxing space, and the racquetball court was not replaced in the newly developed YMCA facility.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Utilization of the racquetball courts is low at the Sportsplex and are often used for other program activities.</li> <li>- This is also true with the squash courts at the private, Peak Performance facility where they have converted one of the two courts to other uses.</li> </ul>	<ul style="list-style-type: none"> <li>- Redevelopment of the space dedicated to two of the racquetball courts at the Sportsplex for other uses should be considered.</li> </ul>

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2 [4 courts]) 1:12,500	1:15,000	Low	2	2

### Priority actions:

1. Brandon is oversupplied with racquetball courts. It is recommended that two of courts at Sportsplex be converted to other multi-purpose uses as part of a wider redevelopment of the Sportsplex. Refer to Section 3.2.

# Aquatics Recreation

## Indoor Pools

### Current state description:

Brandon residents have two main options for indoor aquatics: Brandon’s Community Sportsplex and the Brandon YMCA. The Sportsplex pool is in very good condition having undergone a significant renovation. The indoor pool at the YMCA is in excellent condition. Additionally, there are seven hotel pools in Brandon. The Sportsplex has a 50 meter pool with room for six swim lanes. The YMCA has 25 meter pool with four swim lanes. There are three main users groups at the Brandon Sportsplex: Brandon Bluefins (competitive swim club), SwimAbility (swim instruction for children with special needs), and the Masters Swim Club. Additional usage is related to public programming. Participation in competitive swimming is holding steady. Recreational swimming continues to be a popular activity for all users groups. Fitness swimming and learn to swim programs are also strongly supported. The importance of learn to swim programs is vitally important with the increase in newcomers to the community. Other indoor pools in the area include the Shilo Pool (Canadian Forces Base - Shilo).

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- The Sportsplex pool can provide a maximum of six lanes. This has impacted its ability to host larger national competitive events.</li> <li>- Lack of zero entry access at Sportsplex.</li> <li>- The Sportsplex site is constrained physically and parking is challenging.</li> </ul>	<ul style="list-style-type: none"> <li>- Improve universal access to change rooms and washroom facilities at Sportsplex.</li> <li>- Exploration into the possible inclusion of indoor aquatics should be part the feasibility study for the planned multi-purpose facility.</li> </ul>

### Recent Investments and Future Plans:

- The Sportsplex pool underwent a major (\$4 Million) retrofit that included significant updates to the pools mechanical equipment (air handling, pool water recirculation), lighting replacement, pool tile and bulkhead replacement, interior painting and accessibility upgrades and was completed in 2016.
- Dood Cristall Family YMCA opened in August of 2013.

### Supply Levels:

Current number of Facilities (not including hotel pools)	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2) 1:25,000	1:25,000	Moderate	2	3

### Priority actions:

1. Explore further renovations at Sportsplex to improve accessibility and user experience.
2. Include indoor aquatics for consideration as part of the planned multi-purpose facility study.

## Outdoor Pools

### Current state description:

There are limited options for Brandon residents in terms of accessing outdoor pools for aquatic recreation. The two main facilities, the Keystone and Kinsmen pools, are outdated and in poor condition. Both are basic concrete tank pools with limited additional recreation capacity or supporting amenities. The location and condition of the Kiwanis Keystone facility in particular make it difficult to justify maintaining. There are many upgrades required in both the building and pool tank/deck at both facilities.

Attendance has been declining at both facilities since a 2011 peak that saw a combined annual attendance above 11,500. The combined attendance in 2018 was just over 5,700 which represents more than a 50% decline in seven years. The decline in revenue at the Kiwanis pool has been more pronounced, which could be related to their inability to offset declining youth/family attendance with increased group rentals. Similar to indoor pools, recreational swimming continues to be a popular activity for all users groups. Fitness swimming and learn to swim programs are also strongly supported.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Both outdoor pools are beyond their expected lifespan.</li> <li>- Lack of zero entry access at both locations.</li> <li>- The Kinsmen site is constrained physically by sloping terrain and parking is challenging.</li> <li>- The Keystone site is not desirable and a privately operated, temporary, aquatic attraction planned for the Keystone grounds (Summer 2019) will further erode utilization of the pool.</li> <li>- High quality alternatives available in neighbouring communities, which results in lost revenues.</li> </ul>	<ul style="list-style-type: none"> <li>- Explore alternate location(s) for new development to meet demands of residents and retain recreation spending in the community.</li> <li>- New facility would provide opportunity to create accessible and state of the art amenities.</li> <li>- Private operators are providing seasonal temporary aquatic recreation attractions at the Keystone site (2019).</li> <li>- Exploration into the possible inclusion of outdoor aquatics should be part the feasibility study for the planned multi-purpose facility.</li> </ul>

### Recent Investments and Future Plans:

- There have been no major improvements at the existing outdoor pool with the understanding that a new outdoor aquatic facility is needed.

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2) 1:25,000	1:25,000	Moderate-High	2	2

### Priority actions: As noted in Section 3.4.

1. Develop capital allocation for development of a new outdoor aquatic facility.
2. Undertake a feasibility study to explore options for the design and location of a new outdoor aquatics complex.
3. Plan for the phased decommission of existing outdoor pools at Rideau Park and Keystone Centre and redirect resources towards the new facility.
4. Ensure a wide range of aquatics programs are available for the public such as swimming lessons and lane swimming are delivered in a cost effective way.

- Undertake a review of the YMCA service agreement and cost-benefit analysis for the delivery of aquatics services.

## Spray Parks and Paddle Pools

### Current state description:

The spray parks at Rideau Park, Kin Park, Valleyview Community Centre and Westridge Community Centre have all been added since the 2007 Recreation Master Plan as part of the Recreation Hub development concept.

The 2007 Recreation Master Plan had ten paddle pools included in the inventory. The City has gone away from operating these types of facilities and has since invested in spray parks, which have greater appeal and interaction for users. There are two paddle pools in current operation.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Declining attendance.</li> <li>- Competition from larger outdoor aquatic facilities outside of Brandon.</li> <li>- Competition from privately operated aquatic attractions (i.e. inflatables at Keystone site, summer 2019)</li> </ul>	<ul style="list-style-type: none"> <li>- Continued reinvestment and upkeep of existing spray parks.</li> <li>- Spray parks operate as unsupervised facilities.</li> <li>- Provision of high-quality attractions at new facilities.</li> </ul>

### Recent Investments and Future Plans:

- A spray park is designated to be included as part of the Sir Winston Churchill Recreation Hub development.
- The 2015 Greenspace Master Plan calls for a small spray park at the Argyle Courts playground.
- Minor improvements to these facilities such as improved shade and shelter provision are included in the Green Space Master Plan recommendations.

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(5) 1:10,000	1:5,000	High	7	8

### Priority actions:

- Continue with capital plans for upgrades to Stanley Park and development of new Splash Park at Sir Winston Churchill Park.
- While spray parks and paddle pools are currently undersupplied, efforts should focus on the redevelopment of outdoor pools that address aging infrastructure at attractions/amenities that aren't currently offered in the community.



# Ice Recreation

## Indoor Ice

### Current state description:

There are four indoor ice sheets in Brandon. One is located at the Community Sportsplex and three at the Keystone Centre. Westoba Place at the Keystone Centre is the primary home for the Brandon Wheat Kings. In terms of peak time (defined as anytime on weekends and between 5-10pm on weekdays) utilization, the Sportsplex is nearly 90% utilized. Hockey participation in Brandon has continued to be strong with 740 players registered from ages 4-17 under Hockey Brandon in 2018-19. These figures have been steady in this range for the last five years. This is in contrast to national trends that show a decline in participation. Ringette is in decline in recent years in Brandon and across Canada. In a survey of Hockey Brandon teams, it was indicated that teams rent ice outside of Brandon for practices due to limited ice availability at Brandon facilities. Shilo, Wawanesa, Oak Lake, Rivers, Souris, and Carberry were identified as locations where teams are renting ice to supplement ice supply in Brandon.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- The three rinks at the Keystone facility are often unavailable for ice usage when the facility hosts yearly events such as the Royal Winter Fair, Agricultural Exhibitions, concerts and major curling events.</li> <li>- The Sportsplex has significant challenges because of the undersized dressing rooms, lack of family dressing/change rooms, lack of a Universal Access bathroom.</li> <li>- The Sportsplex also has accessibility challenges.</li> <li>- Finding ice can be a challenge for sports groups and they have to rely on finding ice in surrounding communities.</li> </ul>	<ul style="list-style-type: none"> <li>- A private developer is pursuing redevelopment of the Recreation Centre former curling rink as a 85-90% sized indoor rink. This will likely service</li> <li>- The Sportsplex keeps its ice for the majority of the year and there is a strong demand for spring and summer tournaments and camps.</li> <li>- Demand for ice by all user groups warrants further investigation into expanding the Sportsplex or creating new sheets at a standalone facility.</li> </ul>

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2 [4 sheets]) 1:12,500	1:10,000	High	5	6

### Priority actions:

1. Conduct an Ice Study to determine utilization, demand and supply levels for sport growth and future needs, and potential sites for new building.
2. Work with community centres to encourage a balanced ice schedule for all age groups and user groups.
3. Investigate including possible development of a covered rink, not fully enclosed, at one or more of the redeveloped community centre sites.

## Outdoor Ice

### Current state description:

There are eight outdoor rinks in Brandon, largely located at the Community Centres. There are five leisure skating facilities in the City as well. Both of these facilities focus on spontaneous leisure use by residents and not organized sports. While outdoor rinks are noted at some Community Centres, not all have continued to install and maintain ice over the last few years. The leisure skating ice needs are currently being met with the existing facility provision. Informal skating is also happening on retention ponds in residential areas. While the City does not groom these ponds, they do inspect ice thickness on a regular basis to ensure safety.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Maintenance requirements of outdoor rinks is high.</li> <li>- Condition of the rinks vary significantly from poor to very good.</li> <li>- The availability of parking at some community centres.</li> <li>- Reliance on volunteers to install and maintain ice at the outdoor rinks continues to be a struggle.</li> <li>- The location of the skating oval has changed numerous times over the years.</li> </ul>	<ul style="list-style-type: none"> <li>- The outdoor rinks serve a valuable need for users who want to participate in sports such as hockey, but may have barriers to participating in the organized version of the sport.</li> <li>- Leisure skating is also important as a family activity.</li> </ul>

### Supply Levels:

#### Outdoor Rinks

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
8 outdoor rinks 1:6,250	1:5,000	Moderate	11	12

### Priority actions:

1. Evaluate the outdoor rinks in conjunction with the Community Centre detailed review in Section 3. Understanding that consolidation/closure will impact the provision of outdoor ice and create and undersupply in the community.
2. Re-examine the City's commitment to maintenance and upkeep of outdoor ice and support of volunteer groups.

## Curling

### Current state description:

Despite the prairies being the centre for curling in Canada, and Canada dominating the sport internationally, research from the Canadian Curling Association shows that the sport is on the decline. In Brandon, demand for curling does not exceed the two curling facilities currently available. The Riverview Curling Club (4 sheets) operates out of its own facility and the Brandon Curling Club (8 sheets) has a lease agreement with the Keystone Centre.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Declining participation in the sport.</li> <li>- Clubs rent out their hall space for socials and weddings to bring in extra revenue.</li> <li>- The Brandon Curling Club does not have control over its food and beverage service as it is contracted out to the Catering division associated with the Keystone.</li> <li>- Ice plant operations and equipment repair or replacement costs are significant when they arise.</li> </ul>	<ul style="list-style-type: none"> <li>- Capitalize on rejuvenated interest in the sport after hosting large events such as the Brier.</li> <li>- Encourage greater participation in the sport through school programs.</li> </ul>

### Recent Investments and Future Plans:

- The former Wheat City Curling Club (6 sheets) located at the Wheat City Golf Course closed in 2009.
- No planned investments to date.

### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2) 1:25,000	1:35,000	Moderate-Low	2	2

### Priority actions:

1. Supply levels for curling are currently being met. The focus should be on supporting sport development among young people to grow participation levels and ensure long term viability.

