



# THE CITY OF BRANDON RECREATION FACILITIES MASTER PLAN

CITY OF BRANDON OPERATIONAL SERVICES

Submitted By:

**THE CITY OF BRANDON  
OPERATIONAL SERVICES**  
BRANDON, MANITOBA

With Assistance From:

**SCATLIFF + MILLER + MURRAY**  
landscape architects & planners

**FEBRUARY 16TH, 2007**



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## **ACKNOWLEDGEMENTS**

The City of Brandon Recreation Facilities Master Plan (February 2007) has been developed with the invaluable input from the City of Brandon staff, representatives of community and recreation user groups and Brandon residents. The level of participation by the City of Brandon is sincerely appreciated.

This report was produced with contributions from the following groups:

**THE CITY OF BRANDON OPERATIONAL SERVICES DIVISION**

**SCATLIFF+MILLER+MURRAY INC.**

**J. HARPER AND ASSOCIATES INC.**

**NYD & ASSOCIATES**

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Background Image: *Riverbank Trail* (Courtesy of S+M+M)

From Top to Bottom:

*Scenic Sidewalk in Brandon* (<http://www.flickr.com/photos/tkfinearts/218807663/>), Tot Soccer Game, Splash Park, Mountain Biking (Courtesy of Fort Whyte Centre), Tobogganning (Images Courtesy of S+M+M)

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1. Father and Daughter at Playground  
(Courtesy of S+M+M)

## EXECUTIVE SUMMARY

In the fall of 2006, the Operational Service Division identified the need for an overall recreation facility plan as a result of issues such as the ongoing operation challenges of paddle pools, the operating decision regarding the Recreation Center and the community dialogue regarding the role the City should play in the Brandon University (BU)/ YMCA partnership continued to surface. It was determined that an overall plan was needed in order to allow Council to make informed, and forward-thinking decisions on facilities that would have a major impact on the future of recreation in Brandon.

The City of Brandon Operational Services Division proceeded to meet with each recreation facility user group in Brandon to examine their facility needs now and in the future.

Further, a joint survey between the City of Brandon, the Brandon InMotion Committee, the Brandon Family YMCA, and the Arts and Recreation Committee of the Community Strategic Plan was conducted to develop a general understanding of the resident's attitudes and opinions regarding Recreation Services in the City of Brandon.

From this research a detailed list of recommendations has been prepared related to each of the users groups specific needs and then assembled under seven general categories as follows: Field and Pitch Recreation; Diamond Recreation; Racquet Recreation; Water Recreation; Ice Recreation; Specialty Recreation and General Leisure Recreation.

In December of 2006, Scatliff+Miller+Murray Inc. was hired to assist and support the efforts of the City of Brandon Operational Services Division with the completion of a Recreation Facilities Master Plan. Their expertise in this field has allowed them to validate the recommendations, to provide expansive information around the trends in recreation and how recreation facilities are being handled in other communities and to provide the rough order of magnitude costing for the plan. The plan is being prepared to guide the future development of recreation facilities in Brandon over the next ten to fifteen year period.

A community open house was held on January 30th, 2007 to review the issues and ideas that had been developed to date. Following the public forum, the final report was completed.

Many issues related to facility development in Brandon are interrelated and complex. Future plans need to consider the impact a decision in one activity area will have on decisions related to other facilities. Guiding principles (as identified within this document) direct decision-making in both the short and long-term related to recreation-facility decisions. These principles will then guide individual project decisions, priorities, long-term cost implications, staged implementation and potential development partnership agreements.

The Brandon Facilities Recreation Master Plan is intended to be a plan which, in conjunction with the Greenspace Master Plan (2002), defines physical facilities to be "programmed" by service groups, individuals, private industry, or the City as required to ensure that recreation needs are being met.

In general, the City of Brandon will not be actively involved in the programming of facilities, but will potentially work with community and service groups in order to facilitate access to programmed recreation for all. A number of agreements are currently in place with these community and service groups, allowing for city resources to support activities already in place.

Funding for the development of facilities may come through a variety of means, including government funding, fund-raising, service group support, and donations.

## I. GENERAL FINDINGS

1. Residents of Brandon are proud of the extensive trail system and the new Ice Skating Oval and make extensive use of these facilities. There is considerable support for an extension and expansion of these types of facilities. The demand for these types of facilities nation-wide is large and current trends indicate the demand will continue to grow.
2. There is a need to develop “guiding principles” for recreation facility development in the City of Brandon to facilitate policy and partnership agreements, as well as the role the City will play in long-term recreation facility development.
3. There is a pressing need for a coordinated centralized booking system for field, pitch, diamond and ice users in the City of Brandon. The logical authority responsible for this service would be the Operational Services Division. This system would be able to better monitor and assess the use vs. capacity of facilities and develop efficiencies in facilities-use so that maintenance and operations resources can be better spent.
4. All recreation-oriented service groups would benefit from the City of Brandon developing a Steering Committee of stakeholders to establish and promote prudent stewardship of all facilities as well as programming multi-use recreation facilities where the opportunity arises.
5. The City of Brandon, like so many other Canadian communities, is faced with aging infrastructure. However, in Brandon existing facilities continue to meet the needs and demands of most of the recreation facility user groups. The evolving and changing interests and activity patterns of Canadians means that new facility types are in demand and communities are challenged to modernize and improve their existing facilities or build new components in response to growing public demand. Brandon is faced with this problem and this plan sets out suggestions about how to most effectively deal with these issues.
6. Discussions with every recreation-based group in the City of Brandon has been encouraging; in order to create a more effective and open “recreation dialogue” for Brandon, it is encouraged that these discussions continue.



2. Scenic Walkway in Brandon  
(<http://www.flickr.com/photos/kfinearts/218807663/>)

## II. PRIORITY AREAS

The recommendations outlined in this document cover a wide variety of recreation facilities in the community but, as part of this summary, we will highlight the recommendations specifically as they relate to the Golf and Recreation Centre, Aquatics and Recreation Hubs.

### (A) GOLF AND THE RECREATION CENTRE

#### Introduction

The existing municipal golf course (the Brandon Recreation Centre – BRC) has been the focus of growing concern. The golf course is the only municipal course in the City and it is linked with the curling club, tennis courts, ski trail system and toboggan hill.



3. Wheat City Golf Course, Brandon Manitoba  
(Image Courtesy of Economic Development Brandon)

The golf course has been plagued with water run-off problems and flooding that has limited the season during wet years. The course needs extensive upgrading to return it to a premier facility and capital improvements over the past few years have been insufficient to keep pace. The number of rounds played at the course has declined over the past ten years but this trend is consistent with other golf course facilities in Manitoba. The proliferation of new golf courses combined with the changing nature of the game and core demographics have all had an impact on participation.

The course was managed on a leased basis over the past six years and results have been disappointing. However, over the past sixteen years, although capital improvements have fallen behind, the course has actually generated a profit on year-to-year operations (excluding capital costs).

There is a pressing need to deal with the issues at the golf course. Several options have been considered including selling the facility, city-operation and long-term lease.

In looking at each of these options, consideration was given to the value of the property, the overall strategy regarding the protection of the river corridor, motives of potential purchasers, the viability of a long-term lease option (as it relates to this course and others in similar situations in other communities), public consultation information and the future of the associated amenities (curling, tennis, tobogganing).

Following extensive consultation and debate the following recommendations are proposed in the best interest of the City of Brandon.

#### RECOMMENDATIONS:

- Maintain the agricultural zoning for the Recreation Centre property including the golf course, now and in the long-term. If there is any future consideration for sale of the golf course, it is to be contingent on retaining the existing zoning and maintaining the site as a golf course
- Circulate a call for proposals to operate and maintain the golf course independent of the City of Brandon on a long-term lease. The proposals to lease the facility should include plans for capital improvement, detailed monitoring and reporting of all golf operations and detailed financial considerations

## (B) AQUATICS



4. Brandon Sportsplex Pool  
(Image Courtesy of Sandy Black)

### Introduction

The City of Brandon currently owns one indoor pool at the Sportsplex, two outdoor pools, ten wading/paddling pools and one spray park. There is also an additional outdoor pool operated by a private owner. While the Sportsplex pool is operated by the City, the wading and outdoor pools are maintained by the City / YMCA and with programming contracted to the YMCA. In addition, the YMCA owns and operates one indoor pool at their downtown location. The other outdoor pool is exclusively maintained by the private owner.

All of the pools in Brandon were developed some time ago and all have issues related to aging infrastructure such as aging plants, outdated operating systems and designs, and a growing need for significant remedial maintenance. All aquatic facilities are in need of upgrading and modernization.

While the wading and outdoor pools are used during the summer season, some of these facilities attract only a small fraction of their potential user capacity and are under-utilized in areas of the community. The two indoor pools are both used extensively for swim lessons, water safety programs, fitness activities, public swimming and competition. It is estimated that both pools operate in the range of 80-90% of capacity during (prime-time) evening and weekends and approximately 70% overall. It is concluded that the existing pool supply and available swimming capacity currently meets the demand and could absorb some additional uses as the community continues to grow. To remove one of the existing indoor pools would create a serious short fall of aquatic space in the community.

The other component of the aquatic program that is lacking in the community is the availability of leisure pool space which includes zero-depth pool entry, water play features, slides and related components. As a result, there may be some “pent-up demand” in the community that would emerge if new or modernized aquatic facilities were developed.

