



CITY OF BRANTFORD

Parks and Recreation Master Plan

March 2018





Contents

Glossary of Key Terms	4
1 Introduction to the Plan	5
1.1 What is a Parks and Recreation Master Plan?.....	5
1.2 How to Read this Plan	6
1.3 Aligning the Master Plan to Council’s Strategic Priorities	6
1.4 Process Guiding Plan Development and Implementation	7
2 Planning in the Context of Growth & Change	8
2.1 Demographic Triggers & Impacts	8
2.1.1 Population Growth: The City-wide Forecast	8
2.1.2 Changing Neighbourhoods	9
2.2 Changing Trends in Sport Participation	10
2.3 Community Aspirations for Parks and Recreation	13
2.4 A Sustainable Plan to Address Change	14
3 The Master Plan.....	16
3.1 The Value of Investment in Parks and Recreation	16
3.2 Plan Principles	17
3.3 A Vision for the Future	20
3.3.1 The Master Plan Vision	20
3.3.2 The Mission.....	20
3.4 Goals & Objectives	21
4 The Approach to Facilities Planning & Recommendations	24
4.1 Introduction to Planning Considerations	24
4.2 A Standards-based Approach to Planning	25
4.3 Asset Management & Addressing Regulatory Requirements	26
4.4 Indoor Facility Recommendations.....	28
4.4.1 Arenas and Multi-Use Facility Infrastructure Strategy	28
4.4.2 Indoor Aquatics	33
4.4.3 Community Centres & Auditoriums	35
4.4.4 Community Halls & Auditoriums	39
4.4.5 Older Adult Space	42
4.4.6 Youth Space	43
4.4.7 Fitness.....	45

4.4.8	Gymnasia	46
4.4.9	Indoor Multi-Use Field House.....	48
4.4.10	Specialized Facilities	50
4.5	Outdoor Facility Recommendations.....	55
4.5.1	Playgrounds	66
4.5.2	Outdoor Sport / Multi-Use Courts.....	68
4.5.3	Other Outdoor Recreation Facilities.....	73
4.5.4	Trails	76
4.6	Parks and Outdoor Facility Recommendations	79
4.6.1	Parks Strategy	80
4.6.2	Parkland Acquisition and Classification System	82
4.6.3	Park Design and Development	83
4.6.4	Parks Operations, Forestry and Horticultural Services.....	86
4.6.5	Parks Programming and Use	89
4.7	Cemeteries.....	91
4.7.1	Demand/Land Needs Analysis	92
4.7.2	Population-related impacts on Future Supply	94
4.7.3	Disposition Demand Forecast.....	96
4.7.4	Interment Right Sales Demand Forecast	97
4.7.5	Forecast Land Needs	97
4.7.6	Cemetery Inventory Forecast Sales Lifetime.....	98
4.7.7	Remaining Developable Land	99
4.7.8	Future Priorities.....	100
4.7.9	Cemetery Capital Improvement Needs.....	104
5	The Service Delivery Plan	105
5.1	The City’s Role in Parks & Recreation Delivery	106
5.2	Factors Impacting the City’s Program and Service Mandate	108
5.2.1	Growth in Population and Annexation.....	108
5.2.2	Neighbourhood and Demographic Dynamics	109
5.2.3	Planning for Age-Friendly Communities.....	109
5.2.4	Shifts in Volunteerism	110
5.2.5	Changing Preferences in Participation	110
5.2.6	Long-term Athlete Development (Canadian Sport for Life Model).....	111
5.2.7	Community Hubs and Social Inclusion	111
5.2.8	Access, Inclusion and AODA	112

5.3	Organizational Capacity & Support for Service Delivery	114
5.3.1	Successes in Implementation	114
5.3.2	Current and Future Challenges.....	115
5.4	Community Programs & Activities	118
5.4.1	Core Municipal Programming.....	118
5.4.2	Program Delivery and Participation	118
5.4.3	Supporting Community-Driven Initiatives (Indirect Programming)	124
5.4.4	Fostering and Facilitating Volunteerism.....	124
5.5	Policies and Standards.....	126
5.5.1	User Fees & Allocation Policies	126
5.5.2	Facility Lease Arrangements.....	128
5.5.3	Partnerships and Planning for Facilities	129
5.5.4	Business Planning for Operations.....	131
5.6	Communications and Outreach.....	134
5.6.1	An Aligned Strategy for Communications – Starting Internally, then Externally	134
5.6.2	Events & Tournament Hosting	136
5.7	Monitoring and Metrics.....	140
5.7.1	The Benefits of Performance Measurement.....	140
5.7.2	Varying Approaches to Municipal Performance Measurement.....	141
5.7.3	A Tailored Approach for the City of Brantford	141
5.7.4	Balanced Performance Score Card Reporting	143
6	Implementing the Plan	145
6.1	Planning for Capital	145
6.1.1	Alternative Delivery Opportunities for Infrastructure	145
6.2	Fiscal Sustainability for Infrastructure.....	149
6.2.1	Establishing Capital Reserves for Facilities.....	149
6.3	Implementation Framework and Timing.....	150

Appendix: City of Brantford Parkland Classification System and Acquisition Framework

Glossary of Key Terms

The following serves to define key terms used throughout this report:

- **Asset Management** is the application of a variety of disciplines (including finance and engineering and other technical) to the practice of determining the level of service/lifecycle of facilities and infrastructure in an effort to achieve efficiencies in cost. Many municipalities in Ontario have made this a routine practice through the development of Asset Management Plans.
- **Co-location** refers to the achievement of physical adjacency(ies) through siting a variety of recreational facilities (such as buildings, sports fields etc.) on a single parcel of land or a cluster of adjacent land parcels.
- **Land Acquisition** refers to the procedural and legal act by which land may be acquired for the purpose of public park or recreational uses through requirements for conveyance as a condition of development or redevelopment, land swaps or other legal means including direct purchase as allowable and in accordance with the City's *Official Plan* and by-laws and the *Ontario Planning Act*.
- **Disposition** refers to the procedural and legal act of transferring to the care or possession of another a parcel of land/property as regulated by applicable by-laws of the City of Brantford, the *City's Official Plan* and the *Ontario Planning Act*.
- **Multi-use Facilities** refers to the purpose-built design of spaces and/or an entire building or asset to accommodate a range of recreational and leisure activities, in part, through the use of building technologies such as retractable walls and flooring, temporary seating and other solutions.
- **Facility Repurposing** is achieved through the modification of existing recreational infrastructure to fit or accommodate a new use. This may or may not require demolition, redesign and redevelopment of a space but in all instances means of a change of use for an asset.
- **Replacement [of a facility/asset]** refers to the substitution of a structure with a similar or better type of construction/infrastructure and which may occur in the same location as the previous asset or may involve to a new location. In general terms, it is the act of replacing an older asset with a new asset and may involve the closure, demolition or repurposing of an older asset.

1 Introduction to the Plan

1.1 What is a Parks and Recreation Master Plan?

This Master Plan is a municipal guidance document, designed to further effective planning, budgeting and implementation of stated goals and objectives for parks and recreation in the City of Brantford.

This Parks and Recreation Master Plan provides a comprehensive, multi-year framework of short (1-5 years), medium (6-10 years), and longer-term (11+ years) priorities for the development of facilities, programming and services and is a flexible blueprint to guide municipal decision making over the next twenty-five years.

The actions herein represent a balanced assessment of existing community needs weighed against fiscal and implementation realities, as well as considerations of projected demand and future needs for servicing. Many of the recommendations provided in this Plan are stand-alone and can be implemented separate and apart from decisions required to implement other aspects of the Master Plan.

The Master Plan provides:

- An assessment of the current inventory and adequacy of indoor and outdoor facilities and recreation programming;
- An evaluation of existing and projected population trends and the anticipated impact on facility needs;
- An assessment of gaps in existing programs and facilities based on the City's current inventory, emerging recreation needs and relevant population and participation-based standards;
- A prioritized suite of actions with alternative paths to ensure the successful implementation of recommendations over the 25-year planning period and beyond; and
- A complementary implementation plan which identifies priorities in terms of capital expenditures/investment in infrastructure.

Taken as a whole, recommendations of this Master Plan offer a framework of provision of quality and sustainable access to a range of recreational opportunities in Brantford, both for residents and visitors.

1.2 How to Read this Plan

The *Situational Report* produced as a precursor to this Master Plan functions as a backgrounder on issues in the parks and recreation sector and served to inform the recommendations and directions of this Master Plan.

The Parks and Recreation Master Plan for the City of Brantford is divided into three primary parts:

- **Part A of the Master Plan:** outlines a range of recommendations for capital planning and is hereafter referred to as the *Facilities Plan*. Actions are to be implemented over a 25-year period.
- **Part B of the Master Plan:** Comprises the *Services Plan* and which is to be implemented over 10-year planning horizon.
- **Part C of the Master Plan:** speaks specifically to the specifics of implementation and outlines a framework for phasing/planning for major new capital projects/initiatives. This is particularly important considering, some of the recommendations regarding *Facilities* will have direct implications on future programming opportunities. Specifically, investment in new facilities will result in operational efficiencies as well as new programming opportunities.

1.3 Aligning the Master Plan to Council’s Strategic Priorities

Municipal Council makes decisions based on strategic priorities. These priorities are defined within the City’s 2014-2018 Community Strategic Plan which provides a vision for the community as follows: “Brantford – proud, vibrant, progressive... a “GRAND” community for living, learning, working and playing.”

Strategic priorities supported by this Master Plan include:

- Offering a full range of well-supported sports and recreational facilities and programs;
- Promote the well-being of its citizens;
- Services and programs are accessible to all citizens;
- Supportive community with a social conscience;
- Sustainable transportation infrastructure (including bicycle paths, trails); and
- Strong community and intergovernmental partner.

1.4 Process Guiding Plan Development and Implementation

Developing the Master Plan involved:

- Public engagement and stakeholder outreach. Members of the public and key stakeholders from across the City were consulted at each stage in the Plan's development. The following page provides an overview of engagement that informed the development of Master Plan principles, goals, and recommendations;
- An analysis of local, county/regional, and provincial demographic, leisure and facility trends, as well as best practices in other communities across Ontario and nationally;
- A review of existing parks and recreation facilities (including facility conditions, revenues and expenditures and utilization), and the establishment of provision targets; and
- An analysis of the full range of strategic plans and policies impacting the delivery of parks and recreation facilities, programs and services over the long-term horizon to ensure recommendations align in a manner which allows the Municipality to take full advantage of programming, investment, and partnership opportunities.

2 Planning in the Context of Growth & Change

Recreation facilities in Brantford provide a critical service to individual residents and families enabling them to reach their full potential, and therefore must not be undervalued. These facilities play an important role in supporting social vibrancy, crime prevention, physical well-being and environmental sustainability.

This Plan also recognizes that the City of Brantford, within the context of the broader Brantford Census Metropolitan Area and Brant County, functions as the main service node for the region. This has implications for the City's recreation sector – specifically, the provision of facilities, services, programs and opportunities within the municipal sphere. Localized investment in recreation is therefore recognized to have broader regional impacts.

2.1 Demographic Triggers & Impacts

2.1.1 Population Growth: The City-wide Forecast

The Census Metropolitan Area (CMA) of Brantford has experienced a 7.7% growth rate between 2006 and 2016. With a population of 124,607 in 2006, Brantford CMA grew to 135,501 in 2011. The City itself represents approximately 73% of the CMA population and experienced an 8.1% growth rate between 2006 and 2016.

Exhibit 1: Population Growth in Brantford and Brantford CMA, 2006-2011

	2006 Population	2011 Population	2016 Population	Growth Rate (2006-2016)
City of Brantford	90,192	93,650	97,496	8.1%
Brantford CMA	124,607	135,501	134,203	7.7%

Source: Statistics Canada, 2006-2016

For planning purposes, the City of Brantford uses population projections from the Provincial Growth Plan for the Greater Golden Horseshoe (2006, updated 2017). The Province recently completed the process of updating the Growth Plan with new, increased targets for intensification of urban areas for higher densities of new development.

Exhibit 2: City of Brantford Population Forecasts, 2016-2041 (Reference Scenario)

Year	Population Projection
2016	104,000 (actual census: 97,496)
2031	139,000
2036	152,000
2041	163,000

Source: Greater Golden Horseshoe Growth Plan (2006, updated 2017)

The City of Brantford has and is expected to continue to experience growth. Over the last 2 census periods the City has grown to accommodate over 7,000 additional residents. This represents an almost 10% increase in population.

With Brantford's Downtown designated as an Urban Growth Centre by the Greater Golden Horseshoe Growth Plan, the Province has set population and employment growth targets to reach 152,000 persons and 72,000 jobs by 2036. This population growth represents an increase of 56% by 2036 and is projected to further increase to 163,000 residents by 2041.

While some of this growth will be accommodated via intensification, a significant portion is to be directed to newly annexed lands from the County at the north and western portions of the city. In total, the City of Brantford has assumed 1,980 ha (gross) of additional land for future residential growth (1153 ha net), and 739 ha (gross) of land for future employment growth (531 ha net) from the County of Brant. This effective boundary change will result in a larger core catchment and market area for municipal recreation programs and services.

2.1.2 Changing Neighbourhoods

The Master Plan considers the relative demographics of individual neighbourhoods within Brantford. While some assets, such as arenas and indoor pools service city-wide needs, other recreation and park-based assets such as community centres/hubs, sports fields and courts can be expected to service smaller geographic areas. As such, recommendations of the Plan are responsive not only to city-wide growth targets but also consider shifts in the population base, the relative age, as well as the income profile of Brantford's neighbourhoods.

The City of Brantford has and is expected to continue to experience shifts in demography. Namely:

- **Individual neighbourhoods are aging differently:** Brantford's older communities are the neighbourhoods of Fairview, Green Brier, Brier Park, Terrace Hill and Echo Place. As of 2016 these communities had a median age above the City's average (46 years) and are generally located towards the northern end of the City's boundary.

- **Downtown as well as new subdivision areas are relatively younger:** In contrast, the downtown, Shellard Lane and Eagle Place are comparatively younger, with most of the residential areas in these neighbourhoods having a median age of under 35. This correlates with those areas that have experienced the most significant share of new residential development in the past few years and indicates that households with children tend to gravitate towards newer residential developments¹. With respect to the downtown core, the presence of post-secondary institution(s) is expected to impact the relative age of this area.
- **Low-income households:** Areas with a prevalence of low after-tax income include Downtown Brantford and immediate surrounding neighbourhoods to the south, such as Eagle Place.

Exhibit 3: Age Distribution Comparison, City, CMA & Province, 2016

	City of Brantford		Brantford CMA		Ontario	
Children under 10	11,600	12%	15,640	12%	1,453,445	11%
Youth, 10-19	11,565	12%	16,125	12%	1,566,200	12%
Young Adults, 20-29	11,925	12%	15,755	12%	1,768,740	13%
Adults, 30-64	45,635	47%	63,045	47%	6,408,460	48%
Older Adults, 65 and over	16,765	17%	23,635	18%	2,251,655	17%
Total	97,490	100%	134,200	100%	13,448,500	100%

Source: Statistics Canada, 2016

All the above dynamics impact the types of community/neighbourhood parks and recreation services needed. This Master Plan gauges these needs and shifts in light of the current geography and supply of assets.

2.2 Changing Trends in Sport Participation

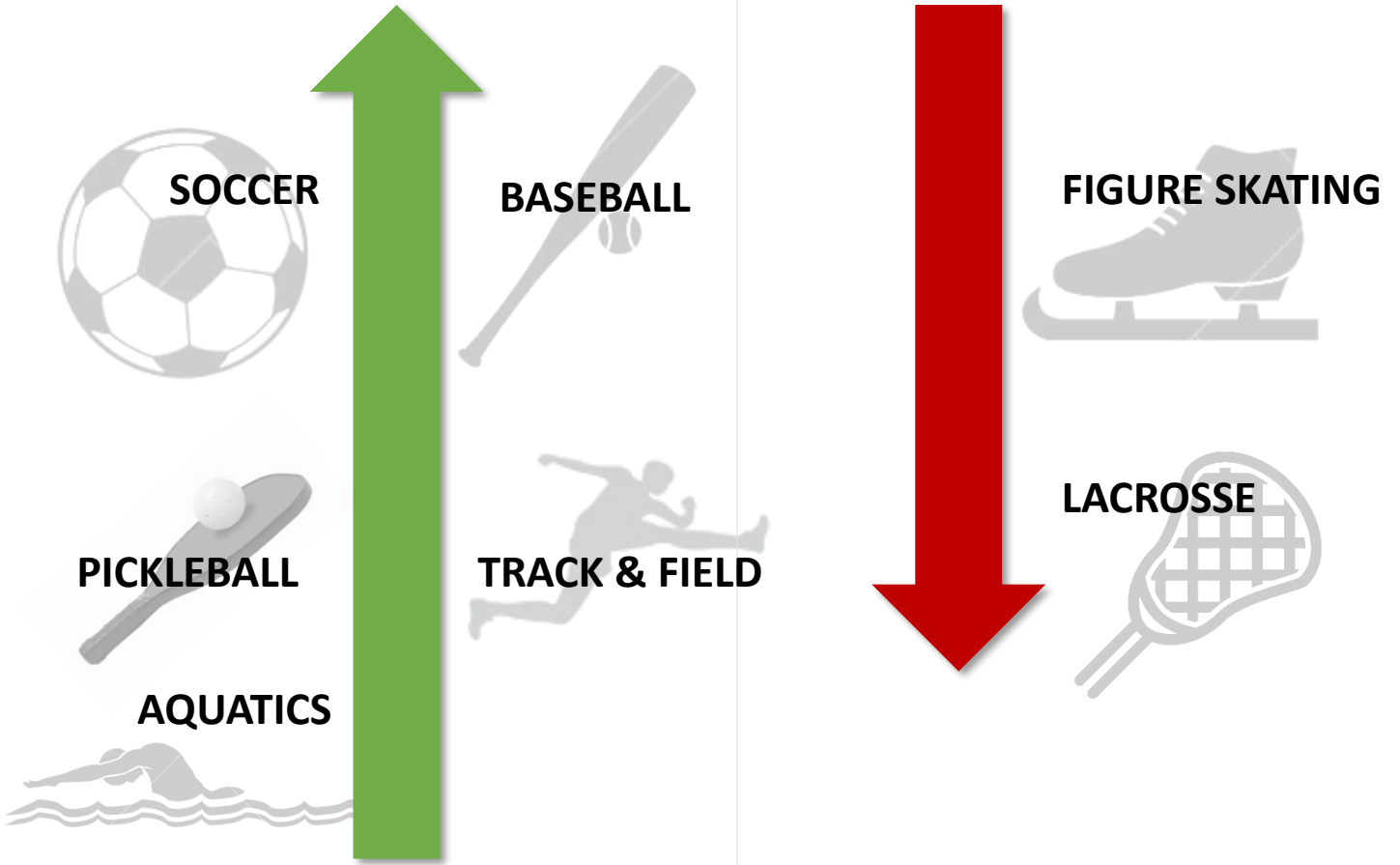
In addition to demographic trends, this Master Plan recognizes that recreation demand and consequently demand for programs, activities and facilities have shifted in the City of Brantford over the last few decades.

¹ In 2015, the City experienced its highest number of new residential units constructed in a decade, with a total of 603 units (609 including conversions). Over the past 15 years, 82% of new residential units were constructed in the greenfield lands in the Shellard Lane and Echo Place areas (Ward 1 and Ward 4).

What User Groups Said:

Increase in Participation

Decrease in Participation



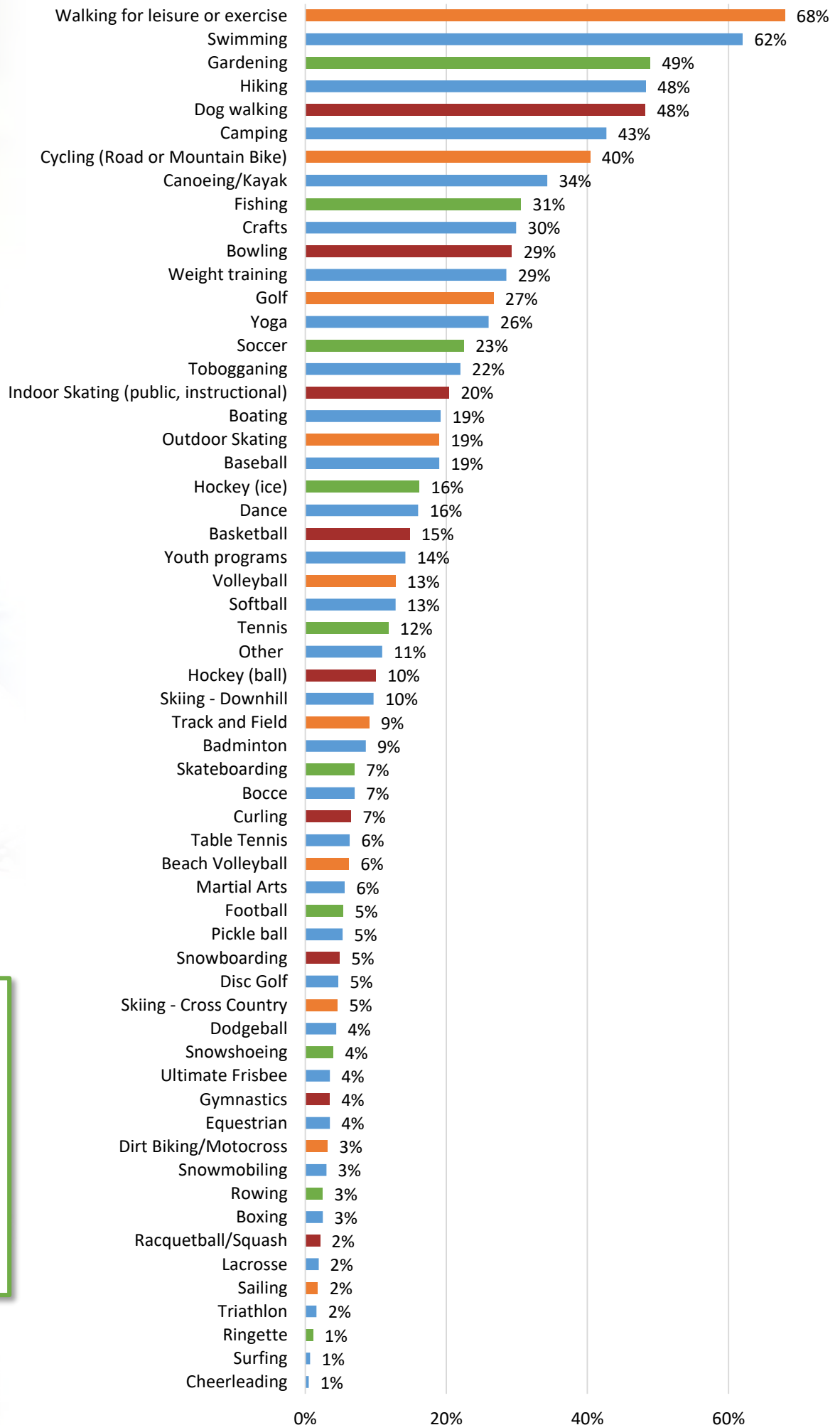
SOFTBALL

FOOTBALL

HOCKEY

Participation Remains Stable

What the Public Said:



Participation trends among survey respondents mirror national and provincial trends in that accessible and/or informal recreational activities ranked high in popularity. Swimming, hockey and soccer are popular forms of organized and unorganized sport.

2.3 Community Aspirations for Parks and Recreation

Master Plan engagement activities yielded input from over 900 residents and stakeholders through a range of channels and activities including:

- 5 public and user group meetings;
- 3 discussion sessions with Neighbourhood Associations and the Neighbourhood Alliance of Brantford (NAB);
- 8 project taskforce and staff engagement sessions;
- A public online survey and online user group survey; and
- 160 children/youth art submissions.

The results of these activities yielded an array of responses but also common themes and aspirations for the future provision of parks and recreation as follows:

Theme 1:

Continued investment in modern, multi-use facilities (indoor and outdoor) for resident enjoyment, expanded programming and tournament hosting (local and other)

Theme 2:

Ongoing sustainability in the approach to parks planning and urban forestry maintenance

Theme 3:

High-quality parkland and facility design

Theme 4:

A connected active transportation network that links neighbourhoods and communities to City-wide destinations

2.4 A Sustainable Plan to Address Change

All the above demographic, growth and demand-related factors have triggered the need to evaluate the current approach to parks and recreation delivery. This is compounded by the presence of aging infrastructure and the need to proactively address the regulatory, functional, and operating requirements of these facilities. This Master Plan and its recommendations consider the following balance of factors impacting parks and recreation delivery – particularly as it relates to facilities planning. Other dynamics impacting the delivery of programs and services are outlined in the *Service Delivery Plan*:

- *Growth and Demand*: Population growth and changing neighbourhoods is expected to increase demand for parks and recreation facilities, service and programs – both in quality and quantity. These needs are over and above existing utilization and demand and must be addressed in a staged and comprehensive manner which considers both the operating and capital implications for the City. This is a significant increase that will require investment in both existing facilities to ensure that they continue to serve to serve current and additional residents, and new facilities to ensure that the level and quality of service is not negatively impacted by growth.
- *Diversification of Needs*: As the City continues to attract new residents this also lends itself to the development of interests in ‘new’ or non-traditional/niche sport and recreational interests. Demand for new sport is also impacted, in part, by the commuter lifestyle which results in individual exposure to activities in other parts of southern Ontario. A sustainable approach to accommodate new sport and recreation facilities where there is sufficient demand to justify investment is warranted to address community need as outlined within this Master Plan.
- *Addressing Aging and New Families*: The City of Brantford, like most communities in Ontario, is experiencing aging. However, the City has and will continue to attract young families – particularly as newer subdivisions are developed. This Master Plan, and its recommendations, supports active living for all age groups and where possible the development of spaces and facilities of multi-generational appeal; recognizing the need for a balanced approach to investment that caters to the needs of residents from birth to end of life.
- *Physical Changes in Geography*: The annexation of lands from the County of Brant has resulted in the acquisition of new serviceable land area that was not previously contemplated by previous master planning initiatives and which must be included in parks and recreation planning over the next 25 years.

- *Aging Infrastructure:* The City of Brantford owns and operates a number of assets including 2 single pad venues that are at the end of their estimated useful life. Similarly, a number of halls and community centres are dated and do not meet modern accessibility requirements. A number of single field locations do not meet play requirements as well as existing playground locations have had to be prioritized for replacement. Decisions as to how to address aging infrastructure must be balanced against the existing plans and priorities for new facilities which are complemented by this Master Plan.
- *Accessibility Planning:* Linked to the above, provincial priorities under the Accessibility for Ontarians with Disabilities Act (AODA) to achieve accessibility for Ontarians with disabilities with respect to goods, services, facilities, accommodation, employment, buildings, structures and premises by January 1, 2025, warrant a proactive plan to ensure AODA compliance within municipal buildings, communications and services over the next few years.
- *Environmental Concerns:* Beyond the supply, form and function of indoor and outdoor facilities, historic environmental crisis has impacted the quality and supply of open space and tree canopy in the City. This includes the impact of Emerald Ash Borer on the City of Brantford's urban forestry system and must be curbed/addressed as part of future planning.

3 The Master Plan

3.1 The Value of Investment in Parks and Recreation

The parks, recreation and open space offer in Brantford is a vital part of the quality of life equation in the City and is valued by residents as a core municipal service. As a municipal corporation, the City has a portfolio of responsibility for a number of parks and recreational assets (arenas, sports fields, playgrounds and trails etc.) spanning across a 99.63 square kilometer land area².

The Corporation of the City of Brantford, as a direct provider of recreation and parks facilities, services and programs, invests significant operating dollars in the direct delivery of these assets. In 2015, the Municipality spent \$21.9 M³ on parks, recreation programs and facilities (including golf) – this translates to \$225 per capita. As it relates to those assets within the scope of this Master Plan, the 2016 operating budget for Parks and Recreation amounted to \$15.6M⁴ or \$160 per capita⁵.

The City of Brantford has a history of providing affordable and accessible recreation opportunities. Private providers and community partners serve to complement this mandate but do not bear the same geographic scope of influence or capacity for change and investment in the sector as the municipal corporation has been proven to affect.

Enhancing quality of life in the City through investment in parks and recreation will be important for resident and business retention and attraction. This Master Plan recognizes a number of significant shifts in the population and social context of Brantford – all of which have economic implications. The value proposition for investment in recreation lies in the creative ability of the sector to foster civic participation as well as resident health and well-being through the delivery of programs and investment in facilities. Linked to this are opportunities to sustain community pride, revitalize existing neighbourhoods and sustain new communities through investment in parks and recreation assets and programming.

Outdoor recreation and sporting activities will continue to attract visitors to the Brant County area with a major calling card of the region being the Grand River. The City's Waterfront Master Plan prioritizes public enjoyment of the Grand River. The opportunity to leverage this asset as part of future capital planning priorities for parks, trails and other recreation is expected to enhance the tourism attraction opportunities in the City. It is a principle of this Master Plan that investment in facilities, programs and services be made efficiently and where appropriate partnerships should be leveraged to implement priorities.

² This includes the 27.19 square kilometers of additional land annexed from the County of Brant

³ Ministry of Finance 2015 Financial Information Returns (FIR) for the City of Brantford

⁴ This excludes out-of-scope facilities such as golf and the Sanderson Centre

⁵ Based on the City's 2016 Census population

3.2 Plan Principles

Principles, otherwise known as value statements, upon which this Master Plan (goals, objectives and recommendations) are based are as follows:

Principle 1: Maintain a Community Development Model for Parks and Recreation

- A. The City aims to be the lead provider for those activities which are integral to parks and recreation services but for which there are either no private or non-profit providers, or where the City offers a unique and/or affordable option(s). City-provided services does not intend to displace the private sector where adequate private or community sector opportunity exists.
- B. The City should not fulfill this role for all activities where an active private market exists fulfilling community need or when the cost and resources required to provide the activity are prohibitive relative to the specialized nature of the service.
- C. The City will continue its commitment to the Community Development Model for Recreation and support the delivery of programs and services by volunteer organizations and non-profits. The City is cognizant that recreation delivery involves the donation of significant volunteer time and effort and will seek to support a healthy base of volunteerism.

Principle 2: Invest in Parks and Recreation as part of Growth Management

- A. Planning for parks and recreation is on a City-wide basis. It is also about planning for local needs. Some assets are city-serving, others community-serving and others neighbourhood in focus. This Plan recognizes this and redefines the appropriate service mandate for each type of facility.
- B. Planning for parks and recreation will anticipate changes in population tied to projections of growth and distribution that exist over the plan period.
- C. The provision of new assets, their location and opportunities for new services will be based on standards of parks and recreation facility supply. Investment is contingent on the achievement of target population growth, which necessitates or “triggers” the requirement for additional facilities to maintain the appropriate standards of provision for each activity as the City grows.
- D. Internal planning for new infrastructure commencing with this Master Plan, should result in a streamlined analysis, design, delivery and operational approach to ensure

standards of provision are maintained going forward.

- E. The City will strive to maintain a high standard of facility maintenance and will plan efficiently towards the replacement of facilities and amenities as may be required over time. Forward capital planning for parks and recreation is essential to the long-term sustainability of infrastructure (new and existing) and is central to asset management.
- F. Parks and recreation services contribute to a range of opportunities for economic diversification and development including sport and recreation-based tourism. Parks and recreation should be viewed as part of the City's long-term strategy for resident and business retention and attraction.
- G. The City of Brantford shall engage in new and expanded internment options in cemetery services.

Principle 3: Active Living, Health and Well-being and Fostering Sport for Life

- A. The City of Brantford will encourage participation in sport at every stage of life and the pursuit of healthy, active lifestyles through programming, partnerships and other opportunities. The City will seek to empower residents (irrespective of age, ethnicity and ability) to maximize/optimize opportunities for recreation in their daily lives by facilitating a range of passive and active pursuits. With the development of new recreation facilities, the City will engage in new/expanded programming opportunities to maximize the full benefit of facilities for its residents.
- B. The City will invest in organized and unorganized activities that provide opportunities for residents to engage in meaningful physical activity and recreational experiences.

Principle 4: Age-friendly and Accessible Recreation

- A. The City of Brantford strive to eliminate a range of barriers (physical, financial, social and cultural) and will continue to action principles of its Access to Recreation Policy.
- B. 'Accessibility' includes a range of mechanisms that allow residents to connect online to opportunities and services.
- C. The City of Brantford will aim to support a range of services, facilities and programs which reflect the diversity of interests and cultures within the City. In so doing, the City will strive to accommodate emerging recreation and cultural trends and new user groups.

- D. The City will prioritize partnership, program and service development efforts for key target groups (youth, seniors, families, persons with special needs, Indigenous residents) and important segments of the community that require a broad range of access and coordinated services.

Principle 5: High-quality, Integrated Services and Progressive Partnerships

- A. The City of Brantford will continue to aim to provide accessible, high quality and integrated services to its residents in a manner that is responsive to current and future needs.
- B. The City will strive to provide a level of customer service and facility maintenance, which maximizes participation and public enjoyment of parks and recreation.
- C. With a continued focus on service excellence, the Parks and Recreation Department will work with its service partners and other municipal commissions to maximize outputs through the coordination of resources.
- D. The Department will strive to ensure the most effective use of City resources to maximize all opportunities for partnership development and sponsorship in the delivery of facilities, services and programs (including with industry and the corporate sector).

Principle 6: Environmental Stewardship and Enhancing Access to the Grand River

- A. The City will continue to preserve and manage its natural and heritage assets and build upon the range of opportunities for activities (structured or unstructured) associated with these assets.
- B. The City will seek to maximize public enjoyment of its parks, trails and open space and waterfront assets.
- C. The Grand River is a natural and historic focal point of the City. The City will aim to ensure safe public access to this asset through long-term planning initiatives.
- D. The City will continue to enhance the connectivity of its parks and open space through the development of trails and active transportation pathways.

3.3 A Vision for the Future



3.3.1 The Master Plan Vision

The 25-year vision for parks and recreation is as follows:

“To inspire a lifetime of healthy opportunities and memorable experiences.”

3.3.2 The Mission

In achieving this vision, the mission of the Parks and Recreation Department is as follows:

“Connecting and enriching our community through innovative, inclusive and sustainable parks, facilities, programs, services and natural environments.”

3.4 Goals & Objectives

Goal 1: To invest in sustainable infrastructure for resident and business retention, attraction and community quality of life

Objectives:

- To plan for and implement capital planning solutions that consider evolving growth and planning needs. This includes investment in new builds, repurposing, renovation and the replacement of assets as appropriate;
- To enhance the asset management approach to facilities investment and enhance, where feasible and fiscally sustainable, the useful life of existing facilities;
- To encourage the development of multi-use facilities that take advantage of multi-purpose uses to optimize facility operations;
- To consider alternative delivery and operation models and pursue partnerships in funding and operations.

Goal 2: To ensure proactive planning for growth and bringing annexed lands into the fold for recreation delivery and service

Objectives:

- To ensure forward planning and invest in community and neighbourhood facilities, parks and open spaces as appropriate through the secondary planning process;
- To connect annexed lands to the existing recreation fabric of the city through the development of trail networks and linkages;
- To support the development of new sports and new user groups as may occur with the diversification of the population and recreational interests.

Goal 3: To promote and provide access to recreation for health, wellness and active living

Objectives:

- To support access to sport and elite athlete development opportunities and principles of the Canadian Sport for Life Model;
- To offer opportunities for participation in recreation for all members of the community irrespective of age, ability, ethnicity and income;
- To continue to address the needs of special populations (youth, older adults, low income families and households) through affordable access to parks and recreation in the way the City plans, programs and operates its assets;
- To improve access to recreation through accessible facility design and the provision of appropriate funding opportunities, programming and equipment for people with special needs;
- To promote physical activity as a way of life and quality of life through programming as well as through ensuring passive and active recreational opportunities are accessible through a range of activities (e.g. trails);
- To foster community connections through the promotion of opportunities for participation and volunteerism in recreation.

Goal 4: To connect the system of parks, open space and trails that maximizes the city's natural heritage assets and the Grand River as a central feature

Objectives:

- To continue to plan for and invest in parkland along the waterfront as well as passive and civic uses as geographically appropriate;
- To continue to recognize the role the City's urban forestry and open space play in supporting a vibrant, healthy community including the need to maintain and enhance these features as part of the open space inventory and landscape of the City;
- To enhance the development and utilization of multi-use trails to accommodate a range of recreational opportunities;
- To enhance the urban trails system through effective on- and off-road linkages which provide a continuous trail navigation system (self-guided or otherwise) and integrating all quadrants of the City;
- To explore opportunities to develop the City's waterfront park system as civic, social, cultural and tourism assets, supporting safe public access and enjoyment of the Grand River.

Goal 5: To strengthen the City's resources and profile as a sport tourism, recreation and special event destination

Objectives:

- To view the impact of recreation service delivery as more than City-wide, recognizing that investment in facilities, programs and services will continue to attract users from Brant County, and surrounding areas and beyond;
- Seek to engage Brant County on matters of capital planning and special event opportunities to develop recreational infrastructure which offer the dual benefit of addressing local as well as County resident needs;
- To maximize tournament and event hosting opportunities by leveraging Provincial and Federal funding and partnership opportunities;
- To recognize the role of the Grand River in enabling recreation-based tourism and, where feasible, seek to implement opportunities to secure access to the water for resident and visitor enjoyment.