## Golf

### Current state description:

Golf is a sport in decline in Canada. The number of golfers may remain high, but the number of rounds being played per golfer is decreasing. In addition, the number of facilities across the country are undergoing a “rightsizing” to correct for over development through the 1980s and 90s. A 2014 study by the National Allied Golf Associations found that the number of rounds played on the average Canadian golf course has dropped 10% over the past five years, due to waning public interest and the time commitment required.

Golf remains very accessible to residents of Brandon thanks to the high number of courses per capita, as well as all local facilities are open to the public. In addition to the Wheat City Golf Course (18 holes, Par 71, Semi-Private) which is owned and operated by the City of Brandon, and Northern Pines (9 holes, Par 31, Semi-Private), the other golf facilities in close proximity to Brandon include:

Deer Ridge Golf Course: 9 holes, Par 35, Semi-Private

Glen Lea Golf Course: 18 holes, Par 70, Semi-Private

Mulligan’s Driving Range & Practice Centre

Shilo Country Club: 18 holes, Par 72, Semi-Private

Sunnyside Golf Club: 18 holes, Par 72, Semi-Private

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- Strong competition for members, green fee players and tournament hosting.</li> <li>- Short playing season and very weather dependent.</li> <li>- High volume of courses per capita.</li> </ul>	<ul style="list-style-type: none"> <li>- Redevelopment of the existing Wheat City facility should focus on maintaining the existing asset and retaining its strong position in the marketplace.</li> <li>- The City is currently preparing a call for proposals to operate the golf course under a long-term lease agreement.</li> <li>- The eventual planned re-development of the Northern Pines site will ease the over supply of courses.</li> </ul>

### Recent Investments and Future Plans:

- Construction of new golf facilities in Brandon and across Manitoba remains flat. Recent investments by local courses have been directed towards improving playing conditions as well as flood mitigation where applicable.
- The Wheat City Golf Course (Municipally owned) has specifically undergone flood damage repair after the spring flood in 2011 and summer flood event of 2014. Over \$800,000 has been invested in raising the embankment to the same elevation that protects the rest of the City. Additional back tees have been added to holes #3 and 5. Drainage improvements are ongoing on a yearly basis and in 2018 all of the lower 12 holes cart paths were paved. The Capital Plan intends to rebuild greens #12, 13, 14, 17 and 18 by 2023. Other planned improvements include a new cart storage shed and maintenance shop.
- The City also maintains 6 kilometres of groomed cross country skiing and snowshoe trails at the Wheat City Golf Course.



### Supply Levels:

Current number of facilities	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
5 – 18 HEQ* 1:10,300 *18 hole equivalent, including Shilo, MB	1:12,500 (MB)	Moderate-Low	4	4

### Priority actions:

1. Review and consider the results from the planned call for proposals to operate and maintain the golf course on a long term lease.

## Lawn Bowling & Pétanque

### Current state description:

Participation in Lawn Bowling is on the rise locally and the Wheat City Lawn Bowling Club recently celebrated its 100-year anniversary in 2016. Participation nationally is also picking up in response to an aging population and the appeal of the sport to seniors.

The sport of Pétanque is an emerging sport in Brandon because of the increased number of newcomers to the City. There are currently no dedicated Pétanque facilities in the City. The use of baseball diamond infields have been meeting the needs of participants to date.

Challenges	Opportunities
- Maintain and grow the sport with the next generation of players.	- Introduction of a new sport (Pétanque) to Brandon.

### Recent Investments and Future Plans:

- No major recent or planned investments to date.

### Supply Levels:

Current number of facilities (lawn bowling)	Standard Supply	Future Demand	Total Facilities needed in 2025 (55,000 pop.)	Total Facilities needed in 2035 (60,000 pop.)
(2) 1:25,000	1:25,000	Moderate	2	2

### Priority actions:

1. No significant actions required - maintain the condition of the assets.

2. Consider decommissioning the older, existing wood construction playgrounds at Queen Elizabeth Park and Parkdale Park to accommodate Pétanque playing grounds.

## Playgrounds and Exercise Stations

### Current state description:

The condition of the various playgrounds is noted in the table below. Some playgrounds have equipment from varying eras and the associated conditions are representative of that, therefore they are indicated with a split rating between the various components. Many of the playgrounds have safety surfacing comprised of sand or pea gravel. These surfaces are not accessible. Engineered wood fibre (EWF) or poured in place (PIP) rubber surfacing have become the best practice materials to improve access for children and/or caregivers with barriers to mobility. All of the exercise stations within the city are relatively new and in good condition.

Challenges	Opportunities
<ul style="list-style-type: none"> <li>- High volume of playgrounds with various ages of equipment.</li> <li>- Many of the existing playgrounds have equipment such as fulcrum seesaws/teeter totters that aren't commonly used anymore.</li> <li>- There is a gap in availability of accessible play structures.</li> </ul>	<ul style="list-style-type: none"> <li>- Opportunity to improve accessibility when renewing/replacing playground equipment.</li> <li>- Opportunity to incorporate continuous play elements instead of the traditional stand alone items.</li> <li>- If undergoing major replacement, replace non-conforming equipment.</li> <li>- Introduction of additional exercise stations at the planned Recreation Hubs should be considered.</li> </ul>

Playground Name and Location	Governance, Partnerships and Funding	Condition	Notes
Argyle Courts Playground, 1600 24 <sup>th</sup> Street	City of Brandon	Fair	Also includes natural play area
Coronation Park & Playground, 2309 Louise St.	City of Brandon	Good	Adjacent ball diamond
Crocus Playground, 238 Cornwallis Crescent	City of Brandon	Good	Adjacent ball diamond
Dinsdale Park & Playground, 120 1 <sup>st</sup> Street	City of Brandon	Good	Play area elevated to provide flood protection
Empress Park & Playground, 1320 Rosser St. East	City of Brandon	Poor	Adjacent soccer Field
Errol Black Park, 123 Rosser St.	City of Brandon	N/A	Add play structure/natural play features
Fox Place Playground, 3605 Rosser St.	City of Brandon	Fair	Adjacent to trail
Frederick Street Playground, 307 Park St. East	City of Brandon	Poor	Adjacent to Seniors Centre
Garwood Playground, 51 Garwood Drive	City of Brandon	Good	
Jacobson Family Park, 45 Mulberry Crescent	City of Brandon	Good	
Keystone Habitat for Humanity Park, 704 Rideau Street	City of Brandon	Poor	Open greenspace to the south
Knowlton Drive Park, 1201 Knowlton Drive (1 <sup>st</sup> Street)	City of Brandon	N/A	Add small play structure
Lions Memorial Community Park, 2720 Park St.	City of Brandon	Fair	Dog park and ball diamond

			adjacent
Kin Park Playground Upgrades (shelter, entry improvements, play elements), 1549 3 <sup>rd</sup> Street	City of Brandon	Poor	Recreation Hub
Laurence & Louise Playground, 1417 Louise St. East	City of Brandon	Fair/Poor	Adjacent community garden
Northend Park & Playground, 1313 Stickney St.	City of Brandon	Fair	Located at North End C.C.
Park Community Common, 355 15 <sup>th</sup> Street	City of Brandon	Good	Across street from Park C.C.
Parkdale Community Park & Playground, 201 Durum Drive	City of Brandon	Good	Toboggan hill
Patricia Heights Park, 5 Young St.	City of Brandon	Good	
Queen Elizabeth Park & Playground, 200 26 <sup>th</sup> Street	City of Brandon	Fair	
Riverheights Park & Playground, 55 Riverheights Drive	City of Brandon	Good/Fair	Adjacent paddle pool & ball diamond
Rosser St. Park, 4505 Rosser St.	City of Brandon	N/A	Add small play structure
Sir Winston Churchill Park & Playground	City of Brandon	Poor	Hanbury Hill adjacent and dog park
Stanley Park, 1410 Princess St.	City of Brandon	Good	Recreation Hub
Wascana Drive Playground, 44 Neepawa Drive	City of Brandon	Good/Fair	
Westaway Playground, 61 Westaway Bay	City of Brandon	Fair	
Westview Playground, 13 Weston Bay	City of Brandon	Fair	
Wilnor Playground, 1820 Wilnor Bay	City of Brandon	Good/Fair	
Exercise Stations			
Kin Park & Playground, 1549 3 <sup>rd</sup> Street	City of Brandon	Good	9 stations, Recreation Hub
Linden Lanes School, 49 Silver Birch Drive	Brandon School Division	Good	8 stations
Lions Memorial Community Park, 2720 Park St.	City of Brandon	Good	2 stations
Riverbank Discovery Centre & Trails, 1400 Kirkcaldy St.	City of Brandon	Good	9 stations
Stanley Park, 1410 Princess St.	City of Brandon	Good	2 stations, Recreation Hub

**Recent Investments, Future Plans and Priority actions:**

1. Renewal and replacement is on a continuous cycle as well as the addition of new playground developments as the City expands and grows. A proposed schedule of City owned playground renewal/replacement can be found in the table below.
2. The City also partners with the Brandon School Division on the renewal and replacement of school ground playgrounds (one per year). This program is recommended to continue.

## Playground Replacement Schedule and Budgeting

Playground Name and Location	2019 Rec. Master Plan Condition Assessment	Year for Renewal, Upgrade or Replacement	Budget Value
Laurence & Louise Playground	Fair/Poor	2020	\$150,000
Rosser Street Park (West End)	N/A - New Equip.	2020	\$50,000
Keystone Habitat for Humanity Park	Poor	2021	\$100,000
Kin Park Playground	Poor	2021	\$125,000
Argyle Playground	Fair	2022	\$150,000
Frederick Street Playground	Poor	2022	\$75,000
Westview Playground	Fair	2022	\$100,000
Empress Playground	Poor	2023	\$175,000
Northend Park & playground	Fair	2023	\$200,000
Errol Black Park	N/A - New Equip.	2024	\$150,000
Garwood Playground	Good	2024	\$100,000
Wilnor Playground	Good/Fair	2025	\$200,000
Coronation Park & Playground	Good	2025	\$125,000
Westaway Playground	Fair	2026	\$75,000
Fox Place Playground	Fair	2026	\$150,000
Patricia Heights Park	Good	2027	\$100,000
Riverheights Park & Playground	Fair	2027	\$225,000
Lions Memorial Community Park	Fair	2028	\$150,000
Knowlton Drive Park	N/A - New Equip.	2028	\$50,000
Wascana Drive Playground	Good/Fair	2029	\$50,000
Queen Elizabeth Park & Playground	Fair	2029	\$200,000
Park Community Common	Good	2030	\$75,000
Jacobson Family Park	Good	2030	\$100,000
Parkdale Park	Good	2031	\$300,000





# 4

## Capital Planning, Budgeting & Financing Strategies

# Capital Planning, Budgeting, and Financing Strategies

The upfront costs associated with planning and developing new recreation infrastructure are high, however the long-term costs associated with the ongoing maintenance and operations of facilities over the complete life-cycle are even greater. This Recreation Facilities Master Plan makes recommendations for the renewal of existing assets and the development of new facilities that will require careful capital planning and creative financing strategies. This section outlines recommendations to guide the City in its capital planning efforts to ensure the sustainable provision of recreation facilities in the long-term.

## Capital Planning and Life Cycle Budgeting

Capital planning for recreation facilities in Brandon needs to take into consideration allocation of resources for both existing facilities in need of rehabilitation and ongoing maintenance, as well as capital funding for large scale facility revitalization projects.

Best practices from Canadian municipalities make use of 'life cycle budgeting' to estimate the total costs and revenues associated with building, maintaining and operating a facility over its complete life cycle. Life cycle budgeting is a critical component of responsible capital planning and can help the City of Brandon anticipate future expenses and allocate resources appropriately. Life cycle budgeting considers:

- Initial costs, such as acquisition or construction costs
- Financing costs, such as loan interest payments
- Operational costs, such as staffing and energy costs
- Maintenance, repair and renewal costs
- Revenues generated through fee collection
- Residual values at end of life cycle, either resale or disposal
- Non-monetary costs and benefits

## Asset Management

Asset Management provides the data necessary to best predict current and future infrastructure needs, including required investment towards regular maintenance, renovations and upgrades designed to expand utility or extend lifespan, and replacement of key infrastructure. Proactive Asset Management allows for greater accuracy in Capital Planning and provides more valuable information to decision makers.