There are a number of discussions and concepts currently underway in the community as a result of the development of this Recreation Facilities Master Plan;

1. One alternative under consideration is to decommission the Sportsplex pool and convert it to an indoor field house space. Discussions with potential user groups for an indoor field house have yielded a positive response regarding the programming and usage that this type of space would receive in the community.
2. Brandon University and the YMCA have announced their interest in jointly developing a new facility on the Brandon University property and have invited the City to consider a three-way partnership in the development.
3. Assiniboine Community College has expressed an interest in discussing future use of the Sportsplex and the potential for a partnership that could involve joint-use, ownership or redevelopment of the facilities at the Sportsplex if the pool is decommissioned.
4. Consideration is being given to downsizing or eliminating existing wading and outdoor pools in order to be replaced by outdoor community activity hubs that would include spray parks (to replace wading pools) and an outdoor leisure pool facility (to replace the outdoor pools).

The negotiations are complex and are interlinked in developing a final solution. The successful negotiations regarding the potential for a partnership between BU / YMCA (or a variation of this partnership) and the City is the starting point in developing an overall plan for both aquatics in the City and final decision regarding the redevelopment of the Sportsplex. In the event that these negotiations are not successful, then the recommendation would be to redevelop the existing facility to enhance and improve the aquatics at the Sportsplex to complement the plans at the BU / YMCA and to ensure that adequate aquatics space is available in the community.

### **Aquatics Principles**

When evaluating the various aquatic facility options the following principles must be considered:

1. Decisions regarding future aquatic facilities must ensure that, at a minimum, the current square footage of aquatic space and user capacity available in the City of Brandon be maintained now and in the future and available at comparable user rates and fees to those in other communities with similar economic situations.
2. Joint development of aquatic and recreation space with Brandon University and the YMCA must ensure that the goals and principles related to public use and access be maintained and that any agreement include, but not be limited to, the following issues and conditions:
  - (a) Ownership of the land and building
  - (b) Portion of capital costs contributed by each partner
  - (c) Responsibility for long-term capital upgrading, repairs and improvements
  - (d) Annual operating costs and revenues
  - (e) Governance, management and operation of the building
  - (f) Space and facility requirements including exclusive, joint and shared space for each party to the agreement
  - (g) Public access to space and programs and proposed user rates and fees
3. Aquatic facilities at the Sportsplex will be maintained until such time as replacement aquatic space is available.
4. Negotiations and decisions with Assiniboine Community College will follow rather than precede completion of negotiations and decisions regarding the joint YMCA and Brandon University project.
5. The City will explore the feasibility of an outdoor leisure aquatic facility in the future in another strategic location in order to slowly phase the existing outdoor pools out of service.
6. Phasing out existing paddling pools will be scheduled based on overall usage numbers and to coincide with the opening of the proposed spray pads will be incorporated into the strategically located activity Hubs.



5. Circular Spinkler at Spray Park  
(Courtesy of Brandon Economic Development)

### (c) **COMMUNITY OUTDOOR ACTIVITY CENTRES (HUBS)**

The way in which people use parks and recreation facilities today are different from how they have been used in the past. Citizens are willing to travel further if amenities are exciting, well-maintained and provide variety to the recreational experience. This can be best demonstrated locally by the overall usage that areas such as the Riverbank Corridor and Stanley Park experience, but it can also be seen in our citizen's willingness to travel to locations such as Island Park in Portage la Prairie or Thunder Mountain in Winnipeg to be able to have an exciting recreation experience.

The City of Brandon is contemplating the development of strategically located community outdoor activity centres (Hubs) to consolidate facilities and playgrounds located throughout the community. Many of these existing facilities are aging and outdated and require extensive upgrading and maintenance.



7. Multi-Use Sportzone (at St. Louis Daycare)  
(<http://www.flickr.com/photos/stlouisbasketballcourts/303458623/>)

The proposal to create these activity hubs will provide new, modern, exciting and dynamic spaces where children and their families will have greater variety of activities in one place, thus providing a safer and more appealing recreation environment. They will be more economical to develop due to economies of scale and more cost effective to maintain.

The Hubs will provide significant opportunities for the community to engage in participatory planning of the components and the ongoing operation of the sites. Each site may have different features based on available land, community interests and site capacity. The components are located to encourage access by walking or cycling and will be linked to the emerging city trail system.

These Hubs will primarily focus on: Spray Parks, Beach Volleyball, Basketball, BMX, Skateboarding, Tennis Courts, Lawn Bowling, Tennis, and Play Structures, with the idea to focus operations and maintenance support into these areas.

#### **RECOMMENDATIONS**

- Develop five additional HUBS upon existing greenspace already in use for open space purposes, following the model already established at Stanley Park
- Maintain the present Hub at Stanley Park

## 1.0 INTRODUCTION:



8. Aerial View of Eleanor Kidd Gardens  
(Courtesy of Economic Development Brandon)

The City of Brandon currently owns and operates a significant number of sport, recreation and cultural facilities serving both the indoor and outdoor recreation needs of its citizens.

Like many communities across western Canada, changing patterns of facility use and aging infrastructure have prompted the City of Brandon to evaluate its current supply of recreation facilities and its role in future facility development.

The roles that local government plays in the provision of parks and recreation facilities and services are based on a number of factors including the vision the City has for its future, the expectations of citizens, and the availability of resources to meet community expectations and demand.

The challenge for the public sector in recreation development is to ensure that services are provided through a balanced approach that recognizes the diverse needs of its citizens and ensures equity and access so that everyone shares equally in the benefits that result from participation in recreation and leisure.

The Recreation Facilities Master Plan is a companion document to the Brandon Greenspace Master Plan (2002) and outlines the goals and principles for future facility development as well as the priorities and strategies necessary to successfully meet the changing recreation needs and interests in the community.

### 1.1 RATIONALE FOR LOCAL GOVERNMENT INVOLVEMENT IN PARKS & RECREATION

The Province of Manitoba, through enabling legislation (The Municipal Act), provides the authority for municipalities to pass by-laws governing and regulating parks and recreation services along with the ability to collect taxes and assess fees for the operation of these services. Authority to regulate parks and recreation services in Brandon is outlined in by-law number 5268/37/84 amended 6383/29/96.

Parks and recreation services are acknowledged to be essential tools in the development of healthy people and healthy communities. With this in mind, local governments establish principles and policies governing the development and distribution of parks and recreation services with the goal of ensuring that everyone has an opportunity to participate.

The community recreation system has three participating partners in the comprehensive delivery of recreation and leisure services. Partners include the public, private and non-profit sectors, each with unique motives, services and responsibilities. The system works best when the three service providers cooperate to build a comprehensive system of programs, facilities and services. Inevitably, there are areas of overlap but communication and cooperation can ensure that competition and duplication is minimized for the benefit of the community.

The mandate of the public recreation sector is to ensure access to recreation opportunities for people who might otherwise go without. As a result, facilities and services may need to be subsidized to ensure that access for all is achieved and everyone in the community shares in the benefits of participation. While the types of programs and facilities that local governments provide differ from one community to the next, traditionally, they have focused on “basic services”.



9. Red Shale Pathway Through Forest - An Amenity Typically Created by the Public Sector and Easily Accessed by All (Courtesy of S+M+M)

Most municipalities provide parks, trails, playgrounds, fields, pools, arenas and community centres while the private sector supplies movie theatres, bowling alleys, billiard halls, restaurants and health clubs.

Each municipality develops a unique definition of basic services based on the availability of resources and the role that private and non-profit organizations play within the community. Local governments provide leadership in the community but also serve as a resource to fill gaps left by other partners in the delivery system and support communities of interest to meet the needs of special interests groups.

## 1.2 BENEFITS OF RECREATION



10. Community Park Space Provides Many Opportunities for Recreation and Social Development (Courtesy of Economic Development Brandon)

The parks and recreation field in Canada has endorsed and supported a benefits-based approach to the development and delivery of parks and recreation services. This approach represents a dramatic shift from program-based to outcome or benefit-based planning over the past decade. The change in focus was necessary to demonstrate the important role that parks and recreation plays in preventative health, social development, environmental stewardship, economic development and community building. These benefits provide a sound rationale and justification for public support for recreation.

A national study (Harper, J. et.al, 1997) on the use and benefits of local government recreation and parks services clearly indicated that the vast majority of Canadians (91%) use these services. Both users and non-users alike (87%) attach significant benefit to these services and 80% indicated that the parks and recreation services they now receive were worth as much or more than they currently pay in taxes to support these services. The results of this and other studies provide strong evidence that the public views recreation as a means to better health, provides for public safety by giving kids things to do, builds stronger communities, is a source of civic pride and makes the community a better place to live. These benefits alone suggest that the public appreciates the role the parks and recreation plays in the community and supports these efforts.

The Benefits Catalogue (1997), developed by the Canadian Parks and Recreation Association, provides a comprehensive review of the benefits of parks, recreation and leisure services. This document provides statistical evidence of the many benefits associated with personal, social, economic and environmental categories of benefit. It further defines eight key marketing messages and forty-four benefit or outcome statements that enabled the CPRA to conclude that recreation is an essential service.

**TABLE 1**

| BENEFIT OF RECREATION CATEGORIES & KEY OUTCOME MESSAGES |          |        |          |               |
|---|----------|--------|----------|---------------|
| Outcome Messages  | Personal | Social | Economic | Environmental |
| 1. Essential to Personal Health                         | *        |        |          |               |
| 2. Key to Human Development                             | *        |        |          |               |
| 3. Essential to Quality of Life                         | *        | *      |          |               |
| 4. Reduces Anti-Social Behaviour                        | *        | *      | *        |               |
| 5. Builds Families and Communities                      |          | *      | *        |               |
| 6. Pay Now or Pay More Later                            |          |        | *        |               |
| 7. Significant Economic Generators                      |          |        | *        |               |
| 8. Essential to Ecological Survival                     |          |        |          | *             |

Source: *The Benefits Catalogue*, (1997)

### 1.3 VISION

The City of Brandon's vision for the future is articulated in its strategic development plan "***Shaping Tomorrow Together***".