Goal 6: To continue to improve the parks and recreation service delivery system through integrated and coordinated planning and partnerships

Objectives:

- To ensure sustainability in operations through planning in a manner that provides a balanced reflection of public expectations for municipal parks and recreation service delivery and considers growth and demand;
- To continue to deliver efficient, modern and, where possible, integrated services and programs that enhance the user experience and value of participation in parks and recreation activities;
- To enhance communication and collaboration between municipal, public, private, school and community stakeholders to ensure the development of equitable and efficient planning, policy and facility use mechanisms and protocols;
- To continue the commitment to the Community Development Model and approach to program development and service delivery addressing issues of poverty and social inequality and leveraging interdepartmental opportunities to optimize the delivery of services;
- Encourage and facilitate new sport and non-traditional means of participation through alternative opportunities and emerging activities where fiscally feasible.



Part A: The Facilities Plan

4 The Approach to Facilities Planning & Recommendations

4.1 Introduction to Planning Considerations

The following recommendations cover a range of considerations for the provision of indoor and outdoor recreation facilities as well as parks, open space, trails and cemeteries; specifically, as it relates to capital investment and development and the implementation of projects over the 25-year life of this Master Plan.

Master Plan recommendations have been informed by a variety of inputs. Recommendations outlined in this document are the product of a balanced assessment of the following long-term capital planning and asset management factors:

- Defined levels of service for each class or category of facility dependent on the nature and scale of use of amenities (i.e. city/regional, community and/or neighbourhood level of service as appropriate);
- Current and projected population-based and participation-based standards of provision and the implications of forecasted growth in residents on current levels of service;
- An assessment of the capital implications of aging infrastructure and options to enhance the delivery and operation of assets through future investment and other efficiencies; and
- Community “needs and wants” as expressed through public engagement.

Community needs and wants are those that are expressed by members of the public, stakeholders and community groups. They reflect the aspirations of the community as communicated through the public engagement process associated with the Master Plan process.

These identified aspirations are balanced by population and participation-based standards of provision – guidelines to inform decision-making regarding the appropriate range of facilities at city/regional, community, and neighbourhood scales. They reflect, in part, expected utilization of a given facility versus its capacity, and accordingly expected revenues and subsidization. Population-based standards of provision can provide a more general picture of the required population to support a facility, while participation-based standards of provision more accurately reflect local recreation and leisure trends.

Standards represent important guidelines; however, no one plan, or standard, can be applied to every community. These must rather be adapted to locally expressed needs, values, interests, and financial capabilities. As an example, while an “average” community across the country

provides indoor arenas at a rate of 1 per 20,000 residents⁶, this may not apply to a community of 5,000 that decides that the demand for indoor ice is sufficient to warrant the initial investment and ongoing operating subsidy associated with the development of an indoor arena.

Master Plan recommendations provide guidance to Council on investment in new facilities over the planning period. Notwithstanding this, however, the development of facilities not recommended in this plan remain at the discretion of Council based on opportunities, public want and need and political will.

4.2 A Standards-based Approach to Planning

The adoption of this document for the future planning of facilities should include recognition of the importance of the use of service and facility standards. In the context of a growing urban area, the use of standards represents an effective means to understand when new facilities will be required. Changes to the rate of growth of the community do not alter the standards but instead impact the point at which population growth triggers the need for investment.

An appropriate use of standards can aid in decision-making well in advance of achieving the population triggers that justify new facilities. Based on predicted growth, even with variation in the rate of growth, the standards adopted in this plan translate into the necessary timeline for preparatory work to be undertaken:

1. Commitment to the development of new facilities;
2. Providing for advanced planning in terms of the most appropriate locations; and
3. Creating the necessary funding strategy and delivery mechanisms to build and operate the facilities.

Standards present the necessary framework to help plan for sustainable infrastructure. This, in part, results from the fact that standards broadly reflect the experience of other communities as well as the balance between the cost of facilities and community need. The adoption of a standards-based approach to facility planning and investment is in keeping with asset management principles of this plan which warrant a proactive response to capital investment that considers building efficiencies, use and population pressures and the fiscal and operating implications of projects.

⁶ Guidelines for Developing Public Recreation Facility Standards, Ontario Ministry of Culture and Recreation (2004)

Recommendation(s): Approach to Future Planning

- 1. Conduct a staff interim review of this Facilities Plan every 3 to 5 years.**
- 2. Ensure adequate resourcing is available to support the implementation of the Parks and Recreation Master Plan based on annual priorities.**
- 3. Continue to use a standards-based approach to planning for future parks and recreation infrastructure, including both the provision of municipal capital facilities as well as consider development through partnerships with other providers where appropriate.**

4.3 Asset Management & Addressing Regulatory Requirements

At the time of this Master Plan, building condition assessments were completed for select assets such as arenas. Other assets including community centres and hall buildings have not undergone condition audits. Some recommendations of this Master Plan are predicated on the confirmation of the cost-benefit of renovation and retro-fitting specific assets versus building new; final decisions for which are to be informed by a comprehensive assessment of the condition of individual assets. Further, such assessments will dictate the timing of solutions based on the nature of capital costs and priorities associated with maintaining individual assets.

Recent changes to Accessibility for Ontarians with Disabilities Act (AODA) requirements (per Ontario Regulation 368/13 filed to amend the Building Code, O. Reg. 332/12) apply to major facility renovations and add additional requirements to any change to existing facilities within the municipal portfolio. The AODA requirements by themselves are not in question, but the requirements to comply in renovations may be in addition to required costs of renovation to the existing building supply to keep them up to standard and prolong their functional life.

As such, this Master Plan recommends that the Municipality complete condition audits on its parks and recreation facilities (buildings, sports fields, etc.) to confirm state of good repair and accessibility needs and costs as an immediate priority; particularly in light of Provincial priorities under the Accessibility for Ontarians with Disabilities Act (AODA) to achieve accessibility for Ontarians with disabilities with respect to goods, services, facilities, accommodation, employment, buildings, structures and premises by January 1, 2025. This will be important to the process of confirming the specifics of implementation for recommendations as well as confirming annual and long-term budgeting and maintenance requirements. Specifically, solutions for those facilities that have significant state of good repair costs and/or pose a risk to public safety should be expedited per the direction of this Master Plan.

Recommendation(s): Asset Management

- 4. Conduct and implement recommendations of detailed condition assessments for major parks and recreation infrastructure as an immediate priority. This includes municipally-owned recreation buildings, sport fields, play structures and other key assets where reasonable. Assessment reports should:**
 - Outline those immediate versus longer-term state of good repair and AODA items and associated costs required for individual assets;
 - Be updated on a minimum basis of once every five years; and
 - Inform annual maintenance and long-term capital budgets for parks and recreation assets.

- 5. Invest in AODA and maintenance requirements for parks and recreation assets in accordance with the results of detailed condition assessments.**
 - For those facilities subject to decommissioning, repurposing, renovation or expansion, only essential investments should be made to ensure public safety while in continued use in lieu of plans for facility redesign, expansion and/or decommissioning.

- 6. Continue to implement a long-term (10-year) capital plan as a framework for prioritizing investment in facilities as follows:**
 - Priority 1: Items that address life safety with respect to structural competence and/or building code requirements for fire safety;
 - Priority 2: Items that involve the protection of building envelopes or structures from deterioration due to external conditions;
 - Priority 3: Items that reduce greenhouse gas/utility consumption in order to reduce the carbon footprint;
 - Priority 4: All other code compliance items and all remaining items.

4.4 Indoor Facility Recommendations

4.4.1 Arenas and Multi-Use Facility Infrastructure Strategy

The City of Brantford owns and operates 6 indoor ice surfaces. The Wayne Gretzky Sport Centre (WGSC) is a consolidated, multi-use venue comprising 4 indoor ice surfaces and other recreation uses including fitness and indoor aquatics. Investment in the WGSC has improved the level of service and standard of provision for indoor ice in the City of Brantford in recent years. The WGSC presents a successful model of a multi-purpose facility as well as the operating and capital planning efficiencies that can result from such investment.

As significant public assets, multi-use recreation facilities do not typically provide financial surplus from operations. These facilities, based on the current approach to user fees and subsidy of rental rates, typically result in deficit. It is not the intent of this Master Plan to recommend facilities which will under all circumstances create revenue-neutral operations.

More importantly, the inefficiencies of delivering single-pad venues is a situation that must change. This strategy also places the provision of ice alongside other essential indoor recreational uses that in previous decades were not actively considered as part of a replacement ice strategy. Recommendations regarding indoor aquatics, indoor field houses, community space and other amenities are dealt with in the relevant sections of the Master Plan.

4.4.1.1 *Indoor Ice Strategy*

Issues informing the strategy for indoor ice are as follows:

- Both the City's existing single pad venues, the Civic Centre Arena and Lion's Park Arena, have been well-maintained but are aging and at the end of their estimated useful life. This Master Plan pivots upon an active strategy to invest in new indoor ice infrastructure as a solution to the aged, single pad venues in the southern portion of the city but also seeks to address impending pressures related to the accommodation of growth targets.
- On a population basis, the standard of ice provision is 1 indoor ice pad per 16,500 population. A net addition of some estimated 60,000 new residents by 2041, per provincial growth targets, is expected to impact the City's ability to maintain its current standard, thereby reducing the level of service below standard to 1 indoor ice pad per 27,167 population.
- In terms of participation, the City currently provides indoor ice at a standard of 1 pad per 645 registered participants. This is in keeping with the comparable range of provision observed across Ontario communities of comparable size to Brantford and which generally ranges between 1 indoor ice pad per 450 to 700 registered users. Assuming the rate of participation remains stable, the City's standard of provision is

expected to decline to 1 indoor ice pad per 1,050 registered participants without any future investment in new ice surfaces (that is, net additions to the current supply).

- In general, the City's indoor ice venues are well utilized (from 68% to 89% based on prime-time utilization), indicating that any potential reduction in the current level of indoor ice provision will result in an inability to meet future market demand for ice time in the City. On this basis, the strategy for ice assumes that the current standard of provision (of 1 pad per 645 registered participants) for indoor ice be maintained over the life of this Master Plan.

On a go forward basis, if the City of Brantford is to maintain its current standard of ice provision as a minimum requirement, the City will need to invest in 4 net additional indoor ice surfaces to service future population and participation growth (bringing the total ice surfaces in the City to 10 indoor ice pads by 2041).

The rationale for investment in ice per this Master Plan is based on the recognition that:

1. Single-pad indoor ice venues in the southern portion of the city represent an aging stock. While facilities are well maintained they are not modern functionally;
2. There are greater operational efficiencies to be gained from twin or multi-pad ice facilities. These include those synergistic benefits related to the consolidation of facilities to achieve not only capital cost savings, but energy efficiency, labour cost efficiency and a variety of other benefits including the potential for hosting and expanding sport tourism more effectively; and
3. Planning for these facilities is not based solely on sport tourism (though opportunities can be expected to arise through investment) but also recognition of the benefits to the community by way of enhanced recreational opportunities that can arise from investment in twinning/multiple pads.

The following are key elements of the strategy:

- Recognize the need for, and plan for, a growth-based response to indoor ice provision that includes:
 - Four (4) new growth-related indoor ice pads: based on population growth and participation forecasts, the City will need to invest in two (2) net additional, growth-related ice surfaces by 2031 and another two (2) growth-related ice pads by 2041.

The option exists to “over” build new ice facilities by meeting this ice requirement on one site as part of a single-phase development in order to take advantage of resulting capital cost efficiencies. Namely, there is likely to be

capital cost savings (related to labour and materials, etc.) through the integration of the design and construction phases. Also, the potential impacts of cost escalation may be reduced.

- A need to invest in two (2) new non-growth related indoor ice pads as a twin-pad replacement for the Lion's Park Arena and Civic Centre Arena.
- Continued investment in the WGSC as a central indoor ice venue.
- Recognize the need for, and plan for, the necessary decommissioning of specific arena infrastructure as recommended within this Master Plan. Decommissioning can involve a range of options which should be subject to further investigation as part of the immediate implementation priorities of this Plan. By way of example, decommissioning can result in a range of options from repurposing to the outright demolition of building assets but, in all cases, includes the removal of mechanical ice operations and the associated costs to the City of Brantford.
- The decision to decommission facilities and decisions to invest in new infrastructure are not independent of one another – the decommissioning of any of the City's existing ice plants is to be based wholly on the successful implementation of investment in new facilities.

4.4.1.2 Locational Criteria for Multi-pad/Multi-use Facility Investment

Details of the ice strategy in specific terms are provided as a series of recommendations below. With respect to site evaluation and selection, all new multi-pad/multi-use facilities should be located on an appropriate tract of land which meets the following principles:

- Provides a location either owned by the City or otherwise available to the City and is compatible with surrounding land uses.
- Such facilities should be built with the highest affordable degree of environmental sustainability (LEED) and promote a pedestrian environment, walkability and connections to the city's existing trails and cycle paths, and support the variety of other recreational, leisure and health and wellness priorities of this Master Plan.
- Be co-located with other recreational assets such as sports fields and/or have the capacity to achieve on-site expansion should additional facilities warrant either co-location or modular addition.
- The chosen location(s) should be accessible to the residential population of the City of Brantford. Creating facilities that promote connections to communities and trail systems is important, however, it should be recognized that compromises will be required, and greater distances will need to be travelled by some residents compared to

others. Following the principle of consolidation of assets and co-location with assets and services, the compromise will represent a necessary balance between overall city-wide accessibility of the facility, the locational attributes of candidate sites and the needs of local communities.

Recommendation(s): Address Non-Growth-Related Ice Needs as Immediate Priority

- 7. Undertake a Location and Feasibility Analysis for a new twin-pad venue on a suitable tract of land in the south as a replacement solution for single pad ice surfaces (and associated auditoria) at the Civic Centre Arena and Lion's Park Arena.**
 - This exercise should include an assessment of the viability of existing City-owned lands to accommodate this development. Brownfield sites and industrial properties should also be evaluated as opportunities.
 - Planning for facility replacement(s) should occur in the short-term (years 1 to 5 of this plan).
 - A new twin-pad multi-use facility should:
 - Comprise a gymnasium/auditorium (see Section 4.4.8) and other recreation facilities subject to public consultation including an indoor walking track, meeting/community rooms; and
 - Have potential to accommodate a second municipal indoor aquatic location as an expansion proposition over the longer-term (see Section 4.4.2 of this Master Plan);
- 8. With the implementation of a new twin-pad/multi-use venue, decommission the Lion's Park Arena and Civic Centre Arena (as well as associated auditoria) and consider/evaluate the following future use opportunities associated with each site:**
 - Brantford Civic Centre: Potential sale of property for commercial or other uses appropriate to the site surroundings as contemplated by the Waterfront Master Plan. Proceeds from the potential sale of the Civic Centre property may be used to fund a capital reserve for a new twin-pad facility in the south.
 - Lion's Park Arena: Opportunity to repurpose the building and area for other recreation/recreation-related uses subject to public consultation.
- 9. Continue to invest in the maintenance of the Wayne Gretzky Sports Centre (including the arenas, pools, fitness and other areas).**

Recommendation(s): Address Non-Growth-Related Ice Needs as Immediate Priority

- 10. Create a reserve fund for the Wayne Gretzky Sports Centre to finance future maintenance and capital repairs for this facility (see related recommendation in Section 6.2.1).**

Recommendation(s): Addressing Growth-Related Ice Needs over the Longer-term

- 11. Invest in a new four-pad arena/multi-use facility on a suitable tract of land in the City by 2031.**

- The pace of growth, development and the build-out of annexed lands is expected to trigger the timing of implementation of a new four-pad multi-use recreation complex.

- 12. Planning for investment in a new four-pad arena/multi-use facility should commence by 2025. The general process for which is as follows:**

- a) Complete a Location and Feasibility Analysis for a new multi-use/multi-pad recreation venue considering:
 - 4 NHL-sized ice surfaces;
 - An indoor walking track;
 - Gymnasium or a potential multi-use indoor field house (see Sections 4.4.8 and 4.4.9 of this Plan);
 - A community centre component comprising the range of uses outlined in Section 4.4.3 of this Master Plan.
- b) Land assembly;
- c) Business planning and further investigation of partnership opportunities. Investment in a new ice complex, comprised of multiples of 2 ice surfaces would open up the potential for a range of options for the funding, delivery, ownership and operation of the facility involving partnerships (see Section 6.1 of this Plan);
- d) Detailed design and site planning; and
- e) Securing funding for development based on a capital funding strategy (including potential external partners, grant funding as applicable, etc.).

4.4.2 Indoor Aquatics

The indoor aquatic complex at the Wayne Gretzky Sports Centre comprises a 65 m Pool⁷, a 25 m Pool, a Warm Water Pool, a Hydro Therapy Pool, waterslide, and diving boards. Public demand for this facility is significant, with program waitlists doubling from 542 requests to 1,049 requests between 2015 and 2016, despite a 6% increase in the number of registrations accommodated over the same period (from 7,722 aquatic program registrations accommodated in 2015 to 8,153 aquatic program registrations accommodated in 2016).

Unlike indoor ice, the WGSC is the only indoor pool facility within a 30-minute drive radius of the City of Brantford, with the nearest municipal/public indoor pools being located in the Hamilton Division, Woodstock (Oxford County) and Waterloo Region. As observed in consultation, the WGSC indoor pools are utilized by a number of Brant County resident as the only indoor aquatic location in the County. As such, this Master Plan recognizes the serviceable reach for indoor aquatics in Brantford is not just city-wide but also comprises a County catchment.

Future population growth in the City of Brantford, as well as the County, is expected to impact the existing standard of provision significantly. Indoor aquatic facilities are typically provided on a basis of one indoor aquatic centre per 50,000 residents⁸. Like indoor arenas, this standard is based on both the size of population to use the pool to a capacity sufficient to provide a revenue stream for the facility, in addition to a tax base of sufficient size to subsidize operations. A 25 m lane pool with user revenues from a population of 50,000+ typically operates with an annual deficit in the range of one million dollars.

Planned investment in a new aquatic facility as part of the future YMCA-Laurier Brantford Recreation Facility is expected to improve the service level for indoor aquatics equivalent to half (or 0.5) of an indoor pool based on limited public access given the requirement for this facility to support the programming requirements of both the YMCA of Hamilton/Burlington/Brantford and the Laurier University Brantford Campus. The new facility is expected to have some level of impact on municipal indoor pool operations considering existing challenges with experienced aquatic staff recruitment at the WGSC. Notwithstanding, facility programming at the YMCA-Laurier Brantford complex, while sufficient in the short-term, is not expected to have the capacity to accommodate substantive future public demand for indoor aquatics given the rate and scale of population growth forecasted for the city by 2041.

⁷ Equivalent to 2 pools of a minimum competitive standard of 25 metres.

⁸ Guidelines for Developing Public Recreation Facility Standards, Ontario Ministry of Culture and Recreation (2004).

Exhibit 4: Impact of Forecast City and County Population Growth on the Standard of Indoor Aquatic Provision

	Municipal Supply only	2041 Standard	Recommended Standard	Supply Required	Forecast Deficit
City of Brantford Population Impact	3 ⁹	1 indoor pool per 54,253 residents	1 indoor pool per 50,000 residents	3	0.3
County/Region Population Impact	3	1 indoor pool per 73,283 residents		4	1.4

	Incl. YMCA/Laurier Facility	2041 Standard	Recommended Standard	Supply Required	Forecast Deficit
City of Brantford Population Impact	3.5 ¹⁰	1 indoor pool per 46,502 residents	1 indoor pool per 50,000 residents	3	0.0
County/Region Population Impact	3.5	1 indoor pool per 62,814 residents		4	0.9

The City of Brantford is a capital partner in the development of the YMCA-Laurier Recreation Facility and, as such, this Master Plan recognizes this asset will comprise the supply of publicly-accessible indoor aquatics facilities over the short to medium term period of this plan.

Based on the adoption of a minimum population-based standard of provision of one indoor pool per 50,000 residents, even with the implementation of the YMCA-Laurier Recreation Facility the municipality will near the minimum target of 1 pool per 50,000 residents by 2041 if the city grows as projected. On a city-wide basis, planning for a second indoor pool location will be warranted by 2041. A more realistic estimate however, given current usage of the WGSC aquatic facilities, should consider the impact of population growth in Brant County as a whole. County-wide growth is expected to bring the provision standards to 1 indoor pool per 62,814 residents by 2041. This exceeds the minimum recommended population-based standard of provision. On a city-wide and county basis, planning for a second indoor pool location is warranted in advance of the year 2041.

This Master Plan recognizes Council's commitment to the development of the YMCA-Laurier Recreation Facility with the proviso that while this will not be sufficient to meet the recommended minimum population-based standard of provision for indoor aquatic facilities over the longer-term (25+ years), investment in the new facility will be sufficient to meet the recommended minimum population-based standard over the medium-term period of this Plan.

⁹ Based on a supply equivalent to 3 competitive standard of 25 metre pools.

¹⁰ Based on the addition of a half (or 0.5) indoor pool equivalent with the implementation of the new YMCA-Laurier Recreation Facility which is expected to offer limited public access given the requirement for this facility to support the programming requirements of both the YMCA of Hamilton/ Burlington/ Brantford and the Laurier University Brantford Campus.

The Master Plan recommendation is that 1 additional aquatic complex will be required in the city. Investment in an aquatic complex should form part of the strategy for investment in a new multi-use recreation complex (preferably in the southern portion of Brantford based on the suitability of land available). The opportunity to engage Brant County as a capital partner for the construction of a new aquatic facility should be explored in discussion with County Staff given the potential for this facility to service county resident needs.

Recommendation(s): Indoor Aquatics

13. With the completion of a building condition assessment for the Wayne Gretzky Sport Centre (WGSC), continue to invest in required capital maintenance items for this facility including the indoor aquatic centre. This includes the 65 m competitive pool and its amenities.

14. Longer-term: Invest in a new aquatic complex as part of a new multi-use recreation facility in a suitable location in the south to include, at minimum, an 8-lane pool (standard size 25 m), as well as a leisure form family/children and therapeutic pool.

- Any future investment in a second indoor aquatic location is predicated on co-location with indoor ice as part of the multi-use facility to enhance operational efficiencies. Investment in a standalone aquatic facility is not recommended.
- In planning for a second indoor aquatic location in the City, engage Brant County in discussions regarding the potential opportunity to partner for investment given the potential for this facility to service County resident needs.

4.4.3 Community Centres & Auditoriums

In keeping with Provincial standards, a community centre has been defined as a multi-purpose building, which may be part of complex, and which offers a variety of spaces for active, passive, social and civic activities as well as recreational programming. This Master Plan distinguishes between community halls and community centres. Community halls are defined to be auditorium-style structures that may have kitchen facilities, but which do not comprise active spaces such as gymnasias, indoor courts, fitness, etc.

The City of Brantford currently operates four community centres: Branlyn Community Centre, Doug Snooks Eagle Place Community Centre, T.B. Costain/SC Johnson Community Centre, and Woodman Park Community Centre for which the following are core challenges:

- All of these facilities represent aged building stock. Recent investment in expansion at the Doug Snooks Eagle Place Community Centre has served to improve the value and efficiency of this asset¹¹. Despite City acquisition of the T.B. Costain/SC Johnson Community Centre in 2002, this facility was formerly designed and operated as an elementary school and does not exhibit the range of uses typically found in modern community centres. All other buildings range in age from 30 to 43 years.
- Gymnasiums within community centres are not only dated but most (with the exception of the Branlyn facility are irregular in size). Gym facilities at the Branlyn Community Centre are a standard-size format and the only facilities with enough ceiling height to accommodate indoor volleyball. However, municipal access to these facilities is limited to after-school hours based on the current Tri-Party Use Agreement between the Brant Haldimand Norfolk Catholic District School Board and the Grand Erie District School Board; in addition, the rubberized flooring system is not desirable for all sporting activities, such as basketball.
- Due to the relative age of its community centres, the City is expected to have ongoing capital costs and upgrades to address state of good repair and accessibility requirements, without significantly improving the form and function of these buildings.
- Current best practice in new community centre development speaks to investment in multi-use, flexible and intergenerational spaces; trending toward a mix of traditional as well as non-traditional uses such as indoor playgrounds, rock climbing walls, indoor running/walking track, gymnasium with retractable walls, older adult and/or youth lounges and other uses.

The Master Plan provides direction for (re)investment in community centres. This is based on the following considerations:

- The City of Brantford has a good geographic and standards-based level of provision for community centres. This Master Plan recommends a target standard of 1 community centre per 25,000 to 45,000 residents. The current municipal standard of provision is 1 community centre per 24,374 residents. With growth, this standard is projected to be 1 community centre per 40,750 residents.
- Investment in community space as part of the Southwest Sports Complex in Shellard Lane will serve to improve the future standard. The community centre is planned to be part of a broader mix of co-located institutional uses that include a new public school

¹¹ This included the addition of the lobby area, however, the pre-existing structure was not subject to major renovations

and library. The February 2017 revised master plan for the complex accommodates 2.8 hectares (6.9 acres) of land area to the development of a new community centre in partnership with the Grand Erie District School Board. Development of the community centre will occur in tandem with school board implementation of a new public school to leverage capital cost sharing and facility usage synergies.

- Based on the above, no additional community centre locations are warranted in the short to medium term period of this plan, however, future growth and the build-out of annexed lands can be expected to trigger investment in additional community centre space as part of a larger multi-use complex, including indoor ice (see Section 4.41 of this Plan).
- Priority locations for (re)investment over the short to medium term period of this plan are the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre:
 - The choice of solution for these buildings is either major renovation or replacement in situ and is to be confirmed as follows:
 - Commission and complete comprehensive condition assessments for the respective buildings with details on capital cost items required to address state of good repair, code compliance and accessibility needs over the immediate, short and longer-term.
 - Commission and complete a needs assessment and feasibility study(ies) to evaluate the options for 1) major building renovation and/or 2) replacement in-situ. The study(ies) should include a conceptual space program, capital cost comparison of each option and operating proforma assessment to help determine cost-benefit of the proposed solutions. The functional program for each building should, at minimum, include the following space components:
 - Standard double gym;
 - Youth and senior's rooms/space;
 - Tech/virtual rooms;
 - Community kitchen;
 - Multi-use rooms; and
 - Potential new indoor uses as informed through community consultation (e.g. rock climbing wall(s)/indoor playground).

Recommendation(s): Community Centres

- 15. Commission and complete a Needs Assessment and Feasibility Study(ies) for the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre and evaluate options to improve and enhance community centre locations as 1) major renovations and/or 2) replacement on the existing site. Concept planning and reinvestment in existing community centres locations should, at minimum, include the following space components:**
- Standard double gym;
 - Youth and senior's rooms/space (See Sections 4.4.5 and 4.4.6 of this Plan);
 - Tech/virtual rooms;
 - Community kitchen;
 - Multi-use rooms; and
 - Potential new indoor uses as informed through community consultation (e.g. rock climbing wall(s)/indoor playground).
 - With respect to the Woodman Park Community Centre a Needs Assessment and Feasibility Study for this facility should include public consultation to confirm a viable option for the future replacement of the existing outdoor pool as may be required.
- 16. A condition assessment for the Woodman Park Community Centre should include the Woodman Park outdoor pool and confirm the costs associated with maintaining/improving this asset.**
- 17. Based on the outcomes of the Needs Assessment and Feasibility Study(ies), plan for and invest in the (re)development of the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre (as major renovations or replacement solutions).**
- Building condition assessments should inform the implementation of solutions for facilities (i.e. the cost-benefit and feasibility of full facility replacement in-situ versus major renovation) and the timing of development based on the needs and costs associated with each building.
- 18. Continue with plans to invest in a community centre as part of the Southwest Sports Complex. Detailed facility design planning should contain, at a minimum, community centre space components recommended by this Master Plan.**

4.4.4 Community Halls & Auditoriums

4.4.4.1 Community Halls

Community halls in Brantford are mainly characterized by an auditorium-style meeting space complemented by amenities such as washrooms, kitchen facilities and/or storage space (of varying scales). Most community halls are standalone buildings and are mainly located within a park setting. In the context of Brantford, the majority of hall facilities have been leased and are not operated by the City:

- The Bellview Hall facility is leased to, and operated by, the Kinsman Club of Brantford/Brant County.
- Grandview Community Hall is located on Grand Street in Connaught Park and has been leased to Brantford Minor Softball primarily to support the storage and training needs of this group.
- Helen Avenue Hall is located in Princess Anne Park and is in poor condition.
- The Dufferin Tennis and Lawn Bowling Club is located on City-owned property. The hall facility was formerly leased to the Club for its activities linked to the operation of the broader site comprising tennis and pickleball courts and lawn bowling.
- Tranquility Hall is located at 135 Francis Street, in the Greenbrier neighbourhood and is in poor condition.

City revenues from these buildings are generated solely from lease arrangements and are marginal. In general, the operating costs for these assets are the responsibility of the lessees, however, the City maintains its commitment to assist with capital improvements to these properties and emergency structural repairs as required. Mohawk Park Pavilion is the only City-owned and operated facility. The Pavilion mostly hosts weddings and engagement parties.

4.4.4.2 Auditoriums

Auditoriums may feature uses similar to community halls but are distinct in that these facilities are larger in size and capacity. These venues may host City and other major events and are co-located with arenas. These facilities function as larger event venues and include the Lion's Park Auditorium (capacity for up to 274 persons) and Civic Centre Auditorium (capacity for up to 267 persons). The future of these auditoriums is to be determined by the chosen solution for the indoor ice facilities to which they are co-located and are described in Section 4.4.1 of this Master Plan.

The Beckett Adult Leisure Centre is neither defined as a community centre, community hall or an auditorium due to its specialized function as an older adult recreation facility and is addressed separately in section 4.4.5 of this Plan.

The City has an adequate base of meeting facilities across its community centres, halls and auditoriums. A number of these spaces have had very low utilization; and while meeting spaces typically do not generate the same level of demand as indoor ice or aquatics, these facilities/spaces are most utilized and optimized when co-located with other active, high-demand facilities (such as gyms, arenas, etc.). This is evident in the larger number of events hosted in auditoriums at municipal arenas. The Civic Centre and Lion's Park auditoriums each hosted anywhere from 100 to 130 events¹² and activity bookings per annum between 2014 and 2015, including some job fairs, trade shows and dog shows; however, these facilities were observed to host mostly seasonal gatherings and events, weddings, sport leagues meetings and other civic activities.

The practice of transitioning hall uses from rentals to lease arrangements is a municipal response to retain active uses within these buildings in the advent of low utilization. In general, halls are single-purpose facilities, aging and not modern in functionality and therefore, do not offer the same marketability of use as community centre or larger auditoriums linked to other recreational uses. Other challenges with community halls are as follows:

- The City's stock of indoor halls was built between 1949 and 1982, with the newest hall facility being 35 years old. Most of these facilities are in fair to poor condition based on the City's Asset Management records.
- Lease revenues are marginal in comparison to the capital maintenance costs for these assets.
- By virtue of lease arrangements, access to some of these facilities is restricted to the public resulting from the dedicated (turn-key) use of these buildings by lessees.
- All of the above speak to the limited public benefit of retaining some these facilities in municipal ownership over the long-term.

Trends in modern facility design indicate a shift from investment in traditional halls and it is expected that the retention of most of these assets will prove unviable over the long-term as capital maintenance requirements increase over time. It is the recommendation of this Master Plan that the stock of City-owned halls be rationalized, and the municipality move towards a model of investment of meeting space within multi-use recreation facilities and/or community centres (as directed by recommendations of this Master Plan) and not as standalone structures.

¹² This represents an average of 8 to 11 events per month for each auditorium.

This is in keeping with principles of co-location, financial and operational sustainability established by this Master Plan and has proven to be an efficient approach to asset management.

It is recommended that the City of Brantford adopt a criteria-based approach to hall rationalization based on the following:

- Building age and replacement value;
- Capital maintenance and AODA requirements and costs (as confirmed by building condition assessments) in light of revenues achieved; and
- Scale of public benefits supported by retention.

Based on the above, this Master Plan recommends the following hall locations be considered for rationalization: Helen Avenue Hall and Tranquility Hall. The options for rationalizing these assets include repurposing these lands for other uses (i.e. for recreation or return to parkland). The City should work with existing lessees (as applicable) to transition out of these facilities by transfer of uses to other City facility locations, as appropriate. The City may maintain Bellview Hall as it is AODA compliant as well as Grandview Hall in the short-term.

Recommendation(s): Community Halls

19. Explore options for the future of Dufferin Hall including opportunities to improve the site for tennis, lawn bowling and other outdoor recreation; and retain Bellview Hall and Grandview Hall provided there are viable lessees and buildings continue to meet accessibility standards.

20. Decommission Helen Avenue Hall and Tranquility Hall and seek to repurpose land for other appropriate uses. The process of rationalization these facilities is as follows:

- Confirm capital need and costs: The immediacy and scale of needed capital improvements as confirmed by building condition assessments. Those halls that exhibit a significant amount of capital investment to maintain structural integrity and AODA compliance for use should be prioritized for decommissioning.
- The development of a transition plan for existing leases: This involves working with existing lessees to achieve the following paths as appropriate based on the specifics of each site and building. This may include the transfer of current uses to other City facility locations where possible.

Recommendation(s): Community Halls

21. The future of Mohawk Pavilion and other auditoriums is to be evaluated for repurposing or capital investment is to be evaluated through broader feasibility planning and future uses as directed by the Mohawk Lake District Plan and is to be retained in the short to medium term timeframe of this plan.

- Any decision to invest in comparable cultural/event space a part of a broader concept to enhance the Mohawk District should trigger plans to decommission and/or repurpose the Mohawk Pavilion.

4.4.5 Older Adult Space

The delivery model for older adult recreation is at the point of transition. As it relates to programming, the approach has been to diversify the range of older adult options available across various municipal locations. As such, programming for older adults is geographically dispersed across various municipal recreational facilities such as Doug Snooks Eagle Place Community Centre and the Wayne Gretzky Sportsplex. However, the strategy is not the same with respect to the provision of space. Specifically, dedicated seniors space is isolated to the Beckett Adult Leisure Centre in the Downtown. This facility, which caters to the 50+ population, opened in 1985 and is located within the Richard Beckett Building, which includes 63 non-profit apartment units.

Across the Province and Canada, it has been recognized that older adults today are more active and financially capable compared to preceding generations. Consequently, individuals are living for longer periods of time. However, many municipalities have come to acknowledge that the older adult population is not homogeneous and the social and recreation preferences of 'younger' older adults can differ dramatically from those of 'older' older adults. The former tends toward intergenerational programs and spaces, range in activity levels and interests include lectures and educational experiences. 'Older' older adults, despite a range of interests, trend towards lower intensity activities and place a higher value on opportunities to socialize with individuals of their generation. The provision of dedicated older adult space is of greatest benefit to the latter.

This presents a number of implications for the City of Brantford over the next 25 years. While an intergenerational approach to planning for programs and spaces may be sufficient to address the needs of 'younger' older adults; it is insufficient to address the needs of the city's older adult population as a whole.

One of the goals of the Master Aging Plan for the City of Brantford and Brant County is to "support an active lifestyle of seniors by increasing the availability and accessibility of social and

recreational opportunities”. In general, the more senior cohort of older adults faces more significant issues with marginalization linked to physical mobility and capacity. Planning for the provision of dedicated older space must consider the geography of aging in the city in order to maximize the serviceable reach of these spaces to the neediest populations. Although the Beckett Adult Leisure Centre is located in the downtown area, the profile of aging in Brantford shows higher concentrations of older adults live in neighbourhoods outside of downtown and are geographically distant from this facility.

This Master Plan recommends that plans to invest in new and/or renovated buildings warrant consideration for investment in dedicated older adult space of some scale based on geographic need.

Recommendation(s): Older Adult Space

- 22. Re-evaluate the business model for the Beckett Adult Leisure Centre, including the range of programs offered and the alignment these with community interests.**
- 23. Medium-term: Evaluate the cost-benefit of relocating the Beckett Adult Leisure Centre as a standalone facility or as a component of a larger community recreation venue in the City.**
- 24. Invest in other older adult spaces (i.e. non-dedicated) in renovated and/or replacement community centres:**
 - Spaces may vary in scale/size and may be dedicated or non-dedicated based on need relative to the geographic nature of aging in the City.
 - Other opportunities for investment in older adult activities include finishing modifications to the second floor of the WGSC to support older adult and other fitness options.

4.4.6 Youth Space

A number of parks and open space areas provide youth-friendly and/or dedicated youth facilities. These are addressed in later portions in this Master Plan. This section of the document focuses on municipally-provided youth space which takes the form of 1) dedicated youth drop-in space at the Woodman Park, Doug Snooks Eagle Place, and T.B. Costain Community Centres, and 2) non-dedicated youth drop in facilities at the Branlyn Community Centre. The WGSC, though a popular facility for youth in part due to its co-location with a high school, does not provide dedicated youth space.

Youth space includes a mix of leisure and active facilities such as gyms, lounge spaces, and computer/work areas. Youth centres are generally designed to provide safe, non-judgemental and supervised environments for youth to engage in educational and leisure activities. An appropriate standard of provision for dedicated youth space is a product of both population-based and geographic considerations. Youth typically have limited mobility outside of public transit and as such, youth space should be made available at locations that can be easily accessed by public transit.

At present, some scale of youth space whether dedicated or non-dedicated is provided at each community centre across the city and is appropriate based on the scale of use of these facilities.

The strategy for the provision of youth space in Brantford is based on current gaps as follows:

- The service level for youth space is more heavily weighted to the southern portion of the city. This may be appropriate given current demographics, however, the development of annexed lands for residential uses is expected to increase the number of serviceable youth in the area. Non-dedicated youth space at the Branlyn Community Centre will be insufficient to address this population.
- Reinvestment in the Woodman Park, Doug Snooks Eagle Place, and T.B. Costain Community Centres, as recommended by this Master Plan, should include designs for expanded, modern youth spaces.

Recommendation(s): Youth Space Planning

25. Invest in dedicated youth space as a component of community centre space linked to a new multi-use recreation facility.