In relation to the provisioning of recreation, the City has a role to play in ensuring that city owned assets are managed, maintained, and retrofitted to maximize community use and lifespan, while ensure that the timing of investments does not result in gaps of service.



Photography by Sandy Black

## Ongoing Investment of Existing Facilities

Maintaining the City’s current supply of facilities to a high standard requires ongoing investment in renewal. The majority of Brandon’s outdoor and indoor recreational facilities are several decades old, and require maintenance to remain functional assets in the community. Strategic renovations that update existing facilities can add additional lifespan and contribute to greater capital efficiency. Renovations tend to be a fraction of the cost of constructing new facilities and can satisfy similar community need.

In order to optimize the benefits from capital investment in facilities, utility should be aligned with community need and lifespan should be maximized. This is accomplished through regular repairs and maintenance, retrofitting to improve utility and efficiency, and strategic renovations to add new greater community value. In addition, maintenance and asset monitoring procedures to track the condition of facilities over time can help the City address issues proactively before they become costly.

In the course of regular monitoring and maintenance, as facilities age past their best-before date or are deemed redundant due to other factors, the City will need to make decisions about whether to upgrade, repurpose, replace, relocate or close assets. These decisions should be guided by the framework for decision-making and priority setting for investment outlined in the previous section. The City should carefully consider the following options and the associated costs, both in financial terms and impact on communities:

- Upgrade:** the asset is maintained and improved with targeted enhancements
- Repurpose:** the asset is maintained but put into the service of a new, compatible use
- Replace:** the asset is withdrawn and a new one put in its place
- Relocate:** the asset is maintained but moved to a new location
- Close:** the asset is decommissioned and removed from the site
- Sell:** the asset is sold and revenue invested into recreation development budget

# Financing Strategies for Capital Projects

## Reserve Fund

The simplest strategy for financing capital project is to put aside money in every budget for planned and unexpected future expenditures. These expenditures can cover everything from regular ongoing maintenance, to the development of a new major facility. The value of reserve funds comes through spreading the cost of future activities over the time periods between today and the future expense. The fund also provide an ability to take advantage of certain provincial or federal programs that require a municipal contribution, without needing to debt finance the entirety of the city's contribution.

## Federal Programs

Investing in Canada Infrastructure Program (ICIP): Funds may be available through the Community, Culture, and Recreation Infrastructure Stream (CCRIS) that aims to build stronger communities and improve social inclusion. In 2017, the Federal Government pledged to invest \$21.9 billion over the next ten years. This fund provided \$150,000 of a \$450,000 project to add an addition housing dressing rooms at the Shoal Lake Communiplex and \$50,800 of a \$152,400 project for Selkirk Recreation Complex Structural Repairs

## Provincial Programs

- **Community Places:** This program provides funding and planning assistance to not-for-profit community organization for facility construction, upgrading, expansion or acquisition. Project eligibility is related to level of sustainable recreation provision and wellness benefits to the surrounding community. The City for Brandon is not eligible to directly access this funding pathway, but community organizations involved in delivering recreation may be. The maximum grant is \$50,000 and can constitute 1/3 of eligible project costs.
- **Home Town Green Teams:** The Government of Manitoba provides support for the employment of youth aged 15-29 from May 1 to August 31 every year. For municipal governments, they fund half of the Manitoba minimum wage rate and 4% vacation allowance for each approved program employee on a 50/50 cost-shared basis and up to \$125 in support costs for each approved position on a 50/50 cost-shared basis. Eligible projects include children/youth recreation, grounds maintenance, public works, conservation, recycling, riverbank enhancement, trail enhancement, community beautification and graffiti removal, community gardens, and public education. This fund could be used to reduce seasonal operating cost and encourage youth involvement in recreation.

## Federation of Canadian Municipalities

There are multiple programs within the Green Municipal Fund (GMF) that the City of Brandon could potentially utilize to support future investment towards recreation and active living.

- **Municipal Asset Management Program:** This program provides funding to support enhancements to asset management practices, with the goal of helping municipalities make more informed decisions related infrastructure assets, including municipally owned buildings.
- **Capital Project: Retrofit of Municipal Facilities:** Aimed at funding capital projects for retrofits that improve energy efficiency by at least 30% in municipal facilities. Most of this funding goes to projects in municipally owned buildings, but a non-municipally owned building may be eligible if it is used mostly for municipal purposes.

- Regular loans and grants: Receive a low-interest loan of up to \$5 million and a grant worth up to 15% of the loan; cover up to 80% of your eligible costs. High-ranking project loans and grants: These qualify for a low-interest loan of up to \$10 million and a grant worth up to 15% of the loan; cover up to 80% of your eligible costs.
- Capital Project: New Construction of Energy-Efficient Facilities: Provides capital funding for projects that target net zero energy performance in new municipal facilities. Most of the funding goes to projects in municipally owned buildings, but a non-municipally owned building may be eligible if it is used mostly for municipal purposes. Initiative must aim for net zero energy performance. That means any energy it requires must be generated through on-site, renewable or recovered power sources.
- Regular loans and grants: Receive a low-interest loan of up to \$5 million and a grant worth up to 15% of the loan; cover up to 80% of your eligible costs.
- High-ranking project loans and grants: These qualify for a low-interest loan of up to \$10 million and a grant worth up to 15% of the loan; cover up to 80% of your eligible costs.

### **Public, Private Partnerships (P3)**

Public, Private Partnerships (P3) are typically long-term agreements between two or more public and private entities. They tend to be used to build capital intensive (\$50 million or more) projects due to the complexities related in developing a contract that encompasses all aspect of the design, construction, and often operation of the asset. It is unlikely that the private sector will be more efficient than a combination of the City and partner sports organizations at operating and maintaining a facility or delivering programming and services. This means that any P3 contract would include a premium so the private sector investors can recoup their necessary rate of return. This is likely to offset any perceived benefit to the City of Brandon as the lifecycle cost of the facility would be higher than if completed outside of a P3.

### **Sponsorship and Donation**

Naming rights, capital campaigns, and in-kind donations are straightforward methods for financing new capital projects. The City of Brandon has developed guidelines around naming rights. A partnership with the Brandon Area Community Foundation may be a useful tool to encourage donations. Sponsorship or purchasing of naming rights for of major recreation facilities can be a good way for a company doing extensive business in an area to foster goodwill within the community.

### **Development Charges**

Development Charges are fees imposed on new development to assist in funding infrastructure necessary for the future growth of the City of Brandon. The City of Brandon Development Charges By-Law specifically identifies the capital works that revenue from these fee's will be used to pay for; Transportation; Water; Wastewater; Storm Water (Drainage). An amendment to the By-law could consider inclusion of calculations for additional recreation facility need related to new development, a portion of the fees could be allocated for capital expenditures relating to provisioning of recreation facilities.

### **Bonus Density**

This incentive tool is mechanism to utilize the authority of the municipality to promote private development by increasing allowable development density in exchange for in-kind support or funds. These are most commonly used where market demand is strong and land availability limited, so are unlikely a good fit for recreation development in Brandon.



## **Tax Increment Financing**

Tax Increment Financing (TIF) freezes property and provincial education tax at pre-redevelopment or development levels for a set period. TIFs could potentially be utilized if the City of Brandon is able to get the site designated as a Community Revitalization Property by the Province of Manitoba. This would allow them to leverage future increases in property value related to the redevelopment or new development of the site to help finance the project. Furthermore, a TIF could be applied to an area benefiting from the new project. If surrounding property values rise as a result of the development those 'new' revenues can be used to pay down the initial capital expenditures.

## **Development Corporations**

A Development Corporation (DC) in this context would be an arms-length government entity with a specific mandate. A DC could have value in protecting the city from the liability associated with developing new capital assets. Generally, there isn't likely much benefit to developing recreation facilities through a Development Corporation. There is potential to utilize a not-for-profit Community Development Corporation to access additional funding streams not available to the City of Brandon, such as the Province of Manitoba Community Places Program.

## **Other Municipal Tools**

The City of Brandon has an Accommodation Tax that provides funding to investments that can be proven to drive an increase in overnight stays in Brandon. This fund was used to help cover capital cost for upgrading the Sportsplex Track and Field in relation to attracting the Legion Games. The City's bylaws require a 10% reserve of land from new developments to be set aside for the greenspace. Under certain conditions, cash in lieu of land can be provided which could be used for further investment in recreation facilities. To maximize the benefit of this, the City must ensure that the cash in lieu is a fair approximation of market value.









# Context for This Master Plan

# Context for this Master Plan

## Objectives and Methodology

The Recreation and Community Facilities Master Plan Update was commissioned by the City of Brandon to provide a vision and set of guidelines for recreation and community facility planning in Brandon over the next 20 years. The Updated Plan builds on the successes of the 2007 Recreation Facilities Master Plan and takes into scope the needs of a changing population and demographic profile, new trends shaping recreation habits and municipal governance, and alignment with the City's existing planning frameworks.

### The objectives of this plan are to:

- Provide user friendly guidelines to inform recreation planning and governance
- Define a new vision and strategic direction for the provision of recreation programs and services
- Define a strategic direction for the provision of recreation and community facilities
- Outline implementation steps and policy requirements to achieve recommendations

## Methodology

Our approach to developing this Plan began with extensive stakeholder engagement, meeting with recreation service providers both within the City of Brandon and the wider community. In total we had more than 30 individual conversations with everyone from sports league coordinators, seniors and newcomer groups and Community Centre volunteers to learn about the recreation issues in Brandon today. These conversations were supported with site visits to Brandon's indoor and outdoor recreation facilities and meetings with facility managers to get a picture of supply, condition and utilization of facilities. Research into drivers of change, best practices and trends shaping the future of recreation in Brandon helped provide further context and inspiration as we began to surface key findings and recommendations for the future.

An on-line community survey was developed inviting stakeholders and their networks and the general public to participate in identifying what was important to them in recreation and their priorities for future investment. The survey response rate of over 1200 individuals made it one of the most successful community surveys in the City of Brandon's history.

Two community workshops in early 2019 allowed us to present these findings to the community and solicit further input and ideas to shape recommendations. After more development and refinement of these ideas, we synthesised our findings into key strategic directions for the City of Brandon, inclusive of municipal operations, service delivery and facility provision, and presented these at a public open house for comment and review. The final Recreation Master Plan represents the coming together of all these strands of research and analysis with community priorities and municipal objectives to define recommendations to help enhance the delivery of recreation services in Brandon over the next twenty years.





Photography by Sandy Black

## Timeline of Parks and Recreation in Brandon

The City of Brandon is fortunate to possess an outstanding network of parks, greenspaces and recreational amenities that have developed over more than a century. The foresight of past generations and hard work of communities has bestowed Brandon with recreation and park amenities that are among some of the top ranked provincially and nationally. The following timeline outlines key moments in the history of parks and recreation in Brandon.

- 1900's**      Brandon Public Parks Board established. Responsible for the development of boulevards, tree planting and keeping the city in good order.
  
- 1920's**      Development of new urban parks to serve a growing population. Parks built in this period include Western Park (Stanley Park), Assiniboine Park (Dinsdale Park), City Suburban (Turtle Crossing), Rideau Park and Jubilee Park (Coronation Park).
  
- 1950's**      Post-war boom years. Brandon Recreation Commission established to oversee and supervise creation of new playgrounds and organize children's activities.
  
- 1960's**      National and provincial centenary celebration provide funds for the construction of new schools and public facilities.  
  
By-Law 4100 (1969) sets aside parcels of land adjacent to outdoor community rinks for the creation of "recreational grounds" in neighbourhoods across the City. These parcels become the Community Centres of the present day.

