

Final Report  
February 2009

CITY OF  
**ST. JOHN'S**  
Recreation and Parks Master Plan 2008-2018



P E R C

# RECREATION AND PARKS MASTER PLAN 2008-2018

for the City of St. John's

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Final Report February 2009



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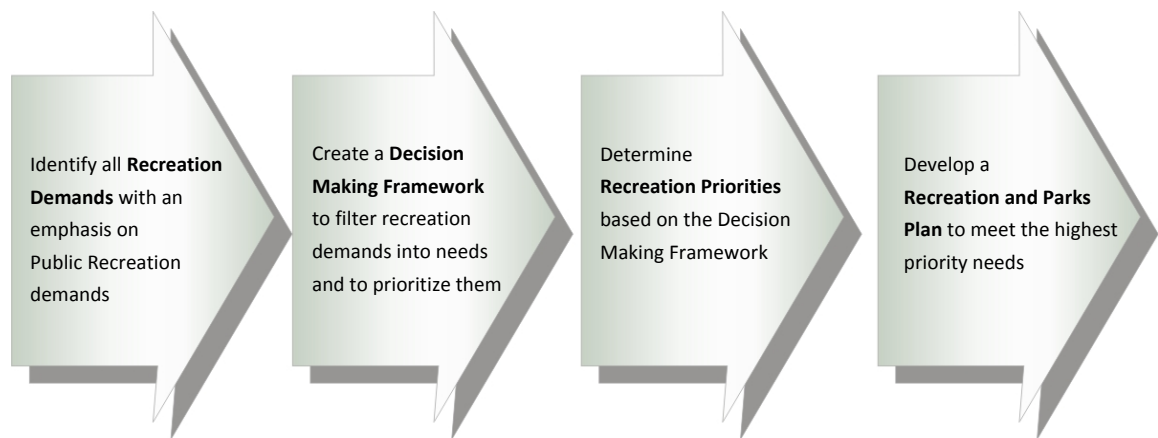
- Appendix A: Decision Making Framework Workshop
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## EXECUTIVE SUMMARY

In December of 2007 the City of St. John's retained the services of a consulting team led by Tract Consulting Inc. and Professional Environmental Recreation Consultants Ltd. (PERC) to prepare this recreation and parks master plan for the next ten years.

The project required four deliverables as outlined in Figure A.

**Figure A**  
**Summary of the Four Phases of the Study**



In the first phase of the project, the consultants conducted a statistically valid public survey and dozens of stakeholder focus groups in order to measure demand for recreation and leisure services in St. John's. A total of 44 demands were identified (see Appendix G).

The list was parsed to a smaller number of mutually exclusive demands that focused on more, better or new recreation programs and facilities. This list of 37 demands is summarized in Table B and amplified in Appendix E.

Users and the general public indicated many demands for increased quality and quantity of programs and services which eventually accounted for about 30% of all demands. Increased quantity and quality of parks and open spaces accounted for around 25%, increased quantity and quality of indoor recreational facilities accounted for another 20%, and issues relating to operating and service demands accounted for the final 25%.

**Table B: Summary of Recreation Demands**

<b>Parks and Open Space Demands</b>	
1.	Continued resources to link the Grand Concourse system into newly developed neighbourhoods; expand resources for winter months
2.	More rectangular sports fields, including at least one more artificial turf field for soccer and other sports
3.	Implementation of the park development plans at Victoria, Bannerman, Martin's Meadow, Buckmaster's Circle; Bowring Park; Bidgood's Park; Rotary Park
4.	More neighbourhood parks and playgrounds
5.	One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site
6.	More bicycle trail opportunities
7.	More small neighbourhood skate parks
8.	New residential development - Design open space and trail systems as part of community design; link into existing trail network (i.e. Grand Concourse network)
9.	More support for winter activities
<b>Indoor Recreation Facility Demands</b>	
10.	More arenas (specifically public arenas)
11.	More indoor pools
12.	Large new multi-purpose leisure centre(s) with a variety of spaces
13.	More neighbourhood/community leisure centres in high needs neighbourhoods
14.	More indoor multi-purpose program spaces (gyms and activity areas) generally
15.	More indoor tennis courts
16.	Indoor walking/jogging opportunities
<b>Program and Service Demands</b>	
17.	More accessible fitness services and opportunities
18.	More services and opportunities for seniors
19.	More informal unstructured activities generally
20.	Focus on the childhood obesity issue
21.	Better promotion of all available leisure services in the City; as well as promotion of overall benefits
22.	Increased focus on young teens (11-14 years) where there is a gap
23.	Increased focus on threshold access issues (including transportation and financial access)
24.	Better cooperation with the school system to ensure all public assets are used optimally
25.	Use Recreation and Parks Services as a vehicle for Community Development

26.	Better coordination of corporate and private sponsors
27.	Continued support of Aquarena
<b>Operational and Management Issues, and Service Demands</b>	
28.	More consistency and equity in the approach to grants and other supports to local leisure groups and organizations
29.	Strategies and policies for dealing with dogs in parks
30.	Increased maintenance and development standards and services for sports fields (including washrooms)
31.	Increased coordination between Recreation Department and the Property Management Department to optimize operation of recreation infrastructure
32.	Staff recruitment, training, retention and succession planning initiatives to respond to current labour shortages
33.	Refinements to the parks planning standards and systems to ensure City obtains and retains the open spaces required to meet future needs
34.	Increased coordination of Recreation, Parks and Property Management in planning process of new park plans
35.	Volunteer recruitment, training, retention and management initiatives to respond to current decline in volunteer base
36.	Improved human resource procedures to better utilize recreation students at Memorial University and College of the North Atlantic
37.	Additional lifecycle maintenance

### **A DECISION MAKING FRAMEWORK**

In the second phase of the study, the consultants developed a framework which could be used to assess demand, determine which demands met real needs in the community, and prioritize those needs. It was based on five separate factors which collectively determine long term cost/benefit of meeting each demand as follows:

- ❖ Assessment using the Benefits Based Approach (which focuses on how demands result in varying degrees of public benefits and the costs of realizing the benefits)
- ❖ Assessment of the need in terms of the cost to meet the need (order of magnitude capital and operating costs)
- ❖ Projection of long term demographic changes in St. John's and their influence on the degree of need over the next ten years
- ❖ Assessment of leisure behaviour trends and their influence on the degree of need over the next ten years and beyond



- ❖ The condition and capacity of existing programs and facilities to meet need now and into the future.

The five elements of the decision making framework and their use in prioritizing the demands is provided in Chapters 4 and 5, and details are included in Appendix A and Appendix E.

All 37 demands qualified as potentially meeting real community needs and all were prioritized. The results were as summarized in Table C.

**Table C: Final Recreation Priorities**

<b>High</b>	
Continued resources to link the Grand Concourse Walkway System into newly developed neighbourhoods and expand resources for winter months	Highest
More neighbourhood parks and playgrounds	Highest
More neighbourhood/community centres in high needs neighbourhoods	Highest
Focus on the childhood obesity issue	Highest
Better cooperation with the school system to ensure all public assets are used optimally	Highest
Implementation of the park development plans at Victoria Park and Bannerman Park	High
More bicycle trail opportunities	High
More support for winter activities	High
More indoor pools	High
Large new multi-purpose leisure centre(s) with a variety of spaces	High
More indoor multi-purpose program spaces (gyms and activity areas) generally	High
Indoor walking/jogging opportunities	High
More accessible fitness services and opportunities	High
More services and opportunities for seniors, pre-schoolers and young children	High
More informal unstructured activities generally	High
Increased focus on young teens	High
More access to fitness services and opportunities and increased focus on threshold access issues	High
Continued support of Aquarena	High
<b>Medium</b>	
One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site	Medium

Better promotion of all available leisure services in the City; as well as promotion of overall benefits	Medium
Use Recreation and Parks Services as a vehicle for Community Development	Medium
Better Coordination of Corporate and Private Sponsors	Medium
<b>Low</b>	
More rectangular sports fields, including at least one more artificial turf field for soccer and other sports	Low
More small neighbourhood skate parks	Low
More arenas (specifically public arenas)	Low
More indoor tennis courts	Low

In Phase Three of the project, the consultants developed recommendations for how best to respond to the highest priority needs over the next ten years. This began with a conceptual approach to the provision of recreation and leisure services, which is laid out in a Vision. The consultants then proceeded to make recommendations to respond to needs in ways that would support the Vision.

The final Strategy is summarized in the subsequent sections of this Executive Summary and outlined in Chapters 5-8 of the report itself.

### **A VISION FOR RECREATION AND PARKS IN ST. JOHN'S**

The Parks and Recreation programs offered in the City of St. John's will be inclusive and accessible. Facilities and programs will be supported by the City only if and to the extent that they deliver indirect benefit to all citizens (thereby qualifying as a public good) through contributing to the two public goals and 22 public benefits summarized in Table D below and described in Chapter 4.0 of the report and detailed in Appendix A.

**Table D: Summary of Two Goals and Twenty-Two Public Benefits**

<b>Foster a Sense of Community through</b>	<b>Foster Growth of the Individual through</b>
1. Special Events	10. Fitness and Well Being
2. Support for Local Groups	11. Pre-school Opportunities
3. Spectator Sports	12. Basic Skills for Children
4. Spectator Arts	13. Advanced Skills for Children
5 Social Interaction	14. Social Opportunities for Teens
6. Protecting Natural and Historic Resources	15. Basic Skills for Adults
7. Beautify the City	16. Advanced Skills for Adults

Foster a Sense of Community through	Foster Growth of the Individual through
8. Family Leisure Services	17. Recreation for Seniors
9. Integrate Sub-groups	18. Interpret the Environment
	19. Reflection or Escape from Urban Form
	20. Educate about Leisure
	21. Communication System
	22. Foster Leadership Training

Public recreation facilities in St. John’s will be provided at three levels as follows:

**City Wide Level** – where these larger facilities require the entire population of the City, (and often even many residents from surrounding communities) to justify them and to make them viable. At this level, one major facility is needed in the most appropriate location in the City and most residents would be required to travel to it.

**Zone Level** – where a number of facilities are needed in the City, and they can be justified in a much smaller market than a City Wide facility, they may be provided within each of the City’s three zones (North, Central, South) and support an average population of about 35,000 – 50,000 residents. In these cases, facilities will be located at the zone level and will primarily be used by residents of the community in which each is located. Facilities may not be exactly the same in each zone, but may be customized to the specific needs in the zone in which it is located.

**Neighbourhood Level** – in a few exceptional cases, there may be some facilities that are needed within each of St. John’s 25 neighbourhoods. Since each one is a very small market, and that reduces the viability of each facility, the number of recreation facilities provided in each neighbourhood will be kept to a minimum. Only those that attract a high proportion of residents in each neighbourhood, and are most inclusive, will be considered.

Generally, spectator and tournament oriented facilities operate best at the City Wide Level, while participant-focused facilities operate best at the Zone Level. In most cases, facilities provided at the Neighbourhood Level will be outdoor amenities or indoor amenities connected to other, public sector Neighbourhood Level services like an elementary school or neighbourhood leisure centre.

Programs, Indoor Facilities, Parks and Open Spaces will be provided based on the following:

**Programs**

- ❖ Programs will have a strategic direction focusing on getting the inactive active.
- ❖ Programs will help foster a sense of community and individual growth.
- ❖ Programming focuses on threshold access issues (transportation and financial access), support initiatives that respond to the childhood obesity issue, support pre-school and after-school aged children, teens and seniors needs.
- ❖ Support for high needs areas given priority.
- ❖ Continued emphasis on partnerships for program delivery.
- ❖ Outdoor programming at the City-wide level provided at Bowring Park, Rotary Park, Pippy Park and the Grand Concourse.
- ❖ Programming at the Zone level will be provided at the multi-purpose leisure centres.
- ❖ Programming at the Neighbourhood Level will be through schools, except in high needs areas, where neighbourhood centres will be provided.

**Indoor Facilities**

- ❖ The focus of indoor facilities will be facility renewal at the Zone level. New facilities will add capacity.
- ❖ No new public indoor facilities at the City Wide Level are proposed. Existing and planned City Wide facilities include the Aquarena – Field House, the Green Belt Tennis Club, the Cygnus Gymnastics Club, and the new indoor soccer facility (under development), which should be sufficient.

- ❖ Most residents would be within 3 to 4 km of their local Zone Level multi-purpose leisure centre which should be centralized on one site within each zone. These sites would act as a social focal point and zone hub of activity. It would be located adjacent to other elements of community life, possibly including a high school, park, commercial shopping and other public indoor amenities (e.g. library, day care, health centre, etc.).
- ❖ Typical spaces within each zonal multi-purpose leisure centre would include a large gym, a large fitness centre, a dance/martial arts/fitness studio, several multi-purpose spaces, a small youth space, seniors' space, a preschool program centre and one or more arts and crafts studios, and an indoor pool.
- ❖ Each multi-purpose leisure centre would have a large and welcoming entry foyer which entices people to come in even if they don't have an intended use, and doubles as a community and family gathering place, possibly with some access to food and beverages.
- ❖ The multi-purpose leisure centres would also be a base for use of local parks and trails providing public washrooms and possibly change rooms.
- ❖ There would also be a great deal of public access to other facilities that might be located even closer than the nearest multi-purpose leisure centre and might have dual purposes. For example, school gyms would be used during weekday evenings and weekends for community recreation purposes and neighbourhood leisure centres would be used for various programs and social gatherings.
- ❖ Within the Southern Zone there would be no Zone Level Leisure Centre as the population does not warrant same. Instead, there will be a Super Neighbourhood Centre.
- ❖ Within each Zone there will be a number of Neighbourhood Centres. In all neighbourhoods, residents will have access to a community room added to an elementary school and access to the school gymnasium during after school hours. However, in each of the high needs neighbourhoods, the City will work with partners to provide more than a community room and access to a school gymnasium. High needs areas

may include an additional set of multi-purpose and dedicated recreational spaces will be provided, that may also be part of a local school system, but in some cases it will be separate stand alone neighbourhood centres.

- ❖ All indoor spaces would be energy efficient, of the highest quality, and user friendly. They would not, however, necessarily be developed or operated by the City. In cases, where other public, private or non-profit organizations are well positioned to provide the facilities and operate them in the public interest, agreements may be negotiated to ensure the public good is delivered. The City would be responsible only for monitoring the agreement to ensure the required amount of public good is realized at least cost to city taxpayers.

### ***Parks and Open Spaces***

- ❖ Major parks and the Grand Concourse would provide city-wide service and connections.
- ❖ Large community parks will be provided at the Zone Level.
- ❖ In each of the City's 25 neighbourhoods, a neighbourhood park will be provided within 0.8 km radius of almost all residents.
- ❖ Outdoor facilities required at the Zone Level include community level sports parks, community passive parks, and linked walks and cross country ski trails. Community parks are typically a minimum of 20 acres, with 40 acres preferred. Amenities are similar to those found in a neighbourhood park, but on a larger scale.
- ❖ Each neighbourhood park typically will be 5 acres or more in new developments, with 8-10 acres preferred, and 3 acres the minimum size.
- ❖ Neighborhood Parks and playgrounds and access to the Grand Concourse will be provided within a 0.8 km radius of almost all residents.
- ❖ All neighbourhoods will have a neighbourhood park and playground.

- ❖ All new neighbourhood parks and playgrounds will be developed to complement existing facilities. In some neighbourhoods, partnerships with schools and other organizations will be needed to meet the need for neighbourhood parks.
- ❖ Sub-neighbourhood level public open space (i.e. tot lots or play lots) will be provided only in exceptional circumstances where Neighbourhood Parks do not provide sufficient service to meet the need. These will be in high density neighbourhoods where reduced private open space justifies the need for additional public open space; but in these circumstances, the owner of the high density housing developments may have to provide, operate and maintain the tot lots on behalf of residents.

The vast majority of all residents would use one or more of the City recreation programs, visit parks and indoor facilities, deriving some direct benefit from them. But even if they didn't, they would understand that the recreation and park facilities and services contribute to the City's vision as it is articulated within the 22 public benefits as listed in Table 6.0. By doing so, it would be understood that the recreation and parks spaces and services deliver indirect benefit to all citizens, thereby qualifying for public support to an extent consistent with that public good.

#### **STRATEGIC PRIORITIES:**

Based on the Vision for Recreation and Parks, the City should commit to thirteen strategic priorities categorized under four headings for the next ten years as follows:

##### ***Indoor Facilities***

- ❖ Reinvest in existing aging infrastructure.
- ❖ Create a multi-purpose leisure centre in each of the City's three service Zones.
- ❖ Invest strategically in high needs neighbourhoods.

- ❖ Partner with others including health authorities, schools, the YM-YWCA and NLHC.

#### ***Parks and Public Open Spaces***

- ❖ Finish what is started (including many park plans).
- ❖ Upgrade some existing infrastructure (artificial turf, upgraded sports surfaces, improved neighbourhood playgrounds).
- ❖ Linear connectivity (extends Grand Concourse and expands bicycle paths).

#### ***Leisure Programs and Services***

- ❖ Get the inactive active.
- ❖ Provide more service to strategically identified groups that are most in need. These include youth, seniors, those with disabilities and those with physical, mental or cultural barriers to participating.
- ❖ Build and strengthen partnerships with others including health authorities, schools, the YM-YWCA, Eastern Health, Department of Education, Eastern School District, and Newfoundland & Labrador Housing Corporation.

#### ***Operating and Management Processes and Policies***

- ❖ Better planning for public open spaces.
- ❖ Enhanced communications and marketing.
- ❖ Clear mandates that everyone understands (using public recreation and parks as a social utility).
- ❖ Invest in the City's human resources.

The Master Plan lays out a total of 31 recommendations which will help to advance these 14 strategic priorities. Priorities have been assigned and an implementation plan developed. These are presented in the following sections.



The key recommendations are summarized below:

***Strategic Priority: Indoor Facilities***

1. In the Central Zone a priority should be a new multi-purpose leisure centre proposed to replace the Mews Centre. The building would include a two-tank swimming pool (one 6-8 lanes 25m rectangular tank, plus a leisure tank), full size gymnasium, pre-school program centre, day care, seniors space, youth program spaces, fitness centre, health services, some retail and concession services and Recreation Department offices. The Boys and Girls Club will be a tenant. This new facility will be approximately 60,000sqft.
2. In the North Zone a new multi-purpose leisure centre at Wedgewood Park Recreation Centre is recommended to replace the existing facility. It will also include a pool. A combination of dry floor spaces should also be added to include multi-purpose program areas, a pre-school program centre, a small youth area, an arts and crafts studio, retail and concession services, and a new full size gymnasium. The YM-YWCA would operate in parallel with the Wedgewood Park Recreation Centre so that together they would provide the range of opportunities that the public needs within the City's North Zone. The current site of the Wedgewood Park Recreation Centre would not be of sufficient size to accommodate both the proposed new recreation centre and the outdoor amenities currently on site. A search for additional land to accommodate either a new recreation centre and outdoor program areas, or a new site for the ball field and resultant outdoor amenities should be sought. This search is recommended as an immediate priority.
3. In the South Zone a new Super Neighbourhood Centre is proposed for the Goulds. It would be attached to the Goulds Arena and include a full-size gymnasium, multi-purpose room, pre-school program centre, a youth area, seniors space, health services, an arts and crafts studio. It would be linked to the sports fields and ball diamonds situated adjacent to the Arena. The facility would be designed to accommodate a future indoor swimming pool. The entire outdoor site would be designed to accommodate walking and passive activities. A trail link from there to the new Bidgood's Park would be created. The current building used by

the Goulds Recreation Association would be sold. As the South Zone population grows, it would be possible to add onto this facility to the point where it would be considered a full zone level Recreation Complex.

The recommendation discussed above also addresses the need for More Indoor Pools. By moving forward with the provision of the indoor facilities listed above, the need for more indoor pools is also met. The best way to meet the need for More Indoor Pools, therefore, is to:

- a) Replace the Wedgewood Park Recreation Centre pool with leisure and therapy pool.
  - b) Replace the Mews Centre pool with a new two tank pool. The pool will have the same capacity as both pools in the current Mews and Wedgewood Centres combined, and would be completely accessible. Programming will focus on inclusivity.
  - c) Delay building the facility in the South Zone, which would also serve St. John's West, until the impact of the new Mount Pearl Lifestyle Centre and future development in Southlands and the Goulds on need can be determined. If a need exists in 10 years, explore potential partnerships with organizations such as the YM-YWCA.
4. The City must support neighbourhood community centres in high needs areas. Neighbourhood centres in other areas of the City, where feasible, would eventually be phased out and their uses transferred to neighborhood schools through agreement with the ESD. The consultants recommend Virginia Park as the first community centre to be developed, as a pilot, in cooperation with ESD. The remaining sites would be developed over time, following the Virginia Park model.