26. Options and concept planning to improve and enhance the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre as major renovations and/or replacements in-situ should include investment in dedicated youth space.

- Detailed designs for these spaces should be developed in consultation with youth and should also be suited to accommodate municipal programming for this age cohort.

27. Evaluate opportunity to incorporate the WGSC a designated public transit (that is, transit pick-up and drop-off at the entrance of the facility).

4.4.7 Fitness

The Wayne Gretzky Sports Centre includes a fully-equipped fitness centre that features a weight room, dry land room, spin studio, three fitness studios, personal training and other drop in and registered classes. In 2016, the fitness centre at the WGSC had a membership of almost 10,000 persons (and has remained relatively stable over the last 3 years). A significant portion of member usage of this facility is anticipated to be drop-in and self-directed use, with around 20,500 fitness day passes being recorded in 2016¹³. In addition to this, the facility provides an average of 1,500 programming¹⁴ hours per annum for activities such as Zumba, spinning and a range of other group-fitness classes.

The fitness facilities at the WGSC are observed to be well used, indicating there is demand for affordable, family and age-friendly fitness options. There are a number of private fitness providers in the City of Brantford. One of the principles of this Master Plan is that municipal provision of recreation should not crowd out the private sector. It should also be noted that the operation of the YMCA-Laurier Recreation Facility is expected to improve the supply of family fitness options in Brantford over the short-term period of this Plan.

The Parks and Recreation Department should continue to monitor trends, memberships, program registrations and drop-in use at the WGSC fitness facility. Should significant growth in demand for this facility be observed over time, the municipality may evaluate the option to include fitness space as part of a new multi-use recreation facility.

Recommendation(s): Fitness Facilities

- 28. Continue to invest in and maintain fitness facilities at the WGSC and monitor trends, memberships, program registrations and drop-in use.**
- 29. Longer-term: Should significant growth in demand for municipally-operated fitness facilities be observed, the municipality should evaluate the option and operational implications of investing in a second fitness facility/location as part of a new multi-use recreation facility. Explore options for change of use of the track. This includes paid public access related to staff-monitored use of this facility.**
 - Options to enhance the availability of fitness opportunities within park settings are explored in Section 4.4 of this Plan.

¹³ This figure does not reflect the number of persons that accessed the facility on a day-use basis. Rather one individual may have acquired multiple day passes over the period of a year.

¹⁴ Based on 3-year historic facility booking data.

4.4.8 Gymnasias

Gymnasias within municipality-operated facilities comprise the following:

- 3/4 gymnasium at the Wayne Gretzky Sports Centre;
- 1 gymnasium at the Woodman Park Community Centre;
- A gym at Doug Snooks/Eagle Place Community Centre;
- 1/2 gymnasium at T.B. Costain/S.C. Johnson Community Centre; and
- 1 triple gym, 1 double gym and 1 single gym (for a total of 3 gyms) at the Branlyn Community Centre.

The majority of gyms under municipal ownership and/or operation are limited in some capacity. Not only is a significant portion of the existing stock aged but a number of these spaces are of non-standard specifications and sizes. Namely, the gyms at the WGSC, Woodman Park and T.B. Costain are under-sized and/or have low ceiling heights. The gymnasium at the Doug Snooks Eagle Place facility is used for pickleball, floor hockey and other activities.

Gym facilities at the Branlyn Community Centre are not without limitations. In particular, access to these facilities are regulated by a Tri-Party Use Agreement with the Brant Haldimand Norfolk Catholic District School Board and the Grand Erie District School Board. Based on this agreement, municipal and public use of these gyms are limited to weekends and evenings after-school to facilitate school programming during the day. Consequently, the municipality, under this agreement, may not program these spaces in the daytime. Under the Tri-Party Use Agreement, capital maintenance for these gyms are also the responsibility of the school board. Additionally, while the Branlyn Community Centre offers standard-sized gym space with sufficient heights to accommodate volleyball, the rubber flooring is unsuitable to accommodate other typical gym-based activities such as basketball, badminton and dance.

Local schools also supply gymnasium facilities, however, public access to these facilities is dictated by existing joint use and Community Use of Schools policies for each respective school board and is therefore limited.

The lack of standard and modern municipal gym space is a matter that should be addressed over the life of this Master Plan. This Master Plan recommends significant reinvestment in municipal-owned and operated community centres – Doug Snooks Eagle Place, T.B. Costain and Woodman Park – either as a major renovation or replacement in-situ. The implementation of solutions for these facilities should include (re)investment in modern gymnasias (at minimum a standard double gym at each of these community centres). This is expected to improve the City's ability to program these spaces for sport, events, leisure activities and other pursuits as this is currently limited due to the size and design of facilities.

On the basis of standards, a comparable level of provision for communities of Brantford's size would be 1 municipal gym per 20,000 to 50,000 population. The current standard of provision in

Brantford is 1 (non-standard) municipal gym per 17, 727 population¹⁵. With growth, the standard is expected to increase to 1 municipal gym per 29,636 population. This standard reflects part-time access to the gym facilities at the Branlyn location and which are not expected to sustain the growth-related needs with the build-out of annexed lands to the north.

On the basis of forecast needs and principles of access, an additional gym location may be considered with the development of new multi-use recreation facilities. The build-out of annexed lands in the north is expected to create increased demand for publicly-accessible gym space. As community-scale facilities, it is anticipated the Branlyn Community Centre will be insufficient to address future demand considering significant growth projected in the city's north-end and the current restrictions on public access to these facilities. Longer-term, an additional gymnasium location is expected to be required in the north and should comprise/be co-located with a new multi-use recreation facility.

Changes in public demand for the use of gymnasias at the Branlyn Community Centre should be monitored over the short to medium-term timeframe of this Plan.

Recommendation(s): Revitalize the Existing Stock of Municipal Gymnasias

30. Renovated and/or replacement community centre space at Doug Snooks Eagle Place Community Centre, T.B. Costain Community Centre and Woodman Park Community Centre should include investment in a standard double gym at minimum for each facility (for total of 3 new gym spaces).

Recommendation(s): Investment in Growth-related Gyms/and or Comparable Space

31. Evaluate the opportunity to invest in gymnasium-type space as a component of a new four-pad/multi-use recreation facility:

- As destination facilities with a city-wide service mandate, the requirement to address growth-related demand for gymnasium space may be met in a number of ways and should be evaluated as part of a Location and Feasibility Analysis for a new four-pad/multi-use recreation facility. Options include investment in:
 - A standard double gym; or

¹⁵ This considers part-time (0.5) access to each gym at the Branlyn location

- Gymnatorium space with the combined functions of a gymnasium and auditorium (e.g. with stage and performance configurations).

4.4.9 Indoor Multi-Use Field House

The definition of field house is broad and includes a wide range of potential uses. Often developed as part of major university campus recreation facilities, field houses have been traditionally large volume spaces given over to indoor track and court uses. Field houses are multi-use in nature and in the municipal context have been developed as part of multi-use community recreation centres. They are differentiated from gymnasiums often by their size (considerably larger footprint), type of flooring and interior finishing. However, these larger, often more basic structures can easily be configured to provide many of the same functions of gymnasiums.

A key difference is related to the flooring of the field houses. Those dedicated to grass-related sports (e.g. soccer, field hockey) provide indoor training and in some cases competition space and are characterized by field turf or other artificial grass flooring (e.g. astro turf). In order to be truly multi-functional, however, flooring options can include rubberized flooring capable of accommodating a range of other sports (e.g. court sports such as tennis, volleyball, badminton) as well as indoor soccer and other pitch-based sports. Given the scale and intended multi-functional nature of these facilities, sprung wooden floors typical of gymnasiums are not generally utilized.

Field houses can therefore represent highly flexible, multi-purpose spaces which offer the potential for revenue generation. This can include their use for hosting events such as conferences, trade shows, banquets and more. If integrated with other large volume spaces such as ice pads, this increases the potential to host trade show and other non-sport events.

Key Considerations for the City of Brantford

A multi-use indoor field house is a significant capital investment. Master Plan consultations activities yielded a variety of inputs (which would need to be verified and validated through a feasibility study process) relevant to an indoor multi-use field house. These include community and stakeholder interest in:

- Indoor pickleball courts;
- Indoor courts for tennis and other racquet sport including badminton, squash etc.;

- Some indoor capacity not only for soccer but rugby, baseball and other field uses.

An multi-use indoor field house with a rubberized surface may support a range of needs beyond soccer. Should investment in such a facility be pursued, co-location with a new multi-use recreation facility is recommended. Additionally, should a multi-use indoor field house be pursued, a location in the north is recommended given the potential opportunity to invest in a temporary dome for soccer at the Southwest Recreation Complex.

For purposes of this Master Plan, a flexible, multi-purpose field house as part of a new multi-use recreation facility represents a potential innovation. Any decision/direction to invest in such a facility is to be predicated on further community consultation and more detailed feasibility work beyond the scope of the Master Plan.

Programming Opportunities

The programming for this space can be expected to evolve over time and include both rental of the facility as well as City-programmed activities. The scale of the proposed field house will enable it to be configured into several programmable units if investment is made in curtaining and even floor to ceiling retractable walls, creating two or three separate functional rooms. As such the facility can meet the required need for a range of indoor spaces including municipal gymnasium space, large volume community event space, year-round tennis, pickleball, basketball and other court needs, and winter training and competition pitches for typical outdoor sports. Dividing the facility into smaller spaces for particular programs enable rentals, programs and drop-in use of the space (e.g. youth drop-in) to occur simultaneously.

Field houses enable the municipality to adapt proactively to the varying needs of residents over time with flexible programming. The scale of space should represent the balance between needs, capital costs and operating cost.

Recommendation(s): Consideration for a Multi-Use Indoor Field House

32. As part of a Location and Feasibility Study for a new four-pad multi-use recreation facility, evaluate the option to include a multi-use indoor field house as part of the space program for this facility (as an alternative to a standard double gym or gymnasium (see Section 4.4.8 of this Plan):

- This should involve community and user group consultation to canvas current demand and interest in this type of space as well as the full scope of program opportunities outlined in this Master Plan;
- The Study should contemplate the potential to implement a multi-use indoor field house as a modular addition to the facility; and
- The Study should contemplate the high-level operating implications associated with a potential multi-use indoor field house in order to inform future decision-making.

33. Engage and seek to collaborate with the County of Brant on the implementation of a multi-use indoor field house.

4.4.10 Specialized Facilities

4.4.10.1 *Earl Haig Family Fun Park*

The Earl Haig Family Fun Park is a municipally-owned and operated 5-acre water park located at 101 Market Street in downtown Brantford. The park operates seasonally, from May to September each year. The grounds comprise a clover shaped leisure pool, a lazy river, 18-hole mini putt, batting cages, a splash pad, beach volleyball courts, a playground and picnic areas. The main building on-site houses a reception desk, concession booth, a day camp room and change rooms.

The park serves as more than an attraction for community and corporate events. It also hosts a range of municipal summer camp and school trip activities due to the range of uses on-site. One of the benefits of this facility in its broad appeal to children, youth and families. Further to that, the park has a number of locational advantages due to its location along the Grand River and access to major regional arterials. The park's western boundary is currently bordered by the Dike Trail which runs along a portion of the waterfront. It is also the largest swath of urban parkland in municipal ownership.

Though seasonal conditions dictate the length of operations, the facility continues to experience growth in utilization as well as revenues. At the time of this Master Plan, the park recorded over 500 punch passes sold and 43,000 annual visits. Total revenues for this facility were approximately \$425,000 in 2016 (54% of which were generated from ticket admissions to the park and another 13% of facility income generated from day camp registrations at the facility).

There are no applicable standards for municipal provision of amusement parks. The decision to deliver such facilities are generally historic but not unusual (for example, both the City of North Bay and Hamilton also own and operate waterfront amusement parks).

The future of the Earl Haig facility rests, in part, in the unique opportunity it provides for safe and monitored water access along the Grand River for residents – a prospect the City has not be able to fully realize due to the fragmented nature of (public) land ownership along the waterfront.

In 2016, the City began the process of evaluating options to improve the park via a range of public and stakeholder consultations. Recommendations for future park development were aimed at improving the park experience for all age groups including older adults while minimizing any negative impacts on cost recovery. Aquatic components of the park are the largest driver of utilization and revenues. The preferred concept for park development includes the addition of a 3-slide waterslide complex (the existing feature has reached the end of its useful life) and repurposing/redesigning the former go-kart track area to provide free, publicly accessible passive park space inclusive of trails and picnic shelters. This option would warrant the reconfiguration of some amenities on site, namely the existing beach volleyball courts to another portion of the park. These capital improvements are estimated to cost \$4,350,000 (in 2016 dollars) and is expected to generate an increase in operating costs offset by growth in revenues linked to additional programming and utilization of the park. Recommendations for the future of Earl Haig were based on market and site feasibility studies completed for the park in 2001 and 2011 respectively.

This Master Plan recognizes Earl Haig Family Fun Park as an important component to the City's open space network, one that should be retained as part of a much broader strategy for the protection of greenspace and municipal waterfront land. A decision to invest in this public park space would facilitate continued affordable access to waterfront park land. Likewise, the implementation of state of good repair needs via the replacement of the existing waterslide complex will address asset management requirements

Further recommendations on waterfront access and trail development and linkages are provided in Section 4.6 of this Master Plan.

Recommendation(s): Waterfront Access Strategy and Amusement Park**34. Continue with plans to invest in Earl Haig Family Fun Park.***4.4.10.2 Bell Homestead National Historic Site*

The Bell Homestead National Historic Site is located at 94 Tutela Heights Road in Brantford and continues to echo the history of invention that rendered its recognition as a National Historic Site in 1997, later being listed as one of the National Historic Sites of Canada in 2009. Bell Homestead is situated on a 10-acre site comprising the 1870's family home of Alexander Graham Bell, who invented the telephone on the property in 1874.

The Homestead includes the main house called Melville House, Carriage House, Henderson House (Canada's first telephone office) and Visitor Centre and Café.

The site was deeded by the Bell Telephone Memorial Association to the City of Brantford, then known as the Brantford Board of Park Management, in 1909 for use in perpetuity as a public parkland and memorial of the invention of the telephone in Brantford. The Homestead is currently managed by the Parks and Recreation Department. Since then, the site has been largely restored and now operates as a museum to the family and to the invention of the telephone. The grounds also include period-style perennial flower and herb gardens and backs on to the Grand River. A river bank walking trail and modest picnic area are also located on site.

Bell Homestead is not only available for tours and visitation but is also utilized for school educational programs, special events, children's daycares, facility rentals, free public access to the picnic grounds and summer camp programs delivered by the City of Brantford. The Homestead has anywhere from 3,000 to 4,000 student visits per annum and has observed increased visitation in recent years (with 15,000 visits in 2016). Increased programming is restricted by current staff levels and expansion would require additional staff.

Despite historic restorative efforts, capital planning needs and requirements have outpaced the budgetary allocations. This, in addition to the need for specialized archival and artifact conservation support, has challenged growth in operations. Specifically:

- The last building condition audit for this facility was completed in 1994 and is outdated. This requires immediate attention over the life of the Master Plan to confirm the full scope of state-of-good repair needs for this facility.
- A capital reserve does not exist for this facility despite it being a National Historic Site. Maintenance and repairs are funded from the Department's annual operating budget. The total allotment for maintenance and repairs is \$15,000 per annum and has

remained the same for the last 15 years. Considering no recent condition investigations have been completed, and the impact of escalation and more significant costs associated with heritage restoration, this current capital maintenance budget for the facility is inadequate.

- Due to its proximity to the river bank, the grounds are subject to soil instability (slope erosion). An evaluation of solutions to address this is warranted in advance of any site-related capital improvements (essential building maintenance needs should continue to be addressed to ensure public safety and preservation as an ongoing requirement).
- Community programming (school engagement and camps) at the Homestead is geared at enhancing its appeal and resonance with residents. A long-term strategy for capital investment in this site should consider its duality of appeal and importance to Brantford residents as well as Canadians in addition to addressing immediate state of good repair needs.

Recommendation(s): Bell Homestead National Historic Site

35. Complete a comprehensive condition assessment for the building and grounds of the Bell Homestead National Historic Site.

- This should include the full range of capital costs associated with addressing any structural needs required to maintain the historic quality of the asset.
- This should inform the annual capital maintenance budgets for this facility and serve as a basis for establishing and funding a capital reserve for this facility.

36. Complete and implement an Integrated Conservation Plan¹⁶ for Bell Homestead including the buildings, the grounds and artifacts.

- Seek funding from upper levels of government and partnership opportunities to implement recommendations of an Integrated Conservation Plan. Recommendations for which should inform future business planning for the site.

¹⁶ The goal of a conservation plan is to develop the scope of work, standards, sequence and coordination of the conservation work. An Integrated Conservation Plan is founded on a set of interpretive themes and narratives that inform all conservation choices. Such a plan is comprehensive in scope and inclusive of uncultivated land, cultivated land, gardens, infrastructure, ruins, sacred places, built structures, furnishings, fixtures, books, papers, works of art and personal effects and related loose equipment. The plan involves specialists in many areas of conservation.

Recommendation(s): Bell Homestead National Historic Site

- 37. Implement mitigation measures required to address slope/soil instability as well as a concept plan for site preservation and enhancement. This may include consideration for land acquisition to facilitate movement of the Homestead on-site.**
- 38. Create a capital reserve for the Bell Homestead (see related recommendation in Section 6.2.1).**
- 39. Develop a marketing plan that promotes the Bell Homestead as a local and tourist attraction.**
- 40. Expand staff resources at the Bell Homestead to facilitate year-round, part-time program support to expand revenues and programs associated with this asset.**

4.4.10.3 Glenhyrst Art Gallery and Gardens

Glenhyrst Gardens is a 16-acre park along the Grand River and the site of the Glenhyrst Art Gallery of Brant. Similar to the legacy of acquisition of the Bell Homestead, this property was bequeathed to the City of Brantford by Edmund Cockshutt in 1956 to be developed to the benefit of Brantford residents as a place for artistic and cultural pursuits.

The site, which comprises the original Cockshutt family home, is owned by the City of Brantford and is under a lease agreement the Glenhyrst Art Gallery of Brant.

The Glenhyrst site and amenities is of great local and regional significance and has positioned itself as a valued arts, culture and event venue. The facility program includes rotating art exhibits in the Main House at Glenhyrst, a permanent collection of over 700 historical and contemporary pieces as well as lectures, seminars, garden and programming and events including weddings, craft sales, etc. The Golden Teapot and Gift Shop is a venue for high tea sittings. Glenhyrst also operates an educational/studio facility year-round in the old Coach House and a rental gallery space for artists to hold their own exhibitions in the Gardener's Cottage. Beyond rentals and admissions other sources of facility revenues include membership fees, donations and special fundraising events.

An assessment of the operations of the Glenhyrst Art Gallery is not within the scope of this Master Plan, however, the gardens and grounds comprise one of a few significant waterfront parklands along the Grand River. These include the Bell Homestead Grounds, Earl Haig Family Fun Park and Mohawk Park.

Recommendation(s): Glenhyrst Historic Gardens**41. Seek to ensure effective linkages and connects between Glenhyrst Gardens and the broader fabric of parks and recreation assets through waterfront trail development.**

- This includes interpretive signage around the significance (natural, historic and cultural) of heritage properties and parkland along the Grand River.

42. Evaluate the economic benefits of investment in and the sustainability of the Christmas Light Program at Glenhyrst.

4.5 Outdoor Facility Recommendations

The *Situational Report* provides an inventory and review of outdoor recreation facilities available within the City's parks, including an analysis for the provision levels and distribution of sports fields and playgrounds, and inventory information for tennis courts, basketball/multi-use courts, skateboard parks, splash pads, track and field facilities, outdoor rinks, and lawn bowling greens/bocce courts.

The Master Plan recommendations for outdoor recreation facilities are intended to provide direction to address the following key issues and areas of focus that emerged from the review of the inventory and related research and consultation undertaken in support of the Master Plan development:

- Current and future capacity needs for outdoor sports facilities including baseball diamonds, soccer/multi-use sports fields and outdoor sport courts, considering the level of utilization, geographic distribution and number of single-field locations, trends in participation and facility provision, population standards and market-based demand factors. Additional parking needs and spectator seating at certain sports fields were also identified;
- Condition and under-utilization of existing, aging outdoor multi-use hard courts in Neighbourhood and Community Parks, and opportunities to retrofit/re-purpose;
- Limited outdoor facilities for tennis and pickleball courts, and condition of lawn bowling greens and aging infrastructure at Dufferin Park;
- Growth-related needs and geographic distribution of splash pads, skateboard parks and BMX/mountain bike courses, and basketball/multi-use courts;

- Continued rehabilitation and replacement of playgrounds (or potential removal/re-purposing based on community/neighbourhood consultation) to address accessibility and safety standards and lifecycle renewal, and planning for additional playground developments based on population growth, considering related trends such as natural, topographic, outdoor adventure, waterplay, themed playgrounds and integration of seating, shade and shelter;
- Potential additional outdoor refrigerated ice rink locations in existing and new parks, and opportunities for new features such as skating trails and loops; and
- Opportunities related to expand or add to the outdoor recreation offering, four-season use of parks and multi-generational facilities, such as additional dog park(s), disc golf courses, outdoor fitness and walking/running loops, picnic areas, special event facilities, community gardens, food forests and food parks, and ideas such as parks genealogy, geocaching, drone-flying areas, and other future amenities.

Recommendation(s): Approach to Planning for Outdoor Facilities Planning

43. Continue to monitor and assess sports field utilization and capacity on an on-going and periodic basis, as a key input to facilities planning and points of investment, including consideration of the following:

- For each sports field that is programmed on a scheduled and fee basis, define and track the maximum weekly availability and total seasonal hours for sports fields and continue to track usage to enable monitoring of capacity utilization on an annual basis, tied to the level of facility development and maintenance, and to optimize scheduling;
- Registration data for each sport association reserving sports fields should be acquired and tracked year-to-year and evaluated relative to participant-based service standards and to help anticipate local trends and changes in outdoor sports participation; and
- Undertake periodic reviews of scheduling and participation in consultation with user groups to monitor facility performance and capacity and to assist in identifying facility improvements and future needs.

44. Prior to developing new locations, strategies to address the needs for additional sports field capacity should continue to focus on opportunities to improve existing facilities through:

- Lighting existing sports fields;

Recommendation(s): Approach to Planning for Outdoor Facilities Planning

- Re-purposing under-utilized sports fields;
- Maximizing opportunities for community use of school sports fields where available;
- Consolidated multi-field/multi-use locations; and
- Reviewing and optimizing scheduling.

45. Adopt the recommended participant-based standards and field equivalencies as targets for planning for future sports field capacity needs and to quantify field inventories relative to user needs (see Exhibit 5).

Exhibit 5: Recommended Sports Field Provision Level Targets and Field Equivalencies

Sports Field Type	Provision Level Targets
Ball Diamonds:	1 ball diamond per 80 registered participants.
Soccer / Multi-Use Sports Fields:	1 sports field per 80 registered youth participants or 100 total registered participants, including soccer, football, rugby, field lacrosse, field hockey, ultimate frisbee and other field user groups.
Sports Field Type	Field Equivalencies
Senior Soccer / Multi-use Field, artificial turf, with lighting	2.00
Senior Baseball Diamond or Soccer / Multi-use Field, natural turf, with lighting	1.50
Senior Baseball Diamond or Soccer / Multi-use Field, natural turf, no lighting	1.00
Junior Baseball Diamond or Soccer / Multi-use Field, natural turf, no lighting	0.75
Mini Soccer / Multi-use Field, natural turf, no lighting	0.50
Other / Informal / Practice Diamonds / Fields	-

Recommendation(s): Ball Diamonds

46. Review the potential for re-purposing existing, single ball diamonds in Neighbourhood Parks for other active and passive recreation, as part of future rehabilitation and renewal of the existing parks (see Exhibit 6).

- Consult with residents and user groups on alternative uses.

47. Continue to expand baseball diamond capacity with future growth, where sustained growth in baseball demand and participation are evident, and to support tournament functions and sports tourism, by:

- Maximizing the quality and capacity of existing baseball diamonds, with priority to multi-field parks and premier single facility locations, through lighting and repair/renewal of existing softball and hardball diamonds and to sustain existing facilities based on asset management planning (see Exhibit 7);
- Continuing to review and optimize scheduling, in consultation with user groups;
- Considering additional or consolidated baseball diamonds at new major sports parks that emerge from planning for the acquisition for future City / Regional Destination Parks and/or Community Parks primarily in the future urban expansion areas; and
- Ensure adequate infrastructure to support each type of field including parking, lighting, washrooms and changerooms.

Exhibit 6: Re-purposing Considerations for Existing Single Ball Diamonds

Park Name	Existing Ball Diamond	Potential Re-purposing / Conversion and Related Park Improvements
Burnley Park	Senior hardball diamond, Class B, no lighting	Basketball / multi-use court, playground re-location / example with possible natural or themed play equipment with waterplay and/or splash/spray pad (washrooms, small parking area) and internal pathway loop, additional trees, community garden.
Cedarland Park	Senior softball diamond, Class B, no lighting	Monitor usage, consider maintaining softball diamond for school use and junior league play. If determined to be surplus to baseball, school and neighbourhood needs, consider potential additional junior or mini-soccer field(s).

Park Name	Existing Ball Diamond	Potential Re-purposing / Conversion and Related Park Improvements
Devon Down Park	Senior softball diamond, Class B, no lighting	Informal / mini soccer / multi-use fields, pathway loop / park run, additional trees, community garden.
Dufferin Park	Senior softball diamond, Class B, with lighting	When the Southwest Sports Park is complete, opportunity to repurpose this facility for other park uses.
Echo Park	Other / informal ball diamond, unrated, poor condition	Backstop removal when warranted based on review of age/condition, park needs overall rehabilitation.
Greenbrier Park	Junior softball diamond, Class B	Monitor usage, consider maintaining softball diamond for school use and junior league play. If determined to be surplus to baseball, school and neighbourhood needs, consult with user groups and community regarding potential re-purposing, consider potential additional junior or mini-soccer field(s).
Holmedale Park	Junior softball diamond, Class C	Monitor usage, consider maintaining softball diamond for community centre use and junior league play. If determined to be surplus to baseball needs, consult with user groups and community regarding potential re-purposing, consider related program and usage opportunities with community centre.
Orchard Park	Senior softball diamond, Class C, no lighting	Expanded open/informal turf play area.
Pleasant Ridge Park	Junior softball diamond, Class C	Informal / mini soccer / multi-use fields, pathway loop with access to future renewed / rehabilitated playground, basketball court and washroom building; additional trees, community garden.
Prince Charles Park	Senior softball diamond, unrated, no lighting	Larger playground area, expanded open/informal turf play area, additional trees, community garden.
Recreation Park	Senior softball diamond, Class C, no lighting	Informal / mini soccer / multi-use fields, pathway loop / park run, additional trees, community garden.
Roswell Park	Senior hardball diamond, unrated, no lighting	New / rehabilitated basketball / multi-use court (in existing court location or similar location away from surrounding homes), informal / mini soccer / multi-use field(s), pathway loop / park run, additional trees, community garden.

Park Name	Existing Ball Diamond	Potential Re-purposing / Conversion and Related Park Improvements
Spring Gardens Park	Senior softball diamond, Class B, no lighting	Informal / mini soccer / multi-use fields (existing soccer field and ball diamond re-purposing), pathway loop / park run, additional trees, community garden.
Waterworks Park / Lew Witton Fields	Senior softball diamond, Class B, no lighting (also cricket pitch)	Monitor usage to determine potential facility changes / re-purposing. Consider potential future re-purposing to dedicated cricket pitch, or multi-purpose cricket with mini-soccer fields.
Wilkes Park	Senior softball diamond, Class B, no lighting	Informal / mini soccer / multi-use fields, pathway loop / park run, additional trees, community garden.

Exhibit 7: Recommended Baseball Diamond Improvements

Park Name	Existing Ball Diamonds	Potential Baseball Diamond Improvements, and Related Park Improvements
Arnold Anderson Stadium	1 senior hardball stadium, Signature Complex, with lighting	<ul style="list-style-type: none"> Maintain as primary hardball facilities; Review feasibility of lighting and fencing north diamonds along Ballantyne Drive (Blue, Yellow), if warranted by capacity needs and scheduling demands; Consider opportunities for additional property acquisition for park expansion for additional diamond.
Bill Little Park	1 senior hardball diamond, Class B, no lighting	
Cockshutt Park	3 senior hardball diamonds, 1 with lighting (George Henry – Class A), 2 Class B (Blue and Yellow) Diamonds)	
Branlyn Community Centre / Bridle Path Park	2 senior softball diamonds (Red, Blue), Class B, no lighting	<ul style="list-style-type: none"> Maintain softball diamonds for community centre and school use, league play and to support local tournaments; Consider barrier-free pathway from parking area to ball diamonds and/or as part of a new perimeter pathway loop / park run; Connect existing pathway through Bridle Path Park to splash pad area and sidewalk on Ponytrail Drive.
Connaught Park	2 senior softball diamonds (Red, Blue), Class B, no lighting	<ul style="list-style-type: none"> Review feasibility of lighting and fencing one or both diamonds, if warranted based on capacity needs and scheduling demands.

Park Name	Existing Ball Diamonds	Potential Baseball Diamond Improvements, and Related Park Improvements
Iroquois Park	2 junior softball diamonds (Red, Blue), Class C	<ul style="list-style-type: none"> • Maintain as junior diamonds for softball and/or hardball, and monitor level of usage – if usage is consistently low / declining, re-purpose one or both to open / multi-use turf play area / mini-soccer and as noted below; • Park needs perimeter pathway or sidewalks on Iroquois and Victoria Streets; • Rehabilitate basketball court as multi-use pad, or remove (redundant with adjoining school basketball / tarmac play area) and re-purpose as consolidated playground location; • Consolidate playground location to main park, surplus smaller park parcel.
Jaycee Sports Park	3 senior softball diamonds, 2 with lighting (Red, Blue – Class A), 1 Class B (Yellow)	<ul style="list-style-type: none"> • Maintain as primary, premier softball facilities; • Consider lighting of Yellow diamond, if warranted by capacity needs and scheduling demands; • Consider opportunities for parking expansion through re-purposing of soccer field and/or re-location / redevelopment of skatepark features with new basketball / multi-use court.
Mayfair Park	3 senior hardball diamonds, Class B (Red, Blue, Yellow), no lighting	<ul style="list-style-type: none"> • Consider repurposing this facility for other uses; • Add multi-use pathway through the park.
Steve Brown Sports Complex	3 senior softball diamonds, one with lighting (Red – Class A), 2 Class B (Blue, Yellow)	<ul style="list-style-type: none"> • Maintain as primary, premier softball facilities; • Consider lighting one or both of Blue, Yellow diamonds, if warranted by capacity needs and scheduling demands; • Extend multi-use pathway from track and field area to Blue, Yellow diamonds and parking area to complete the park loop; • Expand south-west parking area, add trailhead; • Consider permanent washroom / storage building for Blue, Yellow diamonds and track and field area.

Recommendation(s): Soccer/Multi-Use Sports Fields

48. Develop additional outdoor soccer/multi-use sports field capacity to address the expected demands for 10 to 12 new fields to the year 2021 and a further 10 to 12 new fields to the year 2031, based on growth-related needs by:

- Maximizing capacity at existing soccer/multi-use fields by sustaining the quality and capacity of existing fields through lighting and other improvements, and the use of school fields, where available (see Exhibit 8);
- Implement the two (2) multi-use fields planned as part of the Southwest Sports Park Master Plan, with consideration to moveable nets and cross-field setups to support multiple field configurations and uses, including senior soccer with varying numbers of players per side, football, rugby, and junior and mini-soccer;
- Expanding the supply of junior and mini-soccer / multi-use fields within existing Community and Neighbourhood Parks through re-purposing of existing single senior multi-use fields and baseball diamonds, to maintain and improve local access to facilities for younger age groups as well as flexible spaces for informal outdoor play (see Exhibit 8 and related recommendations in Exhibit 6 for re-purposing of baseball diamonds);
- Exploring potential for additional partnerships with school boards for the advancement of higher quality natural turf fields and/or additional artificial turf facilities for joint community and school use; and
- Planning for future parkland acquisition for, and development of, new City / Regional Destination Parks as multi-sport complexes, and the development of new multi-field soccer/multi-use complexes as part of future new, larger Community Parks.

Exhibit 8: Recommended Soccer / Multi-Use Sports Field Improvements

Park Name	Existing Soccer / Multi-Use Sports Fields	Potential Soccer / Multi-Use Sports Field Improvements, and Related Park Improvements
Branlyn Community Centre / Bridle Path Park	2 mini soccer fields (unrated)	<ul style="list-style-type: none"> • Maintain mini soccer for community centre and school use, league play, community use; • See also Exhibit 7.

Park Name	Existing Soccer / Multi-Use Sports Fields	Potential Soccer / Multi-Use Sports Field Improvements, and Related Park Improvements
Brier Park	1 senior soccer field, 2 junior soccer fields (Class C), no lighting	<ul style="list-style-type: none"> • Maintain as senior and junior soccer / multi-use fields to support community and school use; • Consider new / moveable nets and players benches, spectator seating; • Potential re-purposing of ball diamond for additional mini / junior / multi-use field(s); • Complete trail loop / pathway connection through the park, north to Resurrection School; • Lighting of senior field may not be feasible due to proximity to surrounding homes.
Brooklyn Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> • Maintain as senior soccer / multi-use field to support community and school use, tournaments in conjunction with Steve Brown Sports Complex.
Cedarland Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> • Maintain as a senior or junior soccer / multi-use field for school and community use; • Lighting of senior field may not be feasible due to proximity to surrounding homes.
D'Aubigny Creek Park – Gary Foy Fields	3 junior soccer fields (1 Class B, 2 Class C), 3 mini soccer fields (Class C)	<ul style="list-style-type: none"> • Maintain as primary multi-field complex for junior and mini soccer; • Add washrooms to support park and trailhead, with shelter structure / pavilion; • Consider players benches and spectator seating for more fields.
Devon Down Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> • Consider re-purposing as informal / mini soccer / multi-use fields; • Consider players benches and spectator seating; • Formalize parking areas on Abigail Avenue and Cornwall Street, with pathway linkages / loop; • See also Exhibit 7.
Dufferin Park	1 senior soccer field (unrated)	<ul style="list-style-type: none"> • When the Southwest Sports Park is complete, opportunity to repurpose this facility for other park uses.

Park Name	Existing Soccer / Multi-Use Sports Fields	Potential Soccer / Multi-Use Sports Field Improvements, and Related Park Improvements
George Campbell Park	3 junior / mini soccer fields (Class C)	<ul style="list-style-type: none"> • Maintain as primary multi-field complex for junior and mini soccer (in conjunction with D'Aubigny Creek Park); • Add pathway connection to parking and future washrooms at D'Aubigny Creek Park; • Consider players benches; • Consider formal parking area.
Grand Woodlands Park	1 senior soccer field (Class B), no lighting, and 1 mini field (Class C)	<ul style="list-style-type: none"> • Maintain as a senior/junior or 2 junior soccer / multi-use fields for school and community use; • Lighting of senior field may not be feasible due to proximity to surrounding homes; • Extend pathways / loop through the park (Baxter Street to Farringford Drive); • Replace fencing / lighting of multi-use court / outdoor ice rink.
Greenbrier Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> • Consider re-purposing as informal / mini soccer / multi-use fields, for school and community use; • Consider spectator seating; • See also Exhibit 6.
Jaycee Park	1 senior soccer field (unrated), no lighting	<ul style="list-style-type: none"> • Consider opportunities for parking expansion through re-purposing of soccer field and/or re-location / redevelopment of skatepark features with new basketball / multi-use court.
John Wright Soccer Complex / Bellview Park	4 senior soccer fields (Class B), no lighting	<ul style="list-style-type: none"> • Maintain as multi-field senior soccer / multi-use sports field complex; • Consider field lighting as needed to extend available hours; • Connect pathway from parking area to shelter / pavilion and Hamilton-Brantford Rail Trail and to existing washrooms in Bellview Park, or add washroom building for soccer complex.

Park Name	Existing Soccer / Multi-Use Sports Fields	Potential Soccer / Multi-Use Sports Field Improvements, and Related Park Improvements
Kiwanis Field	1 senior multi-use artificial turf field (Signature Facility), with lighting	<ul style="list-style-type: none"> Continue to maximize community and school use opportunities for a range of field sports, and tournament support.
Mohawk Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> Maintain as a senior soccer / multi-use field for school and community use, tournament support in conjunction with Kiwanis Field; Consider field lighting as needed to extend available hours, if feasible with proximity to surrounding homes; Consider potential agreement for additional sports fields on reserve lands on south side of Glenwood Drive, west of Lynwood Drive.
Spring Gardens Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> Informal / mini soccer / multi-use fields (existing soccer field and ball diamond re-purposing); See also Exhibit 6.
Steve Brown Sports Complex / Lion's Park	2 senior soccer fields (Signature Complex, and Class A), with lighting, and 1 junior soccer field (Class B)	<ul style="list-style-type: none"> Maintain as primary facilities for senior and junior soccer; See also Exhibit 7.
Waterworks Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> Maintain as a senior soccer / multi-use field; Consider field lighting as needed to extend available hours; Washroom upgrade required; Possible Cricket Pitch or Ball Diamonds; See also Exhibit 6.
Bison's Alumni North Park Sports Complex	1 senior multi-use artificial turf field with lighting, 1 natural turf senior soccer field (Class A) with lighting	<ul style="list-style-type: none"> Continue to maximize community and school use opportunities for a range of field sports, and tournament support.
Wood Street Park	1 senior soccer field (Class B), no lighting	<ul style="list-style-type: none"> Consider re-purposes for informal / mini soccer / multi-use fields.