#### VISION

***"Brandon will be a vibrant and collaborative community that builds upon success to shape a solid foundation for the future."***

The strategic plan outlines nine key goals related to achieving the vision. They include:

1. Brandon will be an agricultural community of excellence.
2. Brandon will be recognized as a city which values & promotes cultural diversity.
3. Brandon will be an economic & social environment which is supportive, sustainable, innovative and providing equal opportunity for all.
4. Brandon will be a recognized centre of education & training excellence. (Locally, Regionally, Nationally and Internationally)
5. Brandon will be a recognized leader in environmental stewardship.
6. Brandon will be a healthy community.
7. Brandon municipal government will be influentially leading locally, provincially and nationally, formally engaged with the full diversity of the community.
8. Brandon will be alive with recreation, leisure & arts.
9. Brandon will be an attractive place for youth to live, learn, work and play.

(Source: *The Brandon Community Strategic Plan*)

### 1.4 MISSION AND FACILITY PLANNING PRINCIPLES

The Community Services Department believes that participation in leisure and recreation activities leads to improved health and strengthens communities. This belief has led to the development of their mission statement.

#### Mission:

***To ensure that all citizens have opportunities to engage in a broad range of cultural, social, environmental and physical recreation activities that lead to improved quality of life and living for all citizens of the City of Brandon.***

The following guiding principles help to define how recreation and leisure services will be delivered and the role the City of Brandon will play in the development of recreation facilities that is the focus of this report.



11. Outdoor, Community Yoga Classes Can Provide Recreation and Social Opportunities (<http://www.eclecticyoga.com/images/sunsetpark7.jpg>)

## GUIDING PRINCIPLES GOVERNING RECREATION FACILITY DEVELOPMENT

### 1. Basic Recreation Services

The priority for sport, recreation and cultural facility development by the City of Brandon should focus on ensuring that the broadest range of basic recreation needs of community residents are met.

### 2. Complimentary

The primary focus for public recreation facility development is to compliment rather than compete with private and non-profit facility development.

### 3. Partnerships and Strategic Alliances

In an effort to maximize available resources and minimize duplication, the City will explore appropriate partnerships with the private and non-profit sectors in the planning, management and development of recreation facilities.

### 4. Civic Engagement

The City of Brandon is committed to the process of civic engagement and community participation as a means to assess community interest and relevance, establish priorities and ensure that sufficient demand exists to warrant development.

When contemplating new or improved recreation facility development, community organizations and citizens play an important role in the planning and decision making process and will be consulted.

### 5. Accessibility and Affordability

Facility development should emphasize both accessibility and affordability. Facilities should be barrier free in design, strategically located to serve the public and operated in an efficient and effective manner with user rates and fees structured to ensure that everyone can participate.

### 6. Facility Classification System and Development

Recreation facilities should be classified and developed on the same basis and as developed within the parks and open space outline in the City's Greenspace Master Plan (2002).

- i) Neighbourhood
- ii) Community, and
- iii) City

### 7. Efficiency and Effectiveness

The City will ensure that, before new facility development is contemplated, existing facilities of a similar nature are used to their capacity. Priority for facility development will be for flexible facilities that accommodate changing leisure needs over time and integrated (multi-use) facility development to realize economies of scale.



12. New Recreation Facilities, Such as Play Structures, Should be Universally Accessible (<http://www.flickr.com/photos/46091020@N00/244990569/>)

## 8. Sustainability

In the development of new facilities, the City will encourage efficient design to capitalize on low maintenance requirements and employ life-cycle maintenance management systems to extend the life expectancy of the facility.

## 9. Design

The design of new facilities will comply with environmental standards (LEED Gold Certified) and aesthetic design principles appropriate to the neighbourhood they are located in. The design will ensure security issues are minimized, and participant comfort and customer service are maximized as per CPTED principles.

### 1.5 ISSUES REGARDING RECREATION FACILITY DEVELOPMENT IN BRANDON

This report identifies a long-range plan for the development of recreation facilities in the City of Brandon and the role that local government will play in this process. During the data collection and public consultation phase of the planning process, a number of key issues emerged that must be considered in the development of the Recreation Facilities Master Plan.

1. The role and function of Community Services Department in the development of recreation services and facilities
2. The quality, supply and capacity of existing facilities to meet the needs and demands of the community now and in the future
3. The impact of aging recreation infrastructure
4. The location and accessibility of facilities to adequately and conveniently serve the public
5. The relevance of existing facilities to serve the changing demographic profile and leisure interests of community residents
6. The long-term cost and benefit of recreation facility development and maintenance by the City of Brandon

The plan that follows takes into consideration each of these issues and recommends both strategic and economical strategies to meet the recreation facility needs and demands of the community now and in the future.

### 1.6 TRENDS AND PROBABLE FUTURES

An important component of planning is an assessment of future trends and the impact they may have on long-range plans and strategies. There are international, national and local trends, events and issues that will have an impact on decisions regarding the development of recreation facilities in the City of Brandon.

Trends are affected by many variables and some are easier to predict than others. For example, the predicted growth rate in Brandon must take into account changes in the local economy, social policy, environmental conditions, business relocation, employment opportunities, national immigration policies and birth and



13. Skateboarding is Quickly Growing to be a Mainstream Recreation Activity (Courtesy of Sandy Black)

death rates. It is therefore important to understand the underlying assumptions and principles that form the basis for future predictions. As decisions are made, it will be necessary to monitor the assumptions on which predictions are made in order to minimize error and adjust plans accordingly.

### **1. Organization of Service Delivery**

A decade ago, most local governments in Western Canada had stand-alone parks and recreation departments but the current practice is to integrate human service functions into a Community Services Department. This holistic approach facilitates improved communication across all departments providing direct service to the public. It has also led to a more responsive community development approach to service delivery.

The downside of this approach is that recreation has been absorbed into a larger departmental structure and there is a danger that it could lose its profile in the community. A parallel development in many communities is to separate the recreation program function from parks and facility operations. There is an important relationship between program, operations and maintenance that needs to be maintained so that service is not affected. If no formal communication mechanism exists between the program, operation and maintenance functions, coordination relies on the interest and goodwill of senior management.

### **2. Provider to Facilitator**

The role that local governments have played in the delivery of parks and recreation services have changed over time. The traditional basis for recreation development has always relied heavily on community voluntary initiative. During the 1950-1970's, local governments took a more active leadership role in recreation development largely due to increase demand for programs and facilities. During this period it is estimated that approximately 80% of the indoor pools, arenas and community facilities in Canada were developed. In recent years, due to diminishing resources and increased demand, local governments have had to become more creative and collaborative in their approach. This has led to a fundamental shift in service delivery from direct provider to facilitator.

In essence, this approach is based on community development principles that rely heavily on volunteer initiative and community engagement. The skills necessary to successfully carry out this strategy are different from those used in direct delivery of programs and services. Some communities believed that the role of a facilitator was to respond only when approached by the community. In this model, active neighbourhoods and well-organized special interest groups are better able to access public services than low-income residents, youth at risk and neighbourhoods in transition. The irony is that these are the target markets to which core public services should be directed.

The City of Brandon has developed a strategy for community engagement. This strategy is designed specifically to create a dialogue with neighbourhoods, mobilize their resources, build networks and invest in social capital. Given the recent downturn in volunteerism across Canada, programs which encourage community participation are becoming increasingly important.

### **Implications and Strategies**

While the program is not specific to recreation there are important ways it could be used to improve recreation service delivery.

1. Develop a representative community-based steering committee to assist in the implementation of recommendations in the Recreation Facilities Master Plan and support fundraising initiatives
2. Develop community roundtable discussion sessions with special-interest groups affected by the recommendations in the plan (ex. field users, ice users, aquatic users, etc.)
3. Monitor the community grants program and direct resources to services that meet the recommendations outlined in this plan

### **3. Economic Trends**

Local governments are faced with a number of economic challenges as they deal with competing demands for limited tax dollars. The reality of aging infrastructure has prompted governments to rethink traditional funding models. There has been a gradual shift from bureaucratic to entrepreneurial strategies that rely on creative and innovative ways to do business. Municipalities have shifted their emphasis from a reliance on tax dollars to a reliance on partnerships to make the most of the available resources. The current interest in P3's (Public-Private Partnerships) is one example of strategies that communities are examining to cope with economic pressures.

With respect to the development of recreation facilities, it is important to recognize that these amenities meet a number of service objectives and should be seen as an investment. In addition to providing activity spaces for local residents, recreation facilities and parks can be economic generators in the community, preventive health venues, as well as environmental and aesthetic amenities.

Recreation facility development and operation can benefit from strategic partnerships and cooperative agreements. The City of Brandon has many examples of joint recreation facility development and cooperative management agreements. The YMCA currently operates the City-owned outdoor and wading pools on an agreement, the golf course has been operated on a contract over the past five years and many community organizations receive city grants to fund their operations.

There are opportunities presented in the Recreation Facilities Master Plan to further develop strategic partnerships and cooperative agreements. Care must be taken however, to ensure that public services objectives are preserved in any joint-use or development agreement and that the public is well served by these initiatives.

### **Implications and Strategies**

1. Investigate the feasibility of a joint-facility development with the YMCA and Brandon University so that "value added" services are developed for the benefit of residents of the City of Brandon.

2. Initiate discussions with the school division regarding the allocation and use of fields, diamonds, pitches and gymnasiums for after-school recreation.
3. Initiate discussions with the Keystone Centre regarding the allocation and use of the four indoor arenas in Brandon with a view to generating more efficient use of existing facilities.
4. Develop a closer relationship with Community Centres to examine opportunities to improve neighbourhood facilities and programs.
5. Explore opportunities with Assinibione Community College for the cooperative operation and use of the Sportsplex

#### 4. Demographic and Social Trends

Demographic characteristics are important predictors of leisure participation. Age, gender, education, ethnicity, marital status and economic status all affect intensity, frequency and choice of activities. Experts like David Foot (1998) believe that demographics represent 75% of all behavioural determinants.