**1970's** Keystone Centre opens in 1973 on the grounds of the Provincial Exhibition of Manitoba, providing a new home for the Royal Winter Fair and Brandon Wheat Kings.

Canada Winter Games hosted in Brandon in 1979. Sportsplex is opened as the flagship facility. 1 out of every 9 citizens in Brandon volunteer at the Games.

**1980's** Westbran Stadium (Andrews Field) opens in 1987.

**1990's** Canada Winter Games hosted in Brandon in 1997. Further expansion to Sportsplex. The Games inject an estimated \$35 million into Brandon's local economy.

**2000's** Brandon's first Recreation Facilities Master Plan created. The plan provides an detailed inventory of Brandon's recreation assets and proposes the 'recreation hub' model to consolidate spray parks.

**2010's** City of Brandon focuses on investment and upgrades to key facilities identified in the 2007 Recreation Plan, including recreation hubs, playgrounds, spray parks, exercise stations, developing a new skate park and Riverbank Festival Park.

City of Brandon develops the Greenspace Master Plan (2015) and Assiniboine River Corridor Master Plan (2016) to guide the development in parks and greenspaces.

Brandon's Festival Park bandshell opens in 2019.

City of Brandon commissions a new Recreation Master Plan (2018).

Photo by e-Brandon



# Achievements of the 2007 Recreation Facilities Master Plan

The 2007 Recreation Facilities Master Plan was successful in helping the City take stock of its existing recreation facilities, consolidate underutilized assets, provide a basis for investing in upgrades to aging infrastructure and plan for the development of key new amenities. Key achievements include:

## Comprehensive Asset Inventory

The 2007 Plan provided the City with a comprehensive inventory of recreation facilities. This process provided a basis for identifying gaps and shortcomings in the supply and identify facilities in need of upgrades and investment.

## “Recreation Hub” Strategy

The 2007 Plan directed the City to develop multi-use recreation hubs in strategically located parks across Brandon combining newspray park and paddle pools with playgrounds and other amenities. Four recreation hubs have been built as of 2019 (Rideau Park, Kin Park, Green Acres, Valleyview), with another two (Sir Winston Churchill Park and upgrades to Stanley Park) scheduled.

## New Splash Parks and Paddle Pools

A key aspect of the Recreation Hub strategy was the consolidation and decommissioning of older and under-utilized paddle pools and the creation of new, enhanced spray parks in key neighbourhoods across the city.

## Riverbank Festival Park

The creation of the Riverbank Festival Park will catalyze new recreational and cultural uses of the Assiniboine River Corridor.

## Upgrades to Playgrounds and Exercise Stations

The 2007 Plan outlined a detailed schedule of upgrades to playgrounds in parks across Brandon which has made a noticeable impact on the quality and safety of play structures. A number of adult exercise stations were also installed in parks and across the city.



Photography by Sandy Black

## Kristopher Campbell Memorial Skate Park

The 2007 plan laid the foundations for the development of the Kristopher Campbell Memorial Skate Plaza, which has revitalized the former site of the Prince Edward Hotel and created a recreational amenity adjacent to Princess Park.



# Planning and Policy Alignment

The Recreation and Community Facilities Master Plan has been developed to align with the City of Brandon's other planning and policy documents. This section outlines some of the most critical planning and policy alignments and extracts key guidelines and requirements from each that have been taken on board in the development of the updated Recreation and Community Facilities Master Plan.

- Brandon and Area Planning District Development Plan
- Fringe Area Growth Strategy
- Greenspace Master Plan
- Brandon Assiniboine River Corridor Plan

## City of Brandon Planning and Policy Alignment

### Brandon and Area Planning District Development Plan

- Parks, Recreation and Open Space policy objectives: "To develop and maintain a broad array of parks, recreational facilities and open space areas at appropriate locations to create connectivity that meets the present and future needs of residents of the BAPD." (p. 44)
- Parks and recreation as an essential component of residential areas: "Land for neighbourhood parks and recreation areas should be appropriately located within a development area, in order to be conveniently accessible to local residents. Such dedication should be contiguous, and provide useful and accessible linkages through the area, and to adjacent areas." (p. 46)

### Fringe Area Growth Strategy

- The Growth Strategy provides policy to ensure new development due to growing population levels occurs in an environmentally and economically sustainable manner.
- Key takeaways of relevance to the recreation Master Plan is the need to ensure new residential areas include the provision of parks and recreational amenities as part of complete communities.

### Brandon Assiniboine River Corridor Plan

- The River Corridor Master Plan provides a vision and key recommendations for the development of a continuous recreational corridor along the Assiniboine River and to establish shoreland reserve areas for the use and enjoyment of the general public.
- The Master Plan is built around a core belief that the Corridor must simultaneously foster recreation, education and celebration through a combination of resilient built infrastructure and dynamic inclusive programming.
- Recommendations around connecting and improving trails, and encouraging the City to promote recreational uses of the River Corridor have been brought forward into this plan.





Photography by Sandy Black

## Greenspace Master Plan

- Greenspace Classifications: A new approach to classifying parks and greenspaces according to character and function -- activity, celebration, connector, cultural, leisure, environmental, educational, community garden and community centre greenspaces.
- Greenspace System concept: Linking parks, schools and greenspaces with residential areas through a city-wide network of trails, and active transportation routes.
- Relevant Recommendations and Policy Alignments:
- Enhance Public Use of Keystone Centre Event Grounds (3.4.9): “The grounds should be redeveloped to maintain and enhance the current function as a unique event space and incorporate a landscape that supports multi-purpose, year-round use.” (p. 18)
- Additional Personnel (3.5.3): “Staff positions should be created to initiate recommendations in the Greenspace Master Plan and assist with City planning and development. This includes a ‘Manager of Recreation’ and a programmer of outdoor recreation to develop a comprehensive recreation program.” (p. 18)
- Policy alignments: Circulation and Linkage: developing a city wide network of trails to link greenspaces and communities; Inclusivity and Accessibility: promoting year-round use, universal accessibility and shared-use of facilities to make greenspaces and recreation accessible for the community; Programs and Events: promoting and organizing public events in greenspaces and programs that promote healthy lifestyles; Management Policies: utilizing impact fees to develop recreation facilities and greenspaces and ensure an adequate level of service is maintained as the city grows.

## The other relevant plans and agreements

- Brandon School Division Joint Use Agreement
- Accessibility Plan
- Age Friendly Brandon - Community Needs Assessment
- City of Brandon Youth Plan
- Culture Plan
- Environmental Strategic Plan
- YMCA Agreement
- Brandon University Healthy Living Centre



# Province of Manitoba Planning and Policy Agreement

## Accessibility Act

The Province of Manitoba's Accessibility Standard for Customer Service requires public organizations provide services in a barrier-free way. This includes barriers within buildings and the physical environment, and communication or information barriers faced by people with visual, auditory or cognitive limitations.

## Manitoba's Policy for Recreation Opportunities

The Province of Manitoba's Policy for Recreation Opportunities sets out four basic principles to guide the provision of recreation:

1. Communities should be encouraged and assisted to develop plans and priorities for recreation opportunities, recognizing the contribution recreation makes to individual and community health and happiness.
2. Recreation opportunities available to communities can best be enhanced by developing local government's ability to respond to specific local interests and needs.
3. It is essential that barriers to recreation opportunities be identified and reduced as a matter of basic fairness.
4. Communities throughout Manitoba can become more successful in providing a broad range of recreation opportunities by learning facts and knowledge about recreation and from the lessons of one another's experience in all parts of the province.

## Framework for Recreation in Canada

### The New Definition of Recreation

*Pathways to Wellbeing: A Framework for Recreation in Canada* was developed by a variety of stakeholders within the national recreation community and endorsed by the Provincial, Territorial, and Federal Ministers responsible for recreation in February of 2015. The Framework outlines a renewed definition of recreation beyond sport and physical activity and states:

*Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.*

*Pathways to Wellbeing*, explores the challenges and benefits of recreation today and provides a rationale for investing in recreation strategies. It describes the need for collaboration for meaningful, accessible recreation experiences and provides a new vision and some common ways for thinking about the renewal of recreation based on clear goals and underlying values and principles.

## Framework Goals and Alignment

Ensuring alignment with national initiatives such as this creates strength in the delivery system and positions the City of Brandon best in obtaining support and resources from other levels of government when available. It also enables the City to learn from and share best practices with the national recreation community to best serve residents. A number of key goals, priorities, and considerations for public recreation delivery is outlined in the Framework; most of which have direct pertinence to municipalities. These include:

- Goal 1:** Active Living Foster active living through physical recreation.
- Goal 2:** Inclusion and Access Increase inclusion and access to recreation for populations that face constraints to participation.
- Goal 3:** Connecting People and Nature Help people connect to nature through recreation.
- Goal 4:** Supportive Environments Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.
- Goal 5:** Recreation Capacity Ensure the continued growth and sustainability of the recreation field.

## Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing	Wellbeing of Natural & Built Environments	Community Wellbeing
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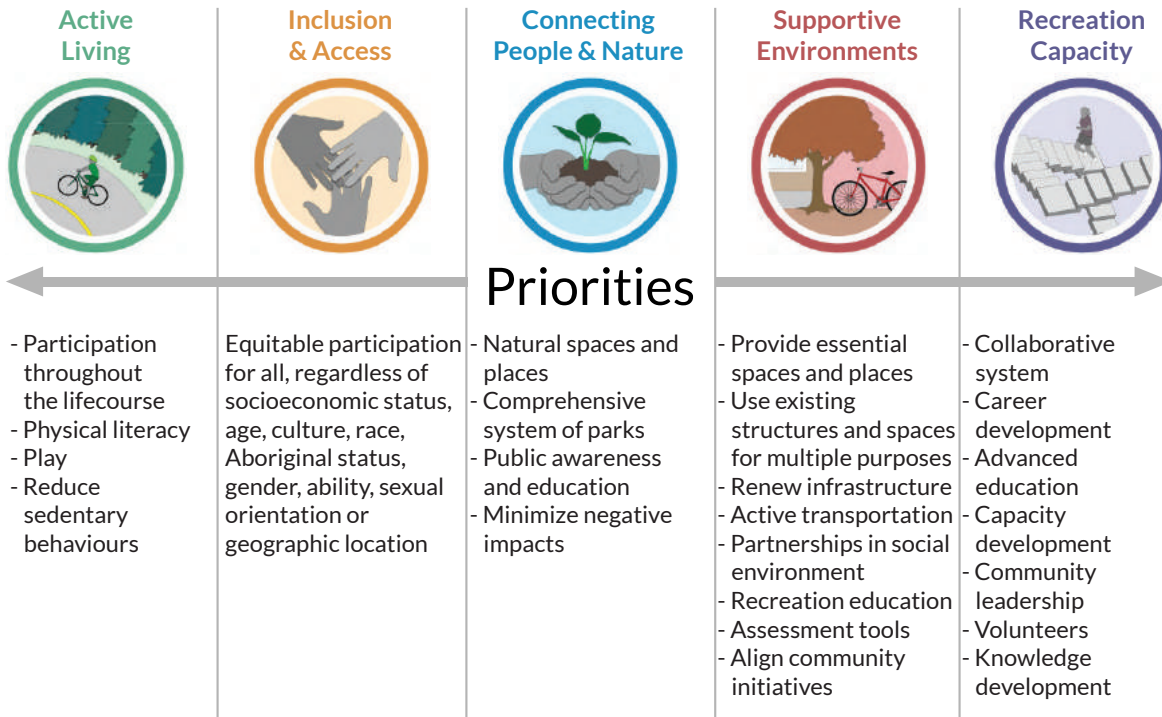
## Values

Public Good	Inclusion & Equity	Sustainability	Lifelong Participation
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## Principles of Operation

Outcome-Driven	Quality & Relevance	Evidence-Based	Partnerships	Innovation
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## Goals



## Priorities



Photography by Sandy Black

# Trends Affecting the Future of Recreation in Brandon



# Drivers of Change: Emerging Trends Affecting Recreation in Brandon

Since the publication of the 2007 Recreation Facilities Master Plan, a number of social, cultural and technological shifts have transformed Brandon, with implications for how the City delivers recreation. Population growth, urban expansion and a changing demographic, combined with individual trends and preferences in recreation and leisure, and new players in the delivery of services are all contributing to and driving change in Brandon's recreation landscape. This chapter describes several of the key drivers of change and their implications for recreation currently and into the future.