Exhibit 9: Other Parks and Related Improvements

Park Name	Related Park Improvements
Andrew W. Pate Park	<ul style="list-style-type: none"> • Maintain / re-purpose for informal / mini soccer / multi-use field, movies in the park, neighbourhood events and park activities.
Conklin Park	<ul style="list-style-type: none"> • Facilities for extreme sports (BMX/mountain bike/skatepark features) or dog park.
Donegal Park	<ul style="list-style-type: none"> • Maintain as junior field or consider field re-orientation to accommodate additional junior field and/or multi-mini soccer fields; • Consider players benches, spectator seating; • Complete easterly park pathway from Donegal Drive to T.H. & B. Rail Trail.
Robert Moore Park	<ul style="list-style-type: none"> • Consider for development sale of land.

4.5.1 Playgrounds

A review of the current inventory of playground locations within the parks and a walkability/gap analysis of playground distribution has been completed and is summarized in the *Situational Report* along with an assessment of trends in playground design, development and standards.

The City's Park Rehabilitation Program has focused on playground replacements and updating and should continue to be implemented to address the lifecycle of these assets as well as safety and accessibility standards, trends and community/neighbourhood needs and preferences. Regular inspections and maintenance/repair of existing playgrounds will continue to be an important aspect of maintaining safe, clean and inviting outdoor play areas.

Multi-generational features and amenities such as outdoor fitness equipment, park pathways and seating / passive areas should also be considered, particularly where playground usage has declined with the aging demographic profile of existing neighbourhoods and where new development caters primarily to older adults.

With continued population growth in residential development areas, additional playgrounds should be planned based on a walkability distance standard. With the growth in the inventory of playgrounds, operational resource requirements should also be addressed to sustain the level of inspection and maintenance provided.

Recommendation(s): Playgrounds

- 49. Adopt a service-level target of one playground location accessible within a walking distance of 400 m to 800 m of residential dwellings in new residential development areas, and as a guideline for identifying and resolving potential gaps within existing residential / intensification areas, to provide convenient access for residents and particularly households with children.**
- Based on the City's forecast population growth to the year 2041, it is estimated that 25 to 30 new playground locations will be required, for an average of 5 to 6 playgrounds every 5 years.
 - Renewal/replacement should continue to be planned for 4 to 5 existing playgrounds each year to approximately the year 2036, and 5 to 6 playgrounds per year from 2036 to the year 2041 and beyond. This estimate is based on the current and forecast inventory, and an average playground lifespan of 16 to 18 years, which varies by the nature of the equipment and level of usage and relies on continued and ongoing inspections, maintenance and repair.
- 50. Include all playground equipment in the City's Asset Management and Capital Plan(s) and continue to monitor and identify playground equipment repair and replacement needs on an ongoing basis as part of the City's Parks Rehabilitation program.**
- 51. Continue to develop new playgrounds on parklands in new development areas where appropriate, based on the recommended standards and Parkland Classification System of this Master Plan.**
- 52. Continue to coordinate planning for playground locations in parks with those available or planned at local schools to maximize access, variety and appeal to children of all ages, as well as multi-generational features and amenities.**
- 53. Continue to address current standards for safety and accessibility of play structures through ongoing renewal/replacement of existing structures and in new play equipment installations, and by providing barrier-free pathways to playgrounds (existing and new).**
- 54. Continue to review and consider trends in playground designs and developments.**
- 55. With continued expansion of the inventory allocate additional operational resources to sustain accessible, safe, clean and inviting play areas.**

4.5.2 Outdoor Sport / Multi-Use Courts

The *Situational Report* summarizes the current inventory of outdoor courts and greens for tennis, pickleball, basketball, lawn bowling, bocce and other multi-use, hard-surface areas. The following recommendations of the Master Plan are intended to provide direction for renewal / rehabilitation of existing outdoor playing courts, assessment of future needs with the growing population and opportunities for integration of additional facilities in existing parks and/or re-positioning of some existing facilities, and trends in related sports and activities.

Recommendation(s): Outdoor Sport/Multi-use Courts

- 56. Consider the park-specific court rehabilitation and renewal recommendations and potential new court locations in Exhibit 10.**
- 57. Increase the number of outdoor tennis and pickleball courts and evaluate the best locations for these facilities based on geographic distribution and giving consideration to the park-specific recommendations in Exhibit 10.**
- 58. Plan for new multi-use courts, including the planned facility at the new Southwest Sports Complex, and in new Community and Neighbourhood Parks, to maximize geographic access and distribution throughout the residential and mixed-use areas of the City, and related to expected population growth in intensification areas. Based on the City's forecast population growth to the year 2041, it is estimated that 10 to 12 new outdoor multi-use court locations will be required, for an average of one new location every 2 to 3 years.**
- 59. Assess opportunities to improve the lawn bowling greens and tennis courts at Dufferin Park.**

Exhibit 10: Recommended Multi-Use Court Improvements

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Burnley Park	-	<ul style="list-style-type: none"> • Consider new basketball / multi-use court location; • See also Exhibit 6.
Cameron Heights Park	Basketball (2 nets), semi-circle asphalt pad, no lighting or fencing, pathway access	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets.

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Centennial Park	Basketball (2 nets), asphalt pad, fencing, no lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood and school use; • Pad and fencing rehabilitation as needed; • Consider improved / resilient basketball nets.
Charlie Ward Park	Basketball (2 nets), asphalt pad, no lighting or fencing (park edge is fenced)	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines.
Cityview Park	Basketball (2 nets), fencing, lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines.
Donegal Park	Basketball (2 nets), lines for 4-square, hopscotch, asphalt pad, lighting, no fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation as needed; • Consider improved / resilient basketball nets.
Echo Park	Half court basketball (1 net), asphalt pad, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets.
Edith Monture Park	Basketball (2 nets), lines for 4-square and other games, asphalt pad, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets.
Farringdon Park	Basketball (2 nets) / multi-use, asphalt pad, 1 light standard, fencing on 2 sides	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Review multi-purpose pool location.
Grand Valley Trail Park	Basketball (1 net) with lines for half-court, concrete pad, pathway access	<ul style="list-style-type: none"> • Maintain for neighbourhood use.

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Grand Woodlands Park	Basketball (2 nets), lines, asphalt pad, lined for tennis, fencing and lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Fencing rehabilitation, replace lighting as needed.
Hillcrest Park	Basketball (2 nets), asphalt pad, posts for tennis net, fencing at ends, lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Remove old tennis net posts; • Replace basketball nets; • Pad and fencing rehabilitation, replace lighting as needed; • Consider more multi-use opportunities.
Iroquois Park	Basketball / 4-square, with lighting, fenced	<ul style="list-style-type: none"> • Rehabilitate as multi-use pad or remove (redundant with adjoining school basketball / tarmac play area) and re-purpose as consolidated playground location; • See also Exhibit 7.
Jaycee Sports Park	-	<ul style="list-style-type: none"> • Consider new basketball / multi-use court location; • See also Exhibit 6.
Johnson Park	Basketball (1 net) with lines for half-court, 4-square, asphalt pad, pathway access	<ul style="list-style-type: none"> • Maintain for neighbourhood use.
Lynden Hills Park	Basketball (2 nets), with lines for full court, 4-square, hopscotch, asphalt pad, fencing, lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Fencing rehabilitation, replace lighting as needed.
Mission Park	Basketball (1 net), asphalt pad, pathway access, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Consider more multi-use opportunities.
Moose Park	Hockey, asphalt pad with boards and fencing, lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Consider more multi-use opportunities, basketball nets.

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Orchard Park	Basketball (2 nets), asphalt pad with lighting and fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Fencing rehabilitation, replace lighting as needed; • Add pathway access to court and playground area.
Parson's Park	Old, small concrete pad	<ul style="list-style-type: none"> • Replace with larger multi-use court with pathway access; • Consider pathway linkage from Ontario Street to Parsons Avenue, sidewalk or pathway along Ontario Street.
Pleasant Ridge Park	Basketball (2 nets), asphalt pad with lighting and fencing	<ul style="list-style-type: none"> • Rehabilitate / replace basketball nets, lighting, fencing; • Consider pathway access / connection through the park and to playground and washroom building; • See also Exhibit 6.
Prince Charles Park	Basketball (2 nets), asphalt pad with lighting and fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines.
Princess Anne Park	Basketball (2 nets), asphalt pad, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets; • Consider more multi-use opportunities and pathway access.
Recreation Park	Basketball (2 nets) set up as 2 half-courts, asphalt pad, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets; • Consider more multi-use opportunities and pathway access.
Roswell Park	-	<ul style="list-style-type: none"> • Consider new basketball / multi-use court location; • See also Exhibit 6.

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Sheri-Mar Park	Basketball (2 nets), asphalt pad, no lighting or fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad rehabilitation as needed; • Consider improved / resilient basketball nets; • Consider more multi-use opportunities and pathway access.
Spring Gardens Park	Basketball (2 nets), asphalt pad with fencing and lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines, pathway access.
Spring Street Buck Park	Basketball (2 nets), asphalt pad with fencing and lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines, pathway access.
Steve Brown Sports Complex / Lion's Park	4 tennis courts (1 re-purposed to pickleball), with lighting and fencing 2 outdoor ball hockey pads with boards, lighting	<ul style="list-style-type: none"> • Maintain as primary tennis / pickleball and outdoor ball hockey facilities; • Consider additional facilities (e.g. shelter / clubroom / washrooms as part of arena access or separate building) to support organized tennis and pickleball programming.
Tutela Park	Basketball (2 nets), asphalt pad with lighting and fencing, pathway access	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider the addition of a splash pad; • Consider multi-use opportunities and lines.

Park Name	Existing Multi-Use Courts	Potential Multi-Use Court Improvements, and Related Park Improvements
Westdale Park	Basketball (2 nets), asphalt pad with fencing and lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines, pathway access / connection through the park. <p>ALTERNATIVE STRATEGY:</p> <ul style="list-style-type: none"> • Surplus and consolidate park and related facilities to Holmedale Park – see also Exhibit 6.
Woodman Park	Basketball (2 nets), 4-square, hockey, asphalt pad with lighting and fencing	<ul style="list-style-type: none"> • Maintain for neighbourhood, community centre and school use.
Wood Street Park	Basketball (2 nets), asphalt pad with fencing and lighting	<ul style="list-style-type: none"> • Maintain for neighbourhood use; • Pad and fencing rehabilitation, replace lighting as needed; • Consider improved / resilient basketball nets; • Consider multi-use opportunities and lines, pathway access / connection through the park.
Wyndfield West Park	Basketball (1 net), half court, asphalt pad, no lighting or fencing, pathway access	<ul style="list-style-type: none"> • Maintain for neighbourhood use.

4.5.3 Other Outdoor Recreation Facilities

The City's parks provide a range of other specialized outdoor recreational facilities, and this offering continues to diversify. Facilities that are typically provided based on population, growth-related and geographic distribution in urban areas of Brantford's size or larger include: splash/spray pads, extreme sport facilities (skateboard/BMX/mountain bike/scooter), outdoor skating rinks, and leash-free dog parks. Other opportunity-based facilities include disc golf courses, picnic areas, special event facilities, community gardens, food forests and food parks, and other facilities and amenities. Some of these facilities may be dependent upon continued or

new expressions of community interest and should be evaluated on an ongoing basis to ensure that the level of facility development and investment is scaled to the level of community benefit, and to establish a sustainable operational model / partnership.

Recommendation(s): Other Outdoor Recreation

60. Maintain the current free-use splash pads at Bridle Path Park (north-east), Mohawk Park (south-east), and Harmony Square (south-central/downtown), and plan for the development of additional splash pads including one planned for the Southwest Sports Complex, one in Tutela Park, one in the north-west and one further facility in the north urban expansion area over the longer-term.

- Splash/spray locations should be selected based on proximity to market (primarily young children) within a short walking distance for smaller neighbourhood/community facilities and in drive-to destination parks for larger facilities, multi-use parks, with access to washroom/change facilities, required water services and adequate drainage.

61. Smaller scale splash/spray facilities, and/or the integration of other waterplay features, should be considered for the north-central) and central / south-east areas, and with other future playground developments / replacements / park rehabilitation.

62. Maintain the existing Brantford Skatepark at Brant's Crossing (south-central) and continue planning for the development of a second major skatepark facility in the west as part of the Southwest Sports Complex.

63. Longer term, a third permanent skatepark location should be considered in north Brantford, with consideration to new/rehabilitated facility in Jaycee Park, or a future Destination Park location in the urban expansion area.

- Locations for major skatepark facilities should be selected based on proximity to market (children/youth), high level of access and visibility from the street, adequate buffering from adjoining homes, complementary multi-use opportunities, washroom access and geographic distribution.

64. Consider and review the feasibility of incorporate smaller-scale skatepark / scooter features in existing parks, as part of other park rehabilitation projects and in new Neighbourhood and Community Park developments.

- Locations should be selected based on geographic distribution and level of facilities / features scaled to suit the park size and surrounding context.

Recommendation(s): Other Outdoor Recreation

65. Plan for a second, and possibly a third, leash-free dog park location with consideration for a small breed section in all dog park locations as well as dedicated leash-free trail(s) in select locations.

- Consider community-based partnership options;
- Locations should be selected based on compatibility with other park / trail uses and the surrounding area, where adequate facilities can be provided including parking, lighting, washrooms, fencing / enclosure and waste receptacles.

66. Continue to work with community groups to plan for and establish community gardens and food forests including locations within existing parks and as part of new and existing parks development and explore related partnership and fundraising opportunities.

67. Undertake a comprehensive assessment of special event facilities and resource needs for recurring and potential community events and festivals within parks.

- Opportunities for enhanced tourism integration with the City's parks should continue to be considered; and,
- Supporting facilities including parking, washrooms, resilient surfaces, drainage and other functional requirements should be addressed through the design, development and rehabilitation/renewal of parks.

68. Seek to develop a dedicated outdoor special event venue.

- A facility of this nature should be designed to accommodate ongoing community use as well, to maximize the community benefit and use of the park, and to avoid infrequent use as a result of catering to infrequent events.

69. Consider new and emerging types of active and passive outdoor recreation facilities with priority to community-based proposals.

70. Develop a set of criteria for evaluating community-based project proposals.

- This should include consideration as to whether the level of facility development is scaled appropriately to the level of community benefit; and
- A demonstrated sustainable operating model should also be considered.

4.5.4 Trails

The City of Brantford has a vast and well-connected network of community trails. The *Situational Report* documents and characterizes the existing trail inventory, which includes approximately 137 kilometres of trails including on-street facilities such as bike lanes and signed routes, as well as off-street pedestrian foot paths, parks pathways and shared-use trails.

Over the past two decades, extensive planning for trails in Brantford has been undertaken and includes the *Brantford Multi-Use Trails / Bikeway Implementation and Design Plan (2000)*, the *City's Official Plan and Secondary Plans, Transportation Master Plan, and Waterfront Master Plan*. From the review of these documents and consultation in support of this Master Plan development, the following opportunities and constraints were identified related to trails:

Opportunities:

- Parks and trails are highly used by residents and valued;
- Residents identified need to invest in Shellard Lane, West Brant, and East Brantford;
- West of Conklin Secondary Plan;
- Mohawk Lake District Plan (underway);
- Tourism along the Grand River and historical destinations;
- Highest used trails (Recreation MP) were Mohawk Park (33%), Waterworks Park, Lions Park, SC Johnson Trail;
- Implement findings of the Waterfront Master Plan, specifically the proposed Primary Waterfront Trail, Green Street Connection and Footpath; and
- Continue to implement TMP recommended bike lanes through Public Works.

Constraints:

- Gaps in the trail system;
- Lack of trail-supports (signage, maps, washrooms, amenities);
- Establishment and use of a consistent trail hierarchy; and
- Concerns on the perception of cleanliness and safety of parks and trails followed by:
 - Need to regulate users of multi-use trails, and
 - Providing more challenging trails for hikers.

Recommendation(s): Trails

71. Adopt a Trails Classification System as a basis for planning for and acquiring, designing, developing, maintaining and regulating the use of trails.

72. Continue to further develop, finalize and adopt the Bikeway and Trails Network Plan (Schedule 9) to the City's Draft Official Plan.

Recommendation(s): Trails

- Integrating the findings of secondary planning for the future urban expansion areas which should identify a continuous and linked network of on- and off-road trails and active transportation routes and facilities, based on the Trails Classification System / hierarchy.

73. Develop policies in the City's new Official Plan to:

- a) Require the dedication of land for pedestrian and bicycle pathways as a condition of the subdivision of land, as provided for under the Planning Act (s. 51(25)(b)); and
- b) Require the identification and provision of pathways and other means of pedestrian access, accessibility supports as well as bicycle parking facilities and other sustainable design elements on municipal streets, as may be required for site plan approvals and developments in accordance with the Planning Act (s. 41(4) #2(e), s. 41(7)(a)(4)).

74. Develop a standard /policy for winter maintenance of trails and pathways.**75. To guide future trails network planning and asset management of the trails system, continue to develop, expand and maintain a comprehensive inventory and mapping of trails as part of the parks database.**

- The database is to include trail types / classifications, lengths, conditions, level of difficulty, key features, accessibility (surfacing, grades, width), terrain, risk management/safety and emergency response protocols, related facilities, landmarks and points of interest, and capital and operating maintenance schedules and costs.

76. Establish a community engagement, partnership, education and stewardship initiatives for trails. Consider the following:

- a) Outdoor education opportunities through interpretive signage at points of interest (e.g. locations with environmental, historical, cultural, landform or other significance, waterfalls, etc.), community-based programs and partnerships (e.g. walking tours, geo-caching, etc.); and
- b) Stewardship initiatives for trails to promote trail etiquette and safety, applicable regulations and community engagement (e.g. trail clean-up days and other community events, adopt-a-trail, online trails forum and social media, etc.).

77. Develop and adopt trails management and maintenance standards and guidelines, based on the considerations identified in the Situational Report.

Recommendation(s): Trails

- 78. Continue to expand and optimize the capacity and efficiency of operational resources for ongoing trails maintenance and repair.**
- 79. Continue to lead and undertake the detailed planning, design and implementation of recommended trails and active transportation projects and initiatives, including those recommended in this Master Plan and the City's other related plans and strategies, working with local and regional trails groups, the Grand River Conservation Authority, the County of Brant, other partners, stakeholders and residents, to provide and leverage the necessary resources and expertise in these areas including staff or contracted services and related local and regional resources and expertise.**
- 80. Continue to develop and further establish and provide resources for unified trails signage, identification and wayfinding with related regulations and City by-laws.**
- 81. Update trails and cycling route information map(s), online and establish a mobile presence and promotional material for public access and integration with tourism marketing.**
- 82. Consider the following parks- and trails-specific and related facility improvements and pathway linkages identified:**
 - a) Consider a trailhead for SC Johnson Trail at Glenhyrst Gardens with parking, signage, washrooms (west end at the bottom of the hill);
 - b) Develop a pathway connection through Bridle Path Park joining sidewalk on Ponytrail Drive to existing trail to Branlyn Community Centre and Brantwood Park Road;
 - c) Consider enhancing the trailhead for Gilkison Trail at the south end of the Steve Brown Sports Complex with expanded parking area;
 - d) Consider completing the pathway through the park;
 - e) Complete a trail loop / pathway connection through Brier Park, north to Resurrection School;
 - f) Consider washrooms at D'Aubigny Creek Park parking area to support trailhead / access to D'Aubigny Trail and develop pedestrian connection to George Campbell Park;
 - g) A hard surface pathway from Donegal Drive to T.H.&B. Rail Trail;
 - h) Connect pathway from existing washrooms at Bellview Park and parking area at John Wright Soccer Complex to Hamilton-Brantford Rail Trail;

Recommendation(s): Trails

- i) Consider improved connectivity and opportunities within existing parks by developing parks, trails and pathways and loops in existing parks as identified in Exhibit 6, 7, 8 and 9, and in new park developments;
- j) Develop the proposed pathways/trails shown on the Master Plan for the Southwest Sports Complex;
- k) Identify and plan for the design and development of a comprehensive trail network for the urban expansion areas as part of future secondary planning;
- l) Consider opportunities for a dedicated mountain-biking / BMX trail; and
- m) Continue to develop pathway links through parks to expand the City's trail network and walkability, particularly in parks adjoining school properties.

4.6 Parks and Outdoor Facility Recommendations

Access to a broad range of outdoor recreation opportunities in diverse built and natural settings is a defining feature of city life in Brantford. Over the past 150 years, the inventory of City parks has grown to 112 public parks, and new parks continue to be added with growth and development. Within these parks, an array of active and passive recreational facilities and experiences are available, from constructed facilities such as playgrounds, sports fields, multi-use courts, splash pads, skateparks and special event venues, to natural areas and open spaces, river access points, picnic areas, community gardens, horticultural displays and historical landmarks. An extensive trails network connects the city and provides additional outdoor recreational opportunities as well as alternative, active transportation choices.

This Master Plan recognizes these resources as core community assets and part of the essential infrastructure that support the three pillars of a sustainable and resilient city:

- **Social health and well-being:** by providing opportunities for active lifestyles, access to nature and the outdoors, social gathering and engagement, inspiring local pride and identity, community-capacity and team-building, among other benefits, the City's parks, trails and outdoor recreation facilities support individual and community wellness, physical and mental health.
- **Natural and physical environment:** by providing and conserving green infrastructure, ecological services, habitat and biodiversity, reducing flooding, urban heat islands and other hazards, and through opportunities for people to travel safely by walking and

cycling (active transportation), the City's parklands support a healthy, safe and liveable city environment and basic life support systems (clean air, land and water).

- **Economic prosperity:** by providing and enhancing tourism and related businesses, creating a sense of place and urban quality to attract residents, visitors, investment, jobs and workers to the area, and enhancing property values, the City's parks, outdoor recreation facilities and trails support strong and vibrant city and regional economies.

To sustain the parkland infrastructure and maximize its value and contribution to a high quality of life in Brantford, this Master Plan calls for continued and enhanced investment in parks, trails and related outdoor recreational facilities through a strategic, City-led and community-based planning approach.

4.6.1 Parks Strategy

The current inventory of City parks and outdoor recreation facilities and amenities provided within the parks is summarized and detailed within the *Situational Report*. The Master Plan recommendations for parks are intended to provide direction to address the following key issues and areas of focus that emerged from review of the inventory and related research and consultation undertaken in support of the Master Plan development:

- **Parkland Acquisition and Classification:**
 - Establishing a Parkland Classification System as an uniform organizational hierarchy to guide future planning of parks, and as a basis for the overall parks planning and management approach. The System recognizes the wide-ranging age, size, location and surrounding context, service area, function, level of facility development, type and intensity of programming and activities, operational requirements and financial aspects of different types of parks;
 - Acquisition/protection of waterfront lands for parks, trails and public access to the Grand River, and other natural areas, to enhance continuity of public open space and natural heritage conservation;
 - Neighbourhood park locations and sizes in new development areas, and policies for parkland dedication or cash-in-lieu of parkland as a requirement of land development;
 - Future parkland requirements to address forecast capacity needs related to sports fields and other active outdoor recreation facilities, and special events; and
 - Impacts of population and demographic changes on future parkland needs.

- **Park Design, Development and Renewal/Rehabilitation:**
 - Design and development of new parks on acquired lands;
 - Renewal and rehabilitation of existing parks to address the condition of aging facilities, evolving standards and best practices, and to optimize functional aspects of the park programming, activities, operations and maintenance;
 - Playground distribution, replacements and new installations and related standards and trends for accessibility, safety and design;
 - Procedures and criteria for park design and development, renewal and rehabilitation, and re-purposing/updating/re-design of park facilities to match parks with evolving community needs and preferences;
 - Tourism integration and special events support within parks, to address facility needs such as parking, washrooms, resilient surfaces, drainage and other functional elements to accommodate varying intensities of park use; and
 - Community and volunteer interest, involvement and input to parks design, facilities development, renewal, programming and funding opportunities.

- **Park Programming and Use:**
 - Planning for a range of active and passive, traditional and emerging activities, events, programs, outdoor education, fitness, conservation, social gathering and other functions;
 - Aligning expected types, scales and intensities of permitted park uses, programs and functions with available facilities, location and surrounding land use context;
 - Providing balanced opportunities for informal and free/low-cost activities such as playgrounds and passive open spaces, formal/structured programs such as organized sports, and resident and tourism/visitor-oriented events and park usage; and
 - Marketing and awareness of available parks and facilities, programs and opportunities for residents and visitors to participate in a range of recreational activities, seasonally and year-round.

4.6.2 Parkland Acquisition and Classification System

The primary means for the City to acquire new parkland is through the land dedication or cash-in-lieu of parkland provisions of the Ontario Planning Act. This legislation enables municipalities to require the conveyance of land for park or other public recreational purposes as a requirement of land development. The Act also provides that municipalities may, alternatively, require the payment of cash in lieu of parkland that is otherwise required to be dedicated. The Planning Act also requires municipalities to develop a Parks Plan (Master Plan) that examines the need for parkland, in order to use the alternative parkland dedication requirements, set out in the Act.

The City's Official Plan and Parkland Dedication / Cash-in-lieu of Parkland Dedication By-law establishes parkland dedication policies and minimum conditions of land that may be accepted as parkland. Updates to these policies are required to address recent changes to the Planning Act. Through this Master Plan and appropriate references in the Official Plan, direction should also be established to guide the planning and acquisition of parkland based on the various categories of park types, sizes, locations and provision level targets or standards.

Planning for continued population growth in Brantford will require an increasing focus on intensification within the existing, built-up portions of the urban area, along with more compact and land-efficient urban development and expansion around the city edges. Greater intensification will require investments to grow the capacity and resiliency of existing parks, and new ways of thinking about urban greenspace and public outdoor recreation in higher density, core areas. At the same time, with the planning for the future urban expansion areas underway, there is a significant opportunity to continue to structure new community development around parks and recreation as central and defining features of city life in Brantford.

A preliminary Parkland Classification System is outlined in the *Situational Report* based on a review and inventory of the City's existing parks, and an assessment of the role and function of the various park typologies identified. A Parkland Classification System is recommended to establish service area and provision level targets to sustain provision levels with continued population growth and to guide planning for future parkland acquisition, design, development, and use/programming. Several related policies and strategies are recommended to direct the acquisition of land for parks, trails and natural areas.

Recommendation(s): Parkland Acquisition and Classification

83. Adopt a Parkland Classification System and Acquisition Framework as the City's planning policy direction, organizing hierarchy and strategic approach for parkland acquisition and the design, development, programming and management of City parks.

Recommendation(s): Parkland Acquisition and Classification

- 84. Require the acquisition of parkland through dedication by development, or cash-in-lieu thereof, in accordance with the Planning Act, the City's Official Plan and Parkland Dedication and Cash-in-Lieu of Parkland Dedication By-law.**
- 85. Continue to plan for future parks and trails within new Secondary Plans for the future urban expansion areas, based on the following:**
- Alignment with the directions of this Master Plan;
 - A comprehensive parks, open space and trails network as part of the community structure plan and overall development framework for the area;
 - Continued adoption and advancement of the City's Community and Recreation Secondary Plan approach and community design model; and
 - Higher density and mixed-use areas should be focused around planned City / Regional Destination Parks and Community Parks that are centrally located at major nodes of activity.
- 86. Adopt criteria for determining suitable parkland properties within new developments.**
- 87. Plan for and pursue the acquisition of natural areas, and particularly land adjoining the Grand River, through the development process and other means of securement, as identified in the Waterfront Master Plan.**

4.6.3 Park Design and Development

The City leads design and development for new parks and for the renewal and rehabilitation of existing parks. Specific park projects may also involve developer and/or community volunteer service and contributions to fundraising and resourcing of design and construction. This is determined on a park-by-park and project-by-project basis as new parkland is acquired, existing parks are identified for renewal and/or changes, and as new projects come forward through local initiatives, proposals, requests and funding opportunities. Larger projects typically require outsourcing to provide the required specialized expertise involving landscape architecture, engineering, geotechnical, lighting and other advisors to design the park. Park construction is also typically undertaken by external contractors.

The City's *Parks Rehabilitation and Replacement Program* is a multi-year parks renewal initiative focusing on playgrounds and related safety surfaces, other structures and park furniture, pathways, turf areas and tree plantings. The program includes public notice and neighbourhood input to the park design, project information made available online on the City's website, as well as a grand re-opening of the park.

The *Situational Report* summarizes key trends and practices that will influence the design and development of parks in the future, related to accessibility

standards, safety, crime prevention, sustainability, connectivity, operational considerations, flexible and multi-use spaces, available materials and surfacing, landscape treatments and use of native plantings, and other trends. The Master Plan provides overall direction for the park design and development process and approach. Future park ideas and innovations to consider are visualized through photograph and image examples provided.

Parks Rehabilitation & Replacement Program



Recommendation(s): Park Design and Development

88. Adopt a Parks Design and Development Guidelines for new parks and for any significant changes, renewal, replacement or new facilities in existing parks.

89. Further develop and expand the City's Park Rehabilitation and Replacement Program addressing lifecycle requirements, evolving standards and trends across the full range of parks and related facilities.

- The objective being sustaining the ability of these resources to effectively support and facilitate enhanced community use, programming and operational requirements.
- Related investments should continue to be identified, aligned and tracked through ongoing updates to the City's overall Asset Management Program to include parks and related assets.

90. Continue to adapt and innovate parks design and development by investigating and considering new approaches, concepts, ideas and technologie including the following elements:

Recommendation(s): Park Design and Development

- Accessible / barrier-free;
- Floor resilient / green infrastructure / integrate with stormwater management;
- Community gardens / food forests / food parks;
- Four season parks / amenities;
- Layered / elevated / multi-level / terraced parks;
- Multi-use / multi-generational / multi-cultural / multi-sport;
- Natural playgrounds / topography;
- Outdoor adventure / extreme sport parks;
- Outdoor education / interpretation / parks history and genealogy;
- Permeable surfacing;
- Seating / shade and shelter;
- Special events / festivals / shows / concerts / community and cultural events / private events;
- Stewardship / engagement;
- Street parks and corridors / urban plazas;
- Terrace and rooftop parks;
- Themed playgrounds;
- Water access; and
- Waterplay.

4.6.4 Parks Operations, Forestry and Horticultural Services

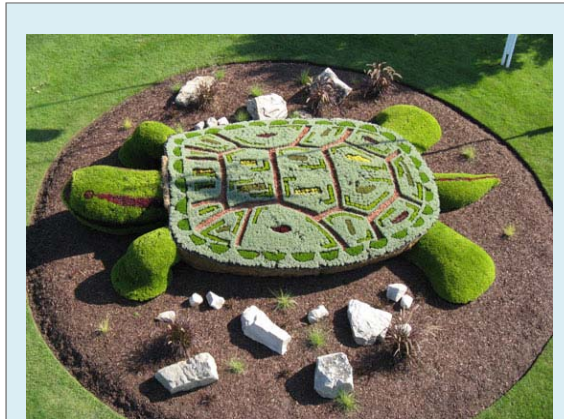
City Parks staff coordinate and undertake the day-to-day maintenance and operations of the parks system. This involves a range of staff and equipment to address turf maintenance and sports fields setup, urban forest management including the entire parks tree inventory, street grid and hydro maintenance, horticultural services and greenhouse operations, playgrounds and splash pads maintenance and monitoring, clean-up and waste removal, special events, and other operational functions.

Sustaining the quality and capacity of parks requires both capital investments in the development and renewal of parks as well as corresponding parks operations and service delivery resources. Ongoing parks management needs will continue to change and grow with the continued expansion and diversification of parks and facilities related to staffing and resourcing, operations and administration of park policies, by-laws, bookings, budgets and other aspects.

The City should continue to seek opportunities for operational savings and efficiencies in new capital projects and allocation of sufficient operational resources to address ongoing maintenance as well as lifecycle needs. The City should also continue to align with growing trends and expectations that park facilities and day-to-day operations be environmentally-friendly with reduced environmental impacts.

Adequate resourcing for effective asset management of parks also requires keeping current and accurate information. The City's Parks Inventory Database should be further developed as a resource to review and plan for future parks and facilities management and operational resource needs, lifecycle replacement and renewal requirements, maintenance schedules and protocols, and related administrative functions, and to identify potential efficiencies in service delivery. Reporting on the status of the parks inventory and specific park assets, usage, and their maintenance costs should be documented and reviewed annually to assist in budgeting and decision-making.

Forestry and horticultural services are significant components of the City's parks operations. Based on the City's Asset Management data, the inventory of trees within the parks, along the



Greenhouse operations and horticultural services have a long tradition as part of the City's Parks and Recreation Department. Floral gardens, mosaiculture, seasonal displays and holiday lighting are unique design features in Brantford's horticultural parks and highlight other city landmarks. Parks staff design, develop and maintain these gardens and displays, which inspire local pride and contribute to a positive city image and identity, in addition to their environmental, educational and tourism benefits.

streets and on other City-owned lands is estimated to include more than 100,000 trees having a total replacement value of more than \$80 million, and this inventory continues to grow with new plantings and initiatives.

As our understanding of the relationship between trees and human wellness advances, trees have become more widely recognized as vital green infrastructure and public health assets, linking the health and quality of the city environment to the state of the urban forest.¹⁷ In Brantford and many other cities, the urban forest is at risk.

The City receives more than 2,500 tree inspection requests and 250 trees are removed each year, on average, due to diseases and infestations such as Emerald Ash Borer (EAB), mortalities and hazardous conditions. The City has established a strategy to address the estimated 3,800 ash trees affected by EAB, including removals, re-planting of alternative species, and data recording.

The City has also studied and measured the tree canopy (estimated to be the range of 15% to 25%), identified a 40% tree canopy cover target, the need for increased attention and allocation of funds and other resources to forestry, partnerships and volunteer engagement, as well as public education, awareness and communication. High priority, short-term actions identified in the plan include tree and vegetation inventories, specific woodlot and urban forest management plans, significant species and habitat identification, increasing woodlot size and connectivity, tree species diversity and maintenance standards.

The New Forest in the City is a significant initiative led by the Brant Tree Coalition, a five-year project to plant a new native tree forest on a 65-acre parcel of land leased by the City to the Grand River Conservation Authority. More than 47,000 trees have been planted including an annual tree planting community event.

To adopt and undertake a more proactive approach to urban forest management broadly addressing the full range of tree-related services, additional resources are required to improve response times to tree requests and address the backlog of tree issues, and to continue to establish and promote tree planting programs and initiatives through partnerships and community engagement.

Recommendation(s): Parks & Forestry Operations/Services

- 91. Seek to increase operational resources to address the continued growth, expansion and diversification of parks and facilities and related quality and maintenance standards.**

¹⁷ Mathew, Teresa. City Lab. How Should We Pay for Street Trees? www.citylab.com. 2017.

Recommendation(s): Parks & Forestry Operations/Services

- This includes environmental services to address the horticultural, forestry and aligned service and expertise needs of restoring, enhancing and sustaining the health of the parks system.

92. Define related staffing, equipment and other resource requirements for parks management and operations.

- This should be based on a graduated increase of existing operating requirements, on a per unit basis, and an assessment of opportunities for efficiencies and reduced operational requirements to ensure that sufficient resources are allocated to sustain new parks and facilities.

93. Further develop and maintain a Parks Inventory Database as a record and mapping of parks and related facilities, building on the inventory and mapping provided in the Situational Report and consisting of the following information where and when available:

- Geographic Information System (GIS) based mapping of parks, with inventory attribute data identifying park name, address, size, frontage and the number, type and age of facilities, which should also be integrated with protocols and schedules for maintenance and inspections, asset management activities and other data;
- A record of as-built documentation, boundary and topographic surveys, existing conditions and approved plans and budgets for park properties, inspection reports, asset management information such as replacement costs, life expectancy and anticipated timing of replacements; and
- A public information map and inventory identifying available parks, locations and related facilities, amenities, programs and park uses.

94. Undertake a comprehensive update of the City's General Forest Management Plan, Tree Inventory and site-specific Urban Forest Management Plans.

- Plan for native species plantings and resiliency to changing climate conditions, supportive of maintaining and expanding urban forest cover.

95. Establish an ongoing Parks Tree Planting and Replacement Program.**96. Identify and allocate required resources to improve the response times for tree inspection, removal and replacement needs.****97. Complete a building condition audit of the City's greenhouses and related systems and defined future asset management needs and investments and develop a business plan for a greenhouse program to evaluate all options.**

Recommendation(s): Parks & Forestry Operations/Services

- 98. Review current and potential future locations of gardens and floral displays to focus horticultural services in priority areas such as gateways, major corridors, City / Regional Destination Parks, and tourism and special event venues.**
- 99. Conduct a review of the current maintenance delivery process and consider options for improved efficiency, response times and the option of providing in-house services.**

4.6.5 Parks Programming and Use

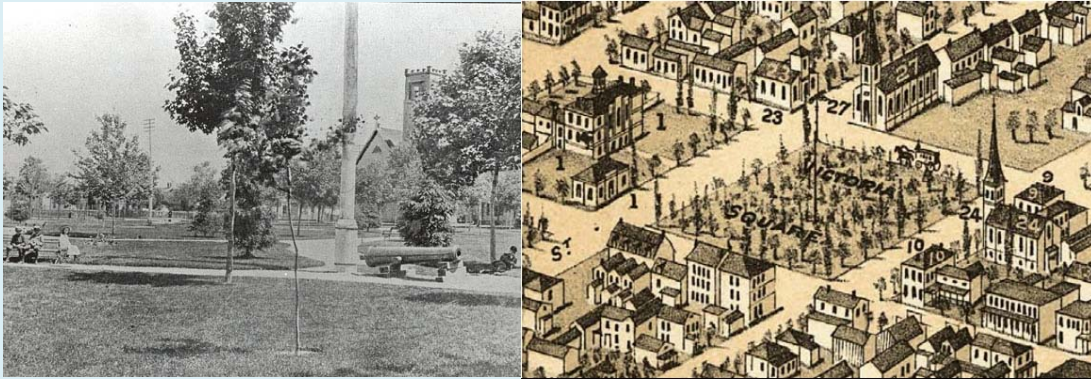
The City's parks support a range of structured and informal activities, and related programs provide opportunities for participation in organized and informal sports and other recreational pursuits. This includes traditional and emerging sports such as baseball, soccer and other field sports, tennis, cricket, pickleball, basketball, disc golf, skateboarding, outdoor skating and ice hockey. Other active recreation opportunities in parks include creative play at playgrounds and splash pads, water access at waterfront/riverside park areas, and outdoor fitness activities.