**Table E: Existing Neighbourhood Community Centres (NCC) and Proposed Developments**

North Zone	
Airport Heights, McNiven Place. (City of St. John's)	<ul style="list-style-type: none"> <li>• Develop as a Basic Level NCC</li> <li>• Develop Community Room in Roncalli Elementary in conjunction with the proposed extension of the school.</li> <li>• Upgrade playground and create free play field.</li> <li>• Maintain Airport Heights Community Centre.</li> </ul>
Virginia Park Community Centre, 1134 Harding Road (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop Community Centre at Virginia Park Elementary in conjunction with renovations proposed to Virginia Park Elementary.</li> <li>• Relocate Virginia Park Community Centre to school.</li> </ul>
MacDonald Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at MacDonald</li> <li>• Upgrade play field and playground.</li> </ul>
Chalker Place Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC in partnership with NLHC.</li> </ul>
Roncalli Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at Roncalli.</li> <li>• Upgrade play field and playground.</li> </ul>
Central Zone	
Buckmaster's Circle Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide dedicated times to access St. John's Recreation Centre.</li> <li>• Investigate converting St. John's Recreation Centre to Zone Level Family Resource Centre, in partnership with City and NLHC / CHMC.</li> </ul>
Froude Avenue Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide dedicated access to St. John's Recreation Centre.</li> <li>• Provide free passes to the MEWS Community Centre.</li> <li>• Develop Community Room at Holy Cross Elementary.</li> <li>• Redevelop site as Neighbourhood School Park.</li> </ul>
MacMorran Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Remains an Enhanced Level NCC.</li> </ul>
Parkside Community Centre (Barachois Street)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop new Community Centre linked to Cowan Heights Elementary.</li> <li>• Maintain existing facility.</li> </ul>
West Heights Community Centre (Nascopie Crescent)	<ul style="list-style-type: none"> <li>• Remains an Enhanced Level NCC</li> <li>• Upgrade Nascopie Crescent Park.</li> <li>• Community Centre expansion underway by NLHC.</li> </ul>
Rabbittown Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Community Room developed at St. Andrews School.</li> <li>• Site developed as Neighbourhood School Park.</li> </ul>

St. John's Boys and Girls Club, Mews Community Centre /Buckmaster's Circle	<ul style="list-style-type: none"> <li>• Remains the same; new facilities to be provided in the former Cygnus Gymnastics Centre and the proposed new Mews Centre.</li> <li>• Provide dedicated and scheduled access to St. John's Recreation Centre and Mews Centre.</li> </ul>
E & M Neighbourhood Centre, Eric Street	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop Community Room at St. Mary's Elementary School.</li> </ul>
Victoria Park (Water Street West)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide access to Community Room at Holy Cross Elementary</li> <li>• Provide dedicated access to Buckmaster's Circle.</li> <li>• Maintain Victoria Park Community Centre.</li> <li>• Implement Victoria Park Master Plan.</li> </ul>
St. Teresa's Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at St. Teresa's.</li> </ul>
Larkhall Academy	<ul style="list-style-type: none"> <li>• Develop Community Room at Larkhall Academy.</li> </ul>
Bishop Abraham Elementary	<ul style="list-style-type: none"> <li>• Develop community room at Bishop Abraham.</li> <li>• Propose developing a school park on site with links to Ayre Athletic Grounds, elementary and high schools, Feildian Gardens Ice Rink, free play field, and new expanded playground</li> </ul>
MacPherson Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at MacPherson.</li> <li>• Develop a school park on site with links to MacPherson Elementary, Brother Rice Junior High School and Holy Heart of Mary High School.</li> </ul>
<b>South Zone</b>	
Goulds Recreation Centre (City of St. John's)	<ul style="list-style-type: none"> <li>• Move Recreation Centre to proposed Super Neighbourhood Centre. Link to Goulds Arena and expand current Recreation Centre.</li> </ul>
Southlands	<ul style="list-style-type: none"> <li>• Develop a community centre in Southlands with a multi-purpose program space once population has reached 5000.</li> </ul>
Shea Heights Community Centre	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC.</li> <li>• Add Community Room to St. John's Bosco.</li> </ul>
Kilbride Lions Community Centre	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop full-size gymnasium.</li> <li>• Enhance building aesthetic.</li> <li>• Expand program offering.</li> <li>• New site plan for park to include sliding hill and hard surface play area.</li> </ul>

5. The City should continue to offer an operating subsidy to the Aquarena, and tie that investment to real public benefits (e.g. skill development, increased access to fitness opportunities). The City will look at aquatic services on a

city-wide level, and ensure all services are met; the subsidy provided to the Aquarena should be used to help achieve this.

6. The recently completed Needs Assessment for Recreational Ice Surfaces in St. John's recommended one new ice sheet in the short term and a second in the longer term. Should the City proceed with that report's recommendation, then this additional ice sheet should be developed at Twin Rinks. The City must take a leadership role with operators to ensure single sheet facilities get replaced with multi-sheet facilities. The City must ensure sufficient time for learn to skate programs to ensure inclusivity. The City can help facilitate negotiations between the Eastern School District and rink operators to offer programs during school hours as a part of the physical education curriculum. Many current facilities are aging and need to be replaced with new facilities, and while the City may not be owners or operators, it must be involved as part of the process to ensure these facilities deliver public benefits.
7. The consultants have concluded that no new indoor tennis facilities are required. The City should, however, work with the Green Belt Tennis Club to increase accessibility (Green Belt is a REAL participant).

***Strategic Priority: Parks and Open Spaces***

8. City-wide walkways linking the Grand Concourse into new residential areas at Clovelly, Kenmount Road, Southlands, Kilbride and Goulds are recommended. As well designated winter walking areas are needed in each of the three zones: Quidi Vidi Lake, Mundy Pond and Bowring Park.
9. The City has recently completed a Cycling Master Plan. The City should continue to work towards implementing a comprehensive Cycling Master Plan.
10. The City needs to develop an Open Space Management Strategy based on this Master Plan and apply it City-wide. The Strategy will address the following needs:

- a) Identify open space lands that need to be both conserved and preserved to ensure the land required for parks and trails are available well into the future.
  - b) Revise Municipal Development Regulations to ensure neighbourhood parks and playgrounds are included in subdivision developments as an integrated component of subdivision design, and as a component of the development at a cost to the developer.
  - c) Neighbourhood Parks and Playgrounds act as the primary and default service amenity within each neighbourhood, with tot lots and play lots provided only in exceptional situations where neighbourhood parks cannot meet all the need.
  - d) Subdivision development regulations regarding new neighbourhood designs, where feasible and practical, ensuring neighbourhoods integrate with the Grand Concourse Walkway system, or alternatively have an internal and integrated walkway or trail.
11. The current inventory of 110 tot lots will be reduced and the approach to tot lots development (current standards require 1 tot lots for every 70 homes) revised downward. Stand alone tot lots should only be developed in exceptional circumstances: where residents are not within 0.8 km of a park, or in areas of high density housing.
12. Large new neighbourhood parks are needed at Kenmount Road and Clovelly. A lack of available space at Clovelly will be a constraint and the City will need to purchase land for the neighbourhood park.
13. City-wide, many existing neighbourhood parks in the 25 neighbourhoods identified in this Plan will be inventoried and redesigned based on best practices for park design, and programmed to meet specific neighbourhood needs. Three neighbourhood parks are proposed for development at the following school sites: Holy Cross Elementary, St. Andrew's Elementary, and Bishop Abraham Elementary.
14. The City should prioritize the redevelopment of Bannerman Park and Victoria Park. It is anticipated that public support for these parks will be

high, as they are both in high needs areas. The City will need to take a leadership role in this development to find partners to act as a catalyst for these developments. If an organization cannot be found, the catalyst could be the Grand Concourse Authority. However, the resources of the Grand Concourse Authority should be augmented to increase their capacity to do this.

15. Cross-country ski trails, sleighing and winter walking should be offered in each of the three zones: North Zone at Pippy Park, Central Zone at Kenmount Road and South Zone at Southlands. Each zone should have a lighted trail and sliding hill for evening skiing and tobogganing. Snowmobiling and cross country skiing should be offered in the Southlands in partnership with Glendenning Golf Course. The model for how this recommendation gets implemented can be based on the existing partnership between the City of St. John's, the Pippy Park Commission, the Avalon Nordic Ski Club, and the Outfitters Adventures Company.
16. The City does not need any additional rectangular sports fields with the exception of those that might be developed as part of the new Zone Level Park proposed for Kenmount Road. However, the extension to Jim Clarke Field to accommodate both youth and senior soccer is recommended. To meet current demand three senior soccer pitches – Wishingwell (2) and Feildian Grounds need an enhanced level of maintenance to bring field surfaces to an acceptable standard. Accessory buildings – washrooms, changerooms and showers –need to be upgraded at Feildian Grounds, Wishingwell Park and constructed at Bowring Park. It is recommended that the Swilers pitch on Crosbie Road be upgraded to an artificial turf combination Rugby / Soccer field. One soccer pitch at Wishingwell Park will also be converted to a rugby field.

The City should support the maintenance of rectangular fields at local schools and the development of free play fields at neighbourhood parks to support ultimate frisbee, touch football and soccer.

17. The consultants recommend that a new City Wide Sports Park be developed at Wishingwell Park and Crosbie Road. The Sports Park will physically be linked to the Province's high performance Sports Centre at Crosbie Road to Wishingwell Park via a pedestrian bridge over Stamps Lane.

The park will include two rugby pitches, two soccer pitches, two baseball and softball fields, tennis courts, hard surface play areas, running track, playground, and expanded change rooms. And as discussed in the recommendation above, the Swilers pitch on Crosbie Road should be upgraded to an artificial turf combination Rugby / Soccer field. One soccer pitch at Wishingwell Park should be converted to a rugby field.

18. The City should survey the current users of the Northwest Rotary Skatepark to determine the number of users; distance traveled to access the facility; mode of transport; and, users opinion on whether or not more facilities are needed. The redevelopment of neighbourhood parks should consider the inclusion of skateboard amenities. The development of open spaces in the downtown vicinity should include at least two new skateboard spots. The proposed Holy Cross neighbourhood park is one potential site.

***Strategic Priority: Leisure Programs and Services***

19. The City will work with the Department of Education and the Eastern School District to develop a formal agreement for City access to schools. This joint-use agreement will formalize school programming, capital development and operation and management partnerships. Schools that are designated for replacement or renovation will be designed to support community recreation needs and programmed accordingly.
20. The City will build on the success of the current Active Schools Program with the Eastern School District and Eastern Health to further explore, develop and implement initiatives that promote and enhance active and healthy children.
21. On a city-wide basis the City should work to further reduce barriers to leisure activities. Some barriers may be physical or financial, others might be cultural. How to accomplish this will require some experimentation. It will require trying different strategies to see what works and what does not. Some suggestions for consideration include:
  - ❖ Extend the Real Program to include adults.
  - ❖ Simplify the free pass system.



- ❖ Provide more free and drop-in services (indoor soccer, 3 x 3 basketball, etc.).
  - ❖ Expand and build on partnership with Metrobus to provide free transportation (bus passes) to facilitate participation in, and access to, programs and services of high needs groups.
  - ❖ Reduce threshold barriers, for example, a public equipment swap each season.
  - ❖ Provide free services to public at large, such as free Tuesday swims.
  - ❖ Expand the number of special events.
  - ❖ Place more emphasis on:
    - drop-in swimming and skating.
    - promote access to the trail system.
22. Expand fitness opportunities in a variety of ways that complement and support, rather than compete with, private sector clubs. Examples include:
- ❖ Provide more public fitness facilities with strength training and cardio equipment.
  - ❖ Develop walking programs to encourage more use of the Grand Concourse.
  - ❖ Provide free fitness classes once a week.
  - ❖ Provide open gym circuit training.
23. Programs for teens must be a strategic priority: services, facilities and programs should be focused on teens 11 – 18. The program focus should be on developing overarching themes: for example, electronic arts, environmental education, and traditional arts and crafts, music and dance. Programs for teens should continue to be advertised as a separate section in the City Leisure Guide. Other targeted promotional strategies will be required, such as promotion to junior high students through schools, and through the City's existing initiatives in schools.
24. Support indoor walking and jogging opportunities and promote existing opportunities, such as the MUN Field House and the Mall Walkers Program. Negotiate with the Mile One Centre to open its concourse for walking. Promote the Mall Walkers Program to include the Village Mall. Develop specifically designed walking and jogging tracks at the new Mews Centre

and at Wedgewood Park Recreation Centre. Offer neighbourhood walking programs at local school gymnasiums.

25. The Promotion Strategy should include all programs offered by the City's Partners, and all available leisure services in the City. The strategy should address promotion of outdoor activities, family activities, and special events. The strategy should also address the Department of Recreation's role in promoting healthy lifestyles and should also promote the benefits of an active and healthy lifestyle. The City could explore developing a general guide to highlight all these items and to augment its existing Active Living Guide. It should also explore improving the Department of Recreation website to improve usability and attractiveness.
26. The City must introduce a system to rationalize how City grants are administered. Each application would be evaluated using the 22 service objectives and key recommendations of this plan. Applicants need to understand how the objectives help the City in its community development role. Those applicants who best meet the City objectives and who demonstrate projects or program outcomes would be supported. Council will have to be made aware of and support this approach.

In order to implement this recommendation, goals and principles, applicant eligibility and guidelines, application procedure and a review process will have to be developed. Many examples are available of community recreation grants programs and guidelines on the World Wide Web. The City can review what similar organizations have developed, and based on its own experiences and needs, develop a simplified application process.

27. Recreation and Parks must continue to be used as a vehicle for community development and to foster a sense of community identity, spirit, pride and culture. The City is already doing many things right to support community development. It is recommended that the City develop a menu of services and program opportunities, and from this menu the community can choose the ones that best suit local needs. The city would support these programs and encourage community advocacy and fund raising.

In addition to recreation and parks projects that will meet high priority needs for new recreation facilities, programs and services, it will also be important for the City to move forward in other ways. The following recommendations should be considered in parallel with the above priorities. Some should be implemented as soon as possible, and others will require ongoing attention.

28. Besides the recommendations in the previous section, investments must continue to be made in lifecycle functionality of existing facilities; especially those not mentioned in the specific recommendations.
29. Many of the demands identified within the stakeholder focus groups and interviews represent operating issues that are outside the scope of this report. They should be reviewed and investigated separately and any that are valid will need to be prioritized so that the City can address those that are most important.
30. Develop a new department focus to recruit and retain volunteers within the recreation delivery system. Volunteers are needed to work in all aspects of the recreation delivery system, the public sector as well as the not-for-profit sector. The trend in Canada is toward a decrease in the number of active volunteers, but fewer volunteers are doing more. Special effort to promote volunteerism, to target new volunteer markets, to formally recognize efforts, and to develop a training and retention program is required. A formal volunteer program must be developed and consistent effort applied in implementing this program.
31. Develop, through the City's Department of Human Resources, a Human Resources Strategy for the Department of Recreation. This strategy will address challenges in staff recruitment and retention.

**The seventeen major investment projects are summarized in Table F. The first nine should be considered most urgent and should proceed within the next five years. The remaining projects should follow within the subsequent five years**

**Table F: Summary of Recommendations to be completed in the first Five Years.**

Project	Recommendations
1. Central Zone, new MEWS Community Centre	<ul style="list-style-type: none"> <li>• New two-tank community pool with all appropriate support spaces</li> <li>• New fitness centre.</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, and health services, retails and concession services.</li> </ul>
2. North Zone, new Wedgewood Park Recreation Centre	<ul style="list-style-type: none"> <li>• New two-tank pool with all appropriate support spaces</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, retails and concession services.</li> <li>• Expanded play area.</li> <li>• New site plan.</li> </ul>
3. South Zone, Goulds Super Neighbourhood Centre	<ul style="list-style-type: none"> <li>• New fitness centre.</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, and health services.</li> <li>• Linked to Goulds Arena.</li> <li>• Community Centre in Southlands once population reaches 5000.</li> </ul>
4. City-wide, Walkway Development	<ul style="list-style-type: none"> <li>• New walk linkages to Grand Concourse added in phases.</li> <li>• A short, lighted, groomed section of trail in each zone to support winter walking.</li> </ul>
5. Cycling Master Plan	<ul style="list-style-type: none"> <li>• New bicycle trail connections added in phases.</li> </ul>
6. Open Space Management Strategy	<ul style="list-style-type: none"> <li>• Develop, based on this plan, new park classification system.</li> <li>• Ensure open spaces to support plan recommendations are available in the future.</li> <li>• Develop policies to support master plan recommendations.</li> <li>• Propose changes to current land development regulations to support master plan.</li> </ul>
7. City-wide, Joint-Use Agreement, Eastern School District and City of St. John's	<ul style="list-style-type: none"> <li>• Cost sharing of facility programming, capital development, operating and maintenance.</li> <li>• Access to school gymnasiums at Neighbourhood Level.</li> <li>• Development of school park sites.</li> </ul>
8. North Zone, New Neighbourhood Community Centre at Virginia Park School	<ul style="list-style-type: none"> <li>• Develop Virginia Park Community Centre in Virginia Park School as part of the proposed Elementary School expansion.</li> <li>• Would include program space, meetings rooms and program spaces.</li> <li>• Would serve as pilot project for all similar developments.</li> </ul>
9. Central Zone, Kilbride Lions Community Centre	<ul style="list-style-type: none"> <li>• Expand to include new full size gymnasium.</li> <li>• Undertake a new site design for the area surrounding the centre.</li> </ul>

Project	Recommendations
10. Central Zone, Neighbourhood Park at Holy Cross, Booth Memorial and St. Andrews.	<ul style="list-style-type: none"> <li>• Upgrade open space.</li> <li>• Develop free play green spaces.</li> <li>• Incorporate playgrounds, hard surface play areas and skate spots.</li> </ul>
11. Central Zone, new Community Park at Kenmount Road (Kelsey Drive)	<ul style="list-style-type: none"> <li>• Develop Park Master Plan.</li> <li>• Develop community parks with playground and free play facilities.</li> <li>• Develop service building for maintenance and washrooms.</li> <li>• Develop internal walks and external linkages to Grand Concourse.</li> </ul>
12. North Zone, new Community Park Clovelly	<ul style="list-style-type: none"> <li>• Develop Park Master Plan.</li> <li>• Develop community parks with playground and free play facilities.</li> <li>• Develop service building for maintenance and washrooms.</li> <li>• Develop walkway linkages to Grand Concourse.</li> </ul>
13. City-wide Neighbourhood Parks Assessment	<ul style="list-style-type: none"> <li>• Neighbourhood parks and playgrounds designed to respond to specific neighbourhood demographics and needs.</li> </ul>
14. City-wide, reduce threshold barriers, and expand initiatives to promote healthy active children	<ul style="list-style-type: none"> <li>• Experiment with different strategies to determine what works.</li> <li>• Examples of strategies include extending the REAL program to include adults, simplifying the free pass system, and hosting equipment swaps.</li> <li>• Continue to partner with ESD and Eastern Health to develop initiatives to promote active healthy children and youth.</li> </ul>
15. City-wide, develop and expand teen programs	<ul style="list-style-type: none"> <li>• Focus on services, facilities, and programs for teens aged 11-18 years.</li> <li>• Develop programs with overarching themes.</li> <li>• Develop promotion strategies specifically targeting teens.</li> </ul>
16. Central Zone, redevelop Victoria Park and Bannerman Park	<ul style="list-style-type: none"> <li>• City to take leadership role in finding partners to lead the implementation of the park redevelopment plans.</li> </ul>
17. City-wide, Aquarena subsidy	<ul style="list-style-type: none"> <li>• Continue to provide subsidy to Aquarena.</li> <li>• Tie investment to real public benefits, including access to all programs and activities.</li> </ul>

## IMPLEMENTATION OF THE RECOMMENDATIONS

In this section all aspects of project implementation are addressed.

### ***Capital Costs of the Development Projects***

Meeting recreation needs in St. John's, particularly where facility renewal is required, will come at a significant capital cost. Also, capital costs will increase with inflation. Table G is the best current estimate of capital costs in 2008 but does not include any land costs or costs of decommissioning facilities that are being replaced. The best estimate is that construction costs will continue to

escalate at a rate of about 10-15% per year for the foreseeable future. The capital estimates include an allowance for a so called “green” standard of construction. The total of all capital costs will be in the range of \$60 to 70 million in current dollars, but the final costs will depend on when the projects proceed. It is important to understand that not all the capital will be invested by City taxpayers.