Photography by Sandy Black

## Demographic Trends

### Brandon's population is growing

In 2016, the population of Brandon was 48,859 (56,425 for greater Brandon)<sup>1</sup>. This represents an increase of 17.7% from the 2006 census. This is greater than the national and provincial increase of 11% within the same period. Based on growth projections, Brandon is expected to grow to nearly 65,000 residents by 2041, and nearly 80,000 residents by 2061<sup>2</sup>. At the same time, Brandon serves a wide catchment area that includes approximately 180,000 people<sup>3</sup>. This broad catchment area and population growth puts increased demands on existing recreation facilities: more people in the city means more people visiting facilities and participating in recreation programs. This is confirmed by the Brandon Community Recreation Survey results which identifies overcrowded facilities as a leading barrier to people participating in recreation.

### New residential growth areas

As the population expands, new residential development is occurring, primarily in the north and southwest areas of Brandon. A new K-8 school in southeast Brandon is coming online with capacity for 450 students and with future expansion to serve 675 students. With the development of new neighbourhoods the City will need to plan for the creation of new recreation facilities and greenspaces to serve these new communities. Additionally, with new residential development comes the opportunity for recreation infrastructure to be developed in partnership with the Brandon School Division as well as private developers.

## Increasing cultural diversity

A significant portion the growth in Brandon is being driven by increased numbers of newcomer residents. Since 2006, the percentage of newcomers relative to Brandon's overall population has more than doubled: in 2006, newcomers represented only 6.5% of Brandon's population. In 2016 newcomers represented 14% of Brandon's population<sup>4</sup>. Many newcomers arrive with families, or bring families over once they are settled. Census data shows that newcomer households include a large number of children and young adults under the age of 24. The most recent group of newcomers to arrive since 2011 includes a particularly large number of young people.

Increased cultural diversity in Brandon will challenge the City to provide new forms of recreational and leisure options. For example, conversations with Brandon's newcomer community revealed a preference for leisure activities that are family and community based, such as gatherings in parks or community halls, especially around food. Sports such as soccer and cricket are more popular than hockey, especially among newcomer youth, and many newcomers arrive in Canada with limited exposure to swimming skills, which are essential for personal safety. The growth of newcomer communities in Brandon presents an opportunity for the City to reimagine the role of public greenspaces as active community hubs, investing in sheltered picnic areas, barbeque outlets and washrooms. The key to unlocking this potential is through outreach and communication with newcomer communities. The City will need to be creative with marketing approaches and working with local social agencies to invest more resources into outreach.

## An aging population

Like the rest of Canada, Brandon's population is steadily becoming older. Seniors (65 years and older) are the fastest growing age group in Canada. During the next 25 years, Canada's population of people 65 and over is set to double to 10.4 million<sup>5</sup>. Municipal governments are on the front line of delivery of services that benefit seniors including affordable housing and transportation in addition to recreation, physical infrastructure and community health. The implications of a rapidly aging population will require recreation facilities and programs that accommodate the interests and abilities of people later in life. This will include spaces and places for socializing, low-impact and guided recreation activities, accessible spaces and supportive services to assist adults with limited mobility or dementia. The City of Brandon's Age Friendly Committee and the Age Friendly City movement are resources Brandon can draw on to plan and develop accessible recreation opportunities for its aging population.

## Growing indigenous community

Another growing community in Brandon are Indigenous peoples. In 2016, Indigenous people made up 12.4% of Brandon's total population. This represents an increase of nearly 38% since 2006<sup>6</sup>. This is also a young population, with 33% of young people aged 0-24 in Brandon being Indigenous<sup>7</sup>. Research shows that Indigenous youth in Canadian cities face increased barriers to accessing adequate sport and recreation programs. Research has also shown that participation in recreation and organized sport can have dramatic and positive impacts on the lives of young people by building confidence and valuable life-skills. The national Truth and Reconciliation Commission Calls to Action identifies physical activity and sport as a fundamental element of health and well-being for Indigenous peoples, and calls for the elimination of barriers to sports participation and building capacity in the Canadian sport system inclusive of Indigenous peoples (Calls to Action #89). Meeting this objective will require focused cooperation with Indigenous leaders and community members in Brandon, to identify and invest in opportunities that make recreation and sport accessible.

<sup>1</sup> Statistics Canada

<sup>2</sup> Prince Area Growth Strategy

<sup>3</sup> Economic Development Brandon, 2016

<sup>4 5 6 7</sup> Statistics Canada

<sup>8</sup> Canadian Physical Activity Guidelines for Adults

<sup>9</sup> The Changing Face of Volunteering in Canada

# Lifestyle and Participation Trends

## Physical inactivity and sedentary lifestyles

Physical inactivity is a growing public health issue. Only 15% of Canadian adults get the recommended 150 minutes per week of moderate to vigorous physical activity<sup>8</sup>. Research has shown that low levels of physical activity and prolonged sedentary behaviour have negative impacts on both our health and economy. Physical inactivity and is considered to be a major problem especially among youth driven by increased amounts of 'screen time' (e.g. mobile phones, video games, television) and decreasing levels of physical literacy. The 2018 ParticipAction Report Card on Physical Activity for Children and Youth gave Canadian youth a D+ for overall physical activity. The implication for the City of Brandon is to focus on programming that promotes physical literacy for youth and lifelong active pursuits.

## Changing sport participation levels and preferences

Leisure and sport participation levels, as noted in the 2015 Greenspace Master Plan, indicates that nationally organized sports participation is declining due to an aging population. Evidence from Statistics Canada's General Social Survey shows that participation in organized sport has declined by nearly 20% in the last twenty years. However, Manitoba's sport participation rate is trending upwards in certain key sports basketball and soccer and cricket driven by growing numbers of young people and newcomers. Relatively new sports such as ultimate frisbee have also grown in popularity among young people, and pickle ball is growing in popularity among older adults.

In addition to changing sport participation levels, there is also a trends towards more self-directed recreation activities such as fitness classes, running, yoga and everyday physical activity such as walking and cycling. This may be driven, in part, by increasingly busy lifestyles and people seeking out more flexible and convenient forms of recreation. Conversations with residents and community members in Brandon also revealed a strong interest in recreation activities geared to socializing and family bonding. Recreation and leisure is increasingly recognized as a powerful way to promote wellbeing beyond physical fitness.

## Changing forms of volunteerism

Volunteers are the lifeblood of recreation in Brandon. Research in Canadian volunteerism trends show that while volunteer rates have held steady over the years, the types of volunteer work that people want to do are different, and the motivating factors driving volunteerism are changing<sup>9</sup>. In general, people are looking to use their skills in more targeted ways rather than make multi-year long commitments to boards. Brandon's experience with volunteers echoes this trend. A Brandon First representative noted that while the city has a history and strong culture of volunteerism when it comes to one-off events (e.g. Canada Day celebrations), sustaining volunteers over the long term is a challenge. The effect of this shift was also noted by current Community Centre volunteers who expressed concerns about volunteer burnout and the uncertainty of future succession. The implication of these issues is profound, and the City needs to provide leadership to address these concerns by providing supportive environments to lighten the load, thereby ensuring consistency and sustainability for the future provision of recreation



## Governance Trends

### Expanding service demands

With recreation being called on to support objectives beyond physical fitness, such as community building, social inclusion, wellness and economic development, the demands on recreation service providers are also increasing. These shifts present an opportunity for the City of Brandon to reimagine the role of recreation facilities and services as part of a broader city-building strategy. Indoor recreation facilities in the community can serve as hubs for community, youth and civic engagement, wellness and health promotion, volunteerism, as well as traditional fitness activities. Outdoor recreation facilities such as parks and greenspaces can create environments that are attractive, promote healthy lifestyles, while also creating opportunities for tourism and economic development. These trends point to recreation as a key factor in shaping Brandon's quality of life. This new vision for recreation asks the City to work in new ways that may require new skills.

### Partnership delivery models

The expanded role of recreation provision requires greater levels of partnership, with both community partners and internally between municipal departments. Partnerships have become essential to the provision of recreation, both in terms of leveraging capital through to facility operations and program delivery. Internally, we are seeing a trend towards greater levels of department-to-department collaboration between parks, recreation, community services and other departments such as transit, active transportation, urban planning, tourism and economic development.

### Social media and digital services

The ubiquity of smartphones and digital technology in everyday life has created an expectation for services to be digital, seamless and always on. Increased use of technology in parks and recreation departments that include elements such as digital registration systems, bar-coded facility entry, and data analytics provide the City with new ways to enhance service delivery and customer experiences. It also creates new demands for staff training in digital literacy and the need for improved digital and social media protocols.



# Facility Trends

## Co-locating facilities

Co-locating recreation facilities such as sports fields diamonds, track and field, tennis, aquatics and other amenities can help the City create a recreation “campus”. The benefits of co-location include cost-savings for developers, maintenance efficiencies for municipalities and improved access for the public. We are also starting to see facilities twinned with commercial and health facilities such as cafes and clinics to offer a full range of services as part of complete communities.



## Adaptive re-use of buildings

There is a trend towards repurposing buildings for recreational uses when their original function has changed. Repurposing historic buildings for new uses is one example, however there are several examples from cities across North America of newer building such as shopping malls or big-box retail stores being adaptively repurposed to accommodate recreational and community uses.

## Centres of excellence

Cities are looking for opportunities to differentiate themselves by developing specialized recreational centres of excellence that can attract regional, national and international competitions and athletes.

## Expanded role of facilities

Recreation facilities are re-inventing themselves with a diverse range of program offerings that go beyond athletics. Recreation facilities are now key community gathering spaces and are being designed to include multi-purpose spaces to accommodate drop-in programming for youth and families, and bookable spaces for workshops and public events.









# The Current State of Recreation in Brandon

# The Current State of Recreation in Brandon

This chapter outlines the current state of recreation in Brandon, providing a snapshot overview of the state of recreation facilities and current service delivery models. The chapter opens with an overview Brandon’s recreation ecosystem presented as a concept diagram showing the interconnections between facilities, programs and services, user groups, governance and maintenance. The chapter includes detailed inventory and condition reports for Brandon’s key recreation and community facilities, summarizing current supply levels, community identified challenges and priorities for future investment. The chapter concludes with a look at the role of the City of Brandon in the provision of recreation in the community, current models of service delivery and their attendant challenges, and municipally identified priorities for future directions.



Photography by Sandy Black

## Brandon’s Recreation Ecosystem

In order to understand the current state of recreation in Brandon, it is important to consider the diverse array of communities and organizations, facilities and infrastructure, programs and services, governance and operational structures that collectively shape recreation in the city. This is Brandon’s recreation ecosystem.

The ecosystem analogy is useful because it emphasizes the need for diversity and cooperation among elements to create a whole. The City of Brandon is one element within this ecosystem – albeit an important one – interacting with other recreation providers, users and facilities. A healthy recreation ecosystem requires diversity among groups, communication between partners, and the coordination of resources. The ecosystem is only sustainable when all the elements are supported and working together.



## Governance & Delivery

Governance refers to decision-making systems, rules and regulatory frameworks that govern how recreation is provisioned in the community. Delivery is the point of contact between users and recreation services and facilities. The City of Brandon is a major player in governance and delivery, but decision-making and the provision of recreation also occurs at a local level among user groups and communities.

## Communities & User Groups

Brandon's recreation ecosystem is made up of a diverse number of communities, from end-user groups to organized sport and advocacy organizations. Communities and users are not only the primary customer of recreation services in Brandon, they are also important providers in their own right that create opportunities for people to access and participate in recreation at the local level (e.g. sports leagues, leisure clubs, etc.).