Examples of passive park uses include social gatherings, picnicking, community gardening, fishing, bird-watching, nature interpretation and appreciation, outdoor education, walking, and use of the dog park.

Children's camps, after-school programs and other services provided at the City's recreation centres also utilize the parks system. The City's parks also provide venues for a range of special events and festivals.

The programming dimension of parks is currently undertaken primarily through non-profit, community organizations for sports, special events and other uses. The City supports the programming and use of parks mainly through the provision and maintenance of the parks and facilities, providing information about available park locations, facilities and community-based program offerings, administration of park and facility bookings and allocation of time to specific activities and users for reserved facilities. Certain facilities reserved for organized programs such as sports fields, as well as special events and private rentals are subject to user fees.

Parks Genealogy



The public parks system originated with the 1830 Plan for the Village of Brantford, which identified a public square that was originally used as a “commons” and later designed and constructed as Victoria Square in 1861 (now known as Victoria Park). The plan also reserved land at the corner of Canning and Dalhousie Streets for a second farm produce market but was never used for this purpose and became Brantford’s second public park, Alexandra Park. Pictured right is an early illustration of the site of Victoria Square. Pictured left is Alexandra Park, 1926. Source: www.brantford.ca, 2017.

Recommendation(s): Parks Programming

100. A Parkland Classification System shall guide potential park uses and activities for each category of park, for the purposes of parks planning and policy development.

- The safe and permissible use of the City’s parks will continue to be governed by the City’s by-laws and policies. Programming and organization of park activities and intensity should be aligned with the level of facility development, park type, size and location/area context.

101. Continue to provide a balance of park facilities to support both informal and structured activities for residents and visitors.

- Supporting spontaneous, casual and self-directed recreational, social and educational activities, along with scheduled programming, special events and formal uses that may be revenue generating to offset the costs of providing and maintaining facilities for specific or specialized uses.

102. Through the development of a marketing strategy, expand park use and programming by promoting awareness of available park resources, facilities and services through information delivery and availability, coordinating special events and festivals, assisting program providers and tourism organizations with marketing, and other initiatives.

Recommendation(s): Parks Programming

- 103. Support both seasonal and year-round use of parks by providing park facilities that are maintained and equipped to support both warm and cold weather activities, where possible and cost-effective.**

4.7 Cemeteries

The City of Brantford operates five cemeteries, three of which are active. Batson and Tranquility Cemeteries are inactive (i.e. allow no new interments and are subject only to ongoing perpetual care maintenance). Greenwood Cemetery, the City's oldest of its three active cemeteries, is semi-active, still allowing interments although there are no more lot sales. Oakhill and Mount Hope Cemeteries are the two active City cemeteries allowing both interment right sales and new interments. Mount Hope interment right sales are limited to three types: columbarium niches, flat marker cremation lots and at need flat marker traditional burial lots. Mount Hope has limited additional capacity within its current boundary other than the opportunity for expanded cremation niche walls. Immediately adjacent to Mount Hope Cemetery is Beth David Cemetery, a Jewish cemetery with interment right sales operated by the Congregation of Beth David Synagogue and interments and some of the maintenance provided by the City.

The following table lists the status, total size and remaining developable area at each of the five City operated cemeteries as well as the potential for expansion onto adjacent lands. Oakhill is the only City cemetery with remaining developable area within its current boundary. Oakhill has an extensive land reserve surrounding it and consideration may be given to expand Mount Hope onto an unused portion of the Prince Charles Park lands (about 0.8 acre).

Exhibit 11: Brantford City-Operated Cemetery Lands

Cemetery	Status	Total Acreage	Remaining Developable	Expansion Available
Oakhill	Active	64.87 ac.	36.17 ac.	Yes
Mount Hope	Active	48.30 ac.	0.00 ac.	Yes*
Greenwood	Semi-Active**	14.30 ac.	0.00 ac.	No
Tranquility	Inactive	1.00 ac.	0.00 ac.	No
Batson	Inactive	0.69 ac.	0.00 ac.	No
Total (acres)		129.16 ac.	36.17 ac.	

* Consideration may be given to expanding Mount Hope onto adjacent unused Prince Charles Park lands (about 0.8 acre).

** Greenwood Cemetery allows interments but no new lot sales.

There is one other active cemetery in Brantford to serve community after death care needs; St. Joseph's Cemetery is operated by the Catholic Cemeteries of the Diocese of Hamilton. Two inactive cemeteries are located on church properties; at Grace Anglican Church and St. Basil Roman Catholic Church. These three cemeteries are operated by two major religious organizations and will not likely become municipal responsibilities in the foreseeable future.

Two other cemeteries were located immediately adjacent to the previous City boundary and are now within the municipal boundary after the last City expansion (in 2017). Farrington Burial Ground is located in Tutela Heights and Campbell Cemetery is located north of Powerline Road (east of King George Road). Farrington Burial Ground is an active cemetery operated by Farrington Independent Church. It is unlikely to become a municipal responsibility in the near future.

Campbell Cemetery is a privately operated, inactive pioneer cemetery located in a woodlot. Although the Campbell Cemetery is a family cemetery located in the middle of a private woodlot it is likely that it will eventually become a City responsibility should the owner be unable to maintain it.

Recommendation(s): Campbell Cemetery's Maintenance Needs

- 104. That the City seek permission to identify, establish and delineate the boundaries; remove brush, trees and debris; identify monuments and develop a plan to address turf, grading and a right of way and/or access agreement to address the City's future obligations regarding the perpetual care of Campbell Cemetery.**

It is important to note that the provincial Funeral, Burial and Cremation Services Act (2002), which governs all cemetery operation in the province, mandates that municipalities are responsible for the maintenance of all neglected and abandoned cemeteries within their boundaries. Brantford's current inventory of 5 cemeteries may grow as the City expands. Planning for the long-term maintenance of the City's current and future cemeteries should be given priority. Operation of the City's three active cemeteries may be planned based upon a forecast of future cemetery demand and land needs.

4.7.1 Demand/Land Needs Analysis

In order to most effectively plan for the future after death care needs of the citizens of Brantford it is first necessary to quantify the current after death-care demand and forecast future land needs at the City cemeteries. The cremation rate in Brantford is a key trend to consider. Increasing consumer selection of cremation will both have a large impact on and offer manifold opportunities to the City's cemetery operations including influences of developing trends in disposition approaches (in-ground interment, inurnment in columbarium niches,

placement in scattering gardens or ossuaries) and memorialization of cremated remains.

To remain relevant in an era of increasing cremation, cemeteries must provide value to their customers. No longer are cemeteries a required destination for human remains as was the case with traditional casket burial. Disposition and memorialization of cremated remains at the City cemeteries is now entirely optional. The City cemeteries may provide this value by offering a selection of consumer-desired cremation disposition and memorialization alternatives. The objective of the demand/land needs analysis is to identify those alternatives that consumers will be desiring in the future and the anticipated rate at which they will purchase them.

The demand forecast for cemetery services and amenities is dependent upon annual deaths tempered by cultural/religious practices and consumer preferences. When evaluating the demand for cemetery products and services we distinguish between dispositions (i.e. the physical act of placing human remains at the cemetery) and interment right sales (the sale of lots and niches).

The demand for disposition services (i.e. opening/closing of graves and niches) is closely related to the demographic trends influencing death. Demand at the cemeteries may be increased by gaining market share through an effective marketing program. Disposition demand represents pure operational costs and revenues and is important for forecasting budgets. As dispositions may occur into previously occupied interment rights (particularly cremation interments into previously occupied casket lots) they do not accurately reflect the remaining sales lifetime of the cemetery.

Interment right sales, while also representing operational costs and revenues, determine the remaining sales lifetime of the depleting resource of cemetery land. Demand for interment right sales may be particularly influenced by appropriate marketing. Sales demand may lead (through preneed sales) or lag (by multiple interments in one plot/niche or delayed disposition of cremation) dispositions as a direct result of the nature of available cemetery facilities and marketing. In Brantford's two fully active cemeteries (Mount Hope and Oakhill), it appears that casket lot sales occur at a rate of 59% of annual interments which suggests that there is an inventory of presold (i.e. preneed) casket lots that is being reduced annually.

Consumer demand for cremation further reduces the overall demand for interment right sales as it allows the selection of many other alternatives to traditional cemetery disposition and memorialization including storage at home and scattering outside cemetery property as well as multiple dispositions into one interment right. None of these options is available in the case of casket interments. We therefore evaluate casket and cremation demand separately.

4.7.2 Population-related impacts on Future Supply

The 2013 amendment to the Provincial Growth Plan for the Greater Golden Horseshoe¹⁸ directs that Brantford should plan for growth in its population from 104,000 in 2016 to 139,000 in 2031 and 163,000 by 2041. This is the growth forecast used as the foundation for this study.

Exhibit 12: Brantford Forecast Population – 2016 to 2041

Demography / Year	2016	2021	2026	2031	2036	2041
Population	104,000	114,000	126,000	139,000	152,000	163,000

Growth in annual deaths will generally surpass growth in the population as the population ages and the median age increases (primarily due to the effect of the aging Baby Boomers). It is anticipated that Brantford's annual death rate (ADR) will rise from 9.2 annual deaths per thousand population in 2016 to 11.0 by 2041, primarily as the median age of the population increases.

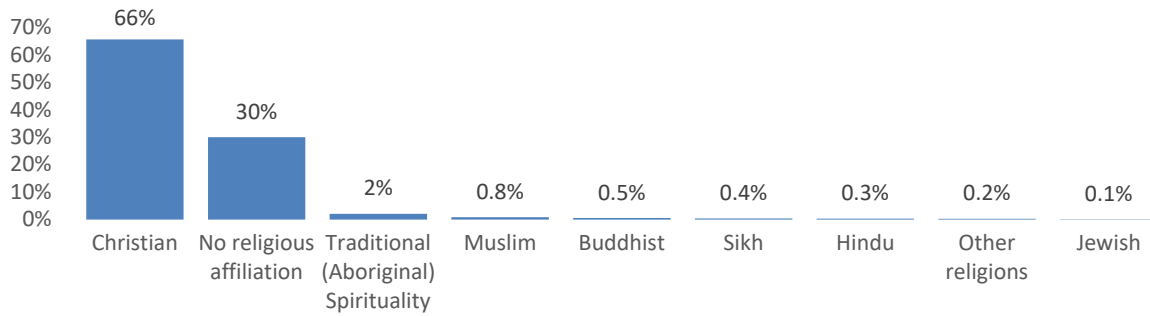
All of the growth in annual deaths will be absorbed by cremation as the cremation rate continues to rise. The cremation rate has been rising steadily for over 30 years and is anticipated to continue to do so until 2027 when it is forecast to slow down and stabilize at about 82% by 2032. As the cremation rate growth slows and stabilizes it will eventually allow casket burials to grow slightly as the population and annual deaths grow. It is expected that the number of annual casket burials in the City of Brantford will decline slightly each year as the cremation rate rises until 2032 when the cremation rate stabilizes, and annual casket burials begin to increase again slowly.

Brantford's demographic diversity is increasing and with that diversity will come additional demands upon the City's cemeteries. Brantford's population is currently heavily dominated by Christians; making up two thirds (66%) of the population of the census municipal area according to Statistics Canada's 2011 National Household Survey¹⁹. 30% of the population reported no religious affiliation, 2% profess traditional (Aboriginal) Spiritual beliefs and the next largest religious population are Muslims at 0.8% of the population. The following chart shows the distribution of religious beliefs in Brantford's population.

¹⁸ Hemson Consulting Ltd. Greater Golden Horseshoe Growth Forecasts to 2041 Technical Report. 2013

¹⁹ Statistics Canada – 2011 National Household Survey. Catalogue Number 99-010-X2011032.

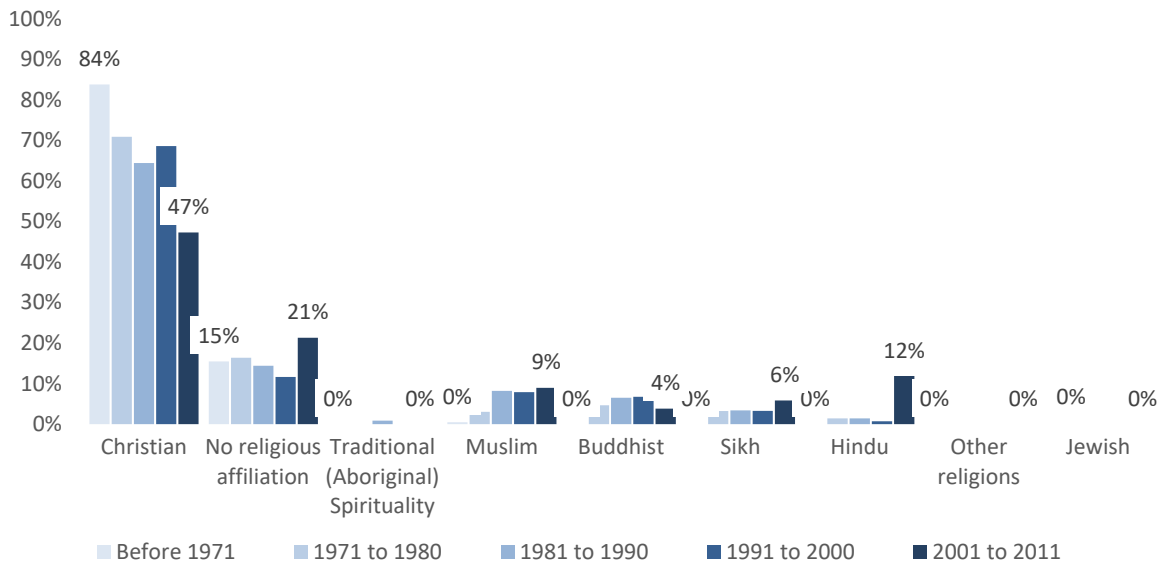
Exhibit 13: Brantford CMA Religious Demography – 2011



Source: Statistics Canada, National Household Survey, 2011, Brantford CMA

The Muslim community in Brantford, although small, is growing rapidly. The two fastest growing religious faiths in Brantford are the Hindu and Muslim faith. The following chart shows the distribution in religious practice among the immigrant population to Brantford over the last 40 years. The immigrant population has changed from predominantly Christian (84%) 40 years ago to become much more diverse with Hindus comprising 12% and Muslims comprising 9% of the immigrant population between 2001 and 2011. This trend is expected to continue.

Exhibit 14: Brantford CMA Religious Demography of Immigrant Population – 1971-2011



Source: Statistics Canada, National Household Survey, 2011, Brantford CMA

It is a religious custom of the Muslim and Jewish faiths to bury by sundown of the day after death. This will begin to put pressure on the City’s cemeteries to provide both rapid response and weekend service outside of the current service window specified in the By-laws. The Hindu faith prefers cremation and does not have the same time pressures of the Jewish and Muslim

faiths. It is likely that many of the Jewish and Muslim interments will be handled by existing religious facilities in the Greater Toronto Area. Due to the small size of the Muslim and Hindu communities in Brantford, they will only contribute about 8 and 5 deaths respectively each year to the City's cemeteries total sales. They will not have a pronounced impact on City after death care services, but their demands will grow more rapidly than those of other religious groups.

Recommendation(s): Cemetery Services for Religious Communities

105. That the City monitor and respond to demand from local faith groups for specific sections devoted to their particular needs when conditions warrant.

4.7.3 Disposition Demand Forecast

The City of Brantford Cemeteries perform about 41% of the annual casket burials and receive about 27% of the annual cremations. The remainder go to the other active cemeteries in Brantford or beyond with many cremations not ending in any cemetery.

The following table shows the forecasted total annual number of casket and cremation dispositions for the three City-operated cemeteries for various years from 2017 to 2041. This overview forecast does not consider the growth in demand and revenue that might occur if the City were to develop a cemetery marketing plan.

Recommendation(s): Cemetery Marketing Plan

106. That the City develop a marketing plan for cemetery services to raise the public profile and increase revenues at the City cemeteries.

Exhibit 15: Forecast Annual Dispositions at the 3 Active Brantford Cemeteries to 2041

Annual Dispositions	2017	2021	2026	2031	2036	2041	Total 2017-2041
Casket Dispositions	121	95	75	76	86	96	2,187
Cremation Ground Dispositions*	149	187	232	283	336	392	6,644
Columbarium Niches Inurnments	27	38	48	58	69	80	1,359

* Cremation ground lot dispositions may be into either cremation lots or casket lots.

This information is paramount for pro-active management of the Brantford cemeteries including allocating appropriate capital cost budgets to their development and construction of facilities to satisfy consumer demands, enhance interment and memorialization alternatives and the cemeteries' bottom line fiscal sustainability.

4.7.4 Interment Right Sales Demand Forecast

Annual dispositions represent ongoing operational revenue to the City cemeteries. However, it is interment right sales that determine their remaining operational lifetimes. Interment rights are a depleting resource and every lot sold reduces the remaining supply of saleable inventory. If the City is to continue to serve the after-death care needs of its citizens, it must continue to develop new interment rights for sale.

The interment right sales forecast in the table below are predicated on the assumption that sufficient inventory will be available for sale. Currently, there is no inventory of columbarium niches at Mount Hope Cemetery and Oakhill (contrasted to expected annual aggregate demand for 30 niches at the two cemeteries). Mount Hope also lacks preneed upright monument casket lots for sale. This lack of inventory will have a long-lasting depressing effect on sales as once families leave a cemetery they tend to continue patronizing the competitive alternative that they choose. This has a long-term (multi-generational) inhibiting effect on future sales and revenue. The following table shows the forecast annual unit sales of each of those three interment right types at five-year intervals until 2041.

Exhibit 16: Forecast Annual Unit Sales at Brantford's 2 Active Sales Cemeteries

Annual Sales	2017	2021	2026	2031	2036	2041	Total 2017-2041
Casket Lots	69	46	38	41	49	58	1,167
Cremation Lots	59	64	84	109	136	167	2,563
Columbarium Niches	11	38	48	58	69	80	1,343

In addition to the influence of changing death and cremation rates there are changing religious and cultural practices which influence consumer demand for cemetery products. In response to these changing demographic trends, the City of Brantford Cemeteries have two tools at their disposal to effect change in cemetery sales. These are:

- The quality and variety of disposition and memorialization alternatives offered at the two fully active Brantford Cemeteries.
- The marketing of those alternatives to the citizens of Brantford.

4.7.5 Forecast Land Needs

Based upon the previous demand forecast for cemetery amenities (lots and niches) at Brantford's two actively selling cemeteries (Oakhill and Mount Hope), the following table shows

the forecast cumulative land need for cremation and casket amenities from 2017 to 2041 for each of the years noted²⁰.

Exhibit 17: Forecast Cumulative Land Use (acres) at Brantford's 2 Active Sales Cemeteries

Cumulative Land Use* (acres) from 2016 to:	2021	2031	2041
Casket Lots	0.4 acres	0.9 acres	1.6 acres
Cremation Amenities	0.2 acres	0.8 acres	1.6 acres
Total Land Use	0.6 acres	1.7 acres	3.2 acres

* Land use is based upon yields per gross developable acre of 750 casket lots and 2,500 cremation lots or niches.

4.7.6 Cemetery Inventory Forecast Sales Lifetime

The following table shows the currently developed, saleable inventory of interment rights at Brantford's two actively selling cemeteries (Oakhill and Mount Hope) as of May 31st, 2016 as well as the anticipated average annual demand and the year by which development of new inventory is required.

Exhibit 18: Forecast Interment Right Inventory Sales Lifetime at Brantford's 2 Active Sales Cemeteries

Interment Right Type	Saleable Inventory (units)	Average Annual Demand	Development Required by (year)
Casket Lots	1,910	54	>25 years (after 2041)
Mausoleum Crypts	9	<1	N/A*
Child Lots	224	3	>25 years (after 2041)
Cremation Lots	959	47	10 years (2026)
Columbarium Niches	0**	30	Immediately

* There is a possibility for the development of indoor niches in the mausoleum pending results of the condition assessment.

** There is no columbarium inventory at Mt. Hope or Oakhill against average annual demand for 30 niches.

Recommendation(s): Mausoleum Interior Niches

107. That the City explore the potential for interior niches in the mausoleum to increase revenue and available cremation alternatives.

²⁰ Land use is shown in acres; values are forecast cumulative land use (by type) from 2017 to the stated year; and after the first 5-year period (2017-2021), each succeeding 10-year period includes the land used in the previous period(s).

The average annual demand for is for 30 niches between Mount Hope and Oakhill Cemeteries. There is currently no inventory at either cemetery. Construction of a 178-niche columbarium at Mount Hope Cemetery is anticipated to be complete by March 2018. The 2018 capital budget includes \$120,000 for the development of additional columbarium niches at Oakhill Cemetery for which there is an immediate need. Additional columbarium development will be required at Mount Hope by 2027 with a budgetary cost of \$200,000 and at Oakhill Cemetery by 2025 at a budgetary cost of \$150,000.

Recommendation(s): Columbarium Niche Development at City Cemeteries

- 108. That the City develop additional columbarium niches at Oakhill Cemetery. There is \$120,000 allocated for this purpose in the 2018 capital budget. Development should include at minimum 100 niches.**
- 109. That the City develop additional columbarium niche inventories at Mount Hope and Oakhill Cemeteries as demand dictates:**
- Dependent upon the number of niches developed in 2018 at Oakhill Cemetery there will need to be more developed in 2025 with a budgetary cost of \$150,000.
 - Mount Hope will need additional columbarium niche development by 2027 with a budgetary cost of \$200,000.

4.7.7 Remaining Developable Land

Brantford's five cemeteries have a total land base of 129.2 acres with 36.2 acres remaining to be developed at Oakhill Cemetery. An additional area of approximately 0.8 acre might be available to Mount Hope Cemetery on the unused land that is part of the adjacent Prince Charles Park. At the current take-up rate of just over 0.1 acre per year and with 36.2 acres remaining to be developed at Oakhill Cemetery, it may continue to serve the community needs for many years to come. Mount Hope Cemetery has no inventory to serve the pre-need upright monument casket market and should explore expansion into the adjacent vacant area of Prince Charles Park. It is important that the remaining land resource at the City cemeteries be developed efficiently and effectively to ensure that they may continue to serve the community into the future.

4.7.8 Future Priorities

The current and budgeted development of columbarium niches at Brantford Cemeteries have sufficient land to serve community needs at Oakhill Cemetery for many years to come. However, there is a need for pre-need upright monument casket lots at Mount Hope Cemetery. There is some potential for development onto a small area (0.8 acre) of the adjacent Price Charles Park as well as infill potential within the existing cemetery boundaries. There is a need to review plans for Oakhill Cemetery to assess current inventories, design deficiencies and plans for diversification relative to developing trends in disposition and memorialization, including, scattering gardens, ossuaries, memorial gardens and green or natural burial. These plans should include conceptual design, capital costing and development phasing based upon the forecast demand. This will provide an efficient and cost-effective use of the remaining developable land. As the Brantford's premier historical cemetery, Mount Hope has considerable historic and community value. In addition to its significance it also has great value due to the cost of surrounding real estate and replacement value of the interment rights sold. Pricing for these depleting resources should reflect both their intangible value as well as their replacement costs. It is recommended that there should be a price differential between Mount Hope and Oakhill to reflect this value. Interment right prices at Mount Hope should be allowed to rise faster than those at Oakhill to reflect those geographic, cultural and historical values as well as the finite, limited and depleting quantity of rights available for sale.

Recommendation(s): Cemeteries Planning & Operations

- 110. That the City prepare a master plan for Oakhill Cemetery including conceptual design, capital costing and development phasing to efficiently utilize this depleting resource.**
- 111. That any development at Mount Hope Cemetery be offered at a premium price to reflect its central location and historical significance.**
- 112. That the City review current and future needs for Veteran interments and seek council direction on costs and land needs.**
 - It is recommended that the City work with partner Veteran organizations to develop these lands.

Under the FBCSA, municipal cemeteries are required to do “whatever is necessary” to ensure that monuments and markers that are unstable and present a risk to public safety are maintained. In order to identify those that require attention among the many thousands in the cemetery requires a systematic monument evaluation and maintenance program with its consequent staffing needs.

The FBCSA requires cemetery operators to “ensure that cemetery grounds, including all lots, structures and markers, are maintained to ensure the safety of the public and to preserve the dignity of the cemetery” as well as ensure that “every person has reasonable access to a lot or scattering ground”. These regulations mandate cemetery operators to maintain their cemeteries in safe and acceptable condition. This requires staff with cemetery-specific skills such as monument evaluation and resetting.

Recommendation(s): Monument Safety Inspection Program

113. That the City implement an ongoing program to identify, evaluate and reset any monuments that present a hazard to safety.

There is an ongoing budgetary shortfall at the cemetery that has prevented necessary lifecycle capital maintenance projects. Cemeteries have a perpetual lifetime; it is critically important to maintain that infrastructure in an ongoing manner. There is a long term unmet budgetary need for lifecycle maintenance at the three Brantford Cemeteries. The infrastructure at the three active Brantford Cemeteries is aging and in need of maintenance and upgrade particularly with respect to requirements. The \$35,000 annual minor capital budget is not sufficient to address the backlog of infrastructure lifecycle maintenance tasks and capital improvements that are necessary. Roads at all three active cemeteries are in need of ongoing lifecycle maintenance. Funding for continued cemetery improvements is necessary when considering future capital planning.

Recommendation(s): Cemeteries Planning & Finance

114. Consideration for incremental increases to the \$35,000 Minor Capital should be given to account for increased costs for maintenance and upkeep as well as inflationary considerations.

Mount Hope Cemetery

The Mt. Hope mausoleum underwent an architectural assessment with Phase 1 completed in April 2017 which resulted in a number of recommendations for maintenance and upgrade. Phase 2 of the assessment will provide specific recommendations for the scope and schedule of required work as well as cost estimates for these maintenance requirements. There are issues of condensation and water scaling inside the mausoleum. In addition to the maintenance issue this will hinder sale of the remaining crypt inventory as well as prevent development of more revenue-producing indoor columbaria. The assessment recommends that the interior marble cladding and exterior portico be repaired within two years to prevent further deterioration while the main structural restoration should commence within five years with all recommended work to be completed within seven years.

The maintenance building at Mt. Hope needs maintenance and upgrade. The lunch room (12'x6') is too small for the summer field crew of 8 people. There are no change facilities or shower and not enough storage space. The door height is not high enough to properly admit the backhoe without maneuvering close to a gas heater with potential safety consequences.

Recommendation(s): Mount Hope Building Assessment Recommendations

- 115. That the Mount Hope mausoleum and maintenance building architectural and building condition assessment recommendations be included in the 10-year capital plan.**

Oakhill Cemetery

The Maintenance Building/Office at Oakhill Cemetery is also in need of renovation including proper washroom and staff space. The adjacent farmhouse sits vacant.

Recommendation(s): Oakhill Cemetery Farmhouse

- 116. That the former farmhouse at Oakhill cemetery be renovated or replaced for future consideration when appropriate or be repurposed.**

Over the long term, the most important source of revenue for a cemetery is its care and maintenance trust fund (CMF). Once an interment right has been sold and exercised the CMF is the only (non-tax or donation-based) source of revenue to offset the ongoing costs of cemetery care and maintenance. It is important to plan for the long term fiscal sustainability of Brantford Cemeteries' CMF. A prudent plan allows for the eventual achievement of fiscal sustainability and avoids long term municipal tax-roll subsidy.

There is provision under the FBCSA to allow the City to collect CMF contributions on those interment rights purchased prior to 1955 when they are now exercised. This will reduce some of the current shortfall in the CMF's ability to fully offset maintenance costs. The BAO recommends the Cemetery By-law be amended to reflect this policy prior to its implementation.

The revenue from the sale of interment rights is currently split into two streams; the mandated portion to be deposited into the CMF and the remainder going into general revenue. As interment rights represent a wasting asset it is prudent to allocate a reserve for the purchase and development of a new interment right to replace each one sold. It is therefore recommended that the revenue from interment right sales be split into three streams; the mandated CMF contribution, a portion for general revenue and a portion reserved for the replacement of the interment right sold. For the latter reserve, it is recommended that sufficient funds to purchase and develop an interment right to replace the one just sold be put into a cemetery development capital reserve to allow development of additional cemetery inventory as it is depleted. This will have a depressing effect on current revenue but will reduce the need for major capital development funding (although not lifecycle maintenance costs).

The general revenue portion is to be used to offset the general operating, sales and administration costs and capital funding challenges. Cemetery pricing should be evaluated with those three ends in mind to ensure that they are adequately addressed. Cemetery pricing should also be reviewed annually to ensure that they maintain pace with inflationary cost increases.

Recommendation(s): Cemeteries Planning & Finance

- 117. That the fiscal adequacy of the CMF be evaluated in terms of current and forecast annual maintenance costs as well as future CMF performance and that strategies be developed to achieve ultimate fiscal sustainability.**
- 118. That the Cemetery By-law be amended to enforce collection of CMF funds for interment rights sold prior to 1955 that were not previously charged.**
- 119. That the revenue from the sale of interment rights be split into three streams, with a portion sufficient to purchase and develop an interment right to replace the one just sold put into a cemetery development capital reserve to allow development of additional cemetery inventory as it is depleted.**
- 120. That cemetery pricing be evaluated against the associated costs to provide those services and be adjusted accordingly.**
- 121. That cemetery prices be reviewed annually to ensure that they keep pace with inflationary increases.**

Cemetery activities fall into two categories; cemetery operations and landscape maintenance. Cemetery operations include those activities such as interments, inurnments, scatterings, monument setting and resetting, that require cemetery-specific skills and training. These are the core activities of the cemetery and are generally those that produce revenue. Cemetery maintenance activities are typically landscape maintenance activities required under the provincial Act (FBCSA). With the exception of monument evaluation and resetting, they are largely similar to other park maintenance activities (lawn mowing, grass trimming, weed control, etc.) and the required skill-set is widely available.

Brantford Cemeteries' 2.3 FTE employees performed 297 dispositions (interments or inurnments) in 2017 for an average of 129 dispositions per FTE. Industry averages for cemetery staff capacity at Ontario municipal cemeteries are typically in the range of 40 to 80 dispositions per FTE. Many municipal cemeteries of equivalent size employ 6 to 10 FTE staff. 2 additional FTE staff have been added to the 2018 budget (bringing the total to 4.3 FTE staff) but the need to add more staff will continue to be felt as the number of interments at the City cemeteries increase each year.

Recommendation(s): Cemetery Staffing

122. That the City cemeteries continue to monitor and add to staff levels as demand at the cemeteries grows.

With attention to appropriate pricing, planning for CMF adequacy, development of consumer-desired cemetery inventory and proper staffing and budgeting levels, the three active Brantford Cemeteries may continue to serve the City and its citizens for generations to come. Prudent planning will allow the cemeteries to continue to serve the community while reducing the burden on the ratepayers.

4.7.9 Cemetery Capital Improvement Needs

Brantford Cemeteries have a \$35,000 annual capital budget (Cemetery Minor Capital Budget – hereinafter CMCB) although the capital requirements are much higher. An estimated need for \$2.34 million in capital requirements over the next 10 years (to 2027) would suggest that the current \$35,000 annual budget is significantly inadequate. This increase will be required to offset the previously unmet needs for lifecycle maintenance as well as meeting the provincially mandated requirements for cemetery care and maintenance.

Although there is sufficient developable land at Oakhill Cemetery to meet the forecast needs of the community for many years it is important to plan for the prudent development of this depleting resource.



Part B: The Service Plan

5 The Service Delivery Plan

The Service Delivery Plan is an overarching framework for municipal administration, delivery and management of parks and recreation programs and services to further maximize City, community and partnership resources over the 10-year (2018-2028) life of the plan. The Service Delivery Plan and its priorities has been informed by a range of analysis including:

- A review of registration and utilization rates for programs and services provided by the City of Brantford;
- Community engagement and feedback of the benefits, successes and challenges with existing programs and services from an end-user perspective;
- A review of the demographic, lifestyle, growth-related and organizational trends impacting the current levels of service, program administration and take-up; and,
- An assessment of current partnerships and policies impacting delivery and the identification of future opportunities to enhance these structures to facilitate the provision of the broadest range of opportunities for resident participation in recreation.

This Plan is to be subject to a comprehensive annual review to ensure that the priorities outlined within this document are in keeping with market demand, trends, policy and resources changes that may occur over time.

Recommendation(s): Administrative Reviews of this Plan

123. It is recommended that staff conduct a comprehensive review of the Service Delivery Plan at least once every cycle of Council to evaluate the relevance of recommendations in light of shifting market demand and available resources.

5.1 The City's Role in Parks & Recreation Delivery

The Parks and Recreation Department is the central municipal agent for the delivery of parks and recreation programs and services in the City of Brantford. When viewed holistically, the Department functions within a multi-faceted and multi-tiered delivery system which supports effective planning and regulation, monitoring, funding and delivery of recreation and leisure services and opportunities at the county/regional, city-wide and local neighbourhood level. The Community Programs and Parks and Recreation Commission, while maintaining a central focus on ensuring the provision of facilities, services and programs to a city-wide market area (i.e. by delivering opportunities which offer the broadest range of participation for all residents), it also is a supportive arm for County initiatives and neighbourhood-serving groups and tourists.

Approach to Program Delivery

The City's role is two-pronged with respect to program delivery in that the Department supports access to activities via 1) direct and 2) indirect delivery of programs. Core program areas directly delivered by the Department fall under the following major categories within the scope of the Master Plan:

- Aquatics;
- Arenas;
- Harmony Square;
- Bell Homestead;
- Community Centre amenities and related programming;
- Fitness; and,
- Day Camps.

In addition to being a direct program provider, the Department supports a Community Development Model by facilitating a range of volunteer and community-driven activities within its facilities through rentals, leases or other facility use agreements and defines the City's role in indirect delivery. This blended approach to program delivery is aimed at providing the residents with the broadest range of access to recreation in a manner that supports a diversity of needs, access, income, abilities and interests.

FEDERAL

- Pathways to Wellbeing
- Canadian Sport Policy
- Sport Canada's Policy on Aboriginal Peoples' Participation
- Canadian Sport for Life (CS4L)

PROVINCIAL

- Planning Act & Provincial Policy Statement
- Growth Plan for the Greater Golden Horseshoe
- AODA
- PRO Affordable Access to Recreation of Ontarians

PARTNERSHIPS

- Active Grand
- Our Neighbourhoods Brantford and Brant
- Master Aging Plan for Brantford and Brant

LOCAL

- Community Strategic Plan
- Official Plan
- Waterfront Master Plan
- Accessibility Plan
- Cultural Plan
- Growth Management Plan
- Aging Plan
- Safe Brantford

Service Delivery Approach

Generally defined, services comprise all support activities required to actualize the delivery of programs and facilities and facilitate end-user/community access to these opportunities. With respect to the Department's current mandate, this includes:

- Recreation and parks facility use regulation and allocation;
- Facilitating and seeking sport tourism opportunities;
- Urban forestry/tree maintenance and by-law enforcement;
- Cemetery services;
- Horticulture;
- Roadside cuttings, trails, sports fields;
- Special events;
- Partnership development with other parks and recreation service providers (County and City-wide);
- Neighbourhood Associations;
- Volunteer capacity development; and,
- Increase marketing and promotion of parks and recreation facilities, programs and services.

5.2 Factors Impacting the City's Program and Service Mandate

There are a number of demographic, social and land use planning factors currently impacting the City's parks and recreation service and program delivery mandate. These are reviewed in more detail below, all of which have implications on the operation capacity of the Department.

5.2.1 Growth in Population and Annexation

The City of Brantford has and is expected to continue to experience growth. Over the last two census periods the City has grown to accommodate over 7,000 additional residents. This represents an almost 10% increase in population. As an Urban Growth Centre in the Greater Golden Horseshoe area, the Province has projected that Brantford will grow to accommodate another 60,000 residents over the next 25 years – almost doubling its current population. While some of this growth will be accommodated via intensification, a significant portion is to be directed to newly annexed lands from the County at the north and western portions of the city. In total, the City of Brantford has assumed 1,980 gross hectares of additional land for future residential growth (1,153 ha net), and 739 gross hectares of land for future employment growth (531 ha net) from the County of Brant. This effective boundary change will result in a larger core catchment and market area for municipal recreation programs and services. New parkland areas will be designated through the secondary planning exercise for these additional greenfield

residential lands. These will have long-term operating and maintenance requirements associated with investment and for which current operational resources have not been designed to address. The *Facilities Master Plan* outlines how this growth will impact facility provision standards and trigger the need for investment in various types of facilities. Notably, the implementation of new multi-use recreation complex(es) to address population pressures will likewise prompt the need to plan for operational and resource costs related to staffing and programming these spaces.