**Table G: Project Capital Costs in Current Dollars and Partnership Potential.**

Projects	Capital Costs	Partnership Potential
1 Central Zone new MEWS Community Centre	\$22 Million	Medium
2 North Zone new Wedgewood Park Recreation Centre	\$14.5 million	Medium
3 South Zone, Goulds Super Neighbourhood Centre	\$4.5 million	Medium
4 City Wide, Walkway Linkages / Development	\$1.4 million	Medium
5 Cycling Master Plan	\$ 6 million	Low
6 Open Space Management Strategy	\$60,000	Low
7 City Wide, Joint-Use Agreement, Eastern School District and City of St. John’s	N/A	N/A
8 North Zone, New Neighbourhood Community Centre at Virginia Park School (1000sqft)	\$200,000	High
9 Central Zone, Kilbride Community Centre	\$1.4 million	Medium
10 Central Zone, Neighbourhood Park at Holy Cross, St. Andrews and Bishop Abraham Elementary schools.	\$850,000	Medium
11 Central Zone, new Community Park @ Kenmount Road (Kelsey Drive)	\$1.5 million	Low
12 North Zone, new Community Park Clovelly	\$1 million	Low
13 City-wide, Neighbourhood Parks Assessment	\$75,000	Low
14 City-wide, reduce threshold barriers, expand initiatives to promote active and healthy children	Part of existing program	Medium

Projects	Capital Costs	Partnership Potential
15 City-wide, develop and expand teen programs	\$50,000	Low
16 Central Zone, redevelop Victoria Park and Bannerman Park	\$8 million	Low
17 City-wide, Aquarena subsidy	\$150,000	Low

**Low** – City may have to proceed with this project on its own, with little or no help from partners.

**Medium** – These projects could potentially be shared projects with the City and other partners taking leadership and funding roles.

**High** – These projects could proceed with the City providing only a supporting role, with other partners providing leadership and most of the funds.

In order to reduce the net public investment required by local taxpayers, the City will have to look for creative ways of financing these capital costs. Partnerships and land re-use will be important. But reducing service levels in a few areas where services are higher than required to meet needs in the next decade will also help. The primary service reduction potential is for tot lots; many of which are not cost effective to provide. Readers should NOT assume that just because an initiative is listed in the above figure, it means that the City will support it and pay for all the costs. In some cases, the City will support others to proceed with a project, or will be a partner in a project, or may determine a project will not proceed due to other factors or circumstances.

Where partnership potential is low, it is likely that the City will be solely responsible for the project with little or no support from others. Where partnership potential is high, it is likely that the project will proceed only if a significant amount of capital and potentially operating support will come from user groups, another service delivery agency, or grants from a senior level of government.

The following section lists the potential partners and sources of funding for the Development Projects.

### ***Financing the Development Projects***

For the Recreation and Parks Master Plan to be successfully implemented, the City will need to be strategic in partnership development. The role of the City is not necessarily just to own and operate program facilities, but also to ensure a broad range of recreation opportunities are available to residents. Partnerships and alternative funding sources will be key to the City's success.

**Table H: Potential Partners and Sources of Funding**

<b>Implementation: Potential Partners and Sources of Funding</b>			
<b>Recommendation</b>	<b>Estimated Cost</b>	<b>Potential Development Partner (to be confirmed)</b>	<b>Potential Funding Sources</b>
1. Mews Community Centre	\$22,000,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$15,400,000) City (30% - \$6,600,000)
2. Wedgewood Park Recreation Centre	\$14,500,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$9,230,770) City (30% - \$2,769,230)
3. Goulds Super Neighbourhood Centre	\$4,500,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$4,200,000) City (30% - \$1,800,000)
4. City-wide Walkway Linkages/Development Total: 19km at \$70,000/km	\$1,400,000 (multi-year)	Grand Concourse Authority	GCA (35% - \$490,000) City (65% - \$910,000)
5. Cycling Master Plan	\$6,500,000 (multi-year)	Variety of funding programs available.  Application already made to ECO Trust for Phase 1 at \$1.6M	Various (50% - \$3,250,000) City (50% - \$3,250,000)
6. Open Space Management Strategy	\$60,000	GCA	Contribution from GCA through funding partners (40% - \$24,000) City (60% - \$36,000)
7. City-wide, Joint Use Agreement Eastern School District and city of St. John's	N/A	Internal responsibility assumes City Recreation Staff and the City Solicitor.	N/A
8. Neighbourhood Zone Community Centre and School Park at Virginia Park School.  1000sqft at \$200sqft	Community Centre: \$200,000 School Park: \$200,000	Department of Education Eastern Health Eastern School District	City (50% - \$200,000) Province (50% - \$200,000)
9. Kilbride Lions Community Centre	\$1,400,000	Provincial Municipal Infrastructure Fund	Province (70% - \$780,000) City (30% - \$420,000)



<b>Implementation: Potential Partners and Sources of Funding</b>			
<b>Recommendation</b>	<b>Estimated Cost</b>	<b>Potential Development Partner (to be confirmed)</b>	<b>Potential Funding Sources</b>
10. Neighbourhood Parks at Holy Cross, St. Andrews and Bishop Abraham Elementary schools.  3 at \$285,000 ea.	\$850,000	Province: Department of Education Eastern School District GCA	City (30% - \$285,000) Province (30% - \$285,000) GCA (30% - \$285,000)
11. New Community Park, Kenmount Road.	\$ 1,500,000	N/A	City
12. New Community Park, Clovelly	\$ 1,000,000	City Facility On-Site Developer	Suggested new park (costs shared between each partner).
13. City-wide Neighbourhood Parks Assessment	\$ 75,000	N/A	City
14. City-wide, Reduce threshold barriers, expand initiatives to promote active and healthy children	Part of existing program	NLHC/CMHC Eastern School District Province	City Province
15. Develop and Expand Teen Programs	\$ 50,000		City
16. Redevelop Victoria Park and Bannerman Park	\$3M VP \$5M BP	GCA	Provincial Municipal Infrastructure Fund (70% - \$5,600,00) City (15% - \$1,200,00) GCA (15% - \$1,200,000)
17. Aquarena Subsidy	\$150,000	N/A	City

**Notes:**

- ❖ City Wide Links: Estimates are for Clovelly (4 km); Kenmount Road (6 km); and Southlands, Kilbride (9 km).

Total projects costs, assuming City accesses Provincial Municipal Infrastructure Fund, are estimated over the next ten years to be approximately \$18-21M.

## 1.0 INTRODUCTION

The City of St. John's is the capital of the Province of Newfoundland and Labrador and has a population of approximately 100,700. The city occupies an area of 480 square km (185 square miles). The (larger) metropolitan region, the St. John's Census Area, occupies an area of 850 square km and has a population of approximately 181,000.

The City of St. John's Recreation and Parks Master Plan, 2008-2018 will shape and guide recreational and parks services in the City. This Master Plan will define the high level future direction and priorities for recreation and parks over the next ten years (2008-2018).

The City of St. John's has a vibrant recreation and parks community. This of course leads to many competing demands, all of which, in a world of finite financial resources, cannot be met. Perhaps the biggest challenge facing the provision of recreational and leisure services in St. John's like so many other urban centres in Canada, is its aging recreational infrastructure that is now in need of modernization, renewal and replacement. Much of the infrastructure was built in the 1960s or 1970s, and, in the case of many arenas, even before that. An era of deferred maintenance has had an impact on the quality of facilities and programs. Changes in recreational behaviour patterns and shifts in the demographic characteristics are further adding to the challenges. The types of facilities that were demanded and built in the past may not make sense in today's environment. It is against this backdrop of a strong vibrant recreation community, and a desire to move forward, that this Master Plan was conducted. Priorities will be set, and a clear path established.

This report represents the consultants' best efforts at determining the needs, setting the priorities, and charting a clear path forward.

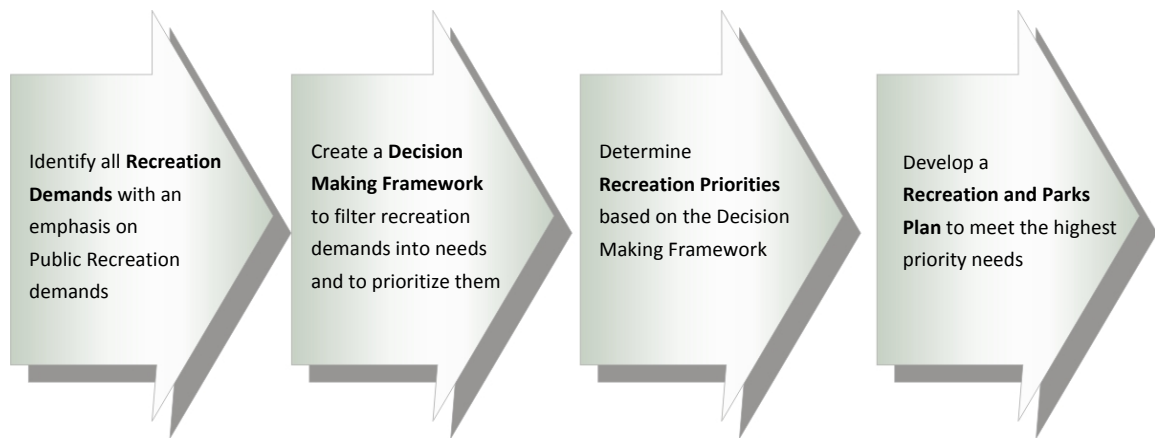
### 1.1 METHODOLOGY AND DELIVERABLES

The consultants began the project by creating a Decision Making Framework to filter recreation demands into needs and prioritize them. They began preparing an inventory of existing recreation and parks facilities in the City and conducting an assessment of the condition of these facilities, which is summarized in Chapter Two. The next step was to

assess current recreation demand for programs and facilities. The results of that assessment are presented in Chapter Three. The process then proceeded to determine which of those demands represent real community needs, and then to prioritize the needs. The results of that assessment are recorded in Chapter Four. The final phase of determining need was to conduct a technical validation of need. This work is recorded in Chapter Five. The final phase of this study is to develop a Master Plan that responds to the highest priorities. This section includes a physical plan, and is found in Chapters 6-8.

The diagram below in Figure 1 summarizes a simplified approach to this study.

**Figure 1**  
**Work Plan and Deliverables for Master Plan**



In the course of undertaking this study, the consultants gathered a great deal of data, analyzed it, prepared interim reports for discussion with the Steering Committee, and produced a draft report which is included herein. The steps in the work plan included:

- ❖ Startup meetings with the Steering Committee.
- ❖ One Meeting with Department of Recreation Senior Management and one with Recreation Staff.
- ❖ Workshop with Department of Recreation Staff.
- ❖ Stakeholder meetings and three public events where input was received from organized user groups and community agencies, written submissions were invited.
- ❖ A workshop with Council and senior staff to discuss a decision making framework.
- ❖ A public survey of 623 households to gain input from citizens directly.
- ❖ Tours of all indoor and outdoor facilities.

- ❖ Compilation and review of background data including capital and operating budgets, facility condition reports, data recording the uses and users of indoor and outdoor facilities, planning reports and demographic projections.
- ❖ Review of national leisure trends and best practices.
- ❖ Workshops with the consultant team to first develop and then refine the Master Plan recommendations.
- ❖ Workshops with the Steering Committee to review the preliminary list of demands, the decision making framework, the preliminary list of needs, and the preliminary facility recommendations to respond to the needs.
- ❖ Submission to and discussion with the Steering Committee on the draft of the final report.
- ❖ Consideration of all input to the draft, finalizing the report and submission to Council.
- ❖ Discussion of the draft with the St. John's public to gain input on the draft (Note: this has not yet occurred).

The consultants would like to thank the Steering Committee, City Council, stakeholder groups, and the general public who participated in the public survey, or made comments on the draft report. While any errors are the consultants, any successes this project might enjoy are attributed to all the effort those parties made to create a St. John's Recreation and Parks Master Plan that can be used to define the direction, policies, priorities and actions over the next ten years.

## 2.0 EXISTING FACILITIES

The inventory of existing indoor and outdoor facilities included a review of existing documentation, identification of all public and not for-profit amenities, and a tour of the facilities to determine existing conditions. It is important to note that often providers, users and the general public do not recognize that a facility is approaching the end of its functional lifespan and needs to be replaced. It is also true that because a facility is approaching or is at the end for its lifespan, does not necessarily mean it should be replaced with the same type of facility. Changes in leisure trends and demographics often result in a change in community needs.

CATEGORIES OF FACILITIES	WHAT EXISTS IN ST. JOHN'S	CONDITION OF WHAT EXISTS
<b>ATHLETIC FIELDS</b>		
1	<p><b>Rectangular Sports Fields (for soccer, rugby, ultimate frisbee)</b></p>	<p><b><u>Soccer/Open Fields:</u></b></p> <ul style="list-style-type: none"> <li>• Airport Heights</li> <li>• Ayre Athletic (minor x 5)</li> <li>• Bishops Collegiate</li> <li>• Bowring Park</li> <li>• Brother Egan</li> <li>• Churchill Park (minor x 3)</li> <li>• Eric Williams Field (minor)</li> <li>• Feildian Grounds</li> <li>• Goulds</li> <li>• Kitty Gaul's Brook</li> <li>• KGV (Artificial Turf Field)</li> <li>• MacPherson (minor)</li> <li>• MacDonald Drive (minor)</li> <li>• Mundy Pond</li> <li>• Prince of Wales Collegiate</li> <li>• Roncalli</li> <li>• Spruce Meadows (open field – free play)</li> <li>• St. Bon's (minor)</li> <li>• St. Mary's School (minor)</li> <li>• St. Pat's</li> <li>• Southlands</li> <li>• Tunis Court (open field free-play)</li> <li>• Wishingwell Park (2)</li> </ul> <p><b><u>Rugby:</u></b> Crosbie Road (2) (Swilers)</p>

CATEGORIES OF FACILITIES		WHAT EXISTS IN ST. JOHN'S	CONDITION OF WHAT EXISTS
		Quidi Vidi Lake (Vandals) Torbay Road	The City has access to a number of school fields that they maintain by contractual agreement.  The Swilers have a long term lease agreement for the Crosbie Road fields.  Field at Torbay Road is owned by the Province.
2	<b>Ball Diamonds</b>	<b><u>Softball and Baseball:</u></b> Airport Heights Baird Place (T-Ball) Buckmaster's Circle Bannerman Park Bill Rahal Park Brookside Park Caribou Complex (2) Conway Glen Drake Crescent Huck Williams, Kilbride Kitty Gauls Brook Kilbride Lions Park Mundy Pond Mary Queen of Peace St. Pat's Victoria Park Shea Heights Terra Nova Wyatt Park, KGV Wedgewood Park Wishingwell Park	Generally in good condition but the surfaces can vary somewhat.  Caribou Complex is the premier facility and is operated through a lease agreement. The City does provide start-up maintenance.  Where no agreement is in place with a user organization, the City maintains fields.
3	<b>Tennis Courts</b>	Bowring Park Brother Egan Cherry Hill Clovelly Conway Glen Larch Park Pleasantville Spruce Meadows Southlands Tunis Court Wishingwell	City maintains all City owned tennis courts.  Generally in good shape and surfaces range from asphalt to specialty surfaces.
4	<b>Track and Field</b>	N/A	Mount Pearl has only facility
5	<b>Lawn Bowling Greens</b>	Bowring Park	Expensive to maintain
<b>AQUATICS</b>			
6	<b>Outdoor Pools</b>	Bowring Park	Outdoor pools operated and

CATEGORIES OF FACILITIES		WHAT EXISTS IN ST. JOHN'S	CONDITION OF WHAT EXISTS
		Bannerman Park	maintained by City crews. Well used in summer but both are over 25 years old.
7	<b>Indoor Pools</b>	H.G.R. Mews Community Centre Wedgewood Park Recreation Centre Aquarena	The Mews Community Centre and Wedgewood Park Recreation Centre maintained by the City; both are aging.  A new pool will be developed as part of the new YM-YWCA being built in Pippy Park, Ridge Road.
8	<b>Spray Pads</b>	Bowring Park (under development)	As part of the redevelopment Master Plan, the City's first splash park is being installed adjacent to the outdoor swimming pool.
9	<b>Recreation Complex</b>	The Works: Aquarena / Field House.	The only regional aquatic facility in the City. Run by a board and owned by the University. Part of the Works, and linked to the MUN Field House. Very well used. Has surplus capacity for use.
<b>COMMUNITY CENTRES</b>			
10	<b>Neighbourhood and Community Centre</b>	Airport Heights Buckmaster's Circle Community Centre MacMorran Community Centre Rabbittown Community Centre Shea Heights Community Centre Goulds Recreation/ Community Centre Froude Avenue Community Centre Kilbride Lions Community Centre Parkside Community Centre (Barchois Street) Victoria Park (Water Street West) St. John's Boys and Girls Club, H.G.R. Mews Community Centre YM-YWCA	Variety of centres in the City.  Some run by NLHC and others by the City.  Variety of programs and activities offered
<b>ICE</b>			
11	<b>Indoor Arenas</b>	Brother O'Hehir (private) Capital Hyundai Arena (private) Feildian Gardens (private) Goulds Arena (NGO's) Mile One Centre (City) St. Bon's Forum (private) Twin Rinks( x2) (NGO's)	Study of indoor arenas currently underway.  Many are aging and in need of repair and upkeep.

CATEGORIES OF FACILITIES		WHAT EXISTS IN ST. JOHN'S	CONDITION OF WHAT EXISTS
12	<b>Curling</b>	Bally Haly (private) St. John's Curling Club (private)	
<b>OTHER</b>			
13	<b>Fitness Rooms</b>	Aquarena YM-YWCA	Both of these facilities require a membership.  List does not include a wide-variety of private fitness facilities.
14	<b>Floral Conservatory</b>	Bowring Park	
15	<b>Indoor Walking Track</b>	Field House, The Works	Excellent condition, well used
16	<b>Indoor Recreation Centres</b>	H.G.R. Mews Community Centre Wedgewood Park Recreation Centre St. John's Recreation Centre NL Sports Centre All Schools	



## **3.0 IDENTIFICATION OF DEMAND**

To identify current and future demand for recreation programs, services and facilities, the consultants conducted a public survey, held three community forums in which the public were invited to attend, and conducted a number of focus groups and individual meetings with stakeholders in the community. The consultants also met with staff currently involved in the planning and delivery of recreation and parks services, and representatives from other municipal departments.

### **3.1 STAKEHOLDER INTERVIEWS**

In order to maximize input from the community, more than 145 groups were identified and invited to attend meetings or focus groups. They included a wide range of user groups, community and government agencies, and other providers of service. A total of 39 stakeholder organizations representing hundreds of users participated in the focus groups. While a great deal of information was collected through this process, only the most important concerns, issues demands and comments were noted; these are included in Appendix C of this report. Several dozen demands were identified in this process. However, it should be noted that just because there is perceived demand for a new or improved service, program or facility, it does not necessarily mean that the demand is justified, or is high priority even if justified.

The consultants also held meetings with recreation staff, and managers in the Parks Division and the Department of Recreation.

### **3.2 PUBLIC SURVEY**

The consultants, in association with the client and Telelink, developed and conducted a random telephone survey. A total of 623 respondents participated in the survey, which was conducted between February 8 and February 17, 2008. Respondents were asked questions regarding their participation, opinions, and perceived need for additional and/or enhanced recreation facilities and programs. The findings from this survey are considered to be accurate within +/- 4.8 % percentage points, 19 times out of twenty.

### 3.2.1 About the Sample

Respondents were required to be over the age of 18 to participate in the survey. The demographics of respondents are presented below:

**Table 3.2.1 Age Groups and Gender of Public Survey Respondents**

Age	% of Respondents
18-29	26%
30-39	17.5 %
40-49	20.6 %
50-59	18.8%
60 years and over	17.1%
Gender	
Male	47.3%
Female	52.7%

### 3.2.2 Use of Recreational Facilities

- ❖ 97% of respondents were members of a household that had engaged in the activities named in the survey.
- ❖ Walking was the most popular activity, with 93% of respondents having participated in this activity.
- ❖ Walking was also the chosen activity by most of the 17% of respondents who indicated they had participated in only one activity.
- ❖ Swimming was the second most popular activity with 54% of households having participated in it. The next most popular activities are weight or fitness training (49%), jogging (41%) and fitness classes (43%).