Photography by Sandy Black



## Facilities & Infrastructure

Recreation facilities and infrastructure provide the physical operating environment in which programs are delivered in the community. It encompasses both indoor and outdoor facilities (e.g. parks, pools, arenas and gyms), as well as the underlying infrastructure that keep facilities functioning such as water, waste and energy systems. Recreation facilities are provided by both the City of Brandon and public and private entities.



## Programs & Services

Programs and services provide structured ways for people to access and participate in recreation. Programs include things such as swimming lessons, organized sport leagues, youth activity programs, and more. Services are the resources that help people access programs and includes things such as online calendars, newsletters, registration services, grant programs and other services that support the delivery of recreation.

## Operations & Maintenance

The operation and maintenance of recreation facilities and programs requires ongoing care and investment. Human, capital and material resources are the primary mode of delivery for operations and maintenance. For example, staff to supervise facilities and deliver programs, financial resources to invest in repairs and ongoing maintenance.

## Brandon's recreation ecosystem creates healthy, vibrant and connected communities

The value of an ecosystem lens is that it provides a way of thinking about the provision of recreation that is cross-cutting. Recreation combines aspects of planning and public works, facilities and maintenance, parks and greenspace, economic development and customer service. The inherently cross-departmental nature of recreation provision makes it exceptionally suited to advancing multiple municipal strategic objectives simultaneously.

For example, investing in recreation can help the City advance community development, public health, and tourism promotion objectives while also building sustainable and attractive environments. Recreation programs and services promote healthy living, strengthen families and community belonging, and help build leadership skills for young people. Recreation facilities are assets that provide inspiring spaces and beautiful environments that connect people with their city, attract and retain talent, and stimulate economic growth.

The City of Brandon should approach recreation planning and investment as a strategic opportunity to advance a range of municipal objectives, and should work to strengthen partnerships with other municipal departments to coordinate resources and work on shared objectives.



# Facility Challenges and Priorities for Future Investment

While Brandon is fortunate to have a wide variety of indoor and outdoor recreation amenities, the inventory of facilities detailed in Chapter 3 underlines some critical deficiencies in the supply and condition of certain key assets. This section outlines the challenges facing Brandon's current supply of recreation facilities, gathered from stakeholder interviews and the community survey, as well as community-identified priorities for future investment.

## Facility Challenges

No facility is without its challenges and needs for ongoing maintenance and investment. This section focuses on the overall challenges facing recreation facilities in Brandon rather than the individual issues. It highlights issues around supply and access, overall condition, barriers to participation, and other challenges affecting key recreational facilities.

### Lack of available facilities

**Conversations with stakeholders from the organized sports community identified critical supply issues with the following facility types:**

**Soccer and field sports:** since the flooding of Optimist Park in 2011, the soccer community in Brandon has been lacking in places to practice and play. While plans to rebuild a new multi-sports field facility at First Ave. and Veterans Way are still in the planning phase as of the writing of this Plan, soccer leagues and clubs are resorting to booking school fields and gyms and finding alternative sites to play and practice. With soccer being a growing sport among young Canadians and newcomer communities, the need for good quality outdoor fields in Brandon is very high. There is also growing public interest for indoor turf fields for winter play as well.

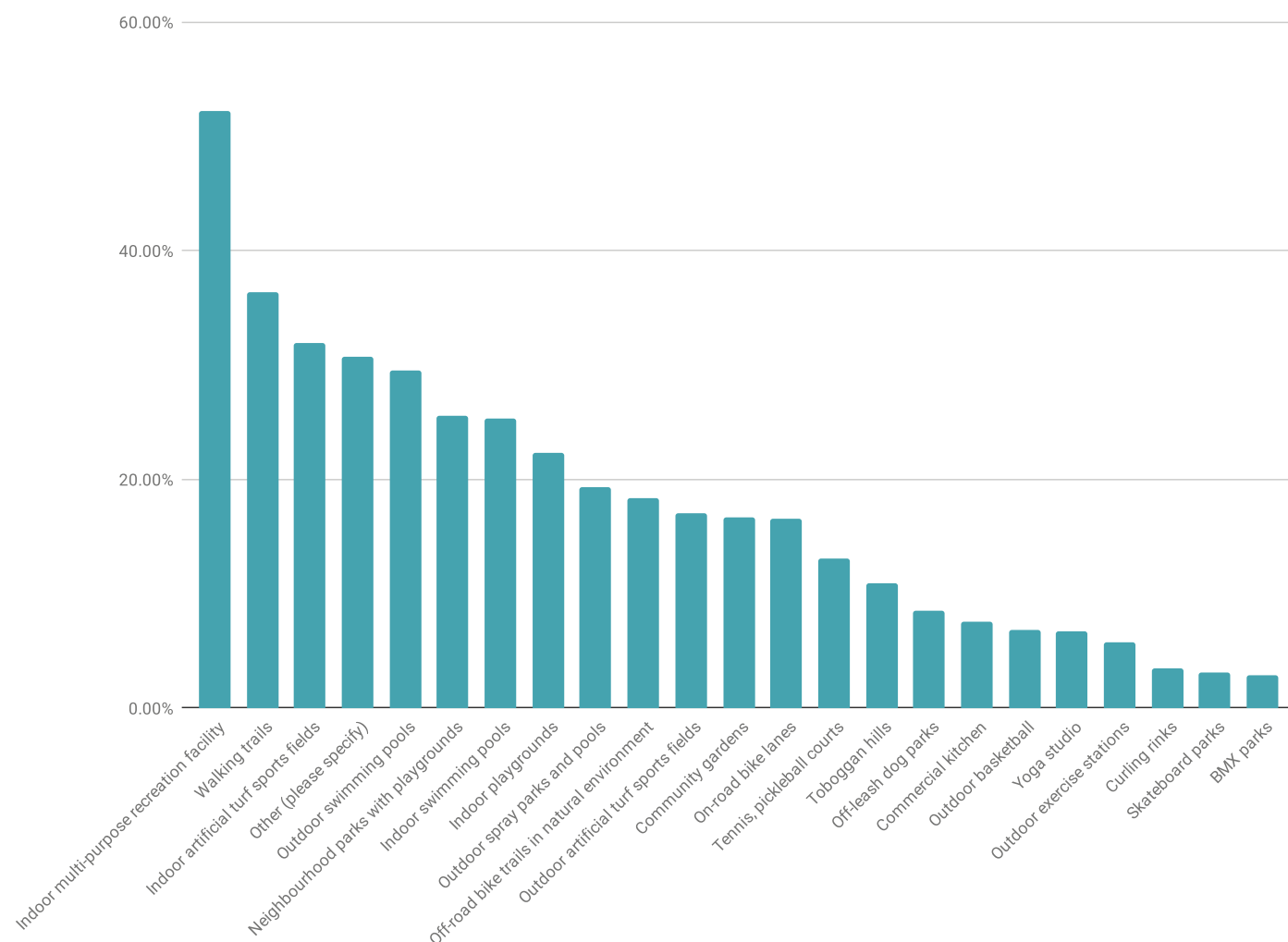
**Arena ice:** Brandon is currently served by four indoor arena ice sheets. For a city of Brandon's size, this is not sufficient. The primary issue with Brandon's supply of arena ice is that it is not reliably available when groups need it for practice or play. The ice at Keystone is regularly taken out of commission for weeks at a time during the height of hockey season to make room for the the Winter Fair and other large events. As a result, groups have resorted to booking ice time for games and tournaments in towns outside of Brandon.

**Outdoor pools:** Brandon has two outdoor pools, both of which are 25 metre concrete tanks with shallow and deep ends. Built over 30 years ago, these pools have aged well past their expected life span and are no longer serving the needs of the community. Survey respondents expressed frustration that smaller nearby towns had newer, larger outdoor pools. It is not uncommon for residents in Brandon to drive 45 minutes or more to surrounding communities to find quality outdoor aquatic facilities.

**Baseball and Softball:** Interest and participation in diamond sports remains high at youth and adult levels. The recent development of high level, multi-diamond facilities such as the Ashley Neufeld Softball Complex have addressed demand for softball play. However the lack of available facilities within the city for minor baseball continues to be a problem. Currently minor baseball relies almost exclusively on the facilities at Simplot Millennium Park for practices and games. The flood risk at Canada Games Park continues to threaten the concentration of diamonds at this popular complex.

**Other:** In addition to conversations with representatives from the organized sports community, a community survey asked the public to select the top five facilities they felt Brandon was missing or needed more supply. Indoor recreation facilities ranked highly in the results (shown below). The “other” category included calls for more soccer facilities (both indoor and outdoor), swimming pools and water slides (both indoor and outdoor) and more arena ice.

*What types of facilities do you think Brandon lacks or needs more of? Select your top 5 choices:*





## Age and condition of facilities

Another key challenge is the overall age and condition of facilities. Site visits to both indoor and outdoor facilities show that the majority of City-owned recreation assets are at least 20, to 30 years old, with some facilities such as Community Centres being more than 50 years old. While the age of a facility does not necessarily mean poor condition, aged infrastructure is more prone to require investment and more costly maintenance as the years progress and likely does not meet the current accessibility standards.

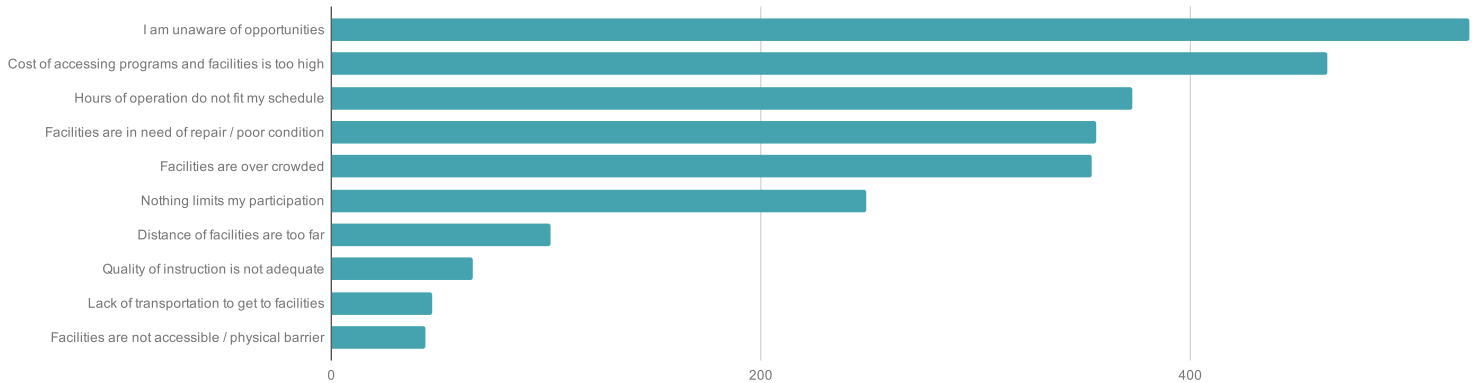
This issue is not unique to Brandon and is shared among many Canadian municipalities. The 2016 Canadian Infrastructure Report Card found that the physical condition of sport and recreation facilities was the lowest of all of the asset categories (more so than roads, bridges, water works, transit, etc.). It also found that public spending on repairs and maintenance of recreation facilities was the lowest compared to all other sectors.

## Accessibility Challenges

While the majority of Brandon's recreation facilities meet minimum standards of accessibility for people with barriers to mobility, we did hear from community members about accessibility issues at older facilities such as the Sportsplex and some Community Centres. At the Sportsplex, the accessibility issues centred around the lack of zero-entry access to the pool, and small changing rooms that make it difficult for parents with children in wheelchairs to change in a comfortable and dignified way. The accessibility challenge noted at Community Centres had to do makeshift ramps and the overall small size of community centres that make it difficult for people with limited mobility to access and use facilities comfortably.

## Barriers to Participation

In addition to physical accessibility barriers, the community identified a number of other barriers which limit their participation in recreation. Many of these barriers are connected to facilities to some degree, such as opening hours, location of facilities or lack of travel options to reach facilities.