5.2.2 Neighbourhood and Demographic Dynamics

Beyond the above, the City of Brantford has also observed a shift in the demographic profile of its communities:

- **Older Adults:** Brantford's older communities are the neighbourhoods of Fairview, Green Brier, Brier Park and to a lesser extent Terrace Hill and Echo Place. As of 2016, these communities had a median age above the City's average (46 years). Future program development should consider the geography of aging in Brantford to facilitate access to older adult activities where there is the greatest access/proximity to this population.
- **Youth and Families:** In contrast, the downtown, Shellard Lane and Eagle Place were comparatively younger with most of the residential areas in these neighbourhoods having a median age of under 35 years. This correlates with those areas that have experienced the most significant share of new residential development in the past few years and indicates that households with children tend to gravitate towards newer residential developments.
- **Indigenous Population:** Within the City of Brantford itself, the highest concentrations of residents of Indigenous identity resided in the Eagle Place neighbourhood.
- **People Living Below Living Wage:** Areas with a prevalence of low after-tax income include downtown Brantford and immediate surrounding neighbourhoods to the south, such as Eagle Place.

5.2.3 Planning for Age-Friendly Communities

A number of Ontario communities are actively engaged in addressing the needs of youth through strategic policy planning and service delivery. Research has shown that youth who are involved in sport and recreation are less likely to engage in harmful activities and tend to lead healthier lifestyles than their counterparts that do not participate in these activities. A number of municipalities have sought to define themselves as youth-friendly communities. Playworks is a partnership network of recreation and service providers across the Province geared at

maximizing youth participation in recreation. The partnership awards cities with the designation of being a “Youth Friendly Community” based on a set of criteria. The City of Brantford is one of 46 Ontario communities with this designation

More broadly, recognition of the need to plan for age-friendly communities has resulted in a number of Province-wide initiatives to engage both the older and younger age demographic in active lifestyles through parks, recreation and infrastructure planning. Such initiatives include 8 to 80 Cities, a non-profit driven initiative to aid communities across Ontario in planning for and improving public spaces in a manner that serves the needs of an 8 to 80-year-old; thereby making these spaces conducive to all residents.

An increase in active older adults is expected as Baby Boomers are more financially prepared for retirement than the preceding generations is expected to result in more demand for physically active programs from this segment of the population that can also be expected to have an interest in skill development and life-long learning opportunities in addition to other pursuits. These ‘new older adults’ tend to have differing tastes in participation when compared to traditional seniors. Nonetheless, as individuals age, mobility and access to program and service locations will be important.

5.2.4 Shifts in Volunteerism

The City of Brantford embraces volunteers and actively encourages volunteerism. Busier and commuting lifestyles have impacted levels of volunteerism across Canada. Not only has this impacted the nature of activities persons opt to participate in (as discussed below), but has resulted in a greater demand or emphasis on municipalities to service public recreation needs as a growing number of community groups experience constraints in capacity to deliver sport and recreation opportunities due to a diminishing volunteer base.

In addition to the above, the growing need to ensure risk avoidance related to volunteerism has resulted in a number of municipalities enforcing policies that warrant community groups to provide liability insurance coverage for their members. This has impacted levels of volunteerism across Ontario as well as in the City of Brantford. In light of this, it means more staff time is being invested to fill the gaps in the delivery of activities that were historically addressed by volunteers. This has added to workload requirements.

5.2.5 Changing Preferences in Participation

More Canadians are moving from organized sport to informal sports and other forms of active leisure. As research indicates, leisure activities that required less time commitment, had flexible drop-in opportunities, were easier to access, and were provided in multi-use facilities (offering a variety of programs) so an entire family can recreate when it is most convenient for them had a higher participation rate by Canadians. *Section 5.2* of this plan explores national, provincial and local trends in sport and recreation participation in further detail.

5.2.6 Long-term Athlete Development (Canadian Sport for Life Model)

The Canadian Sport for Life strategy outlines a model for Long-term Athlete Development (LTAD) that reflect a lifetime of individual development right through from basic skill development to elite competition to active living. Within the lens of this framework, the role of municipal, private and volunteer partners in supporting long-term athlete development becomes evident. Within the context of Brantford's sport and recreation sector, elite athlete development is generally the role of the private and volunteer sector. This is supported by municipal stewardship and provision of high-quality competitive venues that accommodate training and practice as well as tournaments and competitions for elite athletes. In fostering the national LTAD model on a more localized scale, the City of Brantford serves as an anchor to elite athlete development through the provision of a number of essential and introductory programs that support skill development in children and sustained participation in activities beyond the prime competitive age through older adult program options. This a practice that is expected to continue over the life of the plan, albeit with the need to address non-competitive opportunities for youth and adults through a blend of sport and social development initiatives and programs such as neighborhood hub programming.

5.2.7 Community Hubs and Social Inclusion

In 2015, the Ontario Government released the *Community Hubs in Ontario: A Strategic Framework and Action Plan (Framework and Action Plan)*, one of the core principles of which is to maximize the use of public property for community benefit. Community hubs are gathering spaces and places designed to provide residents with access to a wide range of community activities, programs, services and events. Hubs may serve varying needs from social to academic, economic to recreational supports; the role and function of which are typically defined by the individual communities within which these are located. Consequently, there is no single definition for community hubs.

The Government of Ontario has dedicated financial resources to facilitating the proliferation of hubs across the Province, namely:

- The implementation of a redesigned Community Health Capital Program (CHCP) policy that streamlines funding applications and expands funding eligibility to support the co-location and integration of multiple health and social services (this includes Ontario Early Years Child and Family Centres and Elderly Persons Centres);
- Increased funding for the Investment in Affordable Housing (IAH) initiative in support of affordable housing projects that support community hubs; and,
- Increased in capital funding for schools to support the use of these buildings as community hubs.

Part of the planning basis for hub development are the opportunities to address social issues such as poverty, unemployment and early childhood development in a collaborative manner. The City of Brantford has recognized the value of the hubs in addressing access to social, recreation and employment services and opportunities within neighbourhoods where a significant share of the population is marginalized. This has bolstered the community development role and function of the Department, albeit within the light of recreation service delivery. With the implementation of neighbourhood hubs, the Department's role has evolved and expanded.

5.2.8 Access, Inclusion and AODA

Cultural diversity is bearing increased influence on municipal delivery of recreation as trends in demand for activities evolve based on new waves of immigrants to Canada and major population centres in southern Ontario. While newcomers bring some level of demand for non-traditional activities, it should also be recognized that traditional options will also be pursued as individuals seek to integrate and assimilate to Canada. This has impacted national and local trends in the growth in aquatics, soccer and has resulted in new demand for cricket and other non-traditional activities (swimming and soccer being more universal played than ice hockey on a global sphere). Newcomer cultural influences on sport participation should continue to be monitored.

Additionally, the provision of programs for all ages and abilities is one of the foremost principles of national and provincial policies.

Recent changes to the Accessibility for Ontarians with Disabilities Act (AODA) apply not only to facilities but also municipal service delivery protocols. In implementing priorities, the Ontario Accessible Customer Service Standard (Ont. Reg. 429/07) requires staff training and municipal communication to be modified and upgraded to better serve the needs of individuals with disabilities. *Brantford Accessibility Plan* outlines a series of targets to address provincially mandated changes by 2025.

Income is also linked to individual participation in sport and recreation. Affordable access strategies in the setting of user fees as well as recreation subsidy programs are typical approaches used by municipalities to facilitate access to recreation for lower-income households and individuals (which may include persons on a fixed income such as pensioners).

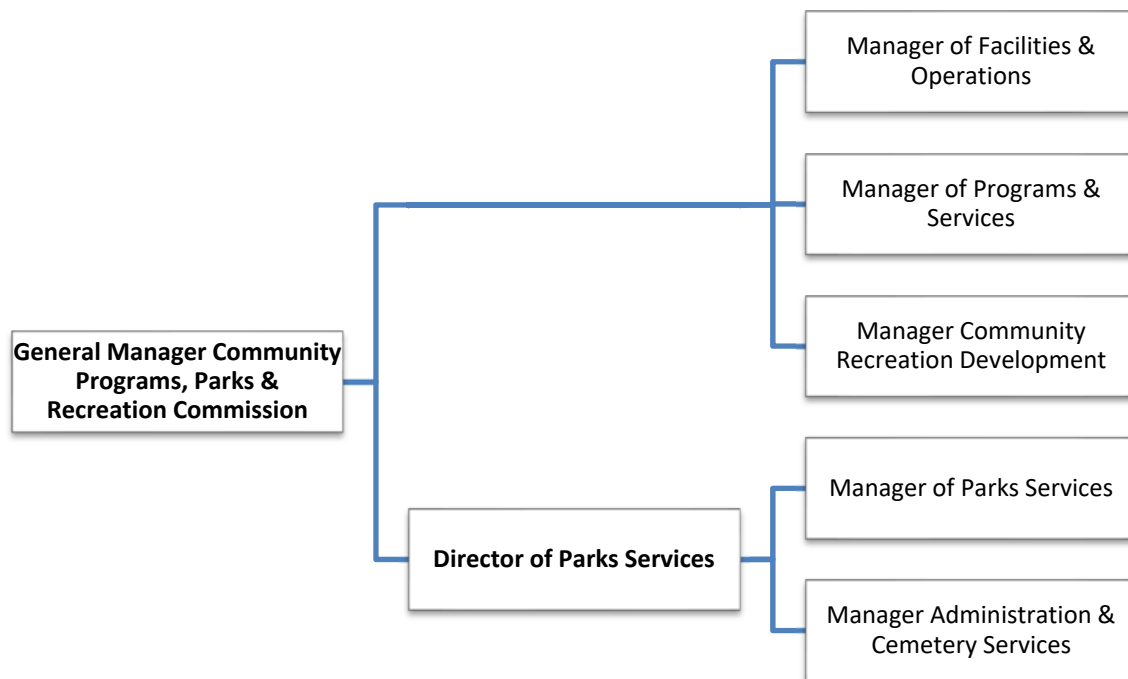
Recommendation(s): Monitoring Trends

- 124. Continue to seek funding partnerships to develop and expand the existing recreation subsidy program to facilitate access and participation for persons of all ages and abilities.**
- 125. Continue to regularly monitor shifts in policy, planning and trends in sport and recreation participation which may impact the City's approach to the delivery of parks and recreation and the geography within which some services and programs are delivered.**
- For example, as neighbourhoods change this is expected to impact the nature of neighborhood hub programming options that are offered. *Section 6* of the Plan outlines strategies for trend and performance monitoring.

5.3 Organizational Capacity & Support for Service Delivery

In 2016, the City of Brantford underwent a comprehensive corporate reorganization exercise that resulted in the restructuring of organizational support for the delivery of parks and recreation. This exercise resulted in the consolidation of Park Services, Recreation Services, Golf and the Sanderson Centre under the umbrella of the Community Programs, Parks and Recreation Commission as well as a reduction in staffing to facilitate efficiencies in the delivery of services.

Figure 1: Parks and Recreation Department – Senior Management Parks and Recreation Organizational Chart



5.3.1 Successes in Implementation

Under the current structure, the Parks and Recreation Department has achieved a number of successes including the implementation of the Community Programs, Parks and Recreation Management Team (CPREC) as a collaborative planning forum for parks and recreation managers to regularly review monthly and annual planning priorities and developments.

Additionally, as evidenced by an increase in program registrations, the Department has continued to accommodate new or additional registrants within its programs (in the case, of aquatics this is an important achievement considering the limited supply of public indoor pools in the city). Further to this, the Department has launched a number of capital projects to improve the level of facility service in the city (this includes planning for the new Southwest Recreation Complex as well as the implementation of a playground replacement program to address State of Good Repair needs).

Nonetheless, the Department also continues to experience areas of constraint in service delivery linked to external growth and environmental challenges that have and continue to impact the delivery of parks and recreation services. Some of these challenges have been explored at a high level earlier in this document. The subsequent section addresses some of the more significant challenges in more depth.

5.3.2 Current and Future Challenges

Addressing Backlogs: Urban Forestry

The impact of Emerald Ash Borer on the City of Brantford's Urban Forestry system has resulted in an additional requirement for an arborist to address the removal of impacted trees and replanting requirements to maintain the city's urban canopy. Brantford's Emerald Ash Borer (EAB) program was implemented in 2010 and has resulted in the removal of 3,800 EAB-impacted trees over the period 2014 to 2017. The City's Forestry operation includes two ISA (International Society of Arboriculture) Certified Arborists, and four contracted forestry crews (two of which provide tree maintenance services for Brantford Power Inc., one crew for EAB and one crew for general work order response). The Forestry Division also assists other City departments with tree related matters, including property standards issues, private woodlot issues, golf operations and the City-owned cemeteries.

Staff capacity to address general work orders for tree inspection, tree trimming over the public sidewalk and roadway, removal of city tree to install driveway, building permit, falling limbs and other requests not deemed to be high risk or priority are under resourced. With each request warranting a tree inspection by a staff arborist and a volume of 3,500 work requests per annum, the Division's response time for general work orders has increased to as much as 15 months.

Growth and Annexation: New Service Areas and Impacts on Parks, Recreation and Cemeteries

The acquisition of annexed land into the urban boundary of the City of Brantford is expected to place further requirements on the Department's service levels and capacity, specifically:

- With 1,980 gross hectares of additional land planned for future residential growth (1,153 net hectares), new land areas north and south of the city will be subject to

- secondary planning exercises that are expected to result in planning for the development of new parks and playground locations to service new neighbourhoods;
- With growth targets supporting the addition of over 60,000 new residents via intensification and development of new residential areas, population growth is expected to impact service provision levels for facilities, and create additional demand for (neighbourhood and city-wide) programming; and,
 - Geographic requirements for trail, park and forestry maintenance are expected to increase.

Similarly, as it relates to cemetery operations, future growth in population is expected to place increased requirements on staff complement and should be increased beyond current staffing in keeping with industry operating standards.

Staffing Trends and Retention

At the time of the 2015 reorganization exercise, the staff complement for parks and recreation was 326 staff (153.4 for which were full-time equivalent staff persons). This equates to 8 parks and recreation staff persons per 1,000 population as of 2015. Post-reorganization the complement was reduced including a loss of 8 full-time equivalent staff. There are no established standards of best practice for parks and recreation staffing given the highly varied mandates that municipalities have with respect to the facility and service delivery. For example, in smaller, rural and/or less resourced communities, the mandate for parks and recreation is split across public works and community services and is therefore not reflective of the dedicated staffing effort warranted to deliver these services. Despite some variance, larger communities such as the Town of Milton, City of Burlington, City of Cambridge and the City Waterloo exhibit similar structures in organization namely, parks and recreation fall within the scope of the Community Services section. As of 2015, these communities (all of which have populations and household counts comparable to the City of Brantford) had an average ratio of 10.6 parks and recreation staff per 1,000 households²¹. It should be noted that ratios reflect both full-time and part-time staff counts and that the split between full-time and part-time staff can vary significantly across municipalities. Regardless, the ratio of parks and recreation staff to households is expected to have declined since the 2015 reorganization exercise and is estimated to be lower than the observed average across comparator communities.

A detailed organizational review of the Parks and Recreation Department is not within the scope of this Master Plan and is not to be substituted for the completion of a more detailed assessment of current and projected staffing needs as is recommended in this document. It should be noted, however, that ongoing growth and the build-out of annexed lands will only

²¹ Source: Estimates based on KPMG Final Report Town of Milton Strategic Workforce Plan 2015 and Statistics Canada 2016 Census household data.

serve to reduce the Department's staff per household ratio over time if the situation remains the same. Further to this, any future loss of management positions has the potential to erode the Department's capacity to be proactive in strategic planning. A range of options exist to avoid this including the acquisition of skilled candidates through retirements to retain expertise and may be evaluated as part of a Workforce Gap Analysis and Departmental Organizational Review.

Recommendation(s): Organizational Capacity

- 126. Through attrition, consider the opportunities to improve the Department's management structure to better support workload demands, geographic and other impacts on service expansion and delivery. This should include consideration for any additional management-level expertise as required.** This may be conducted as part of a Workforce Gap Analysis/Staffing Strategy (recommended below).
- 127. Conduct a Workforce Gap Analysis/Staffing Strategy and Departmental Organizational Review of the Parks and Recreation Department to identify options to further enhance the management and staffing structure in light of known areas of constraint and giving consideration to the implications of growth on the continued effectiveness of the Department.**
 - This should include consideration for the development of a general maintenance staff unit to support routine repairs and maintenance of facilities, amenities and equipment.
- 128. Evaluate and address the impact of minimum wage thresholds on staff retention for key roles of expertise required to support service delivery (e.g. aquatic lifeguards).**
- 129. Continue to monitor the impact of internal and external pressures on the maintenance of appropriate levels of programming and service.**

5.4 Community Programs & Activities

5.4.1 Core Municipal Programming

Core municipal programming areas include aquatics, arenas, fitness primarily delivered out of the WGSC, a broad range of seasonal camps, as well as a spectrum of activities delivered within community centres including opportunities for older adults and youth drop-in.

Over time, the Department's programming mandate has evolved to include more robust community development functions. This was solidified with the 2012 launch of the Neighbourhood Hubs Program within two priority neighbourhoods in the city, Eagle Place and East Ward, with the goal of addressing persistent challenges related to employment, educational attainment and community safety. Since its initial launch, additional Neighborhood Hub locations have been established, 3 of which are located within municipally-owned and operated community centres (Doug Snooks Eagle Place, T.B. Costain/SC Johnson Community Centre and Woodman Park Community Centre). With the opening of the Major Ballachey Public School location, other hub delivered services include computer and internet workshops, and employment-readiness classes for adults.

5.4.2 Program Delivery and Participation

Over the past 3 years annual registrations for municipal recreation programs have increased from 13,112 registrants in 2014 to 17,337 registrants in 2016 - this reflects a 32% growth in participants (or 4,225 additional registrations). Much of this growth can be attributed to additional participation in aquatics (approximately 1,450 additional registrations since opening of redeveloped WGSC) and afterschool programs (approximately 1,340 additional registrations).

5.4.2.1 Affordable Access Opportunities

The Department's "Can We Help" program is a recreation subsidy program delivery in partnership with the County of Brant to provide funding assistance to residents who are unable to afford the cost of recreational program(s) for their dependent children up to age 18. Subsidies are limited to two activities or programs per participant per session and are dependent on funding availability and meeting criteria as set out by the program. Ontario Works and Ontario Disability recipients automatically receive 100% funding under this program. Funding for the "Can We Help" program is provided through the National Child Benefit Program as well as the City's "Send a Kid to Camp" program. The Department also offers a Youth Pass program that facilitates youth affordable access to programs and facilities across the City.

Additionally, Active Grand is a central partnership body at the county/regional level and is an alliance between the City of Brantford (specifically its Parks and Recreation Department), the County of Brant, the Six Nations of the Grand River and several health, recreation, and social service organizations with an aim to facilitate increased physical activity among residents.

Through this collaboration, the City works with its regional partners to promote affordable access to recreation. Specifically, Active Grand offers an online resource base which navigates residents to affordable events and activities, funding and recreation subsidy supports at the municipal level as well as municipal physical activity guides and toolkits for healthy eating.

5.4.2.2 Trends Impacts Participation in City-Delivered Parks and Recreation Programs

City-delivered parks and recreation programs continue to maintain popularity and have observed steady growth in demand. In some instances, such as indoor aquatics, demand for programming exceeds the Department's capacity to absorb need (this is influenced by the availability of instructors/skilled support recruitment).

Community and lifestyle trends dictate how individuals recreate. Increasingly, shifts in recreation participation are being observed at the national level. These shifts are, in part, the result of busier lifestyles, changing family and socio-economic structures (including diversified forms of employment and the proliferation of shift and seasonal work) and has resulted in a reduction in free time for many Canadians. Most notable is the decline in sport participation²² in favour of unorganized and/or self-directed leisure activity. This does not speak to a declined need for municipal recreation service, rather it speaks to the need to (re)assess opportunities diversify the suite of program options to address changes in preferences for participation. To do this effectively, effective monitoring systems must be implemented and should inform the municipal response to parks and recreation program demand.

One of the most significant factors for future sports participation is that of the aging population in Canada. Statistics Canada Census Data for 2016 indicates that nearly 31% of the Canadian population is 55 years of age or older, which is set to raise to 34% by 2026²³. The impacts of an aging population will be felt in many aspects of Canadian society, including sport and recreation participation. Research further indicates that this current generation of older adults tends to be more physically active than previous generations, and is likely to retain interest in mainstream options. Specifically, potential implications include a decreased emphasis on team sports; growth of wellness and fitness programs; and an increased demand for a wider variety of active and leisure programming pursuits and opportunities. An equally important consideration is the smaller Echo Boom generations (the children of the Baby Boomers), who are raising their own families at present. Promoting and fostering participation in physical activity for all ages (i.e. continuing to focus on children and youth but also expanding to meet the needs of the aging

²² 'Sport' is defined by Sport Canada as an activity that involves two or more participants for the purpose of competition.

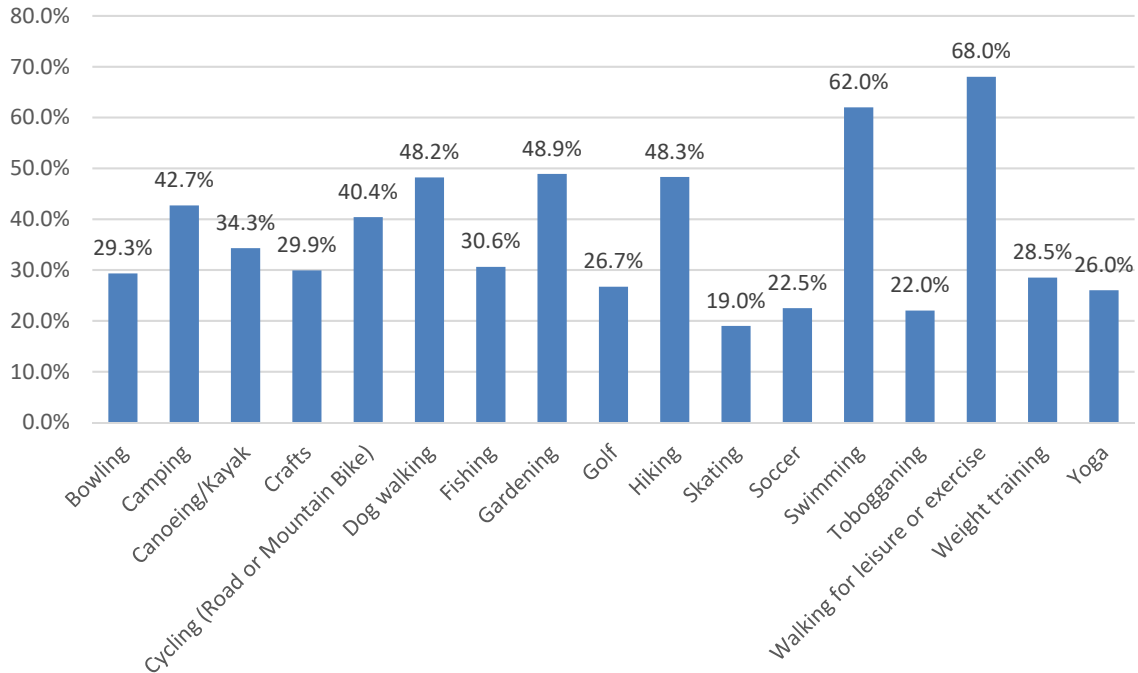
²³ Based on moderate growth projections and 2010 population estimates by Statistics Canada CANSIM, table 052-0005 and Catalogue no. 91-520-X, 2014.

population) is an important priority moving forward²⁴. This includes developing innovative convenient programming that appeals to today's changing society.

The City of Brantford is not immune to these impacts. With roughly 32% of the residents commuting outside of the city to the GTA and other parts of southwestern Ontario, this segment of the population is more likely to demand/participate in unstructured or drop-in activities locally and, to some extent, may have some of their recreation needs met in other municipalities. The City of Brantford will need to explore those opportunities to continue to support and possibly grow after/before work as well as weekend recreation options for this contingent of the population where warranted by demand.

Sport and recreation participation trends in Brantford echo those trends found across Ontario and Canada, with walking for leisure or exercise being the activity with the highest participation (68%) among Master Plan public survey respondents (n=569) and swimming being the activity with the second highest participation rate (62%). Dog walking, hiking, camping and gardening were other activities that a high number of respondents indicated they participated in. Typically, these activities are done on one's own leisure time, and do not require much formal infrastructure or programming (with the exception of instructional and recreational swimming).

Public Online Survey: *Over the past year, what recreation activities (indoor and outdoor) have you participated in?*



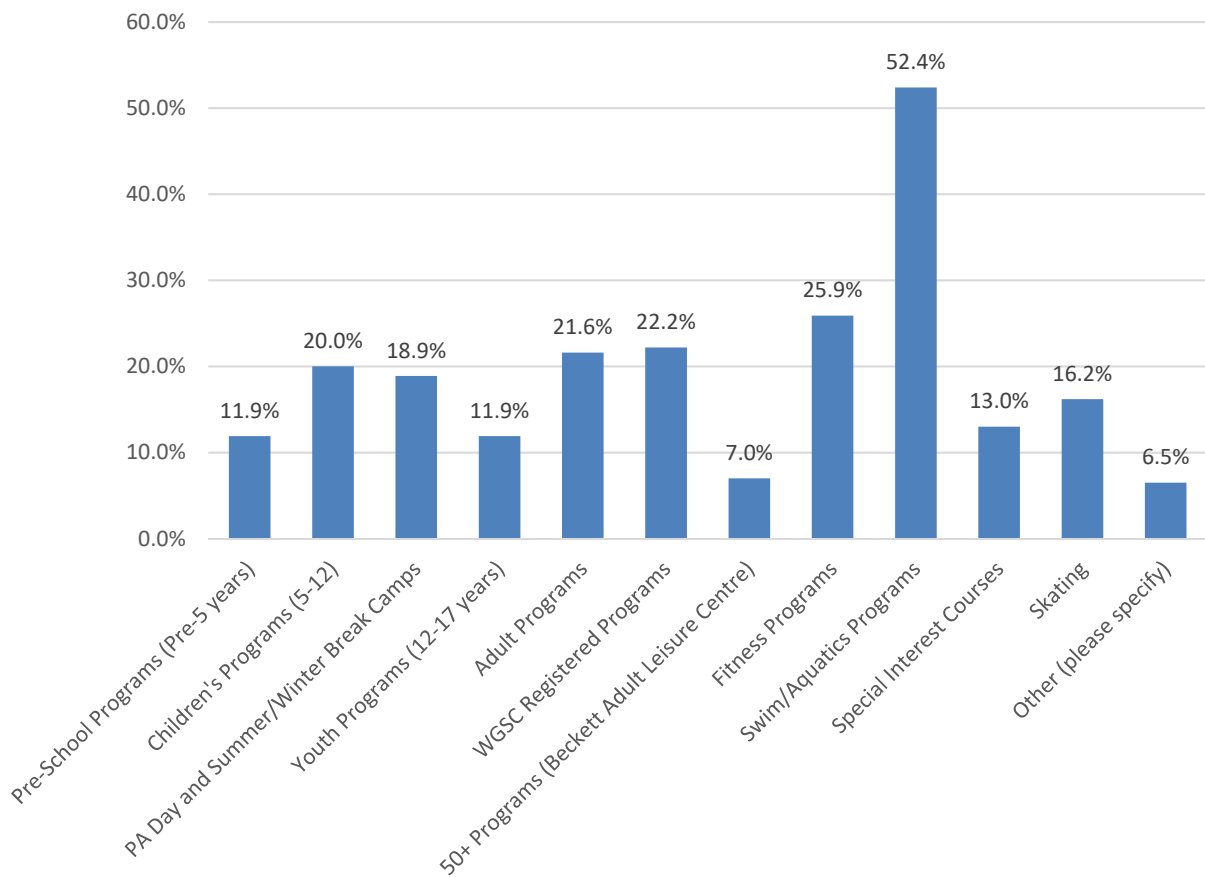
²⁴ Source: Canadian Parks and Recreation Association/Interprovincial Sport and Recreation Council (February 2015). A Framework for Recreation in Canada - 2015 - Pathways to Wellbeing.

The public survey results indicate that nearly 41% of respondents (n=475) or their family members have participated in City-delivered leisure or recreation program(s) within the last year.

Based on survey responses, participation was highest among swimming / aquatics programs, with over 50% of respondents indicating participation in this type of programming. Participation in fitness programs, adult programs, children’s programs, and registered programs offered at the Wayne Gretzky Sports Centre (WGSC) were each identified by at least 20% of respondents (n=185).

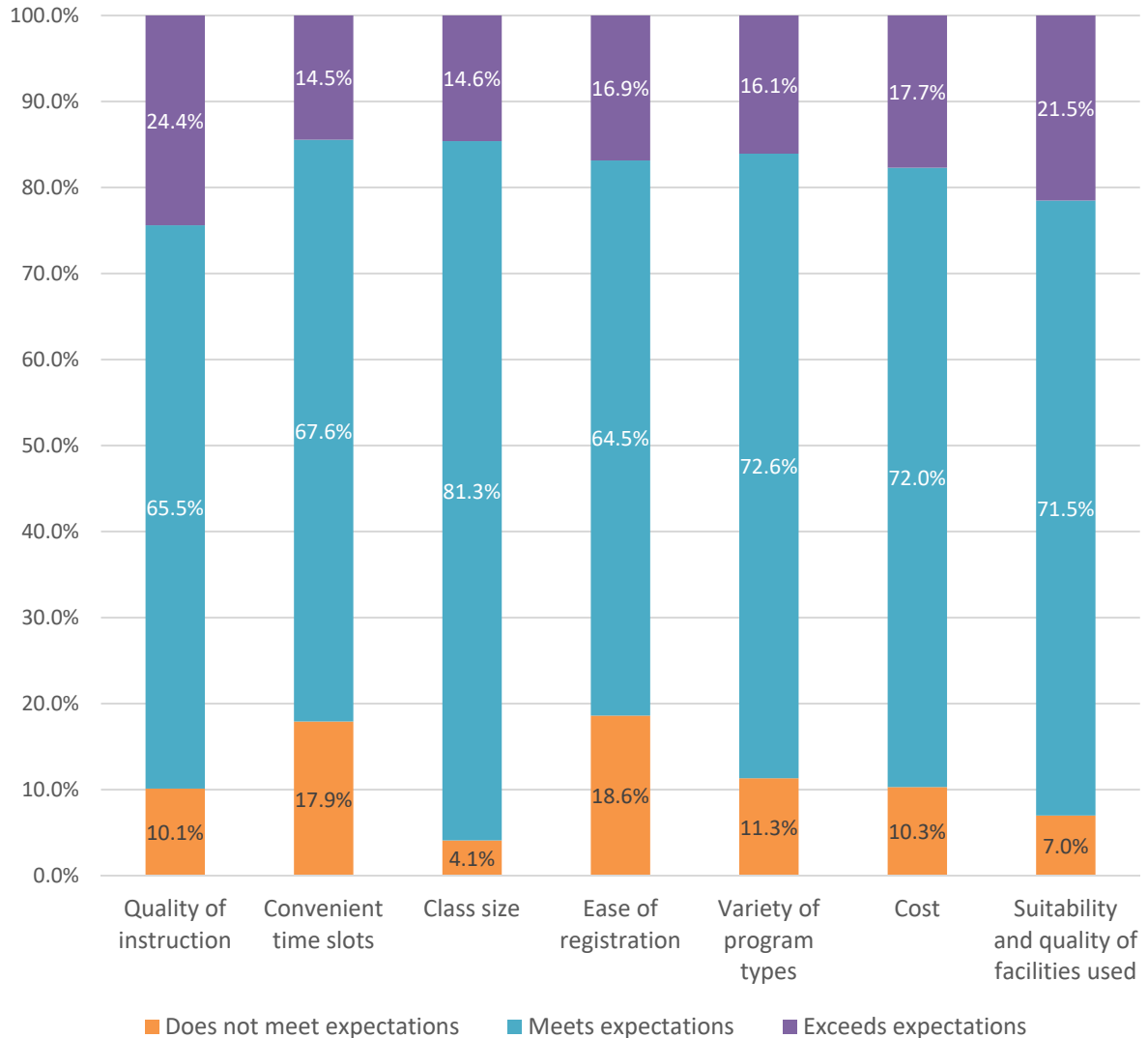
Other programs participated in typically included one-off programs / events held at Harmony Square, Community Hubs, and specialized programs (i.e. Neighbourhood Education Series).

Public Online Survey: Which type of recreation and leisure programs run by the City of Brantford did you and/or your family members participate in the last year?



Most respondents were generally satisfied with the programs they and/or their family members participated in, with a majority of respondents (n=176) indicating that the programs met or exceeded their expectations.

Public Online Survey: How satisfied are you with the recreation and leisure programs you and/or your family members have participated in the last year?



Ease of registration, convenient time slots offered, and variety of program types had the highest number of responses where expectations were not met. To the extent that these matters may be improved on through scheduling improvements as well as web-based and technological improvements to the registration process, such opportunities should be explored.

Suggestions to improve the overall experience with City-run parks, recreation and leisure programs included:

- More structured adult aquatics programs;
- More swimming lesson time slots as they tend to fill up quickly;

- More programs offered in the evenings and on the weekends for both children and adults to fit into residents' busy schedules;
- Offer the same programs at different locations within the City (i.e. consistency in options across facilities);
- Offer a greater variety of programs (i.e. better links with the library or other resources to expand the City's program offer);
- Improved public transit to community centres / spaces where programs are offered;
- Options for lower cost programs; and,
- Improved online registration system.

Recommendation(s): Programming

130. Develop a process to complete and implement an internal program and service review for the Parks and Recreation Department to identify opportunities and strategies to facilitate greater efficiencies in delivery and which build on public feedback as part of the Master Plan process, including:

- Opportunities to address the needs of the commuting population through increased weekend and after/before-work program options;
- Options to improve the process for program registration via web-based, technological and other customer service solutions; and,
- Opportunities to improve on the variety of programs offered and the time slots within which programs via scheduling enhancements as feasible.

131. Evaluate opportunities to share/coordinate volunteer resources across the Community Recreation section and general programming functions of the Department to provide additional support for the implementation of human resource intensive programs such as the Random Acts of Play Program to help reduce the complement of staff required at any one park location (as appropriate).

132. Continue to support affordable access opportunities (Youth Crew Card Membership, Can We Help and other options) and work with community partners such as the Arnold Anderson Sport Fund to promote these options to key target groups.

Recommendation(s): Programming

- 133. Implement a customer engagement and monitoring strategy to aid in the continued assessment of trends in participation to routinely gauge shifts in market demand for programming and activities (see Section 5.7 of this plan for recommendations).**

5.4.3 Supporting Community-Driven Initiatives (Indirect Programming)

The Department's core means of support of community-driven programming initiatives is through the provision of space and access to facilities. These arrangements are largely accommodated via rental but also through long-term leases as currently exist with the Dufferin Tennis Club, and the Brantford Minor Softball (See Section 5.5).

5.4.3.1 Neighbourhood Associations and Activities

As of 2017, there are currently 27 Neighbourhood Associations (NA) across the City of Brantford. Each association varies in length of operation, number of volunteers and scope local programming. In general, activities include festivals and events such as community dances. A number of Associations operate City-owned outdoor skating rinks during the winter season.

The Neighbourhood Alliance of Brantford (NAB), a planning body comprising executive leadership representation from each local NA, is coordinated by municipal staff by way of the Department's Community Development section. The NAB is the vehicle through which operational and funding challenges experienced by NAs may be addressed with City staff.

5.4.4 Fostering and Facilitating Volunteerism

Group volunteerism, as well as individual volunteerism, is an important component of the parks and recreation delivery model for many municipalities. Brantford is no different in this regard. Volunteerism offers mutual benefits to the municipality and volunteers – namely supplemental resource support for the former and personal satisfaction for the latter. Nonetheless, trends are changing in this regard. Not only has reductions in free time reduced the number of persons choosing to engage in volunteer activities, but the volunteer base is also aging. As active Baby Boomers pursue travel and other pursuits, younger older adults with active schedules and busy lifestyles are less likely to pursue volunteer opportunities which typically have dedicated time commitments. Traditional seniors are typically more willing to engage in volunteering.

Despite a reduction in the number of persons volunteering, those who do volunteer are doing so more often. This sometimes leads to individual 'burn-out'. Regardless, there are opportunities linked to the youth demographic seeking learning opportunities as they transition into the workforce. This is supported by mandatory volunteer hours a part of education curriculum requirements. A volunteer management program to recruit and retain volunteers is an

important strategy – particularly as individuals have distinct parameters around how they want to spend their free time and expectations of the experience.

Recommendation(s): Fostering Volunteerism

- 134. Continue to maintain and provide administrative and operational support the Neighbourhood Alliance of Brantford (NAB) and local Neighbourhood Associations.**
- 135. Continue to celebrate community champions and promote a culture of volunteerism in the city by recognizing volunteers within the Parks and Recreation Department and wider community through an annual volunteer appreciation event.**
- 136. Invest in a volunteer management process and system with appropriate staff resources that leverages community partnerships to support and enhance recruitment efforts**
 - Opportunities with local school boards should be explored in an effort to link student volunteerism requirements to the Department’s program support needs.
- 137. Evaluate new opportunities and strategies to engage community groups and volunteers in the stewardship of neighbourhood parks.**
 - This may include public service program such as ‘Adopt A Park’ which has been delivered across a number of Ontario municipalities to encourage interested groups to promote and organize scheduled activities including litter cleanup, tree plantings, flower plantings and shrub bed maintenance.
- 138. Continue to engage the Brant Tree Coalition to strategically assist with the implementation of tree planting initiatives which may support the development of the city tree canopy ratio.**

5.5 Policies and Standards

Municipal policies and standards that support public access to parks and recreation facilities (both for individual and well as organized group use) are as follows:

- User fees – ‘pay per use’ permitting arrangements to provide a broad range of recreational opportunities within municipal facilities;
- Facility allocation standards and other use-related policies;
- Lease agreements; and,
- Partnership arrangements as may be developed over time with key groups/organizations to support the operation/management of select assets.