#### **Indoor Facilities**

- ❖ The majority of respondents (73%) believe that St .John’s needs more multi-purpose facilities such as the Mews Centre, and also believe that multi-purpose Centres are needed more than any other indoor facility (32%).
- ❖ Two other indoor facilities respondents believe the City needs more of are walking tracks (66%) and swimming pools (54%). These facilities are also regarded as most needed.

- ❖ Forty-six (46%) of respondents agree that more gymnasiums are needed in St. John's.
- ❖ Less than 40% of respondents also agree St. John's needs more indoor tennis courts (37%), ice hockey arenas (34%), and fitness centers (31%). And while this is notable, support for these facilities is not nearly as high as support for multi-purpose centres, walking/running tracks, and swimming pools.

### **Outdoor Facilities**

- ❖ The outdoor facilities respondents feel they need the most of are bicycle trails (73%), neighbourhood playgrounds (64%), parks and open space neighbourhood tot lots (62%) and walking trails (61%).
- ❖ The outdoor facilities respondents feel are *most needed* are bicycle trails, walking trails and neighbourhood playgrounds.

### **Programs**

- ❖ The top four recreational programs identified by respondents as needing improvement are programs for seniors (48%), programs for adults (38%), programs for teens (38%), and programs for persons with disabilities (37%).
- ❖ The improvements identified as necessary are in quality of programs, accessibility to persons with disabilities, provide more facilities, provide transportation for seniors and people with disabilities, and in more convenient times/hours of operation for adults.
- ❖ Respondents think the City of St. John's needs additional programs for people with disabilities (49%), seniors and teens (48%), families (45%) and adults (42%). A smaller percentage of respondents also think the City needs additional programs for children aged 5-12 (35%) and for pre-school children (29%).
- ❖ When asked about improvements to types of programs, the most popular responses were improvements to after school programs (33%), outdoor and/or nature programs (30%) and swimming (29%).
- ❖ Respondents identified the following recreation programs as needing improvement in the quality of its programs, and needing more facilities: after school programs, day camps, fitness and lifestyle programs, music programs,

outdoor and/or nature programs, swimming and youth house league soccer.

- ❖ Reducing the cost of music programs was also noted as a needed improvement by 16% of respondents.

#### **Participation**

- ❖ When asked what limits participation, 46% of respondents had no reason, and 28% cited lack of time.

#### **Maintenance Issues**

- ❖ Sixty-eight percent of respondents think that the outdoor parks and recreation spaces are well maintained.

#### **Promotion**

- ❖ Only 57% of respondents are familiar with the Active Living Guide distributed by the City of St. John's Department of Recreation.

#### **Funding**

- ❖ A high percentage of respondents agree that the City should commit extra finding to: a multi-purpose facility (83%), Cycling Trails (71%), parks and green spaces (69%) and walking and cycling trails (68%). Support for funding swimming pools (58%), indoor gymnasiums, sport fields and outdoor pools (47%) was also high.
- ❖ Approximately 6 % of respondents surveyed felt that none of the facilities named in the survey should receive extra funding from the City.
- ❖ Respondents were asked if they would be willing to pay varying increases in their property taxes or rent to help build or operate the facilities or programs mentioned above. Approximately 60% of the 593 respondents, who agreed to extra funding for at least one facility or program, would be willing to pay an extra \$25.00 per year in property taxes or rent. 31% were willing to pay between \$26.00 and \$50.00 extra per year.

### **3.3 TOTAL DEMAND**

A total of 37 preliminary demands were identified from the public survey and stakeholder consultations. The 37 demands are summarized in Table 3.3.

**Table 3.3 Summary of Recreation Demands**

<b>Parks and Open Space Demands</b>	
1.	Continued resources to link the Grand Concourse system into newly developed neighbourhoods; expand resources for winter months
2.	More rectangular sports fields, including at least one more artificial turf field for soccer and other sports
3.	Implementation of the park development plans at Victoria, Bannerman, Martin's Meadow, Buckmaster's Circle; Bowring Park; Bidgood's Park; Rotary Park
4.	More neighbourhood parks and playgrounds
5.	One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site
6.	More bicycle trail opportunities
7.	More small neighbourhood skate parks
8.	New residential development - Design open space and trail systems as part of community design; link into existing trail network (i.e. Grand Concourse network)
9.	More support for winter activities
<b>Indoor Recreation Facility Demands</b>	
10.	More arenas (specifically public arenas)
11.	More indoor pools
12.	Large new multi-purpose leisure centre(s) with a variety of spaces
13.	More neighbourhood/community leisure centres in high needs neighbourhoods
14.	More indoor multi-purpose program spaces (gyms and activity areas) generally
15.	More indoor tennis courts
16.	Indoor walking/jogging opportunities
<b>Program and Service Demands</b>	
17.	More accessible fitness services and opportunities
18.	More services and opportunities for seniors
19.	More informal unstructured activities generally
20.	Focus on the childhood obesity issue
21.	Better promotion of all available leisure services in the City; as well as promotion of overall benefits
22.	Increased focus on young teens (11-14 years) where there is a gap
23.	Increased focus on threshold access issues (including transportation and financial access)
24.	Better cooperation with the school system to ensure all public assets are used optimally
25.	Use Recreation and Parks Services as a vehicle for Community Development
26.	Better coordination of corporate and private sponsors
27.	Continued support of Aquarena

<b>Operational and Management Issues, and Service Demands</b>	
28.	More consistency and equity in the approach to grants and other supports to local leisure groups and organizations
29.	Strategies and policies for dealing with dogs in parks
30.	Increased maintenance and development standards and services for sports fields (including washrooms)
31.	Increased coordination between Recreation Department and the Property Management Department to optimize operation of recreation infrastructure
32.	Staff recruitment, training, retention and succession planning initiatives to respond to current labour shortages
33.	Refinements to the parks planning standards and systems to ensure City obtains and retains the open spaces required to meet future needs
34.	Increased coordination of Recreation, Parks and Property Management in planning process of new park plans
35.	Volunteer recruitment, training, retention and management initiatives to respond to current decline in volunteer base
36.	Improved human resource procedures to better utilize recreation students at Memorial University and College of the North Atlantic
37.	Additional lifecycle maintenance

Once the demands were determined, the consultants began the process of assessing which demands constitute real community need, and prioritizing these needs.

## 4.0 DECISION MAKING FRAMEWORK

The framework for assessing demands to arrive at real community needs and priorities was developed and approved in a workshop with City Council and Senior Staff on March 11th, 2008. This framework was used to help set priorities and justify recommendations. The details of the decision making process are detailed in Appendix A.

The decision making framework has five components. The first element is the Benefits Based Approach. This approach recognizes that public goods are focused on indirect benefit to all citizens rather than the direct benefit to users of services. In other words, in addition to providing some direct benefit to users of recreation and parks services, this approach must clearly demonstrate that there is also some spin-off indirect benefit to the entire community independent of use of the service. In the benefits based approach, decisions are focused on achieving the greatest amount of public good or indirect benefit at the least possible cost to the taxpayer.

The Benefits Based Approach is the foundation of the decision making process, and is the most influential component. When all 37 demands are assessed using the benefits based approach, it becomes apparent which demands represent real community needs, and what the initial priorities are. This part of the Decision Making Framework also factors in order of magnitude costs, so that some measure of the cost/benefits ratio can be determined. The initial set of priorities that result from this level of assessment are then adjusted and refined by the other components of the process.

The second and third components of the decision making process introduce a more technical approach to refining priorities. This part of the process involves assessing need in terms of demographic projections and leisure behaviour trends. Demographic trends show if the need will increase or decrease as the population changes, and leisure behaviour trends determine if the need is expected to continue over the short and long term. These two components could raise or lower the priority set initially by the Benefits Based Approach.

The fourth and final step in this process is a technical validation of the need. The validation component considers, where appropriate, total use and capacity of facilities and programs, quality of spaces to meet the need, and the functional lifespan of

facilities. The technical validation of need ensures that demands put forth by residents of St. John's can and should be met. The final stage in the decision making framework is used to finalize the preliminary priorities, from which the recommendations arise. The recommendations that are finalized in subsequent chapters respond to the highest priority needs.

#### **4.1 BENEFITS BASED APPROACH**

The Benefits Based Approach involves differentiating between Demand and Need. In the public recreation sector Demand refers simply to what recreation and leisure services people say they want. Unlike the private sector, where demand is defined as the amount of good or service provided at a particular price, demand in public recreation agencies may have nothing whatsoever to do with price. Indeed, historically, and traditionally, service providers would ask users what they wanted, and provide it because they said they wanted it, regardless of price.

There is a movement away from offering public recreation services based solely on demand. Demand based planning focuses on the direct benefits to the individual user rather than the common good, and the value those users place on those benefits. The objective in offering leisure and recreation programs should be to optimize the long term net benefits and add as much value as possible.

Need is a subset of Demand. The benefits based approach recognizes that a demand for a service has to exist before there can be a need. However, in order for that service to meet a need, the provision of that service must result in some form of indirect benefit to all citizens, from which they cannot escape. In other words, meeting this need satisfies a "public good", which is defined as indirect benefit to all citizens, which is not separable.

The private sector is always demand driven. The private sector will respond if there is sufficient demand for a service or product. The public service is always needs driven. In order for it to become involved, the service must have some benefit to the entire community. Meeting the demand must result in a public good. The City of St. John's Council and senior staff have identified a series of "public goods" that could be delivered by publicly supported recreation services. The process of arriving at these public goods is outlined in Appendix A. From that process, the following mandate for this Master Plan was confirmed:



*“The City of St. John’s will use public recreation and parks services as a vehicle for achieving certain socially worthwhile goals and objectives; where such achievement clearly results in indirect benefit to all citizens.”*

The process also identified a series of 21 socially worthwhile goals and objectives. These goals and objectives are used as “public goods” to form the basis of all decision making concerning public recreation services. The 21 public goods were then applied to each recreation need, so that each need could be prioritized based on how effective it met the most categories of public good, thereby delivering more benefit to all citizens. This step in the process completes the benefits component of a cost/benefit analysis. See column one in Table 4.1 below.

Twenty seven of the 37 demands identified in the stakeholder consultations and public survey meet some degree of public good. The remaining 10 were internal management issues, and while they will not be prioritized, they will be addressed separately in this study. These internal management issues should not compete against needs for service enhancements. It is possible, and further investigation will confirm this, that all these management issues need to be dealt with.

The next step in refining the priorities based on a cost/benefit analysis is to rate each need in terms of the cost. The magnitude of the capital cost and the annual operating public subsidy required of St. John’s taxpayers were first estimated and then used to determine the viability of meeting each need. The impact of applying the capital and operating cost to each need can be seen in columns 3 and 4 in Table 4.1.

**Table 4.1: Summary of Initial Priority based on Public Benefit, Capital and Operating Costs<sup>1</sup>.**

Recreation Needs	Public Benefit	Capital Costs	Operating Support
<b>PARKS AND OPEN SPACE DEMANDS</b>			
Continued resources to link the Grand Concourse system into newly developed neighbourhoods; expand resources for winter months.	(70) M	L	L
More rectangular sports fields, including at least one more artificial turf field for soccer and other sports.	(46) L	M	M
Implementation of all park development plans.	(77) H	H	H

<sup>1</sup> *Capital Cost Code: Less than \$1M is Low; \$1M-5M is Medium; \$5-10M is High*

*Operating Tax Support (annually): Less than \$50,000 new operating support is Low; \$50,000 to \$250,000 is Medium; \$250,000-\$1M is High.*

Recreation Needs	Public Benefit	Capital Costs	Operating Support
More neighbourhood parks and playgrounds.	(82) H	M	M
One large new sports park with a variety of fields, diamonds, courts, and pitches with all support spaces on one site.	(72) M	H	M
More bicycle trails.	(63) M	H	L
More small neighbourhood skate parks.	(30) L	M	L
New residential development – open spaces and trails.	(70) M	L	L
More support for winter activities	78 (H)	L	L
<b>INDOOR RECREATION FACILITY DEMANDS</b>			
More arenas.	(41) L	H	M
More Indoor pools.	(68) M	H	H
Large new multi-purpose centre with variety of spaces.	(87) H	H	H
More neighbourhood community leisure centres in high needs neighbourhoods.	(76) H	M	L
More indoor multi-purpose spaces (gyms, activity areas) generally.	(56) M	H	M
More indoor tennis courts.	(30) L	M	L
Indoor walking / jogging opportunities.	(33) L	L	L
<b>PROGRAM AND SERVICE DEMANDS</b>			
More accessible fitness services and opportunities.	(38) L	M	M
More services and opportunities for seniors.	(47) L	M	M
More unstructured activities generally.	(69) M	L	L
Focus on the childhood obesity issue.	(66) M	L	L
Better promotion of all available leisure services in the City.	(58) M	M	L
Increased focus on young teens	(33) L	M	L
Increased focus on threshold issues (including transportation and financial access)	(63) M	M	M
Better cooperation with the school system.	(78) H	M-L	M
Use Recreation and Parks Services as a vehicle for community development.	(90) H	L	L
Better coordination of Corporate and Private Sponsors.	(71) M	L	L
Continued City support of Aquarena.	(65) M	L	L
<b>OPERATING AND MANAGEMENT ISSUES, AND SERVICE DEMANDS</b>			
More consistency and equity in the approach to grants and other supports.	n/a	These operating and management issues, and service demands have not been prioritized; they all need doing, or on further investigation don't need doing, but should not be prioritized one against the other.	
Strategies and policies for dealing with dogs in parks.	n/a		
Increased maintenance and development standards and services for sports fields (including washrooms)	n/a		
Increased coordination between Recreation Department and the Property Management Department.	n/a		
Staff recruitment, training, retention and management initiative to respond to current decline in labour base.	n/a		
Refinements to park planning standards and systems, to ensure the City obtains and retains the open spaces required to meet future needs.	n/a		

Recreation Needs	Public Benefit	Capital Costs	Operating Support
Increased coordination of Recreation, Parks and Property Management in planning process of park plans.	n/a		
Volunteer recruitment, training, retention and management initiative to respond to current decline in volunteer base.	n/a		
Improved human resources procedures to better utilize recreation students at Memorial University of NL and College of the North Atlantic.	n/a		
Additional lifecycle maintenance.	n/a		

## 4.2 IMPLICATIONS OF TRENDS

### 4.2.1 Demographic Changes in St. John's

The demographic analysis for St. John's is presented in Appendix D. The demographics of a region have several implications for Parks and Recreation services. In St. John's, these implications are:

- ❖ The trend from 1991 to 2001 had been one of population decline, with drops of 2.6% from 1991 to 1996 and 2.7% between 1996 and 2001. Overall the City's population fell by 5.2% from 1991 to 2001.
- ❖ The 2006 census showed a positive growth rate from 1996 of 1.5%. This was the first growth of the City's population since the 1986 to 1991 census period.
- ❖ Improved economic conditions in the northeast Avalon account for this population increase, mainly as a result of the development of the Hibernia offshore oilfield and other oil exploration activity.
- ❖ The Newfoundland and Labrador Statistics Agency has provided population projections to the year 2021 for the City, with high, medium and low projections resulting from various assumptions in growth rates. Continued positive economic developments will provide an impetus for growth while a decline in economic activity will provide a negative influence on population growth. The NLSA noted in 2006 that economic growth may begin to slow down in the province with the completion of major construction activity on the Voisey's Bay and White Rose projects. While Hibernia related activity will continue to exert a positive influence, without development of new fields, economic activity related to oil extraction from Hibernia will begin to abate. However, indications are that the Hebron field will be developed, so the economy should remain strong.

- ❖ There are other factors that can have an effect on demographics. For instance, an increase in the price of oil may have implications for local populations. The recent increase in price has been a windfall for the provincial treasury. Spending of this revenue by the province may create jobs in the province and the City. Further, the increasing price of gasoline may make commuting from outlying communities to the City less attractive to potential new homeowners, despite lower house prices. Both of these considerations may exert a positive influence on population growth of the City.
- ❖ There are many unknowns and precise predictions are not possible. The main factor will likely be the future of resource development projects. If new offshore oilfields, such as Hebron, are developed (and other non-oil provincial resource development projects such as the Lower Churchill Hydro project) a trend toward the high growth scenario for the City is more likely; otherwise, the medium and low growth rates are more likely. Job growth typically brings young adults and families.
- ❖ The population of the City has shown a continuous aging trend from 1986 to 2006.
- ❖ Figures 36 to 38 in Appendix D depict the age structures of the high, medium and low population projections from 2006 to 2021. In all cases the patterns indicate a population characterized by lowering proportion of the population in younger age groups (0-50 years) and an increasing older group (55-75).
- ❖ Average household income varies quite significantly across the City's five wards; \$84,772 in Ward 1 (northeast end), \$63,532 in Ward 4 (central-northwest end), \$63,213 in Ward 5 (Kilbride-Southlands-Goulds), \$58,019 in Ward 3 (west end) and \$50,108 in Ward 2 (downtown-central). Outlying suburbs, particularly the northeast end of the City have higher incomes than the more densely populated, older central parts of the City.
- ❖ In terms of families with dependent children, the rankings are Ward 1 (6,650), Ward 3 (6,335), Ward 5 (5,770), Ward 4 (5,460) and Ward 2 (5,025). Again, suburban areas are showing greater numbers in this regard than the older central parts of the City.

- ❖ Age breakdowns of children are somewhat consistent throughout the City as can be seen on the map titled “Number of Children at Home by Ward”. In all wards, roughly 25% of children are under age 6 and roughly 25% are 15 to 17 (an exception is Ward 4 where about one-third is in the under-6 group.) Approximately 50% are in the 6 to 14 age group.
- ❖ In terms of health, obesity rates are in the 20% range for the population of the Avalon. These figures were not available at a more detailed level so it can only be assumed that the rates for the Avalon overall apply to the City of St. John’s. These are among the highest in the country and indicate a need for more emphasis on health in the local population.
- ❖ In conclusion, the population in St. John’s is aging, and the number of young people is declining. The economy is currently doing well, and all indications are that it will continue to do so.

The consultants have applied these trends in Table 4.2 to determine which recreation needs will become more or less important over the next ten years. Need for services that relate primarily to young people would decline, while the need for services for older citizens would increase.

The following trends are not specific to St. John’s but reflect what is happening across the country. Awareness of these trends is necessary, as many will have an impact in St. John’s.

#### **4.2.2 Implications of Leisure Trends**

- ❖ The Baby Boom generation will continue to be active and place a high demand on services. Their preferences, however, will shift to less strenuous physical activities and to cultural activities as they age.
- ❖ More elementary schools will close as the number of children decreases, leading to a potential loss of community access to school facilities and open spaces. There will also likely be declines in swim lessons, sport participation levels, and other programs as the fertility rate remains low.
- ❖ Demands for additional sports fields and arenas need to consider the reduction in the child and youth population. While there may be the need for additional sport facilities in some specific neighbourhood areas, in many cases improving

the quality of existing ones may better meet the needs in an era of declining youth population.

- ❖ The proportion of seniors will increase, but new seniors will likely continue to use multi-generational facilities for longer periods of time, rather than use senior's centres only.
- ❖ As the cultural diversity of communities increase, the development of policies, programs and services, and marketing approaches will need to reflect this diversity and reach out to different ethno-cultural groups.
- ❖ Many ethno-cultural groups place a premium on large gatherings, (as do many organizations), for gatherings and special events. The provision of large outdoor group areas with adequate shelter and washrooms should be considered within parks systems.
- ❖ Accessibility and affordability for young families will need to be a priority. Fee policies will need to be re-examined, especially high discounts for seniors who can easily afford services. Recreation opportunities for children living in poverty needs to be a higher priority.
- ❖ Most Canadians view parks as part of the "commons". There is an expectation that they will continue to have free access to parks and trails for individual use. Care needs to be taken in introducing new fees that impact use and access.

#### **4.2.3 Implications of Behavioural Trends**

- ❖ There will be greater demands on drop-in opportunities in recreation and cultural facilities, and scheduling should ensure that these are available throughout the day. This is especially true in indoor pools.
- ❖ The development of greenways, bikeways and pathway systems is a key priority for community open spaces systems. These systems contribute to personal and environmental health and are consistent with a trend toward informal unstructured activity.
- ❖ More experiential programs will be in high demand. These include outdoor adventure programs, cultural learning and participation, and more intensive learning opportunities.