At our community workshop, other barriers to participation were identified that focused more on program and service provision, but with some implications for facilities, including:

- People don't know what recreation options are available in the community
- Limited access to natural facilities such as parks and trails around the river
- Need for better maintenance of recreation infrastructure in the winter
- Lack of active transportation connectivity between facilities
- Limited number of indoor facilities for children and seniors
- Uninspired programming at Community Centres
- Existing trails are not in good condition
- Lack of programming at facilities
- Personal safety concerns

At this same workshop, community members also offered suggestions for ways the City could improve access and participation levels:

- Improve connections between residential areas and recreation facilities
- Investment in active transportation, cycling and trails map
- Better year-round access to safe and lit pathways and trails
- Beautifully designed facilities with abundant natural light
- Funding for youth and marginalized people
- Better use of Community Centres
- Better maintenance of facilities

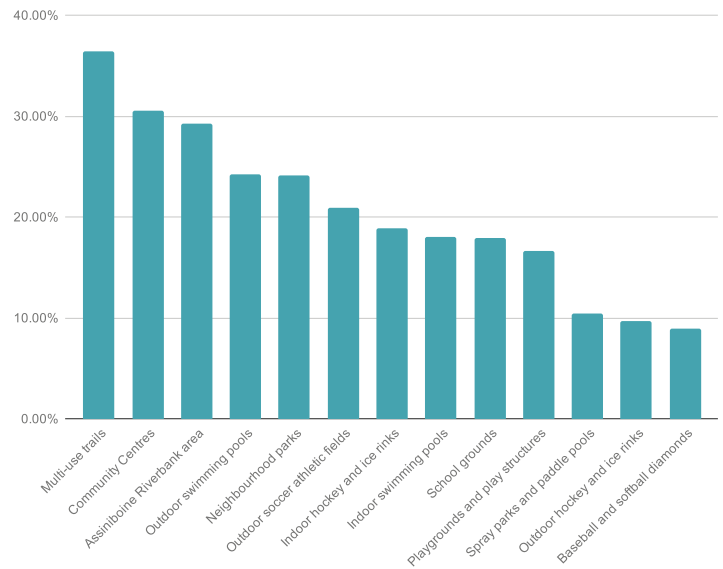
# Community Identified Priorities for Future Investment

Ideas for improving access and animation of facilities, as well as priorities for facilities that require urgent investment from the City, were provided by the community through the survey and workshop.

## Community priorities for investment in *existing* facilities

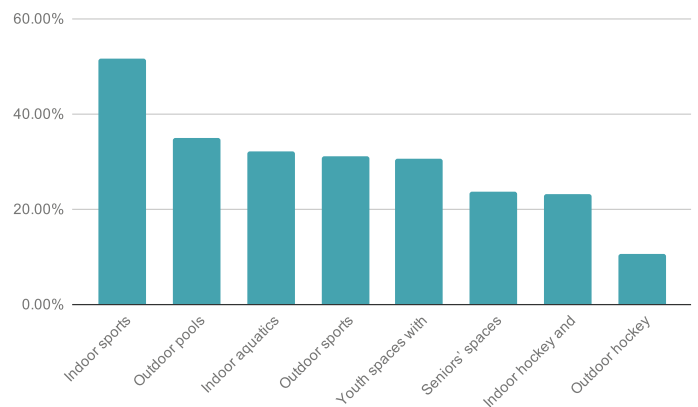
It was interesting to see that the majority of people selected multi-use trails as a priority for future investment. Combined with Community Centres and the Assiniboine riverbank corridor, this speaks to the desire for accessible, low-cost, community spaces where people can gather and recreate at their own pace and schedule. It is also telling that the top items in this list are all facilities that are very clearly aged or in poor condition and in need of investment.

Survey respondents were asked to select their top three priorities that Brandon should focus on when doing upgrades and investment to existing recreation facilities. These results speak to the desire for accessible, low-cost community spaces where people can gather and recreate at their own pace and schedule. It is also telling that the top items in this list are facilities that are dated or in declining condition and in need of investment.



## Community priorities for investment in *new* facilities

The answers to these questions reinforce a trend that has come out time and again in this survey: people are looking for multi-use recreation facilities, both indoor and outdoor, that combine features such as artificial turf with other recreation and community uses. It is interesting that hockey and ice rinks rank relatively low in this list, considering how much we have heard from this community that Brandon's hockey facilities are lacking. It suggests that, when given the choice, people recognize that a multi-purpose facility that serves a wider range of community needs is a desirable investment.



# Role of the City of Brandon in the Provision of Recreation

Governance and delivery systems play an important, though largely invisible role, in Brandon’s recreation ecosystem. Governance is about the internal management systems, organizational structures and decision making processes that govern how recreation is planned and delivered by the City. Delivery is about the provision of recreation programs, services and facilities for community use. It is external facing and concerns the role of the City on a continuum ranging from direct or indirect provider and the partnerships that make recreation possible.

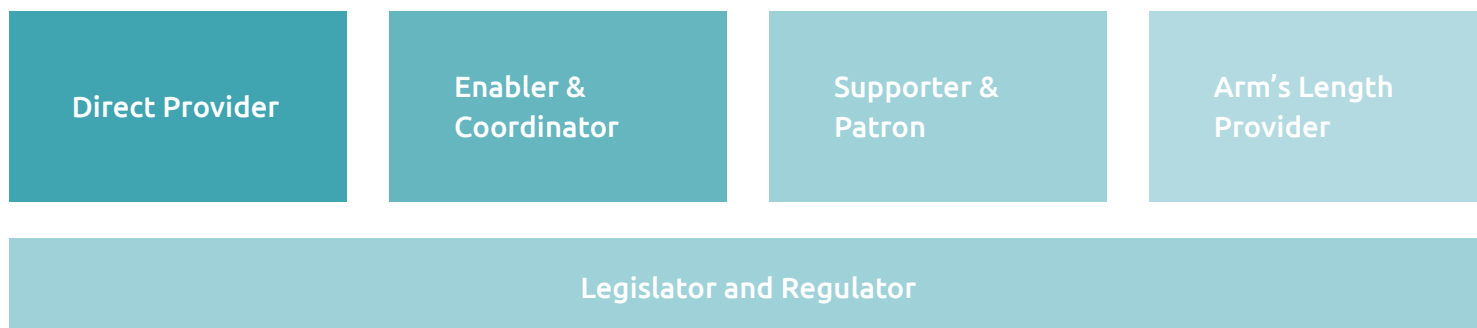
Together, governance and delivery systems provide the framework and set the terms which shape how other players in the recreation ecosystem interact and cooperate. This section provides an overview of the internal governance systems that shape decision-making within the Department of Community Services with an eye to optimizing decision-making processes and accountability. It also includes a review of the different roles and service delivery models used by the City and concludes with suggested future directions.

## Five Roles of Municipal Recreation Service Providers

The 1987 National Recreation Statement jointly signed by the Canadian federal, provincial and territorial governments, outlines the broad responsibilities of municipalities with respect to the provision of recreation. As the level of government closest to the community, the basic role of the municipality is to “ensure the availability of the broadest range of recreation opportunities for every individual and group consistent with available community resources.”<sup>10</sup>

While the 1987 statement defines the roles of the federal and provincial governments as coordinators of information, programs and financial resources, and defines mechanisms of cooperative planning and coordination of those resources between levels of government, it does not give any guidance to municipalities around how to best ensure the provision of recreation at a local level.

In 1998, Dr. Tim Burton, former professor of Physical Education and Recreation at the University of Alberta, developed an explanatory model that defines the five core roles of municipal governments in delivering recreation services.<sup>11</sup> Despite its age, the model still serves as an excellent guideline for municipal providers and a reminder of the various creative ways that cities can provide recreation services even with limited resources.



<sup>10</sup> National Recreation Statement. 1987, Quebec, Quebec.

<sup>11</sup> Burton, T. L., Glover, T. D. A model of alternative forms of public leisure services delivery, in *Leisure Management: Issues and Applications*. 1998 pp.139-155



## The five core roles of municipal recreation service providers include:

### Direct Provider

Municipalities acting as direct providers of recreation maintain leisure facilities, operate programs and directly deliver services using public funds and public employees. Examples include City owned, operated and staffed swimming pools, and municipally maintained parks.

### Supporter and Patron

Municipalities acting as supporters and patrons of recreation recognize that existing organizations already produce valuable leisure services and can be encouraged to do so through specialized support. Examples include providing support to groups through grant programs.

### Legislator and Regulator

Municipalities acting as legislators and regulators shape the policy, planning, and legal context into which recreation services fit. This role is cross-cutting, operating in the background with important implications for the other roles. Examples include secondary plans to guide development that promote recreation amenities, and managing partnership and service agreements with third-party organizations.



Photography by Sandy Black

### Enabler and Coordinator

Municipalities acting as enablers and coordinators of recreation identify organizations and agencies which produce leisure services for the public and help coordinate their efforts, resources and activities. Examples of acting as an enabler and coordinator involve providing leadership training, administrative or strategic support to community-based organizations.

### Arms Length Provider

Municipalities acting as arms length providers of recreation play a hands off-role and rely on third-party organizations in the community to provide leisure facilities and services. Examples of third-party organizations include public institutions such as universities or private groups such as the YMCA.



Photography by Sandy Black

## Increasing the City's role as Enabler, Coordinator, Supporter and Patron

Being an effective enabler and coordinator of recreation involves supporting partners with resources and tools that build local capacity and help communities more effectively deliver their own recreation services. For example, supporting groups with volunteer recruitment and training, board development, administrative and strategic planning, and toolkits that help groups plan, fundraise and deliver services more effectively.

Being an effective supporter and patron of recreation involves providing organizations with financial resources in the form of grants to ensure programs are delivered in a way that meets the needs of the community. Being a good 'patron' of recreation is also about being an advocate and ally for partners, by helping them make the most of their resources and assets. For example, publishing an Active Living Guide that cross-promotes recreation opportunities provided by the community.

### Benefits of Enabling, Coordinating and Supporting Recreation Services

The following table shows the associated levels of investment in terms of capital, service effort and facility provision for each of the four primary roles of municipal recreation providers. Enabler and coordinator roles can be delivered cost effectively they involve a greater level of customer service effort. Supporter and Patron roles are more intensive in their use of capital in the form of grants but also incur low to no costs in terms of customer service or facility provision.

This approach to service provision is not only smart and respectful, it is cost effective. The direct provision of recreation is both expensive and never fully meets the needs of the community. On the other hand, operating as an arms length provider leads to challenges within the system and ultimately greater costs in the long-term. Enabling and supportive services that build capacity in areas such as volunteer recruitment, organizational development and small grants are a more cost effective and impactful way to operate.

ROLE	EXAMPLE	LEVEL OF INVESTMENT
Direct Provider	City owned, operated and staffed facilities; City run-programs	High costs; High level of service and facility provision.
Enabler and Coordinator	Leadership training, volunteer recruitment, administrative or strategic support for organizations; specialized services through service agreements	Low-to-medium cost High level of customer service
Supporter and Patron	Grants; Offering programs at partner facilities	Medium-to-high cost; Low level of customer service or facility effort
Arms Length Provider	Partnership agreements	Low costs; Low level of service, facility or administration effort



# Service Delivery Challenges and Priorities for Future Directions

As illustrated in the previous section, the City of Brandon's approach to recreation service provision over the past twenty years has focused on the margins of the service continuum—direct delivery or arms length provision—to the detriment of the enabling and supportive roles in the centre. This hollowing out of the middle, so to speak, has created systemic challenges in areas such as leadership and organizational capacity both internally and externally.

## Service Delivery Challenges

### Internal Municipal Capacity

The Department of Community Services may not be properly structured or staffed to increase levels of service delivery or support for community partners. A shift in mandate and culture, and appropriate training may be necessary to reorient staff efforts towards new forms of service provision and support. There is also need for greater collaboration with other City Departments such as IT, finance, building maintenance, planning and development.

### Outsourcing

The limitations of internal capacity and fiscal resources has forced the Department to outsource the provision of many recreation services to third parties. A patchwork of formal and informal partnerships exists with community groups covering everything from program delivery to management and maintenance of facilities. This is not sustainable over the long-term.