In Brandon, there are a number of population trends that will have an impact on recreation program and facility needs in the coming years. Manitoba Health (2004) predicts that between 1998-2025 there will be a decline in the percentage of children and youth in Brandon (-27%) and an increase in the population of seniors (+38.8%).

**TABLE 2**

| POPULATION DISTRIBUTION 1998-2005 |         |          |
|-----------------------------------|---------|----------|
| Age                               | Brandon | Manitoba |
| 0-14                              | -27%    | -17.0%   |
| 15-64                             | +0.4%   | +4.1%    |
| 65+                               | +38.8%  | +46.9%   |

In addition, the overall population experienced a 6.2% increase between 1996 –2001 from 40,338 to 42,939. Much of the growth is attributed to a shift from rural to urban dwelling as people retire and an increase in population due to immigration and job creation.

##### (i) Aging Population

While the population is aging, it does not mean that children and youth will not continue to represent an important component of the community still requiring programs, facilities and services. Seniors are predicted to live longer, healthier lives, therefore placing more demand on all services. It is unlikely that seniors will be looking for arenas (as an example) to meet their recreation needs.



14. Seniors are Quickly Becoming a Larger User Group of Recreation Facilities (Image Courtesy of S+M+M)

##### (ii) Widening Gap Between “Have’s” and “Have-Not’s”

Another apparent trend across Canada is the growing gap between low and middle-income Canadians. Statistics Canada defines low income a family of four in an urban area with a combined net after tax income of \$27,000 or below. A study by Winnipeg Harvest concluded that 18% of households in Brandon-Souris fell below the low-income threshold. One of the key goals of the Community Services Department is to ensure that everyone has access to recreation opportunities.

However, people who describe themselves as experiencing difficulties financially only represented 8.6% of the respondents on the survey recently conducted in conjunction with the Recreation Facilities Master Plan. This suggests that the needs, interests and views of low-income residents in Brandon were underrepresented in the survey.

### **Implications and Strategies**

In order to ensure that low-income residents in Brandon are receiving access to recreation opportunities some pro-active strategies might be needed.

1. The Canadian Parks and Recreation Association has recently released a community tool kit called **“Everybody Gets to Play”** (2006), a Canada-wide initiative that is helping communities remove barriers to recreation opportunities for children and youth living in low-income families. There are many helpful strategies to deal sensitively with engaging low-income Canadians in recreation.
2. Examine fees, charges and strategies to make facilities and services accessible to all.
3. Monitor and consult with the senior community to ensure that their needs are being met as they continue to grow as a percentage of the population in Brandon.

### **5. Facility Trends and Innovations**

Sport, recreation and cultural facilities are going through a renaissance of sorts as the needs of consumers change and technology creates opportunities that previously didn't exist. It is now possible to swim in the winter in Canada and skate in the summer through technological innovation and design. Built environments allow us to create experiences we might not otherwise be able to have and technology allows for virtual experiences that previously didn't exist.

#### **(i) Facility Development to Facility Maintaining**

Communities across Canada have been faced with the dilemma of aging infrastructure and a large percentage of public recreation facilities are well over twenty-five years old. Most communities did not create reserve accounts for facility replacement and are now faced with expensive retrofitting, renovation and repair costs. Many of these facilities are also outdated and are unable to serve the changing recreation needs of the community.

#### **(ii) Competitive Facilities to Leisure Amenities**

Modern facilities concentrate on leisure amenities rather than competitive requirements. For example, the trend in leisure pool development serves a broader range of users and interests resulting in longer stays, increased revenue streams and better service. Arenas are now adopting these concepts and integrating irregular “leisure ice surfaces” into their design.



15. Competitive Swimming During the 1997 Canada Summer Games; The Pool is Now Used for a Number of Recreation and Leisure Activities (<http://www.flickr.com/photos/namullim/311984550/>)

### **(iii) One Stop Service Centres**

The new trend in facility development is to create “one-stop service centres” or integrated, intergenerational facilities. These leisure malls are often developed in partnership with other service providers such as libraries, schools and social service centres to capitalize on economies of scale, more efficient operation, lower impact facilities and increase convenience for the public.

The integrated leisure centre complex also reflects another trend toward multi-purpose spaces rather than dedicated, single activity space. This allows for more flexibility in use and the components can be adapted to accommodate new activities as leisure needs change.

### **(iv) Green Facilities**

With the increasing awareness of the environmental impact of major facility development, the trend is toward “green” facilities that are environmentally sensitive employing energy efficient design, low consumptive use, minimum impact on the community, reduced land use, and attractive aesthetic design to blend with the community.

### **(v) Recreation Facilities as Destinations**

Many communities now recognize the value of recreation facilities as economic generators. Unique, well-designed facilities can attract visitors and tourists who want to experience something different and will travel further to have these experiences. For example, the outdoor leisure pools in Winkler and Portage la Prairie attract visitors who travel to the community to experience something they don’t have locally. The visit might include an overnight stay or visit to a restaurant. The Keystone Centre is an excellent example of a facility that could be considered as a destination recreation facility catering to fairs, tournaments, sports events and meetings. When contemplating the development of new facilities, opportunities should be explored to include unique amenities that would serve as an attraction.



16. Splash Island in Portage la Prairie  
(<http://www.city.portage-la-prairie.mb.ca/community/splashisland.asp>)

### **(vi) Adaptive Reuse of Recreation Facilities**

A new trend in recreation facility development is the adaptive reuse of existing spaces. This approach is an economical way to develop facilities to meet new demands without the expense of new construction. Care must be taken to ensure that the planned use of the facility doesn’t represent too great a compromise in the real needs of the facility users, safety standards and playability requirements.

In Brandon, indoor soccer is now played in the former curling space of the Keystone Centre and the current YMCA occupies the former space of Canadian Tire. Under-utilized spaces such as racquetball courts have been converted to climbing walls and many flat competitive pools have been adapted as leisure pools. Opportunities for adaptive reuse of existing spaces should be pursued providing they adequately meet the requirements of the user groups.



17. BMX is Quickly Growing in Popularity with Youth (Courtesy of S+M+M)

## 6. Activity Trends

Recreation participation patterns and preferences affect the demand for, and supply of, recreation facilities. There are both internal and external activity trends that need to be considered when contemplating changes in the supply of facilities locally. The challenge is to be able to predict, with some accuracy, the sustainability of activities over time and avoid the “*build it and they will come*” approach. Balancing the needs of competing interests and groups is extremely difficult when multi-million dollar facilities are at stake. The challenge for local governments is to balance the demands of special interest groups against the overall recreation facility needs of the community.

Changes in participation rates in local programs are one signal that facility use might have to change. Innovations in program and facility design occurring outside the community may eventually have an impact on facility development locally. The other challenge for local governments is to define what their goals and responsibilities are for facility development and then proceed with caution to ensure the sustainability of facilities that are developed.

There are many activity trends that will have an affect on facility use now and in the future.

### (i) Program Planning Issues

The focus on program planning and development has shifted from program-based to benefit-based planning. Recreation program planning used to take the form of the “cafeteria approach” to choice where many programs were offered and demand was measured on the basis of registration levels. Today, planners research and anticipate the benefits people seek from recreation participation and ensure that these benefits are available through the programs that are offered.

### (ii) Accumulated to Targeted Services

Municipal governments recognize that, with limited resources, they can’t be all things to all people. Several decades ago, the approach was to try to offer everything and accumulate services. Today, priorities are set and core services defined to ensure that people with the greatest need receive the services they require. Most local governments target basic services to people who would not otherwise be served and leave more sophisticated recreation activities to the private sector. Defining what core services will be supported is the challenge for program planners.

### (iii) Fitness to Health and Wellness

The trend in physical activity programming is to place an emphasis on health related outcomes rather than on narrow measures of fitness. In this approach, improved health through fitness is the objective rather than fitness as the end product. Improved health can be achieved in a variety of ways and it represents one of the critical benefits of engaging in recreation.

Recent studies have highlighted the importance of physical activity in the lives of Canadians. Increases in sedentary lifestyles, growth in spectator sports, computer-usage and TV viewing, limited exercise opportunities in the school system, poor nutrition and the growing cost of participation have resulted in what some refer to as a health care crisis for our youth. Increases in obesity and Type Two diabetes are well documented.



18. Touch Football Provides Health Benefits in Terms of Fitness and Social Well-Being (Courtesy of Economic Development Brandon)

What is surprising is that a recent study (Gardiner, 2007) indicated that, while only 10% of Manitoba children and teens get the recommended amount of daily physical activity, 94% of parents thought their kids got enough exercise. This gap between perception and reality illustrates the task ahead. The health of Canadians is everyone's problem and solutions will not come from one source. Municipalities have an important role to play in that they provide facilities, leadership and opportunity.

The Canadian Fitness and Lifestyle Research Institute recently released the results of a study (2004) that examined aspects related to local policy and the creation of supportive social and physical environments to promote physical activity among residents. It provides useful suggestions regarding the important role of municipalities in dissemination of information, support to targeted groups, program development, low-cost facility alternatives, transportation initiatives, subsidies for low-income residents, facility access and creative partnerships.