- ❖ Where feasible, more programs should be offered in compressed timeframes – a one or two day workshop instead of on a weekly basis for a longer timeframe.
- ❖ Conversely, many people enjoy the constancy and social aspects of ongoing programs. Especially for older adults, social elements should be included as part of the post-activity period.
- ❖ Volunteer recruitment and development programs will need to be revived, with retired Boomers and young people as two key targets. Volunteer experiences may need to be packaged into shorter timeframes around community projects.
- ❖ Programs aimed at rehabilitation and wellness can be offered through partnerships with the health sector. Programs offered in community, rather than clinical settings, are more likely to lead to ongoing healthy lifestyle behaviour. Fitness elements should be included in facility design.
- ❖ Youth inactivity and obesity are considered by many to be at the epidemic level. Schools play a key role but often have diminished capacity. Partnership approaches by schools, parks and recreation departments, community sport, and parents will be required to address the issue.
- ❖ There will be an increasing demand for recreation staff to work with their park counterparts to plan and provide programs that address the growing interest in gardening, plant selection, pruning and home landscaping, and group gatherings in outdoor settings.

#### **4.2.4 Implications of Organizational and Workplace Trends**

- ❖ The recruitment of young people into the community and leisure services field and its post-secondary education programs will be a priority. Young leaders also will need mentoring and professional development opportunities as they enter the field of community and leisure services.
- ❖ Parks and Recreation Departments will need to become more skilled at integrating the benefits of leisure services and their outcomes into both operational and strategic planning.
- ❖ As the field of recreation and parks partners with other sectors, it will need to ensure that there is a mutual understanding of mandates as a starting point in

the development of partnership approaches. This includes internal partnerships at the municipal level.

- ❖ Partnering with other sectors in the provision of services will require a clear set of expectations and written agreements. The development of an overall set of partnership guidelines can support this.
- ❖ Working with other sectors will create the need for developing greater skills in community development, team building and social inclusion.
- ❖ The development of a clear set of performance measures for the field will be required so that outcomes can be measured and communicated. The field needs to ensure that these measures are relevant, and are not simply output measures that are imposed by others.
- ❖ Mechanisms will be required to allow those in the field to share information about technological advances and opportunities.
- ❖ As job schedules become more flexible and people retire, there will be increased demands for day-time use – especially informal drop-in use.

#### **4.2.5 Implications of Infrastructure Trends**

- ❖ A careful analysis of the major systems of aging facilities will need to be done and a repair/retrofit plan developed. As systems such as roofs age, deterioration accelerates with time, so repairs that are put off generally become more serious and costly.
- ❖ Facilities of any age require a life cycle management plan to review the condition, and repair and replace systems within reasonable timeframes.
- ❖ Fossil fuel costs will continue to increase and systems to reduce consumption need to be considered based on payback. These include roof solar panels, heat recovery systems and motion sensitive light switches. Buildings should be planned with appropriate LEED principles and supplementary energy sources such as solar and geothermal. Water use needs to be reduced in shower, toilet, pool, and grounds/landscaping applications.
- ❖ Advocacy efforts at the provincial level need to continue to influence the criteria within the Canada Infrastructure programs and agreements. City



representation on provincial bodies plays a major role in influencing these programs. In addition, advocacy for a separate Newfoundland and Labrador Infrastructure Program for recreation, sport and trail programs is needed.

- ❖ Active transportation systems are a major contributor to individual and community health. Ideally, walkway and bikeway connections should be made to indoor facilities. At a minimum, adequate bicycle parking and storage should be provided.
- ❖ Care should be taken before developing stand alone senior centres because of changing expectations of the coming generation of older adults. Seniors' oriented spaces should be grouped with other adult program spaces and include social elements.
- ❖ Stand-alone youth facilities have proven to be less effective in most settings than the inclusion of youth elements in multi-generational facilities. Again, these spaces should be grouped with gymnasiums and other active areas.
- ❖ The most successful youth parks have enough elements that they attract a range of youth groups and interests. These elements may include a skateboard facility, sport courts and social gathering spaces.
- ❖ Partnering with other sectors in recreational facilities requires careful planning and clear agreements. The most successful ones are those that involve program partnerships rather than simply being a landlord-tenant relationship.

#### **4.2.6 Implications of Environmental Trends**

- ❖ The stewardship of natural environments requires sound and sensitive management practices; many communities have developed natural areas and urban forest management plans, and integrated pest management plans.
- ❖ There is increased interest and opportunity to engage local citizens and groups in environmental stewardship activities such as stream and riparian zone restoration and the removal of invasive species.
- ❖ The conservation and wise use of water needs to be infused into park operations, including automated irrigation systems and drought tolerant, native plant selection.

- ❖ Energy conservation in facilities and parks operations needs to become a greater priority, especially with older facilities that are “energy hogs”.
- ❖ With a heightened interest in nature and the environment, local authorities may consider interpretive programs, signage, and environmental education and information programs.
- ❖ Environmental education should include an understanding of how the individual can impact on and support environmental health. This includes using active and public transportation, household watering and chemical use, and other practices.
- ❖ Parks operations need to consider the likely impacts of climate changes on flora and fauna and examine longer-term planting programs in terms of these changes. Plans must also be made to deal with tree damage and other damage from significant storms.
- ❖ Parks and recreation departments should consider becoming environmental leaders in their communities through a combination of sound environmental practices, educational programming, and citizen involvement.

It should be clarified that trends and demographics are general indicators. For example, while youth sport participation has dropped along with the number of children, the number of activities provided in excellent programs and leadership opportunities has still increased.

Positive, neutral, and negative influences are defined as follows:

- **Positive:** The trend indicators are that the recreation need (activity and facility types) will increase over the next ten years, and that the demographic shifts support the need.
- **Neutral:** There are no clear indicators that the trends or demographic influences will change the needs appreciatively. Some recreation facility needs also retain the status quo by upgrading existing aging facilities.
- **Negative:** The indicators are that the recreation need will diminish because of trends or demographic shifts.

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
<b>PARKS AND OPEN SPACES</b>							
1. Continued resources to link the Grand Concourse system into newly developed neighbourhoods; expand resources to winter months.	(70) M	L	L	POS	POSITIVE	93% of survey respondents are walkers, 61% think more walks needed. Walking most sought after community recreation activity in NA. Matches demographics trend and supports aging population and community wellness.	HIGH
2. More rectangular sports fields, including at least one more artificial turf field for soccer and other sports.	(46) L	M	M	NEG	NEUTRAL	Soccer has grown considerably throughout Canada and in NL. As elsewhere decline in youth cohort in St. John's is impacting participation. While registration for minor soccer increased over the last few years, registration is down this year (up in the Goulds). Improving existing fields may be best approach.	LOW
3. Implementation of all park development plans.	(77) H	H	H	POS	POSITIVE	Improves quality of existing on-going park activities. Supports current trend in NA cities to upgrade parks and green spaces. Matches aging demographic and supports accessible recreation activities.	HIGH
4. More neighbourhood parks and playgrounds.	(82) H	M	M	POS	NEUTRAL	Public survey showed strong support 60% of survey respondents saying more are needed. Supports unstructured play, a current facility trend. Responds to family based activities and neighbourhood building.	MEDIUM

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
5. One large new sports park with a variety of fields, diamonds, courts, and pitches with all support spaces on one site.	(72) M	H	M	POS	NEGATIVE / NEUTRAL	Provides opportunity for special events and sport tournaments; caters to a larger variety of sport activities in one area. Supports family activities by grouping facilities. Does not match aging demographic but supports current users. Often making modifications to existing infrastructure is better than financing new facilities to meet demand.	LOW
6. More bicycle trails.	(63) M	H	L	POS	POSITIVE	Cycling is a growing recreation activity. Supports green transportation and active living.	MEDIUM
7. More small neighbourhood skate parks.	(30) L	M	L	POS	NEUTRAL	Services existing need and addresses recreation needs for 12-14 yr olds. The City has generally had a positive experience with skate parks.	LOW
8. New residential development – open spaces and trails.	(70) M	L	L	POS	POSITIVE	A current trend in residential development in NA is to negotiate with developers to create trail linkages and integrated open space. Meets demographic, encourages youth activity and relatively inexpensive to implement.	HIGH

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
9. More support for winter activities.	78 (H)	L	L	POS	POSITIVE	Winter activities are becoming more popular generally. Winter walking, hiking, and Nordic Skiing are very popular, as are youth learn to ski programs. The programs offered at Pippy Park in partnership with the City are at capacity. Roughly a third of those who use the Grand Concourse walk in winter.	HIGH
<b>INDOOR RECREATION FACILITY DEMANDS</b>							
10. More arenas.	(41) L	H	M	NEG	NEGATIVE/NEUTRAL	Recent study suggested one arena needed in short term and additional needed in long term.	LOW
11. More Indoor pools.	(68) M	H	H	POS	POSITIVE	High capital and maintenance costs. Matches demographic and recreation trends. Often developed as a component of a multi-purpose multi-generational facility. Both Mews Centre and Wedgewood Park Recreation Centre pools beyond lifespan and need to be replaced.	MEDIUM
12. Large new multi-purpose centre with variety of spaces.	(87) H	H	H	POS	POSITIVE	Matches current trends in facility development. Can integrate needs of broad cross-section of community. High capital and maintenance costs, operational costs can be reduced through diverse and innovative facility programming.	MEDIUM

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
13. More neighbourhood community leisure centres in high needs neighbourhoods.	(76) H	M	L	POS	POSITIVE	Matches current trends to provide neighbourhood based community centres.	HIGH
14. More indoor multi-purpose spaces (gyms, activity areas) generally.	(56) M	H	M	POS	POSITIVE	Provision of multi-purpose spaces to support a variety of recreation needs is a current trend. Multi-purpose spaces can sometimes be provided in neighbourhood schools.	MEDIUM
15. More indoor tennis courts.	(30) L	M	L	POS	NEUTRAL	Tennis declined in 1998 and has been making a comeback in some areas. Existing facilities should meet current demand.	LOW
16. Indoor walking / jogging opportunities.	(33) L	L	L	POS	POSITIVE	Usually provided informally and can readily be added to new and existing indoor recreation facilities.	HIGH
<b>PROGRAM AND SERVICE DEMANDS</b>							
17. More accessible fitness services and opportunities.	(38) L	M	M	POS	POSITIVE	Fitness training - a growing trend with baby boomers and echo boomers. City has no facilities that have weight equipment.	MEDIUM
18. More services and opportunities for seniors.	(47) L	M	M	POS	POSITIVE	Number of seniors increasing. Generally seniors prefer activities that are integrated with other age groups.	MEDIUM
19. More unstructured activities generally.	(69) M	L	L	POS	NEUTRAL	Matches current trends for drop-in activities versus structured scheduled programming.	HIGH
20. Focus on the childhood obesity issue.	(66) M	L	L	POS	POSITIVE	St. John's the most obese city in Canada. Matches current trend. Future impact of type II diabetes and other ailments resulting from obesity a major concern.	HIGH

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
21. Better promotion of all available leisure services in the City.	(58) M	M	L	POS	NEUTRAL	A number of residents do not use and not aware of activity guide. Current trend is for recreation departments to promote all available activities and programs, including those offered by other organizations.	HIGH
22. Increased focus on young teens	(33) L	M	L	POS	NEUTRAL	A marginalized group that is often a challenge to reach. Creative programming a must.	MEDIUM
23. Increased focus on threshold issues	(63) M	M	M	POS	POSITIVE	Need to provide access to recreation programs and activities for all citizens. Transit identified as an important issue.	MEDIUM
24. Better cooperation with the school system.	(78) H	M-L	M	POS	NEUTRAL	Current trend is to use, through partnership agreements, schools as community recreation centres. Restricted access for after hours a challenge but costs to undertake low. New schools should be designed and programmed to support neighbourhood recreation needs.	HIGH
25. Use Recreation and Parks Services as a vehicle for community development.	(90) H	L	L	POS	NEUTRAL	Current trend is toward Recreation and Parks as not simply a provider of recreation programs but as the support of community development. Focus is towards an active lifestyle and community wellness.	HIGH
26. Better coordination of Corporate and Private Sponsors.	(71) M	L	L	POS	NEUTRAL	The number of private corporations looking to support recreation and parks is increasing. A coordinated approach can ensure City priorities receive private support.	HIGH

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
27. Continued City support of Aquarena.	(65) M	L	L	POS	NEUTRAL	The Aquarena is one of the most used recreation facilities in the city. The number of swims is much higher than at City owned facilities.	HIGH
<b>OPERATING AND MANAGEMENT ISSUES, AND SERVICE DEMANDS</b>							
28. More consistency and equity in the approach to grants and other supports.	n/a					Corporate sponsors expressed a desire to work with the Department and support programs that the department sees as being a priority.	
29. Strategies and policies for dealing with dogs in parks.	n/a					Current animal control bylaws recently strengthened to better control dog's off-leash. Municipal enforcement officers now have power to fine owners who do not pick up their dog feces or have their dog off-leash. According to Grand Concourse user surveys "doggie- do" and dogs off leash are the biggest problem faced by walkers.	
30. Increased maintenance and development standards and services for sports fields (including washrooms)	n/a					The Velocity Maintenance System will be applied to recreation and parks facilities and should address this issue.	
31. Increased coordination between Recreation Department and the Property Management Department.	n/a					Recreation Department challenged to have building maintenance issues addressed in a timely manner. Building and Property Management Division is challenged to respond to its numerous requests for city-wide service. A Building Caretaker provided by this Division at major indoor facilities during peak hours should in large part rectify the problem.	



**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
32. Staff recruitment, training, retention and management initiative to respond to current decline in labour base.	n/a					The Recreation Department is facing a human resources challenge; already they are facing a deficit in aquatics professional to run programs. The City should undertake, through the Human Resource Department a Human Resource Needs strategy specific to the Recreation Department.	
33. Refinements to park planning standards and systems to ensure the City obtains and retains the open spaces required to meet future needs.	n/a					Open Space and Park needs should be identified City-wide and the land required for future recreation, conservation and preservation identified and enshrined in the Municipal Plan. The City should undertake such a study.	
34. Increased coordination of Recreation, Parks and Property Management in planning process of park plans.	n/a					Design of park spaces must be influenced directly by the Recreation Department as it programs the spaces. Streamlining the parks and open spaces programming, planning, design and construction process is an internal matter that should be coordinated by the Department Heads.	
35. Volunteer recruitment, training, retention and management initiative to respond to current decline in volunteer base.	n/a					The Recreation Department has lost partnerships due to dissolving of volunteer associations. Volunteers are important to support neighbourhood programs and initiatives. Department could take a leadership role in developing and implementing community volunteer programs.	

**Table 4.2: Synthesis of Priority Assessments Before Validation**

Recreation Needs	Public Benefit	Capital Costs	Operating Support	Leisure Trends	Demographic Changes	Comments	PRIORITY
36. Improved human resources procedures to better utilize recreation students at Memorial University of NL and College of the North Atlantic.	n/a					Better coordination between the School of Human Kinetics and Recreation and other departments at Memorial University of NL (April) and College of the North Atlantic (June) concerning the hiring of summer students by the Department of Recreation would help provide skilled students to the Department.	
37. Additional lifecycle maintenance.	n/a					It is anticipated that the Velocity Maintenance Management System currently being implemented at the City should deal with this issue.	

The ranking within Table 4.2 is not necessarily the final ranking of project priorities. For example the next chapter could determine that the perceived demand is not technically validated, or two or three needs may be grouped together and then prioritized. The next chapter describes the final stage in determining leisure and recreation priorities.

## 5.0 TECHNICAL VALIDATION OF PRIORITIES

In this chapter, the final technical assessments are provided for each recreation and parks need. For the facilities, the need is analyzed with respect to current use in relation to existing capacity for use, and the real need tested against perception of need. Options on how to proceed to meet the need are provided where appropriate, and some tentative conclusions are taken forward into the next three chapters, where a plan to meet all the highest need is outlined.

### 5.1 CONTINUED RESOURCES TO LINK THE GRAND CONCOURSE WALKWAY SYSTEM INTO NEWLY DEVELOPED NEIGHBOURHOODS AND EXPAND RESOURCES FOR WINTER MONTHS.

The Grand Concourse walkway system is a 125km network of trails that extends from St. John's to the Town of Paradise. Of this, 106km is in the City of St. John's; 60km is a linear greenway, and another 46km are street walkways and linkages. Development of the walkway system was spearheaded by a local philanthropist and businessman, Paul Johnson, LLB, of the Johnson Family Foundation. The Grand Concourse Authority (GCA) was established in 1994 to plan and develop the system in partnership with several organizations. It cost over \$27M to build the Grand Concourse.

The walkway system has transformed St. John's into one of the best cities in Canada in which to walk and is very well used by residents. A 2002 Telephone survey conducted by the Grand Concourse Authority found that 40% of respondents used the walks daily and an additional 45% use the walks weekly. The 2006 Intercept Study also conducted by the GCA found that 86% of those interviewed use the walks several times a week. Approximately 33% of those walk for mental well being as well as physical health, and a further 27% use the walks in the winter. The public survey conducted for this study confirmed that a very high percentage (93%) of respondents have walked as an activity in the past year.

The recently completed Grand Concourse Authority Benefits Study (January 2008) estimates that the Grand Concourse has been responsible for encouraging 10% more people in the region to be more active. The report also suggests that the Grand

Concourse yields \$6-7 million in direct medical benefits annually. Based on studies in other areas, the study estimates that every \$1 invested in the Grand Concourse results in \$2-5 in benefits to employers resulting from increased productivity, reduced absenteeism and reduced job accidents. It costs approximately \$500,000 annually to maintain the walks within the City limits, making this facility one of the most cost effective public investments in terms of the public benefits derived per dollar invested.

The GCA Benefits Study suggested a variety of improvements, including:

- ❖ appoint a program officer to develop partnerships in health and education and to facilitate employee walk to work programs and similar school initiatives
- ❖ evaluate the GC and its suitability for multi-use activities
- ❖ promote the development of walking groups
- ❖ target two sections for winter walking and expand snowshoeing, and cross-country skiing opportunities
- ❖ develop themed walks with supporting interpretation.
- ❖ extend the GC into new subdivisions and neighbourhoods and encourage innovative and land intensive neighbourhood designs that make community services, schools and workplaces accessible from walkways.

The Grand Concourse can be accessed from most neighbourhoods in the City. Currently, most residents are within a 10 minute walk from one of the 34 natural trails that make-up the system. The walkway system was designed to link to neighbourhoods, schools, seniors' homes, high needs areas, government institutions, and the Metrobus system. Many of the walkways are accessible.

While the Grand Concourse was designed primarily for walking, one section of the walkway system, the Newfoundland T'Railway (the abandoned railbed) was designed for both bicycles and walkers.

A challenge now is that newly developed, and developing, neighbourhoods not part of the original Grand Concourse Master Plan are not linking into the Grand Concourse system. This is leading to a gap in the Grand Concourse network and, for residents who live in these areas, preventing easy access to a city wide network of walks. This gap is due in part to existing City of St. John's development regulations, which do not require new residential developments to link into existing recreation infrastructure. Examples of new developments not linked into the Grand Concourse are Clovelly, Kenmount Road, and Southlands (Clovelly and Southlands have internal walks but are not connected into the overall system). Other communities not linked into the Grand Concourse include Kilbride, and the Goulds.

Another challenge is that the internal trails created by the developers in these new areas have not been constructed to standards prescribed by the Grand Concourse Authority and the City. This has resulted in the City having to upgrade these walks at a cost to taxpayers.

The maintenance system developed for the Grand Concourse requires that the City provide financial support to the GCA for the prescribed maintenance. A portion of these funds is earmarked for long-term capital replacement.

#### **OTHER POINTS TO CONSIDER**

Walking is one of the most popular recreation activities in the world and integrated walkway systems are the most sought after community-wide amenity in North America. Dollar for dollar, walking trails are the best investment in recreation a community can make for its citizens.

Walking trails support the current aging demographic trends, and provide tremendous health benefits in terms of tackling obesity. Recent Fitness and Wellness Canada studies suggest that residents who are within a 10 minute walk of a trail are more likely to be active.

The City has already made a substantial investment in the GC and the GCA. The investment is paying high dividends for the City and should continue and be expanded to support community health and education.

The system is benign, supports bio-diversity and is accessible to all – it is the ultimate “drop-in” recreation facility.

Investing in trail system extension and enhancement is an important initiative that is clearly needed and easily justified.