### Declining Levels of Volunteerism

Over reliance on volunteers for everything from running community centres to cutting grass on sports fields has created burnout in the community. Frustration is compounded by declining levels volunteerism and the challenge of succession planning when it is not clear where the next generation of volunteers will come from.

### Financial Constraints

Limited capital resources, both as a result of active de-investment over time and as a result of general fiscal restraint, has limited the City's ability to invest in recreation services. The cost of building new recreation facilities, upgrading and maintaining existing facilities, and animating facilities with programs and services will continue to be a challenge in the foreseeable future if new funding sources are not identified (e.g. user fees, tax provision, development fees). The City must plan for the future and save for future Recreation facilities.

### Lack of leadership capacity in communities

Outsourcing of recreation to community partners is only effective when there is leadership capacity at a local level. While some sectors of the recreation ecosystem have self-organized to create capacity, such as sports organizations that collect membership fees, other groups such as community centres have struggled.





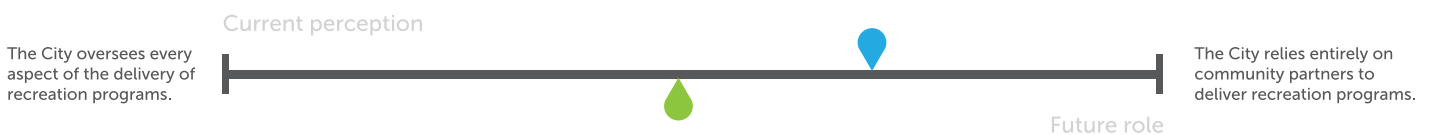
Photography by Sandy Black

## Municipally Identified Priorities for Future Directions

The desire to define a new role for the City in the provision of recreation towards greater levels of support for community partners comes has been identified as a key priority within the Department of Community Services. Conversations with City staff and Councillors over the course of developing this Plan confirm a desire to “reposition” how the City delivers recreation in cooperation with communities.

This sentiment was captured visually in an activity conducted with City staff and Councillors and documented below. The purpose of the activity was to capture where councillors and staff believed they were positioned currently within the recreation and continuum, and where they wanted the City to be positioned in the future. Participants were asked to mark a blue dot on the continuum for the current role, and a green dot for the future role. The chart below represents the averages for all dots submitted.

### PROGRAMS



### OPERATIONS



### SERVICE LEVEL





The activity confirmed a clear desire to reposition City services towards greater levels of direct provision as well as increased support for community partners. The following takeaways suggest future directions for the City:

### Key takeaways for programs and services

There was clear consensus that the City relies heavily on community partners to deliver recreation programs. Future dots were mostly clustered around the centre of the chart, representing a desire to see the City work more collaboratively with community partners to deliver programs.

- **Direct Provider:** introductory level sports; access for people with barriers to participation; Low- to no-cost recreation and leisure opportunities; improved access (physical, time, etc.) and affordability at city-owned and operated facilities.
- **Enabler and Coordinator:** providing resources such as toolkits and 'how-to' guides on topics such as board development and volunteer recruitment.
- **Supporter and Patron:** providing operational grants for community partners; online documentation of recreation programs and services provided by the City; publishing an 'Active Living Guide'

### Key takeaways for facilities

A clustering of green dots around the centre of chart indicated a desire to see more supportive resourcing of the community in the operations and management of facilities.

Ideas and Suggestions:

- **Direct Provider:** maintaining city-owned assets to a high standard of repair; ensuring city-owned facilities meet a high-standard of accessibility and are upgraded accordingly.
- **Enabler and Coordinator:** online documentation of facilities such as parks, athletic fields and halls available for use; publish guidelines documenting acceptable uses of public facilities and provide user-friendly booking systems.
- **Supporter and Patron:** running recreation programs in third-party facilities; cross-promoting recreation opportunities offered by third-parties.





Photography by Sandy Black

# Best Practices and Case Studies

# Best Practices and Case Studies

The following section highlights a number of Canadian cities that were examined as models for their municipal role in the management of recreation facilities and the provision of recreation services. The cities selected approximate Brandon's population and median income. Research was conducted through website scans and telephone interviews with recreation/parks/community development department managers. The following cities were contacted:

**Saskatchewan:** Moose Jaw, Prince Albert

**Alberta:** Grand Prairie, Leduc, Lethbridge, Red Deer

**British Columbia:** North Vancouver, Prince George

**Ontario:** Barrie, North Bay, Thunder Bay, Welland

While no one particular city stood out as the exemplary model, there are a number of singular best practices that can be drawn from each. The six case studies below highlight key findings that are germane to the City of Brandon and its future vision for recreation delivery and services.

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## Community Association Model

Prince George, B.C.

Population: 74,000

A Community Association covers every district of the City of Prince George. Community Associations deliver low-cost recreation programs and events in neighbourhoods throughout Prince George during after school hours (usually between 6:00pm and 10:00pm). Some Associations operate out a primary facility such as a community centre building, while others are nomadic and make use of a range of spaces from schools to the local YMCA to run their programs.

From Prince George's Community Association Strategy:

"The Community Association model is one of community development whereby voluntary organizations provide recreational services to city residents. The City directly provides services (arenas and swimming pools for example) and looks to other entities in Prince George to do the same (e.g. YMCA, private operators, sport groups). The delivery of community programming through the seven Community Associations is a cost effective method of service delivery for the City. Through several mechanisms including a shared use agreement with School District #57 (which provides access to school gymnasiums for Community Associations) to grant programs and promotional support, the City supports these important volunteer organizations in their delivery of recreational programs and community events. This community development model is an integral cog in the recreation service delivery system in Prince George."



Similarly, the City of Saskatoon Community Association's are non-profit organizations made up of volunteers from neighbourhoods that enhance the quality of life of the people within the neighbourhood by:

- Planning and organizing affordable sport, culture and recreational programs in the fall, winter and spring
- Creating a community newsletter
- Operating the community rink
- Organizing community events, such as neighbourhood clean-ups, BBQs and special days in the park

To support this volunteer work, the City of Saskatoon provides a number of valuable toolkits for guidance of community associations to organize and govern that include:

- Community Association Volunteer Handbook
- A Guide to Indoor Coordinators
- Community Association Treasurer's Handbook
- Community Association Governance Handbook
- Community Association Activities from Around the World
- Neighbourhood Profiles
- Social Coordinator Handbook

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## Recreation and Culture Website

North Vancouver, B.C.

Population: 85,395

The North Vancouver Recreation & Culture Commission's website <http://www.nvrc.ca> is an extensive, yet easily discoverable on-line resource for residents to find out everything that is happening in fitness, active living, arts and culture. The website is successful in communicating through an interactive map to find facilities; an on-line Leisure Guide, with program registration; drop-in program listing; field and facility information that includes booking of spaces both indoors and outdoors; and a current 'What's On' listing. There is a section dedicated to 'New to the Community' outlining opportunities for assistance if residents face financial barriers to participation and an accessibility page for people living with physical challenges. The North Vancouver Recreation and Culture Commission website includes an number of administrative and finance policies to ensure a welcoming and safe environment while enjoying facilities and services.

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## Recreation as a Driver of Economic Development: Welland International Flatwater Centre

Welland, Ontario

Population: 52,295

Welland has taken advantage of its canal infrastructure to develop a state-of-the-art world-class Flatwater Training and Competition Facility. The \$10M facility boasts all-season indoor training tanks, and Welland now plays host to national and international competitions which bring tourism and business into the city. The Centre works in partnership with various local businesses throughout the Niagara Region to offer visitors suggestions on where to eat, sleep and play. To achieve this vision, the Welland Recreational Development Corporation was established to create an independent body tasked with developing a vision and raising funds to redevelop the old Welland Canal into a recreation corridor. The corporation's achievements include the creation of the Flatwater Centre, an amphitheatre on the Canal in downtown Welland, and cycling and walking trails along the length.

## **Municipal Facility Management and Internal Community Development Department Organization**

Grand Prairie, AB  
Population: 63,160

The City of Grand Prairie only delivers programming at the Eastlink Centre, a multiplex which has a twin-pad arena, an impressive aquatic centre, a field house with courts and equipment for a variety of sports and fitness classes, squash and racquetball courts, indoor track and full fitness facilities. The facility is staffed by city employees and is wholly operated by the City of Grand Prairie (\$110 million facility). Operating agreements are in place for major users of the facility – certain hockey groups etc.

Community and sports organizations (user groups) run many smaller, activity specific facilities. They need to be a not-for-profit group and arrangement is defined in a comprehensive Use Group Agreement. There is no cost to either party for entering into agreement and the assumption is that the user group will operate it as they see fit, with a requirement for a public component (cannot be a private club). Tennis and beach volleyball are operated like this and the assumption is pickleball will be the same. Groups are responsible for all maintenance and would apply to the city for a grant for any major capital improvements through the usual granting process that occurs every two years. City understands they have a responsibility for overall asset management, but it is unclear if these facilities are actively inventoried and monitored by the city or not.

Grand Prairie believes they do a good job of community development. This success is in part accomplished through a reorganization of existing resources to form a community development team with two full time coordinators, one full time supervisor, and at least one other full-time staff member. This group acts as the liaison between the city and community organizations allowing for a dynamic and open relationship.

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## **Recreation Department Organization and Community Recreation Enhancement Grant Program**

Red Deer, AB  
Population: 103,588

The City of Red Deer (population 100,415) Department of Recreation, Parks and Culture provides a good case study of a well ordered and rational organizational structure. Sitting under the Community Services Division, the Department of Recreation, Parks and Culture has a leadership team made up of four tiers: Manager, Superintendent, Supervisor and Coordinator.

The Department's organizational structure neatly reflects the Department's three core service delivery areas of Recreation, Parks and Culture, each represented by a Superintendent with an additional Superintendent for Projects. The Projects Superintendent role was formed in 2005 to manage renovations of the Red Deer Recreation Centre. It was then maintained as an administrative unit to manage capital and infrastructure projects for the Community Services division. The Projects Superintendent enables the operations side to maintain their operations while major renovations and new builds are happening. They also create and maintain the 10 year capital and infrastructure maintenance plan including annual updates to that plan.

The next tier down on the leadership team are Supervisors, overseeing specific core functions within each of the service delivery areas (Parks, Recreation, Culture, Projects). Supervisors oversee functions such as Planning and Technical Services, Parks Landscaping or supervise the operations of major flagship recreation facilities such as the multi-purpose Collicutt Centre. There is also a Business Supervisor whose role is to support the business development needs of the Department in areas such as policy development, contract services, sponsorship programs, financing, and implementation of business management software.

Reporting to Supervisors are Coordinators who take responsibility for organizing the day-to-day aspects of programming, service delivery, facility operations and maintenance. Within this tier there are coordinators responsible for both 'operations' and 'programs' (e.g. within the Collicutt Centre) which is indicative of Red Deer's commitment to delivering recreation through both a high standard of facilities and programs.

## Community Recreation Enhancement Grant Program

The City of Red Deer recognizes the important contribution made by non-profit recreation organizations in the provision of recreation opportunities and events. A micro-grant program (\$5,000) provides financial support to not-for-profit organizations to support and enhance their ability delivering recreation initiatives in the community.

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## Framework for Evaluating Partnerships

Barrie, Ontario

Population: 153,350

The City of Barrie relationships with its community partners are important to the process of fulfilling the City's service delivery goals in the most fiscally responsible fashion. Currently, the City assumes a "direct" program delivery role for certain aspects of its service and program inventory (e.g. arenas, camps, fitness facilities, aquatics, etc.). The City also collaborates with community groups and external organizations – referred to as "indirect" service delivery – to facilitate the delivery of programs and services (e.g. YMCA, and sport delivery associations). A standardized partnered service provision framework to decide upon the most appropriate delivery approach is identified in the 2010 Parks and Recreation Strategic Master Plan. This process provides staff with a pre-set process for the department to proactively pursue and cultivate partnerships with community groups and makes service decisions more transparent.