*"When asked, about the number one thing they could do to improve their health 80% of Canadians say they should be more physically active" (Physical Activity: for the Health of Canadians, 2002) and over 50% of Canadians intend to be more active, a strong predictor of future behaviour. When they do, it is unlikely they will look to facilities such as arenas to meet their needs. They will however, look to local governments and community support systems for help.*



19. Soccer, Traditionally a "Team" Sport, is now seen as more of a Lifetime Sport (Courtesy of Economic Development Brandon)

#### **(iv) Team Sport to Lifetime Individual Pursuits**

Over the past twenty years there has been a real shift from team sport to life sport activities. Recent surveys that track the participation patterns of Canadians all report that the trend has been away from organized, structured recreation toward individual, life-sport activities.

#### **(v) Indoor to Outdoor Focus**

Another trend in participation is from a focus on indoor activities to outdoor pursuits. While we rely on indoor facilities for many activities because we live in a cold climate country, outdoor pursuits have become very popular. In Brandon, the use and popularity of the skating oval, cycling, walking and cross-country ski trail system, snowmobile areas, parks and outdoor areas are a major growth area.



20. Brandon's Skating Oval is a Popular Winter Recreation Destination (Courtesy of Economic Development Brandon)

Over the past ten years, survey after survey (CFLRI, 2000) of participation preferences have identified walking, gardening, hiking, home exercise, swimming, social dance, bicycling, golf and other outdoor pursuits in the top ten. In Brandon, the top six activities on the recent survey were walking, cycling, golf, fitness, gardening and swimming.

The implication for local governments is to focus on ensuring the availability of trails, parks and open spaces. Brandon has done an excellent job in this area and the creation of the outdoor activity nodes will further enhance this area.

#### **(vi) Risk and Adventure Recreation**

Combined with the interest in outdoor recreation is a growth in "risk" or "adventure" recreation. Activities including skateboarding, snowboarding, climbing and mountain biking have all grown in popularity in recent years. These activities are important areas to nurture because they work so well with youth programs and those not interested in organized and regulated activities.



21. Pleasure Walking Remains One of the Favourite Recreation Activities (Courtesy of Linda Boys)



22. Cycling is Second (only to Walking) as One of the Top Recreation Activities (Courtesy of Economic Development Brandon)

**TABLE 3**

| FAVOURITE RECREATION ACTIVITIES (1981-2000) |           |           |           |           |           |
|---|-----------|-----------|-----------|-----------|-----------|
|   | Rank 2000 | Rank 1996 | Rank 1992 | Rank 1988 | Rank 1981 |
| Walking for pleasure                        | 1         | 1         | 1         | 2         | 6         |
| Golf  | 2         | 2         | 3         | 3         | 2         |
| Camping                                     | 3         | 3         | 2         | 1         | 1         |
| Bicycling                                   | 4         | n/a       | 4         | 6         | 15        |
| Craft/Hobby                                 | 5         | 10        | 10        | 8         | n/a       |
| Gardening                                   | 6         | 8         | 27        | 13        | 26        |
| Swimming                                    | 7         | 6         | 6         | 5         | 8         |
| Read books/ magazines                       | 8         | 5         | 7         | 7         | 7         |
| Hiking/ backpacking                         | 9         | 13        | 16        | 19        | 23        |
| Fishing                                     | 10        | 4         | 5         | 4         | 4         |
| Running/ jogging                            | 11        | 9         | 21        | 25        | 16        |
| Downhill skiing/ snowboarding               | 12        | 14        | 17        | 11        | 3         |
| Performing arts                             | 13        | 32        | 19        | 37        | n/a       |
| Ice hockey                                  | 14        | 27        | 8         | 9         | 5         |
| Aerobic/fitness/aquasize                    | 15        | 7         | 11        | 12        | n/a       |
| Softball/ baseball                          | 16        | 11        | 9         | 14        | 12        |
| Curling                                     | 17        | 17        | 12        | 10        | 10        |
| Soccer                                      | 18        | 29        | n/a       | 54        | 35        |
| Dancing                                     | 19        | 16        | 13        | 18        | 13        |
| Hunting/ shooting                           | 20        | 20        | 15        | 16        | 11        |
| TV/movies                                   | 20        | 31        | n/a       | 41        | 21        |

Source: A Look at Leisure #41-(2000)

## **2.0 SURVEY OF EXISTING RECREATION GROUPS & FACILITY RECOMMENDATIONS**

In late 2006, The City of Brandon Operational Services Division went out to the various service groups of recreation and leisure to undertake an inventory of:

- Future Growth,
- Facility Requirements,
- Present Facility Locations / Amenities,
- Existing Partnerships, and
- Challenges.

This survey was compiled by the City of Brandon into an inventory grouped into seven categories related to facility similarities:

- Field and Pitch Recreation,
- Diamond Recreation,
- Racquet Recreation,
- Water Recreation,
- Ice Recreation,
- Specialty Recreation, and
- General Leisure Recreation.

From this survey, a series of recommendations were made based on discussions with the various service groups as well as with the Consultant Group in accordance with Guiding Principles as identified in section 1.4 Mission and Facility Planning Principles. The following inventory and recommendations have been developed with the community and the Consultant Group and provides a direction for recreation facilities in Brandon over the next ten to fifteen years.

## **2.1 GENERAL RECOMMENDATIONS FOR RECREATION FACILITIES**

Communication with the community via service groups brought to light the need for general policies and principles to standardize discussions, contracts, use-monitoring, and regular communication between the City of Brandon and each service group. Throughout all discussions, a number of common issues and opportunities had come forward that will work towards enabling both the community and the City to better service the general population:

### **1. Funding**

There are currently a number of different funding arrangements with the City of Brandon in terms of the operation of these facilities. In some cases, the facilities and groups are provided grants through the Grants Review Committee and / or are given tax offsetting grants and / or provided with in-kind support from operations and / or are not supported by the City. This inequity has caused confusion and frustration between the various groups and has resulted in some groups being more successful than others.

### **RECOMMENDATION**

- Develop and implement a funding model for publicly owned / non-profit owned recreation facilities.
- Establish standardized booking fees
- Explore appropriate partnerships that encourage strategic alliances

- Reduce facility inventory and channel the dollars from sale of property directly into recreation
- Reinststate the past “joint-use facilities maintenance agreement” between the Brandon School Division and the City of Brandon

## **2. Naming**

There are a number of facilities that are named for partnerships that existed at the time of development. However, there is no ongoing policy that outlines how facilities are named, how long the name stands on the facility, ongoing repair costs of signage, etc.

### **RECOMMENDATION**

- Develop a policy for the naming of facilities that includes timeframes, signage, duration, funding levels, etc.

## **3. Signage**

There are a number of different types of signs in the community related to facility naming, rules, directional signs, etc. There needs to be a recognizable image for signage in the community in order to allow users, especially those new to the community, to understand the amenities available to them, to understand the group responsible for the operation and maintenance and the rules of use (timeframes, bylaws, etc.).

### **RECOMMENDATION**

- Develop a signage standard and apply these to all publicly-owned recreation facilities

## **4. Efficiencies**

Many of the recreational groups desire assistance in the booking and registration of their sport. The City of Brandon currently has Class software that is used for booking the Sportsplex, school grounds and cemetery. The software has the capacity to be expanded further to accommodate on-line bookings.

### **RECOMMENDATION**

Upgrade the Class Software in order to accommodate on-line bookings and make this available to recreational groups

## **5. Community Participation and Advisory Panel**

Through the information gathering procedure for this study many issues were uncovered and diagnosed based on simply having the community participants around the table with the City.

### **RECOMMENDATION**

- Initiate an annual meeting with one representative from each of the seven categories of Recreation Facility types (as identified in 2.0) in order to review the Recreation Facilities Master Plan’s recommendations. This meeting is intended to engage the community to identify opportunities and constraints within the overall Master Plan as well as provide feedback on changes within their user groups that may affect future recreation facilities decisions.

## **2.2 FIELD AND PITCH RECREATION** (Refer to Map 1A, Page 29)

**Field and Pitch Recreation combines:** Football, Rugby, Soccer, Field Hockey, Track and Field, and Indoor Field Houses. These facility-related activities have been developing in isolation despite having similar facility requirements that may be able to work together to create efficiencies in resources spent. Of these six types of recreation, both Soccer and Football are experiencing substantial growth (in terms of interest) throughout the community.

An inventory of existing facilities indicates a large number of fields in varying states of “playability”. As in most other communities, the ability to spend sufficient resources on these large, resource-dependant facilities is often inadequate to maintain quality. Monitoring usage on these facilities via a centralized booking system and continuing discussions with the user groups will enable the City to more effectively direct resources to maximize, while not over-extending, the use of any given facility.

A number of groups have identified the need for a single “Class One” field for important events (ie. playoffs, visiting games, etc.) It is encouraged that a joint-use facility be contemplated for this need.

### **1. FOOTBALL (F)**

#### **User Groups**

- High School League
- Westman Youth League
- Senior League

#### **Future Growth**

- There appears to be a significant level of growth related to the younger players in the community
- Current facilities are not anticipated to meet participation levels without the need for expanded facilities

#### **Facility Requirements**

- 3 – Regulation Fields - preferred to be centrally located
- 1 – Formal Field
  - Spectator Bleachers
  - Lighting
  - Change Room Access
  - Equipment Storage Access, heated (maximum need)
- 3 – practice fields

#### **Present Facility Locations / Amenities**

- 3 – Practice Fields – Crocus Plains Regional Secondary School, Neelin High School, Vincent Massey High School, Change Room Access and some Equipment Storage
- 1 – Formal Field – Kinsmen Stadium / Change Room Access

#### **Existing Partnerships**

- The existing practice fields are maintained by the School Division in conjunction with the Football Leagues
- The formal field is in part maintained by the Football Leagues

### **Challenges**

- The existing formal field will need to be relocated if the development of a multi-purpose fitness Centre takes place on the existing site
- The significant overuse of the facilities is partly due to the unsafe and therefore unusable conditions of the others
- In its current state, the booking/scheduling system does not service the user groups, or the facility, well

### **RECOMMENDATIONS**

- **In the event that the current formal field is required to be relocated from 18th St. and Victoria Ave., then consideration should be given to the Canada Games Soccer Field**
- **Improve safety & playing conditions at all three high school facilities; significant infrastructure investments need to be made in regard to site development**
- **Improve the current booking process by implementing a centralized booking system**
- **Initiate an active partnership agreement between with the Brandon School Division and the City of Brandon (part of this funding could be acquired through reinstating the past joint use facilities maintenance agreement between the BSD and the City of Brandon)**
- **Involve the City of Brandon as a stakeholder in the planning process for football development within the community**

## **2. RUGBY (R)**

### **User Groups**

- Brandon Barbarians
- Youth Rugby
- Women's Rugby
- High School Rugby

### **Future Growth**

- There appears to be some growth related to the rugby in the community. There may be a need to expand on current facilities in the future but field space could be shared with football or soccer.