## **5.2 MORE RECTANGULAR SPORTS FIELDS**

The City currently has 37 rectangular sports fields (33 soccer fields and 4 rugby fields) that are used primarily for soccer and rugby. Ultimate Frisbee and touch and flag football are played primarily at Brother Egan, but at other facilities as well. The number of soccer fields has increased recently with the addition of Mundy Pond and Bowring

Park fields. As well, a new artificial turf facility replaced the natural turf field at King George V Park.

Minor and adult sports fields are essential elements in developing lifetime leisure skills, increasing fitness, broadening access to leisure activities and creating a healthy community. The facilities serve to connect the community socially; supporting the family unit, and integrating age and ability classes. The trend, however, toward organized team sports is not positive. It will be increasingly difficult to recruit new players within a shrinking market of young citizens.

**Table 5.2 (a): No. of Youth and Senior Soccer Players**

	2005	2006	2007	2008
<b>No. of Youth Soccer Players</b>	2,924	3,293	3,346	*3732
<b>No. of Senior Soccer Players</b>	418	418	412	540

\* Numbers for 2008 include number of youth registered in the Goulds Kickers Soccer Association (GKSA). Data was not available for 2005-2007. However, in 2004 there were 430 players registered in GKSA, showing an increase in youth participation.

No data is available to confirm the number of people playing rugby. The use of the fields for ultimate Frisbee and Touch Football is not recorded. The consultants understand that the use of the fields for Ultimate Frisbee is increasing. Ultimate Frisbee requires only a reasonable quality rectangular field for games, and any flat grassed open space for practice. Existing fields should support current demand for games, and free play fields should be included in new community parks to support practice.

Demand is greater than supply for City owned fields during peak time hours. Given that two newer fields are underutilized, Bowring Park and Southlands, it appears that access, (in this instance distance players must travel) is a perceived barrier.

Senior soccer uses King George V, Mundy Pond, Wishingwell x 2, Southlands, Feildian's (private facility) and Bowring Park (tier 2 ladies only); and St. Pat's (seven -a- side).

The senior league is comprised of: Ladies 11 teams; Intermediate Men 18 teams; Challenge Cup Ladies 5 teams (one from Mount Pearl); and Challenge Cup Men five teams (one from Mount Pearl /one from St. Lawrence).

Trending is generally upwards over the last two years. For example, Intermediate Ladies have grown from 7 to 11 teams, Intermediate Men from 14 to 18 teams. Masters Men stayed constant at 7 teams, and the Challenge Cup stayed at 5 teams. Ladies Senior (Jubilee) reduced by one team in this period.

St. John's soccer fields currently serve approximately 3700 users in total: youth (minor) and senior (players from the St. John's Soccer Club), and the Youth Soccer League (run by the City of St. John's). As well, 1500 all star players from the Aliant Metro Soccer League play in St. John's. These players represent 70 teams from ten minor soccer associations on the Avalon Peninsula. The City, therefore, is not only serving its own residents but also contributes field time to a regional soccer league. (Note: New additional soccer fields are planned, or have been recently constructed, in Paradise and Conception Bay South.) And, while the City must continue to support regional players, it must serve its residents really well.

Given the current and predicted level of soccer participation in the City, the consultants feel that the current quantity of soccer fields in St. John's, including school owned fields, is sufficient to meet soccer demand over the next ten years. The inventory confirmed that the quantity of the existing facilities is not the problem, but the quality of the playing surface is. As well, even though there are enough fields, natural turf fields are often closed due to wet weather. In the spring the soccer season cannot get underway until the fields are dry, and season delays are frequent. Converting one soccer field from a natural turf field to an artificial turf field might be a solution.

The natural turf surface of soccer fields needs improvement. The surface of a sports facility is the most important component for the effective performance of the athletes. Field surfaces of many existing senior league fields in St. John's are irregular, and also prone to compaction. These conditions create a hazard for players: excessively hard surface can result in head trauma, concussions, leg injuries, and irregular surfaces are a tripping hazard and cause unstable footing.

### **Rugby**

NL Rugby Union is comprised of four teams: Swilers Rugby and Vandals, St. John's; Dogs, Mount Pearl; and Baymen, Conception Bay South. The league is self-funded by players and through fundraising efforts. While these teams do not need new fields, they encounter challenges with field surface quality. They would prefer that the City maintain their fields. The current user/pay program they have for two fields at Crosbie Road is not adequate to cover field maintenance costs. The Swilers Rugby Football Club is an autonomous organization. It has a 99 year lease on land owned by the City at Crosbie

Road. Through fundraising they have managed to build a world-class Swilers Rugby Club building on this land.

The Provincial Training Centre recently opened adjacent to the Swilers Rugby Complex. The Centre will offer training for the Province's elite athletes. The Rock plans to use the facility for indoor dry-land training.

The Vandals play on the field at Quidi Vidi Lake but the field is of poor quality and has no washrooms or change-rooms. The Vandals would support, through fundraising the development of a building similar to what the Swilers have with a clubhouse and locker facilities.

Some players expressed the desire that Rugby be consolidated to one area of the City. This would support the individual clubs, the school league, minor players and the hosting of tournaments.

Rugby can be played on an artificial surface and the sport supports the development of full-size indoor facilities that can support year round play and be used by both soccer and rugby.

All of the local high schools have a rugby team and the high school league is very successful. Minor players start at age 7 and the sport is trying to develop a minor feeder system that is the key to the long-term success of the sport.

In summary, there are two thrusts associated with rectangular sports fields in St. John's: 1) Achieving Significantly Higher Standards for Natural Turf Fields and 2) Increasing the Number of Artificial Turf Fields in the City.

### **Achieving Much Higher Standards for Natural Turf Fields**

The consultants firmly believe that achieving higher standards for natural turf fields will enable the City to not only meet demand over the period of this Master Plan, but will also provide participants with a safer, more enjoyable experience.

To achieve much higher standards for natural turf fields, at least three soccer fields will need to be resurfaced. They are:

1. Wishingwell Field One
2. Wishingwell Field Two
3. Feildian Grounds



Several rectangular sports fields in the City also require new accessory buildings or major renovations to existing facilities. Generally speaking all fields should have washrooms, change rooms and showers.

Fields requiring new or upgraded accessory buildings are:

1. Feildian Grounds
2. Wishingwell Park
3. Bowring Park

Improvements made to the rectangular turf fields must follow industry construction standards and practices for rectangular sports fields.

**Increasing the Number of Artificial Turf Fields in the City.**

Soccer and Rugby require a hardwearing surface that will stand-up to the wet weather of St. John’s. While the City has enough rectangular fields it does need increased capacity to hold games in inclement weather and to extend the soccer season. The new artificial turf field at King George V was used 252 days last year.

The consultants believe one more artificial turf field is justified. The best location for this field is at Swilers Rugby Pitch, Crosbie Road. Locating the field at Swilers would enable the City to service both the Central zone with an artificial turf and support the development of both rugby and soccer.

**Ball Diamonds**

The City has 21 ball diamonds. Detailed information on registration is only available for minor baseball and masters softball. Information on hours available versus hours booked is only available for minor baseball.

The number registered for baseball has been fairly consistent with a slight downward trend in 2006 from 2005. The Masters Softball League has been constant for four years.

**Figure 5.2 (b): Number Registered**

	2003	2004	2005	2006
St. John’s Amateur Baseball Association.	180	200	200	180
St. John’s Minor Baseball Association	287	321	400	378
St. John’s Masters Softball League	128	128	128	128

Interviews with baseball and softball officials clearly indicate that the City has sufficient fields to meet demand. As well, with the recent decision to light the field at Terra Nova, the City has sufficient fields that are illuminated.

The consultants have determined there is no need for additional ball diamonds in the City. However, while we cannot justify more ball diamonds, we can justify better quality. Improving ball diamonds should focus on adding lighting to the fields, especially to the facility at Terra Nova Road. The cost of adding lights to this facility is \$500,000. Many bleachers also need to be replaced at ball diamonds in the City, at a cost of \$1.5M - \$1.75M. The City has already implemented a bleacher replacement strategy and will spend \$300,000 a year for the next five years. The consultants' assessment of the turf in these facilities indicates that the turf quality runs from good to adequate, and that no major resurfacing is justified.

### **5.3 IMPLEMENT PARK DEVELOPMENT PLANS**

Over the past several years, a number of Master Plans were developed to guide the redevelopment and/or new development of city parks. Parks for which plans currently exist are:

- ❖ Bowring Park
- ❖ Victoria Park
- ❖ Bannerman Park
- ❖ Martin's Meadow
- ❖ Buckmaster's Circle
- ❖ Goulds Bidgoods Park and
- ❖ Rotary Sunshine Park.

The City has taken a phased development approach to implementing the plans; therefore some of these plans are in the process of being implemented while others have not yet commenced. All park plans that are currently being implemented are done so in partnership with outside organizations. For example, Bowring Park is currently being redeveloped by its partners the City of St. John's, the Bowring Park Foundation, and the Grand Concourse Authority. These partner organizations are instrumental in raising funds and also serve as a catalyst for ensuring the plans are implemented. The preference of the City is to implement all of these park plans in partnership with outside organizations.

**Parks that are currently being re/developed based on their Master Plans are:**

- ❖ Bowring Park (in partnership with the City of St. John's, the Bowring Park Foundation, and the Grand Concourse Authority)
- ❖ Goulds Bidgood's Park (in partnership with City of St. John's, the Goulds Lions Club, the Bidgood family, and the Grand Concourse Authority)
- ❖ Rotary Sunshine Park, in partnership with the City of the St. John's, the St. John's Rotary Club, the Town of Portugal Cove/ St. Philips and the Grand Concourse Authority.

Plans are also underway to upgrade Buckmaster's Circle and Martin's Meadow. The development of Buckmaster's Circle is in partnership with Newfoundland and Labrador Housing Corporation (NLHC), the City of St. John's, and the Grand Concourse Authority, while the development of Martin's Meadow is in partnership with the Province. Redevelopment of these sites will begin in 2009.

The City has not begun the process of implementing its plans for Bannerman Park and Victoria Park. The slow process of getting these park master plans underway has been a source of frustration for some citizens, as expressed during the stakeholder consultations. Through its Capital Grants to Community Groups Policy, the City will provide 50-50 capital funding to non-profit groups or organizations to construct or renovate recreational facilities for citizens. For example for every dollar the Bowring Park Foundation's contribute to park development, the City also contributes one dollar. However, to get to this stage, the lead organization or partners have to first confirm their portion of funding. It is estimated that at today's cost, the capital cost to implement each of these master plans is \$5 million dollars.

The development of Victoria Park and Bannerman Park should be a priority. It is anticipated that public support for these parks would be high, as they both serve a high needs area.

The City should assume a leadership role in the implementation of these Master Plans. Both of these parks lack a strong committee to move the plans forward. The Friends of Victoria Park, which was the lead organization in preparing the Victoria Park Development Concept, now has only a small number of active committee members, and the committee established to oversee the development plan for Bannerman Park is no longer active. The City could partner with the Grand Concourse Authority, which could act as a catalyst to leverage funding and oversee the implementation of the plans.

However, the resources of the Grand Concourse Authority should be augmented to increase its capacity to enable the organization to do this.

Developing Victoria Park and Bannerman Park would meet the goal of providing the maximum public good, especially in fostering a sense of community and in providing inclusive and accessible recreation and leisure services at the neighbourhood level. Programming for the Park must be designed to ensure residents at the neighbourhood level have an opportunity to increase fitness, develop lifetime leisure skills, and connect people to their communities. The City has made a substantial investment in developing plans for these parks and the public has been engaged in the planning process and fully support the proposed developments.

#### **5.4 MORE NEIGHBOURHOOD PARKS AND PLAYGROUNDS**

The main objective of the play lots and neighbourhood parks is to bring people together to recreate and socialize close to home. Neighbourhood parks provide essential access to aesthetic green spaces and may be the main recreational area for neighbourhood residents. Although extensive research has not been conducted in the area, it can be assumed that neighbourhood parks and playgrounds, and the activity that occurs within them, can play an important role in the prevention of childhood obesity.

The benefits of green spaces to the health and well being of a community were identified as an important need of residents throughout the consultations. Residents in St. John's want more neighbourhood parks and open spaces, playgrounds and tot lots, and have expressed a need for more neighbourhood facilities, including green space for unstructured play opportunities, and neighbourhood parks with unique and interesting play opportunities.

To be clear on what is meant by a neighbourhood parks, it is best to describe them based on some general characteristics. Typically, a neighbourhood park will service an area of 0.4 - 0.8 km, and be uninterrupted by major roads and barriers such as wetlands and ponds. It will be within a reasonable walking distance and preferably will be centrally located within the area it serves. A neighbourhood park ideally is connected to neighbourhoods via trails or sidewalks.

Generally, the amenities found within a neighbourhood park include, but is not limited to:

- ❖ A play area for multiple age groups
- ❖ Accessible trail loop internal to the Park and a connection to a trail system
- ❖ Open maintained green space
- ❖ Basketball halfcourt and hardcourt area for games
- ❖ General amenities such as benches, picnic tables, lighting
- ❖ Ornamental landscape planting near active use areas
- ❖ Natural landscaping
- ❖ Skateboard Spots (where appropriate)

The St. John's Municipal Plan, Section 6.2.2 Park Classification identifies three types of Residential Parks:

- ❖ **Play Lots** – play areas for young children and rest areas for older children and adults usually 0.1 to 0.2 hectares in area and 200 meters maximum walking distance from residents.
- ❖ **Neighbourhood Parks** – passive areas and active play areas for children and young teenagers usually 0.4 to 0.8 hectares in areas and 800 meters maximum walking distance from residents.
- ❖ **District Parks** – passive areas and active play areas that provide facilities for organized sports (e.g. Bannerman, Victoria, and Wishingwell Parks) usually 0.5 to 1.0 hectares in area with suitable road access.

The consultants' initial assessment of the number and location of Play Lots and Neighbourhood Parks indicates that the standard identified in the Municipal Plan is not always being followed. It would appear that play lots and neighbourhood parks are, at times, an afterthought and are not being planned as an integral part of new residential developments. For example, three newly developing areas in the City currently lack sufficient preserved green spaces, neighbourhood parks, tot lots and playgrounds based on the standards described in the Municipal Plan. Nor do these areas physically link into the Grand Concourse Walkway system, something that is identified as being desirable in Section 6.2.3 of the Municipal Plan. The residential areas are, again, Kenmount Road, Southlands, and Clovelly.

Addressing the need for the neighbourhood parks and playgrounds in new developments is broader than adopting a recreation policy: it is an urban planning issue. Therefore, the first need is to include City Planners, Parks Division and the Recreation Department in the process of formalizing an approach to include neighbourhood parks and play areas in all new developments; the programming of these new spaces needs to be developed in partnership with all three departments.

Current standards state that one play lot (tot lot) would be built for every 70 homes. Based on this standard, a new development such as Kelsey Drive on Kenmount Road, where 3500 new homes are planned, would require 50 tot lots. However, the cost of following this standard is actually quite high: Tot lots, because of their small size, and because of the narrow range of the population they serve (often 3-5 year olds or 6-8 year olds), are the most expensive public space per acre to maintain. Tot lots should only be provided in exceptional cases where neighbourhood parks do not suffice to meet the need; cases such as densely populated areas where residents do not have back yards, or significant parts of a neighbourhood not within walking distance to a neighbourhood park.

How tot lots get allocated needs to be adjusted based on the demographic and population density of the proposed development. The approach to how neighbourhood parks and playgrounds get developed should not be based on one per 70 homes, but rather on community needs. Playgrounds and neighbourhood park amenities have to become an integrated and planned component of all development plans and viewed with the same level of importance as the road network, water and sewer.

Where possible neighbourhood parks and playgrounds should be linked ecologically into the broader open space system, and be able to access the communities integrated recreational pathway system – the Grand Concourse.

St. John's has lots of green space, but a lot of the open green space is on school grounds and controlled by the Eastern School District. These spaces may contain sports fields, playgrounds, and playing fields. In some instances they are located near neighbourhood community centres. Many school grounds provide the best opportunity to develop neighbourhood parks especially in areas where there is a lack of public green space, such as in the inner city area.

Based on the above analysis, the following is justified:

1. The City development regulations should be updated to require that all development plans submitted to the City include an Open Space Plan designating Play Lots and Neighbourhood Parks, and access to the Grand Concourse Walkway system as per the Municipal Plan.
2. The City should update and consolidate its current parks classification system in the Municipal Plan to create a City-wide Parks and Open Space Classification system. The system highlights the level of development, the amenity to be provided for each open space classification, and the level of maintenance and funding required for the parks and play areas.
3. The Municipal Planning regulations require an updated Open Space policy document to support the proposed classification system.
4. Allocation of open space and play areas must also take into account demographics, density, and existing site conditions.
5. Where practical and feasible, neighbourhood park plans must include linkages to the Grand Concourse walkway system.
6. Based on the classification system, the City should assess needs on a city - wide basis and make adjustments to existing Neighbourhood Parks and Play Areas.

## **5.5 ONE LARGE NEW SPORTS PARK WITH A VARIETY OF FIELDS, DIAMONDS, COURTS AND PITCHES WITH ALL SUPPORT SPACES ON ONE SITE.**

The North Zone of the City is currently served by facilities at the Caribou Complex and Quidi Vidi Lake. Caribou Complex is privately run by a for-profit organization and has two softball diamonds and accessory buildings. A new (private) indoor soccer pitch (under development) will be built near the Complex. A rugby field is located at Quidi Vidi Park, and King George Fifth premier soccer facility is located at the head of the Lake. Wyatt Park, with a softball diamond and basketball courts, is also not far from the head of the Lake. This area also has four Grand Concourse Trails, one that circumvents Quidi Vidi Lake and three others that link into it. A dog park is also located at Quidi Vidi Park. The addition of landscape features could be added to unify and link all these facilities into one large complex.

The Central Zone has a number of sports facilities in close proximity that could also be developed as one sports complex. Wishingwell Park has 2 soccer pitches, 4 tennis courts, 2 baseball diamonds, a playground, the Grand Concourse trail, change rooms, and a maintenance facility. (The headquarters of the Newfoundland and Labrador Council of Scouts Canada is also on site.) Immediately west of Wishingwell Park, off Crosbie Road, is the Swilers' Rugby Complex with 2 rugby pitches. The Swilers Clubhouse is also on site and has meeting rooms and change rooms with showers. Adjacent to the Swilers Complex is the newly constructed elite athlete provincial sport and training centre.

Wishingwell/Crosbie Road is approximately a five minute walk up Ropewalk Lane or via the Grand Concourse Trail to the Mews Centre and Mundy Pond Park.

A sports complex could also be developed in the South Zone at the Goulds Recreation Centre site. This site currently houses 1 soccer field, 2 minor fields, 2 softball fields, and a playground. A new full-size soccer facility is scheduled to be built on the site.

With minimum costs and minor adjustments, a sports complex can be developed at each zone. One of these zonal sport complexes, the Central Zone, can be the site of a City Wide facility. The Swilers field could be converted to a combination rugby/soccer pitch with an artificial turf field to help accommodate this need.

## **5.6 MORE BICYCLE TRAIL OPPORTUNITIES**

The City has recently completed a Cycling Master Plan which addresses this issue. The City recognizes the need for bicycle trails in the City as a priority, and this Recreation and Parks Plan reaffirms that need. The demand for bicycle trails was stated throughout the stakeholder consultations, and 78% of residents surveyed agreed that more bicycle trails were needed, the highest support for any outdoor facility. It was also identified as the outdoor facility “most” needed.

The cost to develop a bicycle trail is high. However, the City has prepared a Cycling Master Plan. The City is aware that there will be challenges in some development areas, particularly as it relates to finalizing the route where it incorporates or abuts the Grand Concourse trails. Land ownership will also be an issue in acquiring the required width, just as it was a major challenge in the development of the Grand Concourse walkway



system. The details of integrating bicycle trails into the existing linear corridor will have to be carefully planned.

Linear corridors, including bicycle trails, will continue to be an important investment for the City. The City should continue with the implementation of the Cycling Master Plan.

## **5.7 MORE NEIGHBOURHOOD SKATE PARKS**

The City has modular skate equipment at three locations around the City: Bowring Park, Goulds, and Southlands. The only permanent skate park in St. John's is the Northwest Rotary Skate Park at Mundy Pond. At 16,000sqft, this skate park is the largest in Eastern Canada, and cost over \$500,000 to build.