5.5.1 User Fees & Allocation Policies

5.5.1.1 *Access to Recreation through Fee Setting*

The City of Brantford establishes use rates for facility rental time and recreation program access on an annual basis. Rates are set by staff and approved by City Council and are established in a manner to ensure the pricing of recreational services does not impede or reduce participation in recreation. The City’s current user fee structure demonstrates support for subsidized access to recreation for key groups such as minor participation as well as organized groups involved in the delivery of significant community programming (as determined through the City’s Affiliation Policy). Where activities support the broadest range of access to recreation irrespective of income age and ability (e.g. public skates, public swims), rates are established based on principles of affordability and fair access.

5.5.1.2 *Parks and Recreation Affiliation Policy*

Linked to principles of affordability and access in rate setting, the Parks and Recreation Affiliation Policy established a formal and criteria-based protocol through which the City may provide a discounted facility rental rate to not-for-profit community volunteer-based organizations. The policy is intended to assist community groups delivering a range of art, cultural, social and/or sport opportunities that help to build community capacity with affordable access to municipal space; and is another means through which the Department facilitates indirect program delivery. The Parks and Recreation Affiliation Policy is subject to regular review.

Recommendation(s): Access and Fee Policies

139. Continue to maintain support for the City’s Parks and Recreation Affiliation Policy.

5.5.1.3 Facility Allocation Standards

To ensure fair and equitable manner to facilities, the City of Brantford has established standards for the allocations of its indoor and outdoor parks and recreation assets.

Sports Field Allocation Standard: The Sports Field Allocation Standard defines how fields will be allocated and distributed in a manner that manages a broad range of demand for these facilities. In general, requests for the seasonal use of fields are processed in the following priority;

- League requests receive priority over individual team requests.
- Competitive organization requests receive priority over recreational teams/organization requests.
- Full-seasonal usage receives priority over occasional usage and practice usage.
- Practice time receives the least priority.
- Practice permits will be issued on a week-to-week basis until the first week in June. After that they can be issued for the remainder of the season.

Ice Allocation Standard: A meeting of ice user groups (across all the City's arenas) is held each summer to gather organized league requests for ice time in advance of the upcoming season. Once the requests for ice time for all the existing/previous ice groups are fulfilled (with a priority for youth/minor sport) and allocated based on need, any remaining time is booked to member of public and other users on a first-come first-served basis.

Pool Allocation Standard: Facility allocation policies also exists for indoor aquatics and other major parks and recreation infrastructure. Similar to the allocation process for ice, the Department hosts an annual meeting with aquatic user groups to determine needs for the upcoming year and as a practice prioritizes youth/minor sport access to the use of facilities through this process.

Recommendation(s): Access and Fee Policies

140. Develop and approve a Municipal User Fee Standard that confirms, validates and prioritizes an approach to pricing in keeping with best practice. The following should be considered:

- As it relates to annual fee setting, provides for higher levels of direct subsidy for those categories of programs and services which teach essential life and safety skills to persons of all ages and provide basic/essential introductory programming for children, youth and seniors and encourage active living.
- The completion of a detailed assessment of the full cost of service (direct and indirect costs) for the delivery of programs and assess whether current levels

Recommendation(s): Access and Fee Policies

of cost recovery across various categories of programs are acceptable or require improvement.

- Benchmarking fees with comparable communities.

141. Regularly review the City's facility allocation standards and evaluate the effectiveness of implementation.

- This may be done through consultation with user groups to understand the level of satisfaction with allocation processes. Where deemed necessary, policies should be revised and updated.

5.5.2 Facility Lease Arrangements

The City of Brantford has engaged in a number of lease arrangements for both the dedicated use of parks and recreation buildings as well as operational spaces within its facilities. These include major leases such for the operation of a Pro-shop, Physio-therapy Clinic, Restaurant and Bar at the Wayne Gretzky Sports Centre.

With respect to community halls, long-term leases provide community groups with the exclusive use of municipal spaces for its respect activities. Lease arrangements vary based on the resource capacity of groups, but in generally result in the following:

- The facilitation of group operations through the provision of space for activities and programs;
- By virtue of lease arrangements, access to some of these facilities is restricted to the public resulting from the dedicated (turn-key) use of these buildings by lessees;
- All of the above to speak to the limited public benefit of retaining some these facilities in municipal ownership over the long-term;
- Marginal lease revenues to the municipality, if any, dependent on the nature of the lease agreement; and,
- Modest capital improvement contributions by the lessee, if any, dependent on the nature of the lease agreement.

Lease agreements for community halls do not absolve the municipality of capital maintenance requirements for these buildings. In response to this, and other reasons related to the age, condition and marketability of hall structures, the *Facilities Plan* makes recommendations for the rationalization of these assets, namely the decommissioning of Helen Avenue Hall and Tranquility Hall over the plan period. Remaining lease arrangement should continue to be monitored for effectiveness and updated on an annual basis or as otherwise stipulated.

5.5.3 Partnerships and Planning for Facilities

5.5.3.1 Existing Partnerships for Facilities

Existing partnerships for City-owned facilities are selective based on the nature of individual types of facilities and take two forms:

- Capital; and,
- Operating.

The Branlyn/Notre Dame School Community Centre is a primary example of both forms of partnership. The City of Brantford, Grand Erie District School Board (GEDSB) and Brant Haldimand Norfolk Catholic District School Board were capital partners in property acquisition and construction. Under the existing Tri-party operating agreement, each partner has joint and common use of certain portions of the facilities. The City of Brantford has the exclusive use of the Community Centre portion of the building, however use of the adjoining gym is shared and access to this space is limited to afterschool hours. Under this agreement, GEDSB is solely responsible for building maintenance and caretaking, however, all parties are required to share in these costs.

5.5.3.2 Setting Standards for Partnerships

The above existing partnerships for facility operations have yielded a number of positive impacts for residents, communities and neighbourhoods. A primary challenge in any operating partnership arrangement is establishing an appropriate level of service that meets both the City's needs and the resource capacity of the respective partner. Consequently, the level of service expectations can be expected to vary across the various types of partners. That is, operational service standards applied to Neighborhood Associations can be expected to differ from those that may be applied to institutional partners.

Frequently, municipalities create comprehensive manuals containing a collection of standards and operating procedures so that applicable protocols can be uniformly implemented throughout the entire recreation facility system. Accountability is heightened with a more systematic approach to contract and partnership management.

This Master Plan recognizes that, in the context of the City of Brantford, opportunities for partnerships not only relate to facility operations but also capital projects. The range of opportunities have evolved over time and the spectrum of partners and partnerships have grown more dynamic (the *Facilities Plan* addresses this in more detail).

Many municipalities across Canada and the Province of Ontario have benefited from the implementation of a standardized partnership framework as the lens through which all potential partnership opportunities are examined, held accountable and eventually selected as

appropriate. These frameworks are generally designed to meet the needs of the respective municipality are elementally similar.

A well-structured framework stipulates the municipal response to an opportunity as well as obligations of potential third-parties and is flexible in its recognition that each project is unique. These frameworks are meant to evolve as new types of projects and proposals come to the fore but are designed to ensure a transparent process of evaluation. Protecting the public interest, demonstrated community need, client/service orientation, risk allocation, desired levels of operating control and quality assurance are principles on which a framework may be based. These frameworks offer guidance for the examination of project proposals arising from the private sector, non-profit agencies or community organizations.

Third-party frameworks differ from lease agreements for municipal facilities and may be negotiated on a case-by-case basis due to the specifics of the nature of associated spaces and operational activities.

The following are important recommendations to ensure a level of consistency in the approach to municipal decision-making regarding third-party agreements.

Recommendation(s): Partnerships

142. Develop and implement a corporate policy for capital and operating agreements/arrangements with third-parties.

- The policy is to be a comprehensive decision-making framework for a range of options (capital and operating) to enhance the delivery of facilities (including consideration for County and public-private partnerships).
- The policy should help municipal decision makers answer several important questions:
 - i. Is the service/facility needed in the community?
 - ii. Is the service/facility consistent with municipal values?
 - iii. Who is best equipped to deliver the service?
 - iv. Will municipal interests be protected within the selected approach?
- The policy should stipulate the manner in which the City of Brantford will procure third-party agents. The Policy should also identify when it is appropriate to contemplate terminating an operating agreement/arrangement due to underperformance.

Recommendation(s): Partnerships**143. The City should require third-party facility operators to develop an operating manual that outlines mutually-agreeable service standards.**

- Adopted standards of performance within operating contracts/agreements must be clearly documented and measurable.

5.5.3.3 Use Agreements with Schools

Community use of school policies vary by educational institution and related school board procedures. Accessible facilities generally include classrooms, gymnasiums, cafeterias and/or outside recreation areas (e.g. sports fields, basketball courts and play structures) depending on the amenities available at each institution. School amenities represent a supplement to the recreation facility supply which works well in providing additional opportunities to access recreation in the City.

Nonetheless, public access to such facilities give way to priority school/school board activities (both in and outside of normal school hours). Recognizing potential conflicts in community demands for City facilities, the City should continue to support fair public community access to school-owned recreational amenities.

Recommendation(s): Joint Use Agreements**144. Continue to encourage access to school board facilities as supported through Community Use of School policies and Joint Use Agreements.****145. The *Facilities Plan* makes recommendations for the improvement of parkland and sports fields – some of which are adjacent to school board properties. The City should work with schools/school boards to identify opportunities for shared use of school parking areas and washroom facilities at appropriate times to offset capacity needs for tournaments and events in City park locations.****5.5.4 Business Planning for Operations**

The Master Plan makes recommendations for investment in new build facilities over the life of the plan. The full range of capital costs for facilities will be defined through the concept development phase of each project as is the City's current practice. Very few indoor recreation facilities can be expected to break even and hence a full understanding of the net operating liabilities is an important part of future planning for new facilities. While the initial capital cost of an asset is often viewed as the most significant cost in terms of forward planning, the annual net operating costs are often overlooked. Over the life of the building, these annual costs can

accumulate to become significant amounts, even if discounted for their future value. Establishing a protocol for municipal approval for building programs based not only on capital costs but also operating impacts is an important recommendation. This approach offers a longer-term lens on asset management, one that facilitates sustainable planning for infrastructure and operations and considers:

- The full range of operating cost implications for planned buildings and as well as potential revenue generating expenditure estimates and programming opportunities.
- Staffing implications by business unit or functional spaces that will allow the municipality to evaluate potential net additions or opportunities to reallocate existing staff to support the operation of buildings and/or major outdoor infrastructure.
- Anticipated/estimated levels of subsidy and the full range of potential operating funding opportunities and likely financial impacts on the municipality and tax base in the pre-development phases of a project.
- Operating partnership opportunities which may support the respective facility business models.

5.5.4.1 *Operations and Cost Recovery*

Firm operating estimates for new build facilities are not warranted until buildings are designed, and business plans are complete. However, based on existing information from the City, as well as comparable communities, the potential operating costs associated with new infrastructure (assuming all of which is paid for by the municipality) can range significantly, depending on the extent of efficiencies in operating performance that can be obtained.

Population growth and a commitment to at least the same rate of recovery in the future as at present are key elements in managing the fiscal impact of new recreational infrastructure. If growth is achieved and development proceeds as planned, while cost recovery expectations are maintained, the cost per capita for annual operating investment could range from a very modest increase to a more substantial increase if efficiencies in operations and operating cost structures are not achieved. This plan outlines the ways in which improvements to the cost base should be sought, and at the very least understood in more defined and measurable ways (in part though pre-development business planning).

Managing the fiscal impact can be further improved by the City pursuing an active policy of delivering and operating facilities based on best practice within the industry. This includes the full consideration of alternative means to build, finance and operate new buildings, which are further outlined in the *Facilities Plan*.

Recommendation(s): Business Planning

146. When considering new construction, develop a 3 to 5-year operation plan for all new municipally-owned recreation facilities outlining likely operating costs and revenues.

- Approval for capital expenditure on new recreational facilities should rest, in part, on achieving an operational plan that is approved by the City of Brantford.
- Operations and Business Plans for new facilities should inform the process of setting user fees for various types of facilities in order to maintain, at minimum, the current rate of cost recovery achieved on parks and recreation infrastructure.

5.6 Communications and Outreach

From the perspective of this Master Plan, the provision of customer service and accessible opportunities moves beyond the policies that regulate delivery but also involves:

- The online interface and marketing mechanisms that support parks and recreation service; and which, in many instances, are the first-point of contact or information for residents and visitors;
- The customer service interface for parks and recreation; and,
- Outreach and engagement functions of the Department are in part defined by community event hosting and services.

5.6.1 An Aligned Strategy for Communications – Starting Internally, then Externally

The Leisure Activities Guide is the primary marketing mechanism through which public online survey respondents (62% of individuals) were informed of parks and recreation activities and pursuits. Other tools and mechanisms which support access to facilities, programs and services include ActiveNet, the City's online program registration system. Facility space and rental availability can also be viewed via an online calendar. These combined with other web-based promotional mechanisms such as the Wayne Gretzky Sport Centre website and microsite for Harmony Square as well as social media have also supported the Department's marketing efforts for parks and recreation.

The recent approval of City of Brantford's three-year Corporate Communications Strategic Plan (2017-2019) represents a strategic move to strengthen the City's corporate image through community engagement and the development of cohesive internal structures in support of communications and service. Extensive public engagement throughout the plan development process identified a fragmented approach to communications delivery and inconsistent outreach and messages across Commissions hindered the Corporation's ability to effectively engage residents.

With an emphasis on streamlining the internal approach to communications and positioning the communications department as the centralized leader for City communications; the plan also recognizes that a number of City service areas function as sub-agents for communication. The Parks and Recreation Department being one such agent by virtue of its high level of interaction with the public as a promoter of access to facilities, programs and services that impact how residents recreate, socialize and engage in the community. The implementation of the Corporate Communications Strategic Plan presents the Parks and Recreation Department with opportunities to work collaboratively with the communications department to define more clearly the messaging around parks and recreation services within the immediate term of this Master Plan, primarily with respect to the following:

- **Content Management:** is a core focus of the Communication Plan. This is planned to occur through a variety of strategies which include rationalizing the volume of social media and secondary websites linked to City commissions including parks and recreation services. The Department should continue to work with the communication department in this regard.
- **Customer Service:** The launch of the Customer One initiative as the City's public service telephone network is expected to function as a 'recreation desk' for parks and recreation services in the City. Likewise, the implementation of an internal web and customer service content management database is expected to ensure consistent messaging on facility schedules and other parks and recreation information across various corporate media platforms.
- **Communications Advisory Committee:** The establishment of a Communications Advisory Team will create a forum to work closely with communications and other relevant city departments to routinely assess challenges and opportunities to enhance messaging around City services to the public and potential partners.

Further to the above, this Master Plan recognizes opportunity to enhance the brand of the Parks and Recreation Department over the course of implementation of the recommendations of the Corporate Communications Strategic Plan. This includes promoting the mission, vision and values of the Parks and Recreation Master Plan through a municipal corporate website redesign as recommended by the Corporate Communications Strategic Plan.

Leveraging Regional Partnerships to Strengthen the Parks and Recreation Brand

On a regional scale, the Active Grand partnership is an important platform for regional collaboration, one that may be enhanced through the implementation of a comprehensive marketing strategy to make the initiative resonant in the daily lives of residents in the region. The web portal (activegrand.ca) provides a range of online resources including a regional programs and events calendar that allows individuals to access program information by community, a virtual 'Places to Play' map tool, links to recreation subsidy programs by community and other key resources.

The implementation of new marketing and information technologies such as an Active Grand mobile application are a natural extension of the current partnership model. Such initiatives should be explored and can be expected to support greater regional access to recreation information. The City of Brantford should work to optimize existing and potential partnerships on all levels – including in the area of marketing, communications and information-sharing.

Recommendation(s): Events, Communications and Outreach

- 147. Seek to optimize existing and potential partnerships on all levels (community, inter-municipal, County, provincial) to enhance marketing, communications and information-sharing on recreation, parks and trails, sport/recreation tourism opportunities in the City of Brantford.**

5.6.2 Events & Tournament Hosting

In 2016, 88 community events were hosted in the City of Brantford at the various parks and outdoor recreation facilities. Roughly 56% of public online survey respondents indicated they had attended a special event in the past year which, in general, have a high level of satisfaction among residents – most of whom felt the City provides affordable and accessible family options for enjoyment.

The City of Brantford Special Events Standard defines the range of event hosting support provided to organizers. Beyond provision of access to public venues for activities, services include the acceptance, review and approval of Special Event Permits, free event marketing via the City's Events Calendar as well as assistance with temporary road closures.

The Special Events Advisory Team (SEAT) is comprised of City staff and service partners representing various departments (parks and recreation, public works, transit, police, etc.). Where an event is deemed to have significant impact on City services or bylaws, the final approval of these applications is directed to SEAT

The event hosting process is managed in a manner that minimizes or negates the displacement of regular user groups. Post-event, City maintenance staff are deployed to ensure spaces and outdoor facilities are at a standard for competitive play/use by regular user groups.

The Standard defines Special Events as follows:

A Special Event is a sporting, cultural, business or other type of unique activity, occurring for a limited or fixed duration (one-time, annual) and presented to a live audience, that impacts the City of Brantford by involving the use of, or having an impact on, the public realm (owned, leased or controlled by the City of Brantford). It usually occurs on the public realm but sometimes can include private property. Activities that are part of a regular series or subscription are not deemed special events, unless they generate an impact outside the ordinary scope of that activity (e.g. a regular scheduled baseball game is not a special event, but the Provincial or National Championship Series could be a special event). Special Events include the following:

- **Major Special Event:** A Special Event that has a continuous attendance of greater than 1,500 people.

- **Community Event:** *An annual or one-time event or series of events that is intended for public attendance of all ages, may be free to attend and usually occurs as a result of a celebration or specific community theme.*
- **Tournament:** *A series of games, athletic activities or competitions that occur in conjunction with one another over a specific period of time and are held on Municipal Property or in a City facility organized by a group or individual. Some tournaments may be requested to use the S.E.A.T. process dependent on the size and scope of the Event. (e.g. Walter Gretzky Street Hockey Tournament)*

The City receives a number of special event requests on an annual basis. It is a recommendation of this Master Plan that the current Special Events Standard be reviewed to define the nature of event requests that will not be considered by the City. In all instances, events that are counter to municipal corporate policies and values should not be considered by the City.

Recommendation(s): Events, Communications and Outreach

148. Develop an annual Parks and Recreation communications and marketing plan to address key messaging, audiences and the appropriate communications vehicles to promote facilities, program, services and more broadly the mandate of the Department. A communication and marketing plan should:

- Seek to strengthen the brand for parks and recreation;
- Seek to improve the messaging around the mandate of the Department and Parks and Recreation Services as part of a broader redesign of the City of Brantford's corporate website in a fashion that articulates the principles of this Plan.
- Outline opportunities to continue to work with the Corporate Communication Department (or assigned liaison) to reconcile various parks and recreation media content/portals and improve the online presence for parks and recreation via the City of Brantford's website redesign initiative in order to support corporate branding consistency across all media outlets.
- Seek to create and maintain a Parks and Recreation Inventory Database and Online Asset Map Tool. The Online Map Tool should function as a public information resource and identify available recreation facilities, parks, locations and related amenities, programs and park uses.

Recommendation(s): Events, Communications and Outreach

- 149. Continue to invest in the Leisure Activities Guide and continue to ensure digital availability on the City's website and access via appropriate social media outlets.**
- 150. Work to expand the scope of the Active Grand Partnership initiative and build the City's profile as a regional partner through the implementation of an Active Grand mobile application to facilitate convenient, real-time 'access to recreation' in Brantford for city and county residents. Any recreation mobile application should have the capacity to link to the City of Brantford's online facility availability and program registration systems. Such an initiative should be supported by a region-wide marketing campaign.**
- 151. Evaluate the opportunity to develop a mobile application for parks and recreation in a manner that aligns with Corporate Communications priorities and initiatives for the City of Brantford.**
- 152. Evaluate opportunities to transition to provide online booking services for all facilities (arenas, meeting space etc.) in a manner that protects the needs of core user groups. Any investment in an online booking system should comprise an online payment feature. In the long-term, this will lessen the demand on staff and will allow for adequate planning for room bookings and preparation. This will also allow residents to have convenient, 'at home' access to facility booking services.**
- 153. Regularly review and update the City of Brantford's Special Events Standard.**
- 154. Investigate and establish best practices for event hosting for events in the downtown as part future updates to the Special Event Standard.**
- 155. Clarify the role(s) of Parks and Recreation staff and Sport Tourism staff regarding special events and sport bid hosting.**
- 156. Ensure staff resources as well as facility design and availability are fully evaluated prior to bidding on major sporting events.**
- 157. Evaluate opportunities to improve the staff complement to support the Special Events Standard as part of a Workforce Gap Analysis/Staffing Strategy.**

Recommendation(s): Events, Communications and Outreach

- 158. Strengthen the criteria to determine which events are reviewed by the City of Brantford’s Special Events Advisory Team (SEAT).**
- In all instances, events that are counter to municipal corporate policies and values should not be considered by the municipality. It is recommended that the Special Events Standard be reviewed and updated regularly.
- 159. With respect to Harmony Square, ensure infrastructure amenities are in place to support activities and events (e.g. washrooms, mechanical rooms).**
- 160. Per the *Facilities Plan*, investigate the opportunity for a dedicated park location for outdoor special events.**

5.7 Monitoring and Metrics

5.7.1 The Benefits of Performance Measurement

When undertaking performance management, performance is used as information to set goals and strategies, allocate and prioritize resources, inform strategic decisions and report to stakeholders on results achieved. Performance measurement is a process for obtaining the necessary information on which actions and decisions are based. The exercise of deliberately identifying, measuring and reporting on the public benefits realized from program and service delivery systems and many other essential parks and recreation service functions has become a widespread industry practice and is common to various levels of government as well as in non-profit agencies and community associations.

Over time, the collection of these facts, ratios and performance benchmarks can offer insights about the impact and consequences of shifts in operating strategies and may could lead to greater efficiencies, access to new markets or the introduction of improvement strategies for increased community benefits.

To a large extent, the success of performance management hinges on the measurement component – in other words, how close did we get to our plan? While measuring is only one part of the overall performance management cycle, without the measures of achievement, the other components cannot be accomplished.

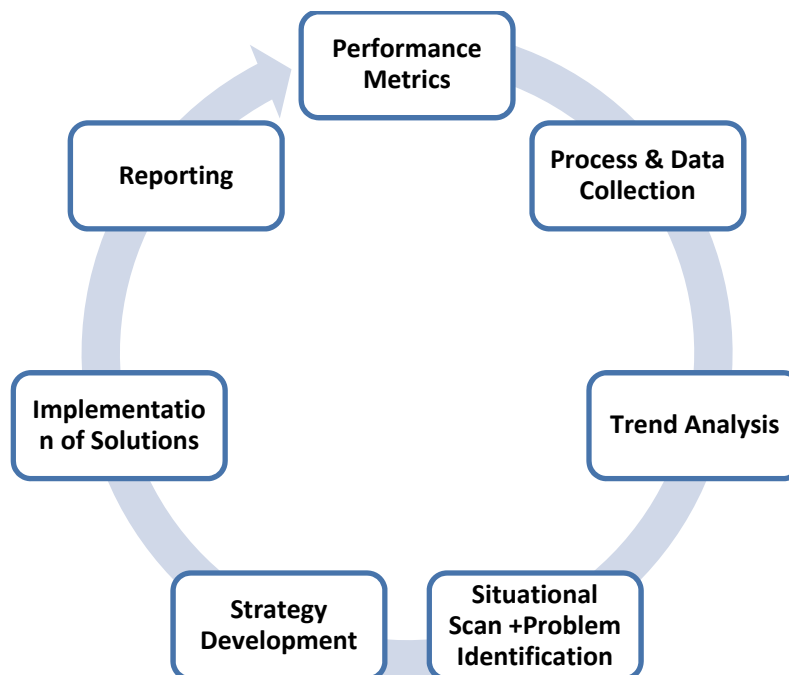


Figure 2: Core Component of Performance Management

Program and service delivery systems, facility maintenance procedures, staff level strategies and other recreation service functions must therefore be carefully and rigorously monitored.

5.7.2 Varying Approaches to Municipal Performance Measurement

The Municipal Benchmarking Network Canada (MBN Canada, formerly the Ontario Municipal Benchmarking Initiative) is a partnership between Canadian municipalities who identify and collect consistent and comparable data on their individual municipal service areas, report the findings annually and analyze the results to see how they measure up against their partners. Currently, there are 16 municipalities in the partnership, with 37 service areas (including parks, and sports and recreation) and 670 indicators or measures analyzed.

The City of Toronto is a partner with MBN Canada and uses a number metrics to gauge achievement in 3 board areas: service level, community impact, and customer service. Alternatively, many communities that are not affiliated with MBN Canada, such as the City of Vaughan, have established independent municipal performance metrics which are typically linked to strategic planning priorities. In the case of the City of Vaughan, performance measures on service excellence, organizational excellence, and staff excellence are linked to the City's Strategic Plan (Vaughan Vision 2020) and are assessed by way of an annual Citizen's Satisfaction Survey as well as other municipal information sources.

5.7.3 A Tailored Approach for the City of Brantford

A plan for investment in new and additional parks and recreation facilities presents both capital and operating implications. This heightens the value of developing and initiating a results-oriented evaluation process consistent with enhancements in the parks and recreation sector and which support the use of performance-related facts and standards to justify ongoing public investments in services in light of increased competition for public resources.

Trends in recreation sector performance measures indicate an increasing shift from mere output measures such as capital costs and number of registrants, to include outcome measures such as how programs benefit the community and individuals, as well as health and wellness indicators. This Master Plan recommends a blended approach to performance measurement in keeping with the principles of the Master Plan and the Community Development Model for the delivery of parks and recreation.

The monitoring and evaluation process should begin with the development of meaningful and measurable operating and financial metrics in the form of key performance indicators (KPIs). Many of these indicators may be informed by data retrievable from the City's electronic program registration and facility booking system. Utilization and program registration statistics and trends documented within this Master Plan may also serve as a foundation for a more fulsome set of indicators. The following tables provide general examples of metrics and performance or service measures that are commonly used to evaluate achievements in the delivery of parks and recreation:

General Facility Performance Metrics	Reporting Specifics
% Cost Recovery	Revenue over (÷) cost per facility/service area & total
Change in Revenue	Year over year performance
Change in Expenses	Year over year performance
Change in Facility Traffic	Year over year performance
Change in Pass Holders and Membership	Year over year performance
Change in # of Programs	Year over year performance
Change in # of Program Participants	Year over year performance
Change in # of Events	Year over year performance
Change in # of User Groups	Year over year performance
Expense per hour operation	Per each department or activity type
Revenue per hour rented	Compared to published rental rates
Revenue per visitor	Compare to change in revenue and traffic
Cost per visitor	Compare to change in traffic
Revenue per Sq. Ft.	Revenue over (÷) facility size per service area
Cost per Sq. Ft.	Cost over (÷) facility size per service area

General Program Performance Metrics	Reporting Specifics
# Hours of Operation	Annually
\$ Revenue	Per revenue category and area of operation
\$ Expenses	Per cost area and area of operation
# Hours Rented	Per rental type
# Facility Visitors	Per program area
# Pass Holders	Per each type of passholder
# Programs	Per each type of program
# Program Participants	Per each type of program
# Events	Per each type of event
# Event Attendees	Per type of event (concerts, shows, etc.)
# Groups of Users	Demonstrating diversity of reach

General Service Metrics	Reporting Specifics
Participant/Client Retention	Number of returning clients over period
Client Satisfaction Index	Participant rating vs. expectations
# of Complaints	Formal complaint procedure (i.e. response time)

A well-rounded monitoring strategy includes both quantitative and qualitative inputs. Qualitative inputs are typically used to gauge the intangible aspects of parks and recreation service delivery such as user satisfaction and aspirations. In order to garner this input, it is

recommended that a methodology be developed to effectively and routinely (i.e. annually) survey the user experience with facilities, services and programs. This may comprise the use of a brief online and hardcopy customer satisfaction survey, intercept surveys at key facility locations and other mechanisms deemed appropriate based on the City's community engagement practices.

5.7.4 Balanced Performance Score Card Reporting

The City of Brantford's Parks and Recreation Department should review and evaluate the appropriateness of the range of quantitative and qualitative indicators identified within this document and develop a straight-forward methodology unique to its own internal needs to routinely evaluate the performance of its service and facility delivery model.

Performance achievements should be recorded annually and evaluated based on 'year-over-year' change. Reporting on results should take the form of a Performance Score Card. Performance Score Cards are graphic representations of progress and are used throughout the public and private sectors to illustrate the accomplishment of strategic objectives. Performance Score Cards are informed by more detailed KPIs and monitoring metrics (such as those outlined in the preceding tables) and are a 'rolled-up' form of reporting/marketing achievements to the public.

A Parks and Recreation Performance Scorecard for the City of Brantford may comprise 3 core thematic areas of analysis: community impact, customer service and facility provision. The following is only illustrative of how achievements may be communicated:

Sample Score Card Reporting			
Indicator / Measure	Target in Previous Yr.	Current year performance	Status
Community Impact Measures			
Number of Participant Visits per Capita (Directly Provided Registered Programs)			
Number of Community Centre Turnstile Visits			
Number of Community Centre Memberships per Capita			
Number of Parks Permit Bookings			
Number of Indoor Recreation Facilities Permit Bookings			
Customer Service Measures			
Annual Utilization of Programs (% avg. fill rate)			
Number of Recreation Programs offered by City			
Satisfaction with Recreation Programs			
Satisfaction with Recreation Facilities			
Satisfaction with Parks and Green Spaces			
Service Level Measures			
Number of facility hours offered			

Sample Score Card Reporting			
Indicator / Measure	Target in Previous Yr.	Current year performance	Status
Length of Trails and Cycling Paths (Kilometres per 1,000 Population)			
Green Space (Hectares per 1,000 Population)			

Recommendation(s): Monitoring Performance

161. Analyze and track program and facility bookings/registrations on an annual basis, working with organized user groups to collect data and monitor changes in sport registration and market conditions over time.

- The Department should seek to adjust its programming options to address results trends and shifts in participation/preferences over-time.

162. Develop a straightforward data collection and analysis methodology that can be used to routinely assess the Department's performance year-over-year based on meaningful and measurable quantitative and qualitative indicators/metrics.

- This should involve developing and initiating a customer engagement and monitoring system to annually assess resident/user satisfaction with programs, facilities and services (this may include online and/or intercept surveys).

163. Develop a Parks and Recreation Performance Scorecard for the City of Brantford based on key quantitative and qualitative performance metrics.

- The Department should work with the Corporate Communications to annually market scorecard achievements to the public. This tool should also be used to support the annual budget requests to Council.



Part C: Implementation

6 Implementing the Plan

This plan is designed to steer Council and municipal decision-makers in addressing priorities for planning and investment in parks and recreation. However, recommendations related the development of facilities and repurposing of existing ones – require detailed consideration of how these required changes will come about – that means further design and concept planning, but also an assessment and technical feasibility of repurposing. All of which will require public review and approval.

The staff and Council of the City of Brantford will need to further evaluate and investigate the feasibility of implementing individual recommendations/actions through formal study (as may occasionally be required) as well as on an annual basis as part of the municipal planning and budgetary process.

6.1 Planning for Capital

The Department currently develops long-term capital plans that span 10 years and are updated annually. These capital plans budget for new-build facilities, expansions, redevelopment of facilities, and large ticket capital expenditures. As a principle, this Master Plan recognizes Council’s commitment to existing capital projects as it pertains to indoor and outdoor recreation and community facilities. However, approval of this Master Plan will trigger a need to update the long-term capital forecast to reflect additions to the supply of various assets as well as some reallocating or reconciling some expenditures pending further feasibility and concept planning work for those asset that warrant a redesign, replacement or renovation solution.

6.1.1 Alternative Delivery Opportunities for Infrastructure

There are a number of ways to design, fund, build and operate major parks and recreational assets, including:

- The traditional approach to facility procurement; and
- A variety of forms of public private partnership (PPP or P3s).

The choice approach is not necessarily a binary one and can reflect a range of hybrid solutions. What is important is that the City give due consideration to the ways and means to deliver new parks and recreational infrastructure in a cost-effective manner.

Recommendation(s): Future Planning

- 164. Evaluate and update the City's 10-Year Capital Plan to reflect priorities of this Master Plan. Decisions regarding the annual implementation of projects and the allocation of funds to these projects are subject to Council approval through the City's annual budget process.**

6.1.1.1 *The Traditional Public Procurement Approach*

In the traditional municipal procurement method, municipal or other public-sector funds are used to fund capital construction costs and the City is responsible for facility operation, maintenance and life cycle works.

Public Sector Owner

- A - Design Development
- B - Construction Tenders
- C - Operation and Maintenance Control & use of Contract Suppliers

Under the traditional approach, the public sector as owner of the facility separates out the components of project design construction and delivery, through one or more design development contracts, and a series of construction tenders, managed by a project manager contracted by the Municipality.

The operation and maintenance of the facility is the responsibility of the Municipality with necessary short-term contracts with private sector companies to provide supplies and specific services. Under this model, the Municipality has 100% control of the facility, its financing and requirements, operations and therefore assumes all risks associated with the project including any delays or cost overage prior to completion, and any ongoing operating liabilities (financial or otherwise) during the operation phase of the project.

6.1.1.2 *The Range of P3 Options*

Several essential principles define public private partnerships and the reasons that municipalities and other public-sector organizations seek these models:

- Involving the private sector in project delivery and/or operations enables the transfer of risks to the private sector while also providing the necessary profit incentive for the private sector;
- Partnerships are based on reducing overall costs both in the short term and over the long-term;

- Roles and responsibilities reflect the relative expertise of public vs. private sector parties; and
- The arrangement potentially frees up scarce public-sector resources.

The extent of private sector involvement and therefore the degree of project risk transferred to the private sector varies depending on the type of private sector partnership. In the first limited form, the involvement of the private sector is in the provision of the design-build services whereby the design and construction (not necessarily the financing) is undertaken by the private sector. Ownership and operation of the facility when complete, remains with the public sector. At the other end of the spectrum is complete privatization whereby the private sector fully substitutes the public sector in the provision of the facility, service or other activity under consideration. Between these two limits, lie a range of risk transfer mechanisms which have proven valuable to a number of municipalities in the delivery of large scale, long term capital facilities.

A brief explanation of some of the terms includes the following:

- Operation and Maintenance (O&M) – involves a private sector operator managing a facility owned by the private sector on the basis of a specific contract for a specified term, while ownership of the asset remains with the public sector;
- Build-Finance is a condition where the private sector builds and finances the construction of a capital asset during the construction period only. Following this, the responsibility for the repayment of the capital cost and the operation of the facility resides with the public sector only;
- Design-Build-Finance-Maintain (DBFM) – this is often considered a true and complete form of public private partnership whereby a municipal capital facility is designed, constructed, financed, maintained and (sometimes) operated by the private sector on behalf of the municipality or other public-sector organization which has the use of the facility; and
- Concession – a full private sector solution to public sector requirements. This also involves a level of control residing with a private sector as well as the majority of project-related risks over a specified concession period. This method is often used for large scale municipal capital facilities as well as transportation infrastructure.

Informing the decision of how to engage the private sector, if at all, is the complement of uses in a new facility(ies). In the case of Brantford, this Master Plan speaks to investment in 6 new indoor ice pads as part of two larger multi-use recreation venues. In general terms, the wider the array of community-focused activities, including aquatics, the more limited the opportunity to partner with the private sector. However, other opportunities for partnership to deliver and construct facilities may prevail. This includes the potential for a capital cost sharing solution with

Brant County for the implementation of a second indoor aquatic pool location given the potential mutual and public benefits (for County and City residents) that may result. Similarly, the opportunities for joint City and County applications for funding from upper levels of government may ensue. The City should consider all options for funding, financing and operating new facilities as due diligence.

Recommendation(s): Delivery of Infrastructure

- 165. Ensure the full scope of operational cost implications are evaluated, and budgets are secured and/or adjusted as required, in advance of the implementation of new capital projects.**
- 166. Establish a formalized policy on the process(es) to be followed in the delivery of new parks and recreation infrastructure that reflects principles of risk reduction, efficiency, cost reduction and revenue maximization.**
- 167. The Municipality should directly manage the process of establishing the following:**
 - The requirements for new facilities;
 - The method of delivery (options);
 - The process of selecting partners (competitive process); and
 - Parameters for utilizing necessary external resources as well as the selected partner for development and operation.
- 168. Address the full range of public-private partnership options for capital projects to ensure the greatest level of cost-efficiencies in the delivery of facilities to serve future populations.**
 - **Key to selecting the method of facility delivery and partnership is the balance of financial benefits to the Municipality to control costs in the context of community recreation as a subsidized service.**
- 169. Engage Brant County in ongoing discussions regarding capital planning priorities of joint interest, including 1) a potential capital cost sharing solution for the implementation of a second indoor aquatic pool in Brantford that may service the needs of County and City residents; 2) opportunities for joint funding applications for capital projects from upper levels of government; and 3) other interest that may arise over the course of this plan.**

6.2 Fiscal Sustainability for Infrastructure

The capacity of the City to fund new infrastructure can be expected to vary over time in response to economic conditions and competing demands for investment in other infrastructure. The purpose of the Master Plan is to create the guidelines and strategy around which those investment decisions can be made and to understand the consequences of not proceeding with development.