### **Facility Requirements**

- 2 – Fields
  - Lighting (minimal need)
  - Change Room Access
  - Equipment Storage (minimal need)

### **Present Facility Locations / Amenities**

- 2 – Fields located in Canada Games Park

### **Existing Partnerships**

- The existing fields are maintained by the Barbarians in conjunction with Westbran Employment Solutions and the City of Brandon

### **Challenges**

- Parking area
- Lack of change room, washroom and storage facilities

### **RECOMMENDATIONS**

- **Facilitate discussions between the Rugby, Football and Soccer Associations to identify where fields could be cross-scheduled to meet future needs**
- **Provide change room/washroom facilities at Canada Games Park to be shared by all of the user groups of the multi-use facility**
- **Continue with the maintenance agreement currently in place between the Brandon Barbarians and the City of Brandon**
- **Involve the City of Brandon as a stakeholder in the planning process for rugby development within the community**

### **3. SOCCER (S)**

#### **Indoor User Groups**

- Brandon Youth Soccer Association
- Dave Bebbington
- Scott Blyth
- Women's Indoor Soccer
- BU Hot Shots
- Winter Academy

#### **Outdoor User Groups**

- Brandon Youth Soccer Association
- Brandon Senior Soccer League
- High School Soccer
- Ladies Soccer
- Salvadorian Soccer League

#### **Future Growth**

- Youth registration has been 1200-1500 over the last few years but, in the past, has been 2000+. For adult play, with the addition of a large number of immigrants to our community, and their passion for the sport, we anticipate the need for soccer facilities to increase significantly over the next few years.

#### **Facility Requirements**

- Outdoor fields, minimum of 11 fields
  - Parking
  - Washroom / change rooms
  - Storage rooms
- Indoor facility
  - Equipment room (for balls, mini-nets, goals)

#### **Present Facility Locations / Amenities**

- Optimist Soccer Park (11 fields)
  - Canteen
  - Parking

- 2 washrooms (holding tanks)
- 4 dressing rooms
- 3 storage rooms
- Canada Games Park (1 field) – Senior Soccer
- School Grounds
- Keystone Centre – sport court floor

#### **Existing Partnerships**

- Brandon Youth Soccer and Brandon Senior Soccer currently work together in sharing field time

#### **Government Funding**

- The land that belongs to Brandon Youth Soccer Association (BYSA) was given to them for \$1.00 with an agreement that it would be returned to the City if, at any point, it was divested by this group

#### **Challenges**

- In order to grow the sport there is a need to have fuller access to a properly constructed and maintained indoor facility
- The Optimist soccer fields are subject to flooding and there is a need to improve the level of the dyke around the facility
- BYSA is overwhelmed by registration process
- Tots are playing at Dinsdale Park and this is unsafe for parking and children crossing 1st Street
- BYSA has difficulty with volunteer recruitment for the ongoing maintenance of the facilities
- Some specialty equipment is required for field maintenance at Optimist that is not currently available
- The requirement of BYSA to pay taxes on the land means that those resources are not available for the ongoing maintenance of the facility. In this fashion they are treated differently from other recreational groups in the community
- To maintain this site as the central location of all soccer in the community, research needs to be conducted into the acquisition of additional land for future development
- Affordability of registration at all levels needs to be addressed

#### **RECOMMENDATION**

- **Establish additional fields (if required) at a centralized location (i.e. Optimist Park)**
- **Establish a senior field at Optimist Park to replace the Canada Games field which could then be developed into a formal football/ rugby/soccer venue**
- **Build six tot fields at the Sportsplex (inside the running track)**
- **Indoor soccer facilities should be considered**
- **The City of Brandon should become involved as a stakeholder in the planning process for soccer development within our community**

#### **4. FIELD HOCKEY (FH)**

##### **User Groups**

- High School Athletic Program
- Brandon Field Hockey Club

##### **Future Growth**

- There appears to be a stable level of participation

##### **Facility Requirements**

- 1 Field

##### **Present Facility Locations / Amenities**

- 1 Field – Crocus Plains Regional Secondary School – Access to Change rooms

##### **Existing Partnerships**

- The current field is operated and maintained by the Brandon School Division

##### **Challenges**

- The future cost of maintaining the field as it relates to capital investment

#### **RECOMMENDATION**

- **Establish a long-term plan for maintenance and future development**

#### **5. TRACK AND FIELD (TF)**

##### **User Groups**

- Regional Schools
- Brandon School Division
- Sport Manitoba
- Local running club

##### **Future Growth**

- There appears to be a stable level of participation

##### **Facility Requirements**

- 1 Formal Running Track
- 2 Formal Sand Pits
- Stop Boards / Pitches

##### **Present Facility Locations / Amenities**

- 1 track complete with field amenities at the Sportsplex – access to change rooms
- Various amenities available at the high schools

##### **Challenges**

- There will continue to be a need for these types of facilities, however, the high cost of capital investment as compared to the level of use is not in balance
- Track and field facilities located on school grounds are unsafe and therefore unusable

##### **Government Funding**

- The Sportsplex is funded by the City of Brandon

## RECOMMENDATION

- To explore the feasibility of modifying the inner field of the track so that other sports can take advantage of the area (example: tot soccer pitches)
- Explore opportunities for joint-use facility agreements to improve facilities
- Involve the City of Brandon as a stakeholder in the planning process for track and field development within the community

## 6. INDOOR FIELD HOUSE (IF)

### User Groups

- Recreational Use
- Brandon University
- Brandon School Division
- Soccer
- Football
- Baseball

### Future Growth

- A field house could allow for increased programming opportunities throughout the winter. Some of these programs could include:
  - Baseball training – off season
  - Football training and indoor league
  - Golf driving range in winter season
  - Walking track for seniors recreation program
  - Indoor competitions – wrestling, volleyball, badminton, floor hockey
  - Martial Arts Competitions – Local, Regional, Provincial & National competitions
  - Volleyball – Local, Regional, Provincial & National competitions

### Facility Requirements

- An indoor field house component would feature a playing surface similar in size to the Sportsplex pool and housed in a building structure similar to a pool enclosure
- Change rooms, spectator viewing, restaurant/lounge,

### Present Facility Locations / Amenities

- Keystone Centre – sport court
- School Gymnasiums

### Existing Partnerships

- None

### Government Funding

- The Keystone Centre is partially funded through government funding
- Brandon School Division operates schools and gymnasiums

### **Challenges**

- Public desire to have multi-disciplined complexes with an increase exposure to retail component, including pro shops, enhanced food and beverage components to accommodate local users groups and professional services such as physiotherapy/sports therapy centres
- There is an increased need to develop a fiscally responsible facility and service provision that address the ever increasing needs of the community
- There has been an increase in youth soccer programs and there is not a desired indoor location available
- Martial Arts groups often have to go outside the City to host competitions
- Brandon University and the YMCA are planning to build a field house that will meet at least a portion of the need in the community however due to existing and expanded programming by these groups, it will not allow for all the needs to be met
- In some cases existing teams are required to travel out of the City to rent indoor field house space (Winnipeg)
- Due to limited Manitoba facilities, the competitive levels of soccer travel to Saskatoon, Minneapolis, and Edmonton to compete
- There is not enough facilities in Brandon to host major indoor soccer events

### **RECOMMENDATION**

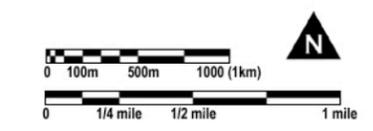
- **Convert the existing pool space in the Sportsplex to an indoor field house**
- **Involve the City of Brandon as a stakeholder in the planning process for indoor field house development within the community**
- **Discuss the opportunity of partnering with Assiniboine Community College to have their recreation programs offered in the field house rather than having a new facility created at the new campus**



**THE CITY OF BRANDON  
RECREATION FACILITIES  
MASTER PLAN**

**LEGEND**

- CITY OF BRANDON LIMITS
- MAJOR EXISTING RECREATION FACILITIES
  - 1 CANADA GAMES SPORTSPLEX
  - 2 WHEAT CITY RECREATION CENTRE
  - 3 BRANDON UNIVERSITY (GYM) and KINSMEN STADIUM
  - 4 YMCA
  - 5 ASSINIBOINE COMMUNITY COLLEGE (GYM)
  - 6 KEYSTONE CENTRE
- SCHOOL / COMMUNITY CENTRE GROUNDS
- SCHOOLS
- COMMUNITY CENTRES
- DEVELOPED GREEN / PARK SPACE
- NATURAL GREENSPACE
- EXISTING MULTI-USE TRAILS - PAVED / CONCRETE
- EXISTING MULTI-USE TRAILS - UNPAVED
- EXISTING SKI TRAILS - RECREATIONAL