Socially, skateboarding has tremendous value. Skateboarding provides a social opportunity to interact with a multigenerational group of peers. In downtown British Columbia, for example, Victoria Park is used by adults in their late 20s and early 30s as well as by youth, and small children (who bicycle to the site). The average age of skateboarders is 12-18 years old, a group identified in stakeholder consultations as not having sufficient available recreation programs.

Because of the low number of the 22 public goods (Appendix A) met by skate parks, "more neighbourhood skate parks" rated as a low priority in the assessment of demands for this study. The consultants will therefore not respond to the demand for more neighbourhood skate parks in any detail in this plan. However, some issues have come to the forefront in the process of developing this Master Plan. One is that there is a gap in user data: statistics do not exist for the number of users, how far they travel to use the facility, if they use public transportation, and if they feel more facilities are needed in the City. It has also been observed that the skate park is not well promoted. And while the need for neighbourhood parks rated low as a priority, this does not mean that the need for skate parks at the neighbourhood level does not get addressed; development of other facilities, such a neighbourhood park redevelopments, could consider the addition of skate parks.

## **5.8 NEW RESIDENTIAL DEVELOPMENT - DESIGN OPEN SPACE AND TRAIL SYSTEMS AS PART OF COMMUNITY DESIGN; LINK INTO EXISTING TRAIL NETWORK (I.E., GRAND CONCOURSE NETWORK)**

This need is addressed in Section 5.1 Continued Resources to link the Grand Concourse system into newly developed neighbourhoods, and Section 5.4 More Neighbourhood Parks and Playgrounds.

## **5.9 MORE SUPPORT FOR WINTER ACTIVITIES**

Winter activities considered in this plan include cross country skiing, recreational winter walking, snowshoeing and other outdoor activities and programs supported by the City. Skating and hockey are addressed in Section 5. 10: More Arenas and indoor walking opportunities are addressed in Section 5.16: More Indoor Walking Tracks.

The Avalon Nordic Ski Club, in partnership with the City, Pippy Park Commission, and the Outfitters Adventures Company, grooms and maintains a lighted groomed cross country ski trail in the Pippy Park Trailer Park. The Club has 350 members, and it is estimated that more than 3500 skiers (nonmembers) use the trail. As demand is currently so high the Club is looking to designate more ski trails to lessen demand in one area. Bowring Park and Rotary Sunshine Park are two options put forward. Kenmount Road and Southlands are two other options. These areas are both at high elevation and are currently widely used for independent winter recreation pursuits, including snowmobiling and cross country skiing. They are also areas that have been recently developed and, as discussed in Section 5.4, lack recreational amenities.

The Avalon Nordic Ski Club and snowboarders would also like to see more done to promote winter fun and change the mind set of residents who tend to not recreate so much in winter: for example, more public events to support making winter living accessible for outdoor sports (activities, peer support, transportation).

More than 83% of users interviewed as part of the Grand Concourse Authority Benefits Study (2007) stated they thought it was very likely they would continue walking in winter if the trails were groomed. Stakeholder consultations for this study confirmed an interest in walking for recreation during the winter months. The City Parks Division is considering grooming two of these trails to meet the demand for winter walkways.

Snowshoeing is currently an activity that is on the rise, nationally and locally. The City offers several outdoor programs such as winter wilderness survival courses, Friday night snowshoe adventures, and group outdoor programs. It also offers Winterlude, a large one day Special Event held in Bowring Park, that takes a lot of staff resources to offer, but which has tremendous success.

The Grand Concourse Authority Benefits Study (2007) identified snowshoeing, cross country skiing and walking as winter activities that can take place on the Grand Concourse Trails. This report recommended a partnership between the City of St. John's, the Avalon Nordic Ski Club, and the Outfitters Adventures Company. It suggested that the trails at Quidi Vidi Lake, Mundy Pond, and Kent's Pond could be groomed as a pilot project.

The consultants for this master plan recommend trails be groomed to support these activities in each of the North, Central and South Zones. The North Zone is now served by Pippy Park. Trails could be groomed in Southlands at the Glenndinny Golf Course (though privately owned) to serve the South Zone, and in a new neighbourhood park at Kelsey Drive to serve the Central Zone.

The recent Winter Tourism Strategy for the province recognized St. John's as a winter destination and recommended winter activities and special events.

## **5.10 MORE ARENAS**

There are currently eight sheets of ice in the City of St. John's. This represents one ice sheet per 13,375. As well as the ice surfaces in St. John's, more ice surfaces are currently planned or being built within the region of St. John's: the new North East Avalon Arena in the Town of Torbay will soon be completed and the City of Mount Pearl, and the Towns of Paradise and Conception Bay South are all planning new arenas.

Generally, all arenas in the City, with the exception of Mile One which also operates for purposes other than an arena (i.e., events, concerts, etc.), are well used. The condition of most arenas can be described as fair to poor. Six of the eight arenas in the City are more than 30 years old, and three of these are more than 50 years old. Most of these facilities lack modern amenities and are past the end of their functional life span. They will eventually need to be replaced or upgraded. The recently completed Needs Assessment for Recreational Ice Rink facilities in St. John's reported that a number of these older rinks will require fairly extensive repairs in the near future, and that these

repairs may jeopardize the economic feasibility of the rinks. The arena in the Goulds is one of the exceptions as it is a newer facility.

The only arena owned by the City of St. John's is Mile One Centre. Four arenas are privately owned. Many of the arenas offer programs in public skating (fun and recreation); sport league playing and training (hockey, figure skating); special events (tournaments); and learn to skate programs. It is interesting to note that learn to skate programs are usually a public responsibility, but because the City does not own arenas with the exception of Mile One, it does not provide this program (the Prince of Wales Skating Club has stated that the sustainability of the Clubs would be impacted if the City did offer skating programs). The City does, however, provide grants to the Clubs in lieu of owning facilities. The City should also ensure public access to arenas.

The current trend is away from developing single sheet ice arenas. Instead arenas are developed to provide a variety of uses, programs and activities. More than one ice sheet is developed to create capital and operating efficiencies. Multiple ice sheets also provide an opportunity to host tournaments. The only existing multiple ice rink is at Twin Rinks, which is operated by a not for profit organization.

The Needs Assessment for Recreational Ice Facilities reported that demand is greatest for prime time and shoulder rental time. It also reported that participation rates in some skating clubs programs is remaining stable or growing, (Prince of Wales has doubled over the last five years to 1050 members) but that some minor hockey associations have reported declining registration levels in some age groups. Demand for ice sheets by minor hockey associations however could increase if the Newfoundland and Labrador Hockey Association adopts the Canada Hockey Association practice schedule standard of two hours of practice per game played. The current NLHA standard is one hour of practice per game played.

The Needs Assessment for Recreational Ice Rink Facilities in St. John's suggested that St. John's will need one additional arena in the near term (1-3 years) and a second arena in the longer term (5 years). As well, a number of existing arenas need refurbishing or replacement. The consultants of this recreation and parks master plan have also looked at the need for arenas in terms of quality and quantity. Maintaining the quality of these rinks will have an impact on maintaining the quantity of rinks. If the arenas are not upgraded or replaced, they will eventually be lost.

## 5.11 MORE INDOOR POOLS

There are currently three public indoor pools in St. John's. The City operates two of the pools, one located in the Wedgewood Park Recreation Centre and the other located in the H.G.R. Mews Community Centre. The third pool, the Aquarena, is owned and operated by Memorial University. There are also two new pools planned within the City's region: the New Family YM-YWCA planned for Ridge Road, in which the City has contributed \$1M in capital cost, and the City of Mount Pearl, who will construct a new pool to replace the Kinsmen Pool.

The Aquarena is the largest of the pools and serves the entire City. The Aquarena was built in 1975 for the Canada Summer Games. It has a 65 m pool with 8 lanes, three diving platforms and four springboards. It also has a large waterslide, and a tot pool. The Aquarena is quite well used with relatively little excess capacity to accommodate more swimmers. The City provides an annual subsidy of \$150,000 to this facility.

The Wedgewood Park Recreation Centre pool and the Mews Centre pool are smaller facilities. The Mews Centre has a 25m pool with a diving board, viewing area, steam room and dry sauna. The pool is wheelchair accessible and has a pool lift. The Wedgewood Park Recreation Centre pool is 18m and also has a slide, pool viewing area, and pool lift. The ability of recreation staff to offer inclusive programs is hampered by the existing pool lift at the Mews Centre, which does not allow users with disabilities to use the pool independently.

The Mews Centre pool serves the West End of the City and the Wedgewood Park Recreation Centre pool serves the East End. The facilities are both quite old and are at or approaching the end of their functional lifespan. Both pools are currently underutilized for public swimmers, but, as indicated by their waiting lists, are unable to meet demand for aquatic programs such as swim lessons: in 2007 there were only 57,776 swimmers at the Mews Centre pool and 42,287 swimmers at the Wedgewood Park Recreation Centre pool. These are much lower numbers than their physical capacity of more than 100,000.

Most cities attempt to provide eight categories of aquatic programs in order to provide comprehensive aquatic programming. The consultants recommend that the City also ensure these eight categories are provided in St. John's. The categories are:

- ❖ Recreation (fun)
- ❖ Skills Development

- ❖ Therapy/Rehabilitation
- ❖ Fitness Swimming
- ❖ Leadership Training
- ❖ Sport Training (Swim Club)
- ❖ Special Events (Competitions)
- ❖ Water Orientation (for tots, youth, persons with disabilities)

The following table summarizes the aquatic programs offered by the three existing facilities in the City. The programs the new Family YM-YWCA will offer are included.

**Table 5.11 Summary of Public Aquatic Programs in St. John's**

Provision of Aquatic Programs in St. John's				
Category of Aquatic Programming	H.G.R. Mews Community Centre	Wedgewood Park Recreation Centre	Aquarena	YMCA-YWCA (future)
Recreation (fun)	√	√	√	√
Skills Development	√	√	√	√
Therapy/Rehabilitation	√	√		√
Fitness Swimming	√	√	√	√
Leadership Training	√	√	√	√
Sport Training (Swim Club)			√	
Special Events (Competitions)			√	
Water orientation (for tots, youth, persons with disabilities)	√	√	√	√

Currently all the suppliers of aquatic recreation and leisure services in St. John's cover all categories between them. The City is focused on a few categories, namely, recreation skills development, rehabilitation/therapy, and water orientation. It is doing a great job, especially in skills development and rehabilitation/therapy -- as indicated by the existence of waiting lists. The Aquarena is currently meeting most categories, but has a gap in therapeutic/rehabilitation programs. The new Family YM-YWCA will offer skills development, fitness, leadership training, water orientation, therapy rehabilitation, but not sport training competition.

The point has been raised that the "Y" follows a core membership model, which may have an impact on citizen's ability to "drop in" for a swim or register for swimming lessons. The Y does have a day pass system, whereby a patron would purchase a day

pass to the entire facility, at a full cost of \$10 per day, or \$7 after 7 pm. The day pass entitles an individual to avail of any and all activities on the schedule, including swim programs. Citizens cannot however pay for just one swim. The Y describes its memberships as "accessible" and in fact is a cost effective model for both the user and provider. An adult membership to the YM-YWCA complex costs \$38 per month, or \$1.25 per day and a youth membership is half this cost. The YM-YWCA Assistance Program is expected to subsidize 25% of its members in the new Family YM-YWCA. This program is funded by charitable gifts. It is our understanding, following consultation with the Y, that the new Family Y will not have the capacity to meet all demand in the East End of St. John's, and its new pool is built to accommodate new, rather than existing, capacity.

Typically, a pool is required for each zone of 35,000 people in the City. The consultants have identified three recreation zones: a North, Central and South Zone (see Appendix H). The North Zone has a population of 38,000, the Central Zone a population of 46,693 and the South zone, the least developed of the three, a population of 16,252.

At a minimum, based on current use, the City needs a new complex with a two- tank pool. One option is to replace the pool at the Mews Centre only, with one large multi-purpose facility. The new multi-purpose complex would have a two-tank pool, and would therefore have the same capacity for recreation swims as the current Wedgewood and Mews pools combined. Another option is to build a new two tank pool at the new Mews Centre, and also replace the pool at the new Wedgewood Recreation Centre. Given that the new Family Y will accommodate new capacity, the lesson capacity may still not be met in the area of the City now served by the Wedgewood Centre. As well, the Y's membership based model may be a barrier for some residents who prefer a drop in option. One of the tanks should be a therapy pool, as there is a need in the City of St. John's for a public therapy pool.

## **OTHER CONSIDERATIONS**

### ***Indoor Pool for the Central Zone***

The City needs a large new complex with a two- tank pool. The consultants believe that the City could meet this need by replacing the Mews Centre with a larger, multi-purpose facility. The pool would be the heart and centre of this new complex, which would be bigger than the current Mews Centre. The ideal location for this facility is the Mundy Pond area. This location is within walking distance for a large high needs area. The consultants recommend phasing out the Mews Centre pool; the existing pool should remain open until the new facility is open.

### ***Indoor Pool for the North Zone***

To address the need in the North Zone, the consultants believe that the City should replace the Wedgewood Park Recreation Centre pool, and also let the new Family YM-YWCA serve residents of the east end. The Y can accommodate 90,000 swims, and will serve some new capacity. Given the City's excess demand for lessons, and given that the Y's membership based model will be a barrier for some residents, a new Wedgewood Park recreation Centre pool should be considered. The Centre should also include a therapy pool, which will be the only public pool of its kind in the City.

### ***Indoor Pool for the South Zone***

The South Zone will include the West End of St. John's and the Southlands and Goulds. Regarding a pool to serve the West End of St. John's, the City should delay moving forward with the planning of a facility for this region for the period covered in this master plan. The City should wait to see what impact the new Mount Pearl pool will have on the need to serve west end residents. Waiting will also enable the City to see how the south region, the Goulds and Southlands, grow out in the next 10 years. Future development, together with the new pool in Mount Pearl, could have a large influence on the location for a new facility; it is conceivable that the best location in 10 years time may be the Goulds. At this time, the City could look at options to partner with other providers, such as the YM-YWCA, to find the most cost effective manner to deliver aquatic services.

The Zone Level Indoor Pool Strategy presented above addresses programming needs at a City-wide level. The City will focus on providing community based pools, and will offer swimming lessons, recreational fun swims, therapy and rehabilitation, and water orientation. There is currently an aquatics crisis in Canada in that there is a shortage of lifeguards and leadership-training programs. If, and when, the need for lifeguards and leadership-training programs is met in St. John's, then the City should not continue to provide leadership-training programs, as this will take resources away from the other program categories. Additionally, only the Aquarena will provide the opportunity for sport training. The consultants recommend that the City continue to support the Aquarena as that facility will offer different programs, and at \$150,000 a year it still costs the City far less than it did when it owned and operated the Aquarena (approximately \$500,000).

Even though all public pools in the City will offer many of the same programs, they will not be competing for users. The market place can support each of the pools providing recreation and fitness swimming, lessons, and rehabilitation therapy. As well, the City will focus on inclusion services and serving the high needs resident. The City and Y will



both provide aquatic programs regardless of the ability to pay. And while the Aquarena participates in the REAL program, its focus will not be on the high needs user.

Over the long term, this approach will better serve the market in a systems-wide approach. This program strategy ensures a cost effective way to provide comprehensive aquatic programming in the City.

## **5.12 LARGE NEW MULTI-PURPOSE COMPLEX**

The need for new multi-purpose facilities like the Mews Centre received the highest percentage of support of all indoor facilities in the public survey. The Mews and Wedgewood centres are both old and in need of replacement. This report will approach this need by discussing the need for multi-purpose centres at the Zone Level.

The H.G. R. Mews Community Centre is located on Mundy Pond Road. The facility has a 25m pool that is wheelchair accessible, pool lift, steam room/dry sauna, racquetball courts, gymnasium, kitchen, offices, and multi-purpose room for meetings and small gatherings. The Boys and Girls Club is a tenant of this building.

The Wedgewood Park Recreation Centre is located on Gleneyre Street and has a gymnasium, kitchen, offices, multi-purpose room, 18m swimming pool with a slide and viewing area. The centre also includes outdoor facilities such as tennis courts, ball diamond and a playground.

The facilities are no longer adequate to meet the Department of Recreation's program needs. The buildings are not large enough, as demonstrated by the fact that Recreation staff is now housed in leased offices off site, away from the programs they offer and the people they serve. As well, the department is hesitant to promote a number of its programs, because it cannot meet demand in its current space.

The need for a large multi-purpose complex will be discussed for each of the three City zones – the North, Central and South Zones. The Mews Centre in the Central Zone will be discussed first.

### **Central Zone**

The H.G. R. Mews Community Centre is located in the Central Zone, which has a population of approximately 46,693. As described above, this facility contains some

offices for staff, a pool, gymnasium, and community spaces shared by the public, and the Boys and Girls Club.

One of the greatest challenges with the existing facility is the lack of adequate space. A new complex to replace the Mews Centre would need to be at least 1.5 times larger than the existing facility and would have to be fully accessible. As discussed in Section 5.11, it would contain 2 pools (tanks), a whirlpool, and sauna. There would also be a gymnasium, a large fitness area (5000sqft), a wellness centre, multi-purpose rooms (2000-3000sqft) daycare centre, small teen centre, small (less than 1000sqft) senior centre as a base (seniors will use other amenities in the facility) and staff offices for the entire Recreation Department. The new centre would be approximately 50,000sqft and will cost roughly \$20M.

### **North Zone**

The City's Wedgewood Park Recreation Centre currently serves the area the consultants have identified as the North Zone.

A new Wedgewood Park Multi-Purpose Complex would require more program space than the current facility. The consultants have determined that this facility needs to be approximately 30,000sqft. It would have a gymnasium, a multi-purpose room, arts and crafts studios, and a youth and seniors room. As discussed in Section 5.11, the Wedgewood Park Recreation Centre would also have a pool, and the aquatic recreational needs of residents will be served by both the new Family YM-YWCA to be built on Ridge Road, and the Wedgewood Park Pool.

The consultants believe that a new Mews Centre Multi-Purpose Complex should be built before the new Wedgewood Park Complex. This is because the New Y will be the first facility built and will be able to meet some of the demand for aquatic programs now served by the Wedgewood Park Centre. The current site of the Wedgewood Park Recreation Centre is not of sufficient size to accommodate both a new recreation centre with a pool, and the outdoor amenities currently on site. Therefore, a new site will have to be found in the North Zone for either the new Wedgewood Park Recreation Centre or the ball diamond. Locating a new must be an immediate priority, given the current rate of land development in this region.

The new Family YM-YWCA will also help meet the demand in the North Zone for aquatics, fitness, gymnasiums, daycare, and a community room. The City should ensure that all needs for inclusivity and accessibility will be met in the North Zone and provide support to the Y if needed. The City should focus its own programming on services not

offered by the Y. To ensure the zones needs are met, the City and Y should meet at least annually. Note: The Y's focus on a membership model is of concern to meeting public recreation benefits in that a long term requirement may constitute a barrier to public access. The City needs to ensure the Y can meet some of this need in the Central Zone.

The complex and upgrading of outdoor facilities would cost roughly \$14.5 M in capital cost. The cost to purchase additional land for the new Wedgewood Park Recreation Centre will not be identified in this plan.

### **South Zone**

The South Zone includes Kilbride, Southlands, and the Goulds. This area currently has a population of around 16,252. This Zone is considered to be emerging, because it does not yet have a population of 35,000, but is in an area that is experiencing growth, and has a tremendous land base, even though provincial agricultural development restrictions limits housing development.

The consultants see this area as requiring a facility that is larger than a neighbourhood leisure centre but smaller than a zonal multi-purpose complex. The current population cannot support a large multi-purpose complex; it can however support a super leisure centres. The consultants have therefore identified this area as needing a Super Neighbourhood Centre.

The Super Neighbourhood Centre will have a gym (6000sqft) program spaces (2000sqft) that can accommodate dance, martial arts, etc., senior and youth centre (1000sqft each); offices (2000sqft) and arts and crafts space (1000sqft), for a total area of 12,000sqft. The Centre should be designed to allow future expansion as the area becomes more developed and populated. A pool and fitness area can eventually be added; the fitness area would not be added unless and until a pool was built. The building envisioned for this zone is effectively double the size of the current recreation centre.

The opportunity exists to build the new Super Neighbourhood Centre onto the existing arena. This has the benefit of creating a multi-purpose complex and sports complex all on one site.