6.2.1 Establishing Capital Reserves for Facilities

6.2.1.1 *Reserves for New Facilities*

For all municipal capital assets that represent sunk costs over time, the creation of a capital reserve from operations will help to pay for necessary renovations and the replacement of major building components as these facilities continue to age. With new facilities, the City of Brantford should align itself with other municipalities within the Province that have attempted to consistently apply the principles of a capital reserve to be built into the operating finances of the facilities in question. This represents forward planning which is essential to long-term sustainability and should be central to any asset management plan. For practical reasons, it is often not possible to operate a capital reserve on the basis of the expected lifecycle of a building as this represents a significant annual allocation to such reserves. However, we would suggest that following common practice in other municipalities, 1-2% of the original capital cost of new building infrastructure should be allocated to a capital reserve(s).

6.2.1.2 *Other Reserves*

Additionally, the operating savings that result from a required decommissioning of an asset may be allocated towards funding capital reserve(s) for parks and recreation facilities. Additionally, where decommissioning results in the sale of lands for other uses, these proceeds may also be used to fund a capital reserve.

Recommendation(s): Capital Reserves

- 170. For all new build facilities, approximately 1-2% of the original capital cost of new building infrastructure be allocated to a capital reserve(s) per annum. This should be built into the business plan and annual operational expense budgets for these facilities.**
- 171. For major infrastructure not subject to decisions regarding decommissioning, repurposing or replacement, seek to adopt the practice of allocating 1-2% of original capital costs with annual operating expense budgets for these assets.**

Recommendation(s): Capital Reserves

- As an example, this should include the Wayne Gretzky Sports Centre and Bell Homestead site.

6.3 Implementation Framework and Timing

The following represents a phased approach to the planning and ultimately implementing capital project recommendations of this *Master Plan*. *Service Plan* recommendations are subject review, prioritization and implementation through the Parks and Recreation Department's annual operational planning and budgeting processes.

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
AODA	Conduct detailed condition assessments for major parks and recreation infrastructure as an immediate priority. This includes municipally-owned recreation buildings, sport fields, play structures and other key assets.	4			
	Invest in AODA and maintenance requirements for parks and recreation assets in accordance with the results of detailed condition assessments.	5			
Arenas and Multi-Use Facility(ies)	Undertake a Location and Feasibility Analysis for a new twin-pad venue on a suitable tract of land in the south as a replacement solution for single pad ice surfaces (and associated auditoria) at the Civic Centre Arena and Lion's Park Arena.	7			
	Implement a new twin-pad/multi-use venue to replace single pad ice surfaces (and associated auditoria) at the Civic Centre Arena and Lion's Park Arena.	8			
	Decommission the Lion's Park Arena and Civic Centre Arena (as well as associated auditoria) and consider/evaluate the following future use opportunities associated with each site	6			
	Invest in a new four-pad arena/multi-use facility on a suitable tract of land in the City by 2031.	11			

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
Indoor Aquatics	Longer-term: Invest in a new aquatic complex as part of a new multi-use recreation facility in a suitable location in the south to include, at minimum, an 8-lane pool (standard size 25m), as well as a leisure form family/children and therapeutic pool.	14			
Community Centres	Commission and complete a Needs Assessment and Feasibility Study(ies) for the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre and evaluate options to improve and enhance community centre locations as 1) major renovations and/or 2) replacement in-situ.	15			
	Based on the outcomes of the Needs Assessment and Feasibility Study(ies), plan for and invest in the (re)development of the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre (as major renovations or replacement solutions).	17			
	Continue with plans to invest in a community centre as part of the Southwest Sports Complex. Detailed facility design planning should contain, at minimum, community centre space components recommended by this Master Plan.	18			
Community Halls & Auditoriums	Decommission Helen Avenue Hall and Tranquility Hall and seek to repurpose land for other appropriate uses.	20			
	The future of Mohawk Pavilion is to be determined as part of a broader feasibility planning and future uses as directed by the Mohawk Lake District Plan and is to be retained in the short to medium term timeframe of this plan.	21			
Older Adult Space	Medium-term: Evaluate the cost-benefit of relocating the Beckett Adult Leisure Centre as a standalone facility or as a component of a larger community recreation venue in the City.	23			
	Invest in other older adult spaces (i.e. non-dedicated) in renovated and/or replacement community centres.	24			

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
Youth Space	Invest in dedicated youth space as a component of community centre space linked to a new multi-use recreation facility.	25			
	Options and concept planning to improve and enhance the Doug Snooks Eagle Place Community Centre, Woodman Park Community Centre and T.B. Costain/SC Johnson Community Centre as major renovations and/or replacements in-situ should include investment in dedicated youth space. Detailed designs for spaces should be developed in consultation with youth.	26			
Fitness	Longer-term: Should significant growth in demand for municipally-operated fitness facilities be observed, the Municipality may evaluate the option and operational implications of investing in a second fitness facility/location as part of a new multi-use recreation facility	29			
Gymnasia	Revitalize the stock of municipal gymnasiums with the implementation of renovated and/or replacement community centre space at Doug Snooks Eagle Place, T.B. Costain Community Centre and Woodman Park Community Centre. Investment in a standard double gym at each of these community centres is required at minimum.	30			
Indoor Multi-Use Field House	As part of a Location and Feasibility Study for a new four-pad multi-use recreation facility, evaluate the option to include a multi-use indoor field house as part of the space program for this facility.	32			
Earl Haig Family Fun Park	Continue with plans to invest in Earl Haig Family Fun Park	34			
Bell Homestead National Historic Site	Complete a comprehensive condition assessment for the building and grounds of the Bell Homestead National Historic Site.	35			
	Complete and implement an Integrated Conservation Plan for Bell Homestead including the buildings, the grounds and artifacts.	36			

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
	Implement mitigation measures required to address slope/soil instability as well as a concept plan for site preservation and enhancement.	37			
Glenhyrst Art Gallery and Gardens	Seek to ensure effective linkages and connects between Glenhyrst Gardens and the broader fabric of parks and recreation assets through waterfront trail development.	41			
Ball Diamonds	Review the potential for re-purposing existing, single ball diamonds in Neighbourhood Parks for other active and passive recreation, progressively over the period of the Master Plan, as part of future rehabilitation and renewal of the existing parks.	46			
Soccer/Multi-Use Sports Fields	Plan to develop additional outdoor soccer/multi-use sports field capacity to address the expected demands for 10 to 12 new fields to the year 2021 and a further 10 to 12 new fields to the year 2031.	48			
Playgrounds	Renewal/replacement should continue to be planned for 4 to 5 existing playgrounds each year to approximately the year 2036, and 5 to 6 playgrounds per year from 2036 to the year 2041 and beyond.	49			
Outdoor Sport / Multi-Use Courts	Plan for new multi-use courts, including the planned facility at the new Southwest Sports Complex, and in new Community and Neighbourhood Parks. Based on the City's forecast population growth to the year 2041, it is estimated that 10 to 12 new outdoor multi-use court locations will be required, for an average of one new location every 2 to 3 years.	58			
	Assess opportunities to improve the lawn bowling greens and tennis courts at Dufferin Park.	59			
Other Outdoor Recreation	Plan for the development of additional splash pads including one planned for the Southwest Sports Complex, one in Tutela Park, one in the north-west and one further facility in the north urban expansion area over the longer-term	60			

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
	Smaller scale splash/spray facilities, and/or the integration of other waterplay features, should be considered for the north-central) and central / south-east areas, and with other future playground developments / replacements / park rehabilitation.	61			
	Maintain the existing Brantford Skatepark at Brant's Crossing (south-central) and continue planning for the development of a second major skatepark facility in the west as part of the South-West Sports Complex.	62			
	Longer term, a third permanent location should be considered in north Brantford, with consideration to new/rehabilitated facility in Jaycee Park, or a future Destination Park location in the urban expansion area.	63			
	Consider and review the feasibility of incorporate smaller-scale skatepark / scooter features in existing parks, as part of other park rehabilitation projects and in new Neighbourhood and Community Park developments.	64			
	Plan for a second, and possibly a third, leash-free dog park location with consideration for a small breed section in all dog park location as well as dedicated leash-free trail(s) in select locations.	65			
	Seek to develop a dedicated outdoor special event venue.	68			
Trails	Trail development opportunities as presented in the Master Plan are subject to further consideration and which will inform the feasibility of timing for implementation.	71 to 82			
Parkland & Forestry	Parkland acquisition and development opportunities as presented in the Master Plan are subject to further consideration and which will inform the feasibility of timing for implementation.	83 to 87			
Cemeteries	That the City develop additional columbarium niches at Oakhill Cemetery.	108			

Item/Asset	Capital Project	Rec #	Short-term	Medium-term	Long-term
			1-5 yrs	6-10 yrs	11+ yrs
	That the City develop additional columbarium niche inventories at Mount Hope and Oakhill Cemeteries as demand dictates.	109			
	That the City prepare a master plan for Oakhill Cemetery including conceptual design, capital costing and development phasing to efficiently utilize this depleting resource.	110			
	That the former farmhouse at Oakhill cemetery be renovated or replaced for future consideration when appropriate or be repurposed.	116			



Appendix

Appendix A: City of Brantford Parkland Classification System and Acquisition Framework

City / Regional Destination Parks	
<p><i>City/Regional Destination Parks include larger, specialized or unique parks of city-wide significance, including major multi-use active recreation parks and passive recreation parks with features recognized as key landmarks and destinations. These parks generally serve the broadest level of public access and support recreational, social and economic functions for the entire city and surrounding region, and are key tourism venues and attractions. In this category, major multi-use recreation parks have the highest volume and intensity of use and level of facility development.</i></p> <p><i>*City/Regional Destination Parks may also serve as local area Neighbourhood Parks and/or Community Parks.</i></p>	<p>Current Inventory:</p> <hr/> <p>No. of Sites: 8</p> <p>Total Area: 46 ha</p> <p>Provision Level: 0.5 hectare per 1,000 residents</p> <p>Targets</p> <hr/> <p>Optimal Size: Min. 10 hectares / varies</p> <p>Service Area: City-wide / Regional</p> <p>Provision Level: Maintain existing inventory; Acquire land for 1 to 2 new or expanded parks, 25-30 ha total; align with indoor facilities</p>
<p>Planning and Management Objectives</p> <ul style="list-style-type: none"> • Provide major greenspace destinations as city-wide focal points and regional attractions supporting multi-recreational, social, cultural and/or specialized activities • Facilitate broad-based participation in outdoor recreation and diverse social and cultural activities and events • Provide venues for historic/cultural artifacts that celebrate city heritage and the arts • Create visual landmarks that enhance urban form and city identity, and inspire civic pride • Balance natural, manicured and hard-surface areas and facilities for diverse activities • Design for universal/barrier-free access and user safety • Promote access by transit, cycling and walking and address parking needs • Integrate sustainability features, including facilities that support reduced energy and water consumption and materials (LID) 	<p>Potential Facilities and Activities</p> <ul style="list-style-type: none"> • Passive recreation parks with specialized/ unique features and city landmarks such as horticultural gardens/displays, landscape and water features, historic sites/buildings/ monuments, memorials, public art, community gardens, special event facilities, seating/ tables, recycling and waste receptacles • Major multi-use active recreation parks with facilities such as outdoor sports fields, paved multi-courts, play structures, splash/spray pads, passive open space, trails, pathways, extreme sport venues, lighting, shelters, signage, seating/tables, washrooms, first aid/emergency response facilities, bike racks, parking and accessibility supports • Potential activities include outdoor sports, water play, walking/hiking, running/jogging, cycling, nature appreciation, bird watching, fishing, education, photography, hiking, skiing, snowshoeing, skating, special events/ festivals, memorial services, outdoor theatre/ entertainment and other cultural activities <p>Programming and Use</p> <ul style="list-style-type: none"> • In accordance with City By-laws • May include fee-based, controlled access facilities and special event venues, and non-programmed / free use facilities • Incorporate year-round use opportunities • Restrict to non-motorized access and use except for accessibility/mobility aids and vehicles where permitted in parking areas
<p>Location / Access & Acquisition Guidelines</p> <ul style="list-style-type: none"> • Connected to pedestrian and cycling network • On or near public transit route(s) • Along or near major/arterial roadway(s) • Align with indoor recreational facilities • May be integrated with natural features/areas • Opportunity-based and targeted acquisition 	

Community Parks

Community Parks are multi-use active and passive recreation parks with facilities to support formal and informal activities and amenities for multiple neighbourhoods. Linked to their surrounding residential neighbourhoods, these parks are primarily intended for organized and unstructured outdoor sports and activities at the community level with supporting facilities and amenities for a volume and intensity of use that are compatible with the surrounding residential area, and may also host limited city-wide or regional activities such as sports and special events tourism.

**Community Parks may also serve as Neighbourhood Parks.*

Current Inventory:

No. of Sites:	15
Total Area:	187 ha
Provision Level:	2.0 hectares per 1,000 residents

Targets

Optimal Size:	Min. 4 ha up to 8 ha
Service Area:	Multiple neighbourhoods
Provision Level:	Maintain existing inventory; Acquire land for 5 to 8 new parks, 50-70 ha total; align with indoor facilities where possible

Planning and Management Objectives

- Provide community focal points for a range and mix of active and passive outdoor recreation for multiple neighbourhoods
- Facilitate broad-based participation in outdoor recreation and diverse social and cultural activities and events
- Consolidate active recreation facilities (sports fields) in locations that are accessible at a community-level with multi-use opportunities
- Provide venues for historic/cultural artifacts that celebrate local heritage and the arts
- Create visual landmarks contributing to enhanced community form, identity and pride
- Balance natural, manicured and hard-surface areas and facilities for diverse activities
- Design for universal/barrier-free access and user safety
- Promote access by transit, cycling and walking and address parking needs
- Integrate sustainability features, including facilities that support reduced energy and water consumption and materials (LID)

Location / Access & Acquisition Guidelines

- Central to service area population
- Connected to pedestrian and cycling network
- On or near public transit route(s)
- Along or near arterial or collector roadway(s)
- Align with indoor recreational facilities / schools, where possible

- May be integrated with natural features/areas
- Acquisition primarily through parkland dedications by development / parkland funds based on growth-related requirements and provision level target

Potential Facilities and Activities

- Potential facilities include outdoor sports fields, paved courts, play structures, splash/ spray pads, passive open space, trails, pathways, lighting, shelters, signage, seating/ tables, special events facilities, landmarks, monuments, memorials, public art, community gardens, landscape and water features, recycling and waste receptacles, washrooms, first aid/emergency response facilities, bike racks, parking and accessibility supports
- Potential activities include outdoor sports, water play, walking/hiking, running/jogging, cycling, nature appreciation, bird watching, fishing, education, photography, hiking, skiing and snowshoeing, skating, special events/ festivals, outdoor theatre/entertainment and other cultural activities

Programming and Use

- In accordance with City By-laws
- May include fee-based, controlled access and non-programmed / free use facilities
- Maintain primarily for seasonal use, promote year-round use where facilities provided
- Restrict to non-motorized access and use except for accessibility/mobility aids and vehicles where permitted in parking areas

Neighbourhood Parks

Neighbourhood Parks provide local, walkable access to smaller scale, active and passive outdoor recreational facilities and amenities such as greenspaces, playgrounds and multi-use courts. The volume and intensity of use is appropriate to the neighbourhood context based on the type and density of housing and the park surroundings. Neighbourhood Parks support local access to outdoor recreation within convenient walking range of most households in the area, and enhance neighbourhood design, unity, identity, socialization and pride.

Current Inventory:

No. of Sites:	56
Total Area:	104 ha
Provision Level:	1.0 hectare per 1,000 residents

Targets

Optimal Size:	Min. 0.5 ha to 4 ha
Service Area:	Neighbourhood (400m-800m or 5-10 mins. walking distance)
Provision Level:	1.0 hectare per 1,000 residents Growth-related acquisition of parkland for 30 to 40 new parks, 60-70 ha total

Planning and Management Objectives

- Provide local-scale parkland and outdoor facilities serving as neighbourhood focal points supporting recreational, social and cultural activities for a defined residential area
- Facilitate broad-based, day-to-day participation in outdoor recreation and diverse social and cultural activities
- Create visual landmarks contributing to enhanced neighbourhood design, liveability and place-making
- Balance natural, manicured and hard-surface areas and facilities for diverse activities
- Design for universal/barrier-free access and user safety
- Promote access by cycling and walking
- Integrate sustainability features, including facilities that support reduced energy and water consumption and materials (LID)

Location / Access & Acquisition Guidelines

- Central to service area population
- Connected to pedestrian and cycling network
- Prominent street intersections
- May be adjacent to elementary schools

- Acquire parkland for new or expanded Neighbourhood Parks based on growth-related requirements and provision level target, primarily occur through mandatory dedication by development

Potential Facilities and Activities

- Potential facilities include informal outdoor playing fields, paved multi-use courts, playgrounds / play structures, greenspace, trails, pathways, lighting, shelters, signage, seating/tables community gardens, recycling and waste receptacles, bike racks and accessibility supports
- Potential activities include outdoor sports, spontaneous outdoor play, walking, running/jogging, skating and snowshoeing

Programming and Use

- In accordance with City By-laws
- Non-programmed spaces for free public use
- Incorporate neighbourhood year-round use opportunities
- Restrict to non-motorized access and use except for accessibility/mobility aids

Parkettes / Urban Greens

Parkettes and Urban Greens incorporate a range of scales and types of other forms of public greenspace such as playgrounds, commons, urban plazas, outdoor rooms, terraced / layered parks, linear parks, green streets, corridors and lookouts. These parks are part of the urban fabric, contribute to place-making, connectivity, safety, enhanced streetscapes, aesthetics and city resiliency, and include a variety of places for outdoor play, rest and shade areas, active transportation, and outdoor urban life.

Current Inventory:

No. of Sites:	29
Total Area:	12 ha
Provision Level:	0.1 hectare per 1,000 residents

Targets

Optimal Size:	Parkettes: 0.2-1.0 ha; Other: varies
Service Area:	Varies (street / neighbourhood)
Provision Level:	Maintain existing inventory; Focus acquisition and greening of streets, corridors and other public lands in high density areas

Planning and Management Objectives

- Provide greenspaces that offer rest and shade areas within the urban environment
- Create people-friendly places for social gathering and outdoor experiences
- Augment local access to playground facilities and passive open space
- Create visual landmarks to enhance streetscapes, connectivity and place-making
- Design for universal/barrier-free access and user safety
- Promote walking and cycling
- Reduce / mitigate hazards such flooding, urban heat islands and pollution
- Integrate sustainability features, including facilities that support reduced energy and water consumption and materials (LID)

Location / Access & Acquisition Guidelines

- Parkettes: along residential blocks/trails or stormwater management facilities with street frontage(s) where possible
- Commons: central, 100% street frontage where possible
- Lookouts: high elevation points providing interesting or scenic views
- Urban Plazas: downtown core / mixed use / high density areas

- Green Streets / Corridors: within or along public rights-of-way / complete streets / boulevards and other public corridors
- Connected to pedestrian and cycling network

Potential Facilities and Activities

- Potential facilities include informal outdoor playing fields, paved multi-use courts, play structures, passive open space, trails, pathways, lighting, shelters, signage, seating/ tables, community gardens, recycling and waste receptacles, bike racks and accessibility supports
- Potential activities include informal outdoor sports, spontaneous outdoor play, social gathering, walking, running/jogging, cycling, skating

Programming and Use

- In accordance with City By-laws
- Non-programmed spaces for free public use
- Incorporate neighbourhood year-round use opportunities
- Restrict to non-motorized access and use except for accessibility/mobility aids and permitted vehicles within complete streets / greens streets

Waterfront / Natural Areas

Waterfront / Natural Areas include land owned or managed by the City primarily intended to be preserved in a natural state, such as forests, wetlands, flood plains, valley lands, meadows and other open space areas to be protected over the long-term. Conservation of Natural Areas supports ecosystem services and the health, sustainability and resiliency of the city environment, access to nature, trails, passive recreation and eco-tourism.

**Natural Areas may be stand alone or part of other types of city parks and may include 'naturalization areas' and buffers where agricultural or turf management practices have been discontinued and primary succession is being managed to augment the naturalization process.*

Current Inventory:

No. of Sites:	6
Total Area:	75 ha
Provision Level:	0.8 hectare per 1,000 residents

Targets

Optimal Size:	Natural features plus buffers
Service Area:	Varies
Provision Level:	Maintain existing inventory; maximize acquisition within sustainable management framework, prioritize waterfront

Planning and Management Objectives

- Protect and enhance natural ecosystem features, functions for long-term sustainability
- Adopt a conservation-first approach with public access for compatible recreational and educational activities where sustainable
- Promote environmental stewardship, appreciation and understanding of the natural environment and awareness of environmental issues throughout the city
- Support linkages and corridors that connect the natural heritage system and provide opportunities for contiguous public open space and access along the Grand River and other waterfront areas
- Balance facility provision and accessibility supports with site-based constraints

Location / Access & Acquisition Guidelines

- Maximize access to natural areas, locations, connectivity and provision levels
- Maintain/enhance existing natural areas, acquire additional natural areas and re-introduce the natural environment into the urban area, where possible within the City's financial and resource management capacity
- Secure key waterfront lands along the Grand River (see *Waterfront Master Plan*)
- Targeted and opportunity-based acquisition may occur through land donation, development dedication, conservation easements, land exchanges or purchase

Potential Facilities and Activities

- Vary depending on sensitivity and vulnerability of the area to human use
- Limit access, facilities and activities primarily for passive recreation based on natural features
- Potential facilities include trails, interpretive/educational/way-finding signage, tables, benches, recycling/waste receptacles, parking and washroom facilities near entrance areas, water access
- Potential activities include walking/hiking, cross country running/jogging, cycling, education, nature appreciation, bird watching, fishing, photography, hiking, skiing and snowshoeing

Programming and Use

- In accordance with City By-laws
- Non-programmed spaces typically free for public access where permitted
- Programmed areas for outdoor education and stewardship activities and programs may be free or on a fee-basis
- Incorporate year-round use opportunities where permitted based on sensitivity of the natural area
- Restrict to non-motorized access and use except for accessibility needs for persons with disabilities where permitted based on sensitivity of the natural area

Parkland Acquisition Framework

<p>1. Maximize Supply of Parkland based on Sustainable Operational Model, Tiered Methods of Acquisition</p>	<p>a) Secure additional parkland to maximize the supply, within the City’s capacity to allocate corresponding resources using a scalable and sustainable parks operational model, based on the following hierarchy of acquisition tools, where applicable:</p> <table border="1" data-bbox="482 401 1450 966"> <tr> <td data-bbox="482 401 695 543">Tier 1</td> <td data-bbox="695 401 1450 543"> <ul style="list-style-type: none"> • Parkland dedication from development; • Donations, land trusts and conservation easements; • Grants, partnerships and funding agreements; </td> </tr> <tr> <td data-bbox="482 543 695 827">Tier 2 (if Tier 1 not available)</td> <td data-bbox="695 543 1450 827"> <ul style="list-style-type: none"> • Direct purchase using funds received by the City in lieu of parkland dedication, or other special reserves established for the planned acquisition of parks; • Land exchange; • Sale of parklands that are surplus to local/community needs to fund new parkland acquisition in higher priority locations with unmet needs; </td> </tr> <tr> <td data-bbox="482 827 695 966">Tier 3 (if Tier 1, 2 not available)</td> <td data-bbox="695 827 1450 966"> <ul style="list-style-type: none"> • Direct purchase, where no other means of parkland securement is available, using other City funds. </td> </tr> </table>	Tier 1	<ul style="list-style-type: none"> • Parkland dedication from development; • Donations, land trusts and conservation easements; • Grants, partnerships and funding agreements; 	Tier 2 (if Tier 1 not available)	<ul style="list-style-type: none"> • Direct purchase using funds received by the City in lieu of parkland dedication, or other special reserves established for the planned acquisition of parks; • Land exchange; • Sale of parklands that are surplus to local/community needs to fund new parkland acquisition in higher priority locations with unmet needs; 	Tier 3 (if Tier 1, 2 not available)	<ul style="list-style-type: none"> • Direct purchase, where no other means of parkland securement is available, using other City funds.
Tier 1	<ul style="list-style-type: none"> • Parkland dedication from development; • Donations, land trusts and conservation easements; • Grants, partnerships and funding agreements; 						
Tier 2 (if Tier 1 not available)	<ul style="list-style-type: none"> • Direct purchase using funds received by the City in lieu of parkland dedication, or other special reserves established for the planned acquisition of parks; • Land exchange; • Sale of parklands that are surplus to local/community needs to fund new parkland acquisition in higher priority locations with unmet needs; 						
Tier 3 (if Tier 1, 2 not available)	<ul style="list-style-type: none"> • Direct purchase, where no other means of parkland securement is available, using other City funds. 						
<p>2. Parkland Dedication</p>	<p>a) The dedication of lands for parks or other public recreational purposes should be required as follows:</p> <ul style="list-style-type: none"> • 2% of the area of the lot where development/redevelopment is for commercial or industrial purposes; • 5% of the area of the lot where development/redevelopment is for residential purposes; • 1 hectare per 300 dwelling units, or 33.3 square metres per dwelling unit, where residential development exceeds a density of 15 units per hectare; • For mixed use development, parkland dedication should be calculated based on the proportionate ratios above for each use and added together to determine the sum of total parkland required. <p>b) The following policies should be considered by the City, to promote and facilitate residential intensification at higher densities in the downtown and other planned intensification areas, as may be incorporated in the City’s Official Plan and Parkland Dedication and Cash-in-Lieu of Parkland Dedication By-law:</p> <ul style="list-style-type: none"> • Policies that cap the required parkland dedication to not exceed 25% of the lot area and the required cash-in-lieu of parkland to not exceed 25% of the value of the lot; • Policies that provide for potential reductions in the amount of cash-in-lieu of parkland required for redevelopment projects that meet sustainability criteria, in accordance with Subsection 42(6.2) of the Planning Act. 						

Appendix A: City of Brantford Parkland Classification System and Acquisition Framework

<p>3. Cash-in-Lieu of Parkland and Acquisition Alternatives</p>	<p>a) The circumstances where the City may accept cash-in-lieu of the dedication of parkland by development, as well as the determination of the value of the land that would otherwise be dedicated as the basis for the payment amount, should continue to be governed by the City’s Official Plan and Parkland Dedication and Cash-in-Lieu of Parkland Dedication By-law, and in accordance with the Planning Act.</p> <p>b) Pursuant to the Planning Act, where the alternative dedication rate is applied to residential development, the required cash-in-lieu payment is to be calculated at a rate of 1 hectare for each 500 dwelling units proposed or at such lesser rate as may be specified in the Cash-in-Lieu of Parkland Dedication By-law.</p> <p>c) Where the acquisition of parkland is planned for an area based on evident needs and the provision standards of the Master Plan, but mandatory parkland dedication(s) by development would yield a park that is insufficient in size or shape for the intended park function(s), the City should consider acceptance of cash-in-lieu of parkland in conjunction with the following alternative strategies:</p> <ul style="list-style-type: none"> • Use of the parkland funding, along with land acquisition by other means as outlined in #1 above, if necessary, to secure a sufficient land base that will satisfy the park’s functional requirements and identified or anticipated community needs within the same general area; • Opportunities to enhance public access and/or capacity of existing parks and/or related outdoor recreational facilities in the area, with growth-related park improvements funded through Development Charges and/or funds received in lieu of parkland, where possible; • Other opportunities to enlarge the total parkland and public open space available in the area, through co-location with other lands, such as school sites and/or storm water management facilities, and/or alongside publicly accessible natural areas, corridors and other open spaces; • If none of the above are feasible, consider alternatives to public parkland, such as semi-public or private outdoor recreational amenities and greenspaces, as part of the planning applications review for the development(s) in the area, which may require implementation through zoning and/or development agreements. <p>d) The use of cash in-lieu of parkland funds should continue to be governed by the City’s Official Plan and Parkland Dedication and Cash-in-Lieu of Parkland Dedication By-law and in accordance with the Planning Act.</p> <p>e) The City should consider prioritizing the use of the parkland funds as follows:</p> <ul style="list-style-type: none"> • First – Acquiring new parkland and/or improving existing Neighbourhood Park(s) accessible to the local area being developed; • Second – Acquiring new parkland and/or improving existing Community or City/Regional Destination Park(s) accessible to the local area being developed; • Third – Investing in recreation buildings/indoor recreational facilities or acquisition of machinery for park or other public recreational purposes. <p>f) The City should continue to report annually on the amount of, and use of, the parkland funds, in a financial statement given to Council, as per the Planning Act.</p>
--	---

Appendix A: City of Brantford Parkland Classification System and Acquisition Framework

<p>4. Parkland Provision Levels, Performance Indicators and Criteria</p>	<p>a) Review and monitor per capita parkland provision levels on an ongoing basis using the provision level and service area targets recommended in the Parkland Classification System, as a planning and performance indicator and to guide planning for parkland acquisition with land development and population growth.</p> <p>b) Future parkland acquisition should also be guided by the following:</p> <ul style="list-style-type: none"> • Geographic distribution and proximity of access by the population, particularly local access to neighbourhood-level parks; • Providing a balance of active and passive parkland; • Opportunity-based and strategic acquisition of: <ul style="list-style-type: none"> ▪ Land for urban greenspaces, public squares, parkettes, civic and event spaces in the downtown core and other intensification and redevelopment areas; ▪ Waterfront and riverside lands, natural and other open space corridors and other natural areas and open spaces, to create contiguous public open spaces, to expand existing waterfront/riverside parks and community parks where possible, and to complete key linkages and connections to create and expand a linked parks, open space and trails system, and; ▪ Land required for specialized facilities that support local, city-wide or regional events, tourism, or specific recreational programs. 																																																
<p>5. Future Parkland Estimates</p>	<p>a) The following estimates of the amount of future parkland by type should be considered as a guide for future parkland acquisition, to maintain the 2016 and recommended provision level standards (hectares / 1,000 population), with forecast population growth:</p> <table border="1" data-bbox="479 1186 1474 1780"> <thead> <tr> <th>Year</th> <th>2016</th> <th>2021</th> <th>2026</th> <th>2031</th> <th>2041</th> </tr> </thead> <tbody> <tr> <td>Population</td> <td>97,496</td> <td>114,000</td> <td>126,000</td> <td>139,000</td> <td>163,000</td> </tr> <tr> <td>Total Parkland</td> <td>4.4</td> <td>+25-30 ha</td> <td>+35-40 ha</td> <td>+35-40 ha</td> <td>+70-80 ha</td> </tr> <tr> <td>City / Regional Destination Parks</td> <td>0.5</td> <td colspan="4"><i>+25-30 ha total, 1 or 2 new/expanded locations aligned with indoor recreation facility development, secondary schools</i></td> </tr> <tr> <td>Community Parks</td> <td>2.0</td> <td colspan="2"><i>+20-30 ha total, 2 to 3 new parks</i></td> <td colspan="2"><i>+30-40 ha total, 3 to 5 new parks</i></td> </tr> <tr> <td>Neighbourhood Parks</td> <td>1.0</td> <td><i>+17 ha (8-10 parks)</i></td> <td><i>+12 ha (6-8 parks)</i></td> <td><i>+13 ha (6-8 parks)</i></td> <td><i>+24 ha (12-14 parks)</i></td> </tr> <tr> <td>Parkettes / Urban Greens</td> <td>0.1</td> <td colspan="4"><i>+6 ha total, primarily within intensification areas, plan for smaller park spaces and alternative forms of parkland (urban plazas, greenspace linkages, streetscapes)</i></td> </tr> <tr> <td>Waterfront / Natural Areas</td> <td>0.8</td> <td colspan="4"><i>+30 to 50 ha total, acquisition as lands become available and targeted acquisition of priority areas (Grand River valley / open space, unique features).</i></td> </tr> </tbody> </table> <p>SOURCE: 2016 Population data from 2016 Census, Statistics Canada, 2031 and 2041 forecasts from 2017 Growth Plan for the Greater Golden Horseshoe, Schedule 3.</p>	Year	2016	2021	2026	2031	2041	Population	97,496	114,000	126,000	139,000	163,000	Total Parkland	4.4	+25-30 ha	+35-40 ha	+35-40 ha	+70-80 ha	City / Regional Destination Parks	0.5	<i>+25-30 ha total, 1 or 2 new/expanded locations aligned with indoor recreation facility development, secondary schools</i>				Community Parks	2.0	<i>+20-30 ha total, 2 to 3 new parks</i>		<i>+30-40 ha total, 3 to 5 new parks</i>		Neighbourhood Parks	1.0	<i>+17 ha (8-10 parks)</i>	<i>+12 ha (6-8 parks)</i>	<i>+13 ha (6-8 parks)</i>	<i>+24 ha (12-14 parks)</i>	Parkettes / Urban Greens	0.1	<i>+6 ha total, primarily within intensification areas, plan for smaller park spaces and alternative forms of parkland (urban plazas, greenspace linkages, streetscapes)</i>				Waterfront / Natural Areas	0.8	<i>+30 to 50 ha total, acquisition as lands become available and targeted acquisition of priority areas (Grand River valley / open space, unique features).</i>			
Year	2016	2021	2026	2031	2041																																												
Population	97,496	114,000	126,000	139,000	163,000																																												
Total Parkland	4.4	+25-30 ha	+35-40 ha	+35-40 ha	+70-80 ha																																												
City / Regional Destination Parks	0.5	<i>+25-30 ha total, 1 or 2 new/expanded locations aligned with indoor recreation facility development, secondary schools</i>																																															
Community Parks	2.0	<i>+20-30 ha total, 2 to 3 new parks</i>		<i>+30-40 ha total, 3 to 5 new parks</i>																																													
Neighbourhood Parks	1.0	<i>+17 ha (8-10 parks)</i>	<i>+12 ha (6-8 parks)</i>	<i>+13 ha (6-8 parks)</i>	<i>+24 ha (12-14 parks)</i>																																												
Parkettes / Urban Greens	0.1	<i>+6 ha total, primarily within intensification areas, plan for smaller park spaces and alternative forms of parkland (urban plazas, greenspace linkages, streetscapes)</i>																																															
Waterfront / Natural Areas	0.8	<i>+30 to 50 ha total, acquisition as lands become available and targeted acquisition of priority areas (Grand River valley / open space, unique features).</i>																																															

Appendix A: City of Brantford Parkland Classification System and Acquisition Framework

	NOTE: future estimates adjusted for parkland previously acquired for SW Sports Complex (+36 ha).
6. Parkland Minimum Standards of Acceptance	<p>a) The City’s minimum standards for acceptance of land as parkland should continue to be governed by the City’s Official Plan and Parkland Dedication By-law, and based on the following criteria as a guide:</p> <ul style="list-style-type: none"> • The land should be generally flat, well-drained developable land of a suitable shape with no constraints to active park use, provided that exceptions should be considered where it can be demonstrated that the natural topography of the land provide unique recreational opportunities and/or design features and will not limit the intended park functions; • Hazard lands and sensitive natural features should not be accepted as part of the minimum mandatory parkland dedication except where it can be demonstrated that the parkland needs of the area can be met by existing local parks and/or the acquisition of these marginal lands provides opportunities to enhance access to an existing and sufficient supply of available parks and open spaces in the area; • The conveyance of natural areas and hazard lands should be considered over and above the minimum parkland dedication requirements.
7. Waterfront and Natural Areas Acquisition	<p>a) Waterfront open space lands along the Grand River and other natural areas should be acquired into City ownership, where possible, to provide opportunities for enhanced conservation, compatible public access and linkages to the parks, trails, open spaces and water.</p> <p>b) Available means of acquisition, management objectives, public use opportunities and related operating/resource requirements for natural areas should be identified in considering whether acquisition is required.</p> <p>c) The dedication of conservation lands to the City through the development process should not be considered as part of the minimum mandatory parkland dedication required in accordance with the Planning Act, except in the limited circumstances identified in #6 and as governed by the City’s Official Plan and Parkland Dedication By-law.</p> <p>d) Require that natural areas to be dedicated to the City are conveyed in a satisfactory condition and with sufficient area for access and proper maintenance.</p>
8. Surplus Parklands	<p>a) Where parkland is identified and deemed surplus to the needs of the area based on overlapping service areas, duplication of available parkland and resources, sub-optimal location, changes to the area context or other factors that result in evidence of limited usage, or present opportunities to enhance community use and benefits via revenues to be generated from the sale of the land, any proposed disposition of the surplus land should be evaluated based on the following:</p> <ul style="list-style-type: none"> • Potential needs for re-allocating the land for other City purposes; • The land use policies and objectives of the Official Plan as it pertains to the property and surrounding area, and the applicable zoning; • That any revenue to be generated from a proposed sale of the surplus land should be allocated to investments in parks and recreational facilities and programs.

Appendix A: City of Brantford Parkland Classification System and Acquisition Framework

9. Collaborative Approaches to Parkland Acquisition	<ul style="list-style-type: none">a) Community fundraising, joint ventures and other initiatives to acquire additional parkland should be supported to engage the community in any significant parkland acquisition decision-making process.b) Acquisition of property for parks beyond the provision level standards and targets should only be considered based on a demonstrated community need and benefits, a fit with one or more categories of parks in the Parkland Classification System, and a financial strategy that addresses the capital, operating and long-term maintenance costs.
10. Alignment with Schools	<ul style="list-style-type: none">a) The acquisition of parks should be coordinated with the appropriate school board to maximize integration between facilities and joint use opportunities, where possible.b) If the closure of school facilities is contemplated by the school board(s), decision-making with respect to potential City acquisition of school sites should consider the service area and provision level targets of this Master Plan in determining how to maintain local access to adequate parks and open space within the area.