**MAP #1A**

**EXISTING FIELD &  
PITCH RECREATION  
FACILITIES**

DEVELOPED BY:  
**THE CITY OF BRANDON  
OPERATIONAL SERVICES**

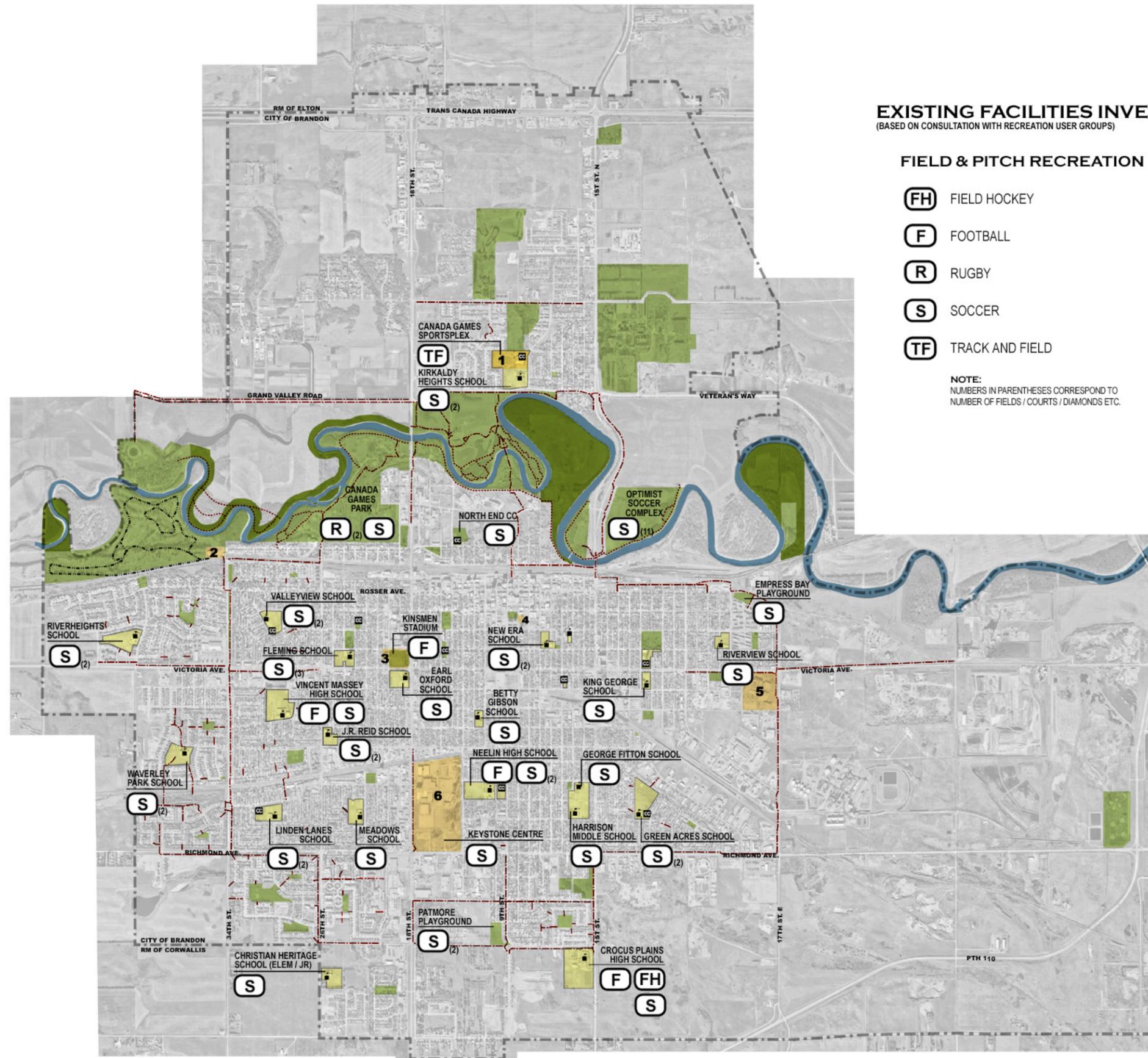
WITH ASSISTANCE FROM  
**SCATLIFF + MILLER + MURRAY**  
J. HARPER & ASSOCIATES

**EXISTING FACILITIES INVENTORY**  
(BASED ON CONSULTATION WITH RECREATION USER GROUPS)

**FIELD & PITCH RECREATION**

- (FH)** FIELD HOCKEY
- (F)** FOOTBALL
- (R)** RUGBY
- (S)** SOCCER
- (TF)** TRACK AND FIELD

**NOTE:**  
NUMBERS IN PARENTHESES CORRESPOND TO  
NUMBER OF FIELDS / COURTS / DIAMONDS ETC.



Air Photo and Base Map Information Courtesy of The City of Brandon. Information Regarding Existing Recreation Facilities Courtesy of The City of Brandon and Greenspace Master Plan (2002)

## 2.3 DIAMOND RECREATION (Refer to Map 1B, Page 35)

**Diamond Recreation combines:** Youth Softball, Minor Baseball, Senior Men's Baseball, and Senior Softball. These facility-related activities have been developing in isolation despite having similar facility requirements and may be able to work together to create efficiencies in resources spent. In general, the number of facilities presently meets or, in fact, exceeds the demand.

As with Field Recreation, an inventory of existing "diamond" facilities was conducted and reveals large number of fields in varying states of "playability". As in most other communities, the ability to spend sufficient resources on these large, resource-dependant facilities is often inadequate to maintain quality. Monitoring usage of these facilities via a centralized booking system and continuing discussions with the user groups will enable the City to more effectively direct resources to maximize, while not over-extending, the use of any given facility. Existing, private facilities should receive priority for bookings in order to reduce competition between the City and private industry.

### 1. YOUTH SOFTBALL (SB)

#### User Groups

- Westman Softball League
- T-Ball League

#### Future Growth

- The participation in this sport fluctuates year to year. Current facilities are anticipated to meet participation levels without the need for expanded facilities

#### Facility Requirements

- 8 – Softball Diamonds - preferred to be centrally located
- 6 – T-Ball Diamonds – preferred to be centrally located

#### Present Facility Locations / Amenities

- 8 – Softball Diamonds located at Canada Games Park
- 6 – T-Ball Diamonds located at Canada Games Park

#### Existing Partnerships

- The existing diamonds are maintained by the Westman Softball League in conjunction with the City of Brandon
- Current discussions between Brandon Minor Ball and Westman Softball regarding merging and operating with one executive, coordinating resources and manpower

#### Challenges

- The administration and booking of all the diamonds in the city appears to be a challenge for the various groups

### RECOMMENDATION

- **Facilitate a discussion between the various groups to review options related to combined administration activities**
- **Establish a standardized booking fee for all diamonds in order to:**
  - Encourage play at the private diamonds in order to keep them viable
  - Allow for collected funds to be channeled back into reserve for the maintenance and upgrading of existing diamonds

- Explore the option of having a centralized booking system in place
- Involve the City of Brandon as a stakeholder in the planning process for youth softball development within the community

## 2. MINOR BASEBALL (MB)

### User Groups

- Brandon Minor Baseball League

### Future Growth

- The participation in this sport fluctuates year to year. Current facilities are anticipated to meet participation levels without the need for expanded facilities. The issue of access to a senior diamond will need to be addressed.

### Facility Requirements

- 8 – Minor Ball Diamonds
- 1 – Senior Ball Diamond – access for some senior youth play

### Present Facility Locations / Amenities

- 8 – Minor Ball Diamonds located at Millennium Park
- 1 – Lion’s Lot (Coronation Park)
- 2 Diamonds – Park Avenue & Grant Boulevard
- 1 Diamond – Brandon Avenue
- Rural access to a senior ball diamond

### Existing Partnerships

- Current discussions between Brandon Minor Ball and Westman Softball regarding merging and operating with one executive, coordinating resources and manpower

### Government Funding

- The City provides an off-setting tax grant to Millennium Park

### Challenges

- The development of Millennium Park has resulted in a dramatic decline in usage of existing minor ball diamonds throughout the community, creating a surplus of unused diamonds
- The cost of maintenance and development of the existing park has increased pressure on the operating group
- Access to a senior diamond is required; however lack of availability has prevented play on in-city diamonds
- The City needs to work with Brandon Minor Ball and Senior Ball

## RECOMMENDATION

- Facilitate a discussion between the various groups to review options related to combined administration activities
- Explore the option of having a centralized booking system in place
- Establish a standardized booking fee for all diamonds in order to:
  - Encourage play at the private diamonds in order to keep them viable
  - Allow for collected funds to be channeled back into reserve for the maintenance and upgrading of existing diamonds

- **Involve the City of Brandon as a stakeholder in the planning process for youth softball development within the community**
- **Investigate the need and opportunity to develop another diamond at Millennium Park that could accommodate the midget program**

**And to remove play from the following diamonds:**

- 2 Diamonds – Park Avenue & Grant Boulevard (remove back stops and evaluate the need for the greenspace)
- 1 Diamond – Brandon Avenue (remove back stop and evaluate the need for the greenspace)

### **3. SENIOR MEN’S BASEBALL (SMB)**

#### **User Groups**

- Senior Men’s Baseball League
- Brandon Marlins
- Brandon Cloverleafs

#### **Future Growth**

- The participation in this sport is capped by participation levels in the league. There is a need to develop another diamond with the anticipated loss of the Kinsmen Stadium venue.