## **FITNESS CENTRES**

The fitness centres are not intended to compete with the private sector. We anticipate that they may actually help boost memberships to private gyms, as they will serve as a feeder into the private gyms. The public facilities will not match the level of private offerings; for example it will not have video monitors, sound systems, and will not re-invest in new equipment every two-three years. The intent of the public fitness centres is to focus on orientation and inclusion. They will target people who are not currently active, especially youth and teens, and will introduce this group to the equipment and gym environment. They will also cater to persons with disabilities and the elderly. Public fitness centres will also offer drop in programs, and will not require monthly or annual memberships to participate.

### **5.13 NEIGHBOURHOOD CENTRES**

There are a variety of neighbourhood leisure and/ or community centres in the City. A number of these centres are servicing the high needs area of the city, where barriers to access are most pronounced. A number of the inner City high needs area community centres are operated by the Newfoundland and Labrador Housing Corporation (NLHC) with the support of the City of St. John's, Eastern Health and the Brighter Future Coalition. The community centres all have meeting and/or program rooms, some house a small gymnasium, or are located near one, and many are located at or near sports field complexes.

The consultants have developed a two level approach to the provision of neighbourhood centres in the City. The first level is a default level whereby all neighbourhoods will have a community room added to a school and made available during and after school hours, and includes use of the school's gymnasium after school hours. This is the base standard for every neighbourhood centre. The City might vary from this for good reason, but a variation from this will not be the norm. The second level is an enhanced level of neighbourhood centres. In high needs areas, the City will work with Partners to provide more than a community room and access to a school gymnasium. In each of the high needs areas identified in this Master Plan an additional set of multi-purpose and dedicated recreational spaces will be provided. Ideally, this too will be part of a local school system, but in some cases it will be separate stand alone neighbourhood centres. The City would work with partners such as NLHC, ESD, Eastern Health, and local not-for-profit organizations to provide and operate the neighbourhood centres.

A flexible approach is needed in providing these services. How these services are offered must be assessed on a neighbourhood by neighbourhood basis. In general it is more cost effective to use local schools to provide enhanced services. Schools have a range of spaces usable to the public, and include gymnasiums, program rooms, washrooms and change rooms, and all support spaces such as mechanical structures, heat, light etc. If building a gym in a community centre or stand alone building, the cost of all these spaces and support structures has to be incurred. It is therefore best to always first try to find a way to use schools, and then add space to existing community centres only to the extent necessary.

The recommendations regarding neighbourhood centres are:

1. Maintain Flexibility
2. Generally add space to the school. Adding this space involves more than constructing a physical space. The school must adopt a mandate to welcome and support the community. The right attitude within the school, operating funds, and staff are required to make this successful.
3. In areas of high need, develop, in partnership with other providers, an enhanced level of service in separate stand alone facilities, where adequate facilities cannot be provided in a school.

## **ST. JOHN'S COMMUNITY CENTRE SITES**

### **City of St. John's Sites**

- ❖ H.G.R. Mews Community Centre
- ❖ Wedgewood Park Recreation Centre
- ❖ St. John's Boys and Girls Club, St. John's Recreation Centre
- ❖ Kilbride Lions Community Centre
- ❖ Goulds Recreation Centre
- ❖ Airport Heights Community Centre
- ❖ Shea Heights Community Centre
- ❖ Parkside Community Centre

### **Newfoundland and Labrador Housing Sites (High Needs)**

- ❖ Froude Avenue Community Centre
- ❖ Rabbittown Community Centre
- ❖ Buckmaster's Circle Community Centre
- ❖ MacMorran Community Centre
- ❖ Virginia Park Community Centre
- ❖ Chalker Place Community Centre

### **Brighter Futures Coalition, Community Centre Sites (High Needs)**

- ❖ Virginia Park Community Centre, Healthy Baby Club
- ❖ MacMorran Community Centre, Resource Centre and Healthy Baby Club
- ❖ Rabbittown Community Centre, Healthy Baby Club
- ❖ Parkside Community Centre, Healthy Baby Club
- ❖ St. John Bosco School, Shea Heights, Family Resource Centre

A recently completed assessment conducted by the NLHC of the Centres they support shows that the average Centre, per week, collectively services 160 preschool, 200 youth, 200 adults, 750 seniors, 300 visits to public health, 300 drop-ins and 500 attending various special events. The Centres offer various wellness programs to NLHC residents and members of the general public. In total it is estimated that these seven centers service approximately 230,000 visits annually.

In these high needs communities, the average family income falls below the poverty line and residents have a lower educational level than the provincial average. Current programs offered generally focus on teens and children but are being expanded to accommodate adults. Youth make up over 30% of the neighbourhood population. A higher than average percentage of the population is single parent families (for example, 58% in Rabbittown and 40% in Froude Avenue).

It has been noted that residents in high needs areas are often reluctant to access programs at larger zone level facilities such as the Mews Centre, and prefer to take part in recreation programs offered by the Neighbourhood Community Centre. That being said, programs offered by the Centres are not always restricted to their own buildings. A number, such as Virginia Park Community Centre, have partnerships with local schools. Virginia Park Community Centre offers gymnasium sports two nights a week at Virginia Park Elementary to tenants and the general public. The Froude Avenue Community Centre has a walkers program offered at the MUN Field House.

The Froude, Rabbittown, and Buckmaster's Circle Centres are too small to offer fitness programs. Centre staff have suggested that doubling the size of the facilities from the current 4800sqft to approximately 9800sqft would provide adequate room to accommodate fitness and other programs, storage and accessibility needs.

A further concern expressed by NLHC staff is the need for extra staff in areas of administration and finance, custodial services and program development. The program staff is particularly important as they provide the high needs residents with access to

various recreation and wellness programs, and support the development of community partnerships.

A recent study entitled “Report on the Redevelopment of the NLHC – Cashin - Froude and Rabbittown Neighbourhoods” conducted by Sheppard – Case architects (April 2007) recommended new community centres at Froude and Rabbittown.

The total area for the new proposed Community Centre at Froude Ave is 7330sqft and includes: multi-purpose rooms for games, reading room; educational resource centre; computer room; meeting room; staff offices; and a full kitchen with seating. The development also included leased space for community support services: community health nurse, social workers, child welfare officer, etc.

The proposed new community centre at Rabbittown is relocated to a new building and is developed in conjunction with a new small commercial area. The centre offers a range of spaces very similar to what is offered at Froude.

Each of the NLHC community centres receives the majority of its financial support from the NLHC (\$ 120,000 per centre in 2008). The City provides a Direct City Grant to each of \$ 15,000 (2006) and a Direct Recreation Grant of \$ 4600 (2006) from the City.

The Parkside Community Centre is City owned and services the Barachois Street, Codroy Place/Pasadena Crescent Tenants Association. The site is particularly small and doubling the size of the facility from the current 800sqft (approximately) to 1600sqft is desired. In 2006 the tenants associations received a \$ 4600 Direct Recreation Grant from the City. They have 36 participants registered in summer programs at an investment of \$ 147 per participant.

The Friends of Victoria Park operate a small community centre in the old park pool house buildings. The Friends receive a Direct City Grant of \$ 2500 and a Direct Recreation Grant of \$ 4600. The Friends offer a variety of summer programs to local area residents. The total number registered is 63 participants, at an investment of \$ 182 per participant.

The St. John’s Boys and Girls Club is supported by the City. It offers programs focused on youth to approximately 750 members and currently operates from two locations, the H.G.R. Mews Community Centre and Buckmaster's Circle. The former Cygnus Gymnastics Club at Buckmaster’s Circle is being renovated to serve the members in Buckmaster’s Circle. The City provides a total annual contribution to support the Boys and Girls Club valued at \$ 182,000 (2006), a contribution of \$ 265 per participant.

The St. John's Recreation Centre, Buckmaster's Circle is a City-wide facility located in a high needs area. The Centre is rented to user groups for indoor soccer, basketball and ball hockey. Local area residents have complained that they are unable to get access to the gymnasium for indoor sports activities and that local residents cannot afford the rental fee for the facility. They have suggested that when the facility is not rented it should be available to local groups for recreation activities. The Boys and Girls Club has free access to the recreation centre at scheduled times, through its partnership with the City.

#### **OTHER CONSIDERATIONS**

The level of development at each of these centres varies but generally each tends to service a neighbourhood area.

The Goulds Recreation Association operates the Goulds Recreation Centre and receives an annual Direct Recreation Grant from the City valued at \$ 126,000. The City also supports maintenance and provides free swims at outdoor pools to bring the total value to \$ 132,178. The Goulds has 679 residents registered (2006) at a total investment of \$ 194 per registrant.

Some neighbourhoods would like to have a community centre. Generally, urban neighbourhoods in St. John's require a population of approximately 5000 to warrant such a facility, although other factors, such as geographic isolation may also factor into the need for a community centre. Once the population of a neighbourhood reaches 5000, a community centre with multi-purpose program spaces should be considered, if the need exists.

#### **5.14 MORE INDOOR MULTI-PURPOSE PROGRAM SPACES (GYMNASIUMS AND ACTIVITY AREAS GENERALLY).**

The need for an accessible and affordable space at the neighbourhood level that can accommodate a variety of activities was identified as a priority by several stakeholders. Possible venues for such a space are the gymnasiums of local schools and community centres.



**In considering this need, the following points should be considered:**

- ❖ There are lots of gymnasias in the City. The City owns three gymnasiums: one each located in the Mews Centre, the Wedgewood Park Recreation Centre, and the St. John's Recreation Centre. There are also 34 public schools in the City, each with a gymnasium. The two private schools, St. Bonaventure's College and Lakecrest also have gymnasium facilities that they rent to the public. The Goulds Recreation Centre has a large multi-purpose room, but community use is limited by the size of this facility.
- ❖ In 2007, the Mews Centre gymnasium had 32,798 rental users, the St. John's Recreation Centre had 30,043, and the Wedgewood Park Recreation Centre gymnasium had 3,619 rentals.
- ❖ The Newfoundland and Labrador Sports Centre is a new provincial facility that will be used mainly for training purposes by elite athletes and for hosting provincial and national tournaments. It has four full size gymnasiums. The City has negotiated access to the facility for ten hours of non prime-time use on a weekly basis.
- ❖ Generally the population of young people is declining, and this will eventually lead to reduced demand for gymnasiums by this age group.
- ❖ The Eastern School Board is closing three schools in St. John's and building four new ones. It is also renovating four others. This will be a net gain of one gymnasium.

Generally, high school gyms are preferred to elementary gyms because they have the largest and best facilities. However, they are often booked for extracurricular school sports. Availability would have to be confirmed with individual schools.

Access to school gyms in the City by community organizations is sometimes a challenge. The decision to allow community access rests with the school administration. The Goulds Recreation Association, for instance, has great difficulty gaining access to their community school, while Shea Heights Community Centre has no trouble.

Gymnasiums are cost effective to build and to operate. They can meet a wide range of needs, and are excellent vehicles for meeting public needs and delivering public benefits.

Access to school gymnasiums will require formal agreements between the City and Eastern School District. This would ensure a consistency among all schools in the approach to community access. The formal agreements would deal with issues relating to shared capital and operational costs, including the staffing and other costs to run programs. They would also cover reciprocal use.

Some of the need for multi-purpose program space will be met by the new Family YM-YWCA planned for Ridge Road. This will serve the area of the North Zone. Some of this demand can also be met by the new Boys and Girls Club facility in the former Cygnus Gymnastics Club in the St. John's Recreation Centre.

Ideally, one publicly accessible gym in each Zone of the City would meet the need for school hour public use of gym space. Public use of gyms outside school hours can likely be met by the school gyms.

The response to this demand will be addressed in the discussion on Large New Multi-Purpose Complex (Section 5.1), More Neighbourhood Centres (Section 5.13); and, (Section 5.24). Better Cooperation with the School System to Ensure All Public Assets Are Used Optimally.

## **5.15 MORE INDOOR TENNIS COURTS**

There are two indoor tennis facilities in St. John's: the Green Belt Tennis Club, and a multi-use tennis court located at the Works. The Green Belt Tennis Club is a not for-profit enterprise and has 250-300 members, but has the physical capacity in its courts to double its membership. The Green Belt Tennis Club is in the process of promoting participation in its programs and building membership. Given the available excess capacity which currently exists, the consultants do not see a justified need for more indoor tennis courts, and actually the addition of new indoor courts in the City would likely have a detrimental impact on the Green Belt Tennis Club. This Master Plan will therefore not be recommending additional indoor courts. The City should, however, work with the Green Belt Tennis Club to improve accessibility. This would provide access to a fairly expensive sport to those who otherwise would not have the opportunity to participate in indoor tennis.

## 5.16 MORE INDOOR WALKING/JOGGING OPPORTUNITIES

Indoor walking and jogging opportunities rated as a low priority in the assessment of demands. However, residents demand and support for indoor walking/tracks is very strong. The following points were considered by the consultants in addressing this need:

- ❖ Current trends show walking is one of the top recreational activities in Canada.
- ❖ The City's aging population will continue to demand amenities to support walking activities.
- ❖ Demand for indoor walking/jogging was very strong in the public survey and stakeholder consultations. However, the need rated low as a priority in the assessment of demands. This is because the demand met only a small number of service objectives, and therefore will contribute less towards public good for all.
- ❖ Walking is an important affordable recreation activity for seniors, especially in winter; the Seniors Resource Centre in partnership with the Avalon Mall, offers an indoor walking program, the Mall Walkers Club.
- ❖ Currently the only available indoor walking track in the City is provided by the Works, and is located at Field House, Memorial University; residents pay a \$2.00 user fee per visit. Mile One Centre also has an informal walking track -- the upper concourse -- but this is not available to the public due to security reasons. Mile One Centre could potentially offer walking programs at the facility in the future.
- ❖ The consultants believe that the City should address this need by a) promoting existing opportunities, and b) incorporating new indoor walking tracks in new indoor complexes.

Rather than spending a lot of money on new indoor walking amenities, the City could consider promoting existing indoor walking opportunities at the Field House, the Mall Walkers Club, and Mile One Centre (if and when Mile One opens its concourse to the public). Such an initiative also falls within the scope of meeting the demand to better promote all available leisure services in the City (5.21).

Indoor walking tracks can be incorporated into new indoor leisure complexes relatively inexpensively. The emphasis will be on keeping capital costs down while providing additional opportunities for indoor walking. Indoor walking amenities could also potentially be incorporated in larger neighbourhood leisure centre or schools. This would be limited to delineating a designated space on the perimeter of a gymnasium floor.

## **5.17 MORE ACCESS TO FITNESS SERVICES AND OPPORTUNITIES AND INCREASED FOCUS ON THRESHOLD ISSUES**

Sections 5.17 and 5.23 have been combined in this section of the report.

More access to fitness services and opportunities refers to three elements that each focus on fitness as a means to increased health and reduced problems related to poor health; within that focus there is a further concentration on getting the inactive active.

The three elements are:

- more of the threshold services that reduce barriers and get the inactive active; that means advertising about opportunities available to people, some leisure counselling to help people get started, special focus on accessibility for those with specific barriers (financial, physical, emotional or cultural).
- more public fitness services, like fitness studios (strength and cardio) in public recreation facilities like the Mews replacement facility; not to compete with but to provide a pathway to private fitness facilities, by getting those that aren't using a fitness studio to use one.
- more physical activity, both organized sport, and informal activity like using a trail, or using a park, or playing pickup basketball.

There are significant barriers in the City of St. John's that prevent many people from participating in recreation programs. These barriers prevent a large portion of the population from fully engaging with their community, from developing a sense of community and belonging, and from realizing the health and wellness benefits of recreation and leisure programs. People with financial barriers, mental barriers, cultural barriers and disabilities all fall into this category. Culturally, many people do not have the comfort level to pursue new recreational and leisure experiences.

The City has done great things to reduce barriers. It has dedicated a division of the Recreation Department to Community Development and has established partnerships with many community organizations, corporate sponsors, and provincial agencies and departments. It has also provided significant financial support to many community and neighbourhood organizations. In 2006, for example, the City contributed nearly \$435,000 to these groups: this includes the cost of providing program support and facility usage. The City also delivers the REAL program. And while the city has reduced some barriers, a number of stakeholders have suggested it could go a lot further.

Many barriers can be reduced, though at significant cost. If the City's efforts in dealing with accessibility issues are assessed on a continuum of 1-10, the consultants would say that the City is already at a 5 or 6, but can move to an eight, or all the way to a nine. An example of a nine might be Surrey, BC. Surrey, at one time, had adopted a policy that no one would be turned away from its facilities because of an inability to pay. Front line staff was authorized to ensure the policy was implemented, and to allow users in for free. The policy was promoted clearly on the front of the City's Leisure Guide in an effort to make the services as accessible as possible. Surrey also provided many services free of charge; including use of 10 outdoor swimming pools. There is a formal process in place in St. John's to allow access, but this has to be more user-friendly. Although the City has systems in place that allow persons with financial challenges to access recreation programming, it is recognized that current system is not user friendly and needs to be reviewed and improved.

Reducing financial barriers is one area of improving accessibility. The REAL (Recreation Experiences and Leisure) Program is a successful program created and operated by the Department of Recreation that has enabled thousands of children with financial barriers to participate in recreation programs (1,687 in 2007). This is a really good program that has had a positive impact on and in the community.

The REAL Program is considered to be the best program the City offers. The program provides access for children and youth in both private and not-for profit sector facilities and programs. The biggest challenge of the REAL Program is in finding enough program spaces for participants. The Department has three full time staff dedicated to this program.

Barriers also have to be further reduced for financially disabled adults, who also need improved access to recreation and leisure programs. The REAL program deals with youth up to age 18, and even though free access exists within the structure, the

formalized process currently in place for financially disabled adults needs to be adjusted. Individuals can now request free access from the Department of Recreation, which then has to pass the request on to the Division Manager for approval; this process is not as easily administered as it should be.

The process also has to be revised to be less invasive and easier for the user. Currently a financially disabled participant has to provide a personal financial statement as proof of need, a process that is uncomfortable for many potential participants and a deterrent to pursuing access. Also this application takes time to process, and leads to delays for the participant in getting started in a given program. The time to process applications and the need to exercise strong advocacy for a financially disabled applicant even when space is available can be frustrating for staff. Ideally, to make programs and facilities accessible for financially disabled groups, existing policies and procedures would be revised to be less invasive and quicker to process. For example, the need to submit a personal financial statement would be replaced with a referral process similar to that of the REAL Program.

**Options on how to respond to the demand for more accessible programming include:**

1. Continue the REAL program.
2. Revise the free-pass system for adults so that the system runs smoothly and efficiently, is noninvasive to participants and is as user friendly as possible. Authorizing front line staff to admit patrons could be part of this process. Ongoing monitoring and evaluation of the program will be required. This item is a management issue, versus a long term planning issue.
3. Provide additional free services, over and above public events, to the public at large and engage other organizations or businesses to sponsor the event. For instance, every Tuesday night could be a free swim night for all citizens, sponsored by a local service club with its name on the swim session. This way, no pre-qualification for users is required.
4. Reduce threshold barriers like sports equipment. The City could facilitate equipment swap meets and work with user groups to have a pool of equipment to use to welcome new participants who do not have equipment to swap. The City offers equipment swaps for REAL participants; this response expands on that. It suggests the City can provide this opportunity to everyone.

5. Incorporate more free bus passes into accessible programs. Ask Metrobus to provide or solicit sponsors for this program. The City is already providing support for all its community partners. This expands on this program to provide even more passes.

The process of enhancing accessibility is one of trial and error: the City will have to experiment, picking and choosing programs and activities to make recreation and leisure services more accessible.

**The City currently supports access to fitness opportunities in a number of ways. Some examples include, but are not exclusive to:**

1. The Grand Concourse (is accessible to all regardless of socio-economic status, and is reasonably close to almost all residential neighbourhoods).
2. Drop in swimming at its facilities (accessible in that it does not require membership fees, can provide some free swimming passes, and does have limited accessible equipment).
3. Provides parks, tennis courts, and special events.
4. REAL Program (supports youth ages 1-18 yrs who, without financial support, would not be able to participate in programs)
5. Partnered with the YM-YWCA to develop a new fully accessible Family YM-YWCA in the East End.
6. Partnered with the Boys and Girls Club to develop the former Cygnus Gymnastics Club into a state of the art Boys and Girls Club in Buckmaster's Circle.
7. Provides grants to community centres and organizations, including sports organizations.
8. Partners in the Active Schools Program (administers programs offered in schools at no cost to the schools or students).

The City historically has not provided strength-training equipment partly because it did not want to be seen as competing with the private sector, and partly because of space

limitations. This has meant that a large portion of the population do not have access to the type of fitness opportunities and equipment available for basic fitness services. For many people, access to and participation in recreation programs and activities is a challenge, due