#### **Facility Requirements**

- 2 – Senior Ball Diamonds
  - Lighting
  - Spectator Seating
  - Change room Access

#### **Present Facility Locations / Amenities**

- 1 – Westbran Stadium
  - Lighting
  - Spectator Seating
  - Change room access
  - Score board
  - Sound System
  - Washrooms
  - Office space
  - Canteen
- 1 – Kinsmen Stadium
  - Lighting (minimal)
  - Spectator Seating (minimal)
  - Change room access
  - Canteen

#### **Existing Partnerships**

- The existing diamonds are maintained by the Senior Baseball League in conjunction with the City of Brandon

#### **Government Funding**

- The City and Brandon University provide funding under an operating agreement to Kinsmen Stadium
- The City provides funding under an operating agreement to Westbran Stadium

### Challenges

- The existing diamond at Kinsmen Stadium will need to be relocated if the development of a multi-purpose fitness centre takes place on the site

### RECOMMENDATION

- **Discuss the option of having a centralized booking system in place to maximize use of each facility**
- **Establish a standardized booking fee for all diamonds in order to:**
  - Encourage play at the private diamonds in order to keep them viable
  - Allow for collected funds to be channeled back into reserve for the maintenance and upgrading of existing diamonds
- **In the event that the Kinsmen Stadium diamond is required to be relocated, consideration should be given to developing a senior diamond adjacent to Westbran Stadium in order to capitalize on synergies between organizations & facilities, (shared washrooms, change rooms, canteens, and sharing of equipment and resources)**
- **Involve the City of Brandon as a stakeholder in the planning process for senior men's baseball development within the community**

## 4. SENIOR SOFTBALL (SSB)

### User Groups

- Linament League
- Mixed Leagues
- Slow Pitch Leagues
- Special Olympics
- Christian Women's League

### Future Growth

- The participation in this sport fluctuates year to year. Current facilities are anticipated to meet participation levels without the need for expanded facilities

### Facility Requirements

- 20 Softball Diamonds

### Present Facility Locations / Amenities

- 4 Diamonds - Curran Park
- 8 Diamonds – BMHC Grounds
- 1 Diamond – Research Station – (Consideration being given to removing this site – decision pending)
- 1 Neelin High School
- 1 Crocus Plains Regional Secondary School
- 1 Vincent Massey School Ground
- 1 Green Acres School Ground
- 1 Earl Oxford School Ground
- 1 Harrison School Ground
- 1 North End Community Centre
- 1 Coke Plant (13<sup>th</sup> Street East & Victoria Avenue)
- 1 Patmore Park
- 1 Riverheights School
- 1 Riverheights Park (retain back stop – poor site lines)

### Existing Partnerships

- The City provides centralized booking for these fields except for those owned privately

### Government Funding

- None

### Challenges

- The diamonds are in varying degrees of condition

## RECOMMENDATION

- **Facilitate a meeting with the various groups to have play focused on the following diamonds:**

- 4 Diamonds – Curran Park
- 8 Diamonds – BMHC Grounds
- 1 Diamond – Crocus Plains Regional Secondary School Ground
- 1 Diamond – Neelin High School Ground
- 1 Diamond – Vincent Massey School Ground
- 1 Diamond – Green Acres School Ground
- 1 Diamond – Earl Oxford School Ground
- 1 Diamond – Harrison School Ground
- 2 Diamonds – North End Community Centre (second one needs to be established)

- **And to remove play from the following diamonds:**

- 1 Diamond – 13th Street East & Victoria (removal of back stop - site to be used for alternate recreation)
- 1 Diamond – Patmore Park (removal of back stop - site required for retention pond)
- 1 Diamond – Riverheights Park (retain back stop – poor site lines), remove from City booking system
- 1 Diamond – Riverheights – remove from City booking system
- 2 Diamonds – Park Avenue & Grant Boulevard (remove back stop and convert to greenspace)
- 1 Diamond – Brandon Avenue (remove back stop and convert to greenspace)

- **Establish a standardized booking fee for all diamonds in order to:**

- Encourage play at the private diamonds (Curran Park) in order to keep them viable.
- Allow for collected funds to be channeled back into reserve for the maintenance and upgrading of existing diamonds

- **In the event that diamonds are lost in the future from the BMHC grounds or at Curran Park, diamonds should be located at greenspace that has been dedicated for school sites**

- **Maintenance agreements should be put in place with the various leagues as is the case with the other baseball leagues**

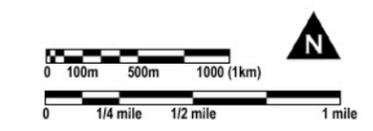
- **Involve the City of Brandon as a stakeholder in the planning process for senior softball development within the community**



**THE CITY OF BRANDON  
RECREATION FACILITIES  
MASTER PLAN**

**LEGEND**

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- MAJOR EXISTING RECREATION FACILITIES
  - 1 CANADA GAMES SPORTSPLEX
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  - 4 YMCA
  - 5 ASSINIBOINE COMMUNITY COLLEGE (GYM)
  - 6 KEYSTONE CENTRE
- SCHOOL / COMMUNITY CENTRE GROUNDS
- SCHOOLS
- COMMUNITY CENTRES
- DEVELOPED GREEN / PARK SPACE
- NATURAL GREENSPACE
- EXISTING MULTI-USE TRAILS - PAVED / CONCRETE
- EXISTING MULTI-USE TRAILS - UNPAVED
- EXISTING SKI TRAILS - RECREATIONAL



**MAP #1B**

**EXISTING DIAMOND  
RECREATION  
FACILITIES**

DEVELOPED BY:  
**THE CITY OF BRANDON  
OPERATIONAL SERVICES**

WITH ASSISTANCE FROM  
**SCATLIFF + MILLER + MURRAY**  
CONSULTANTS

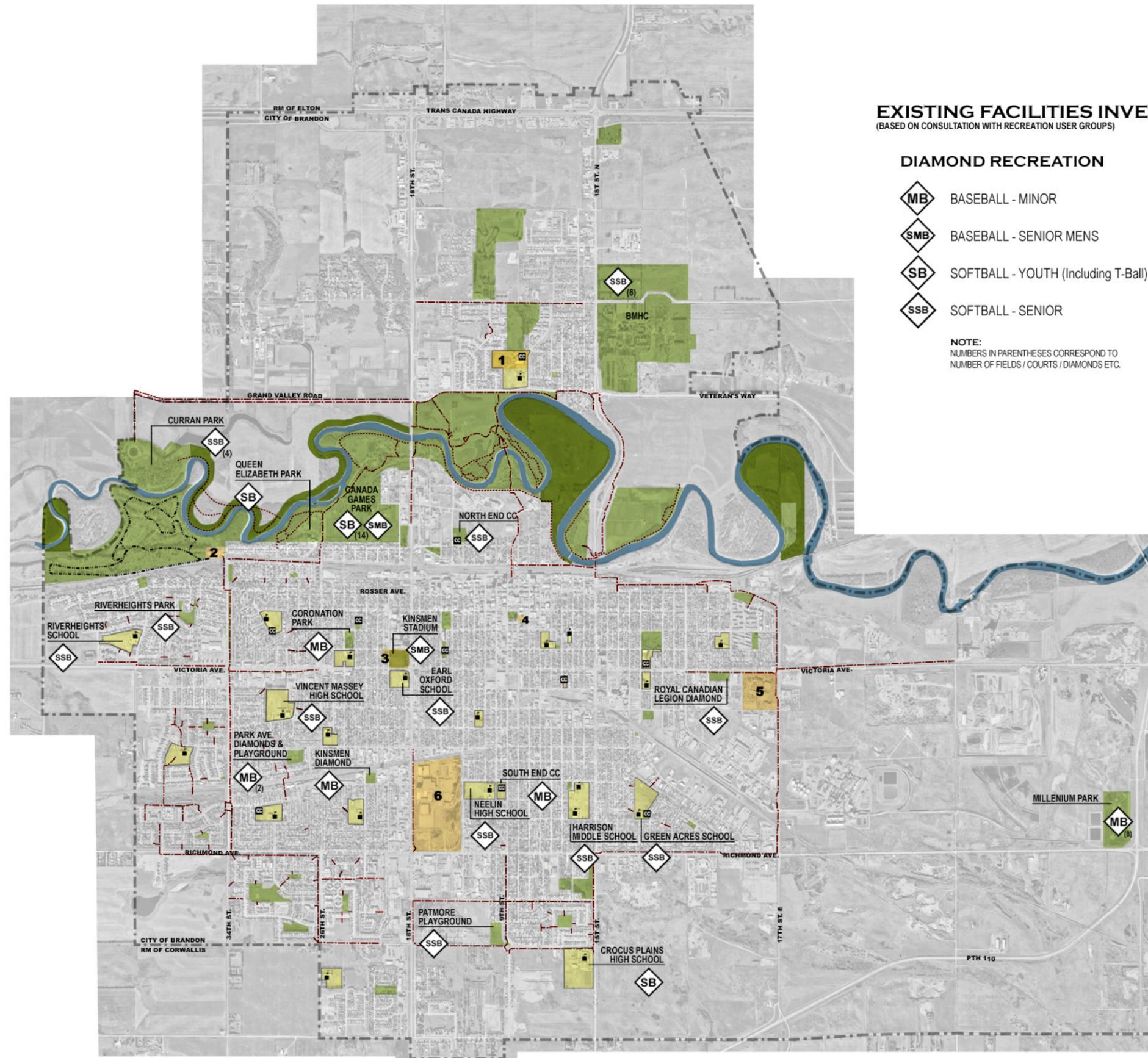
**J. HARPER & ASSOCIATES**

**EXISTING FACILITIES INVENTORY**  
(BASED ON CONSULTATION WITH RECREATION USER GROUPS)

**DIAMOND RECREATION**

- MB** BASEBALL - MINOR
- SMB** BASEBALL - SENIOR MENS
- SB** SOFTBALL - YOUTH (Including T-Ball)
- SSB** SOFTBALL - SENIOR

**NOTE:**  
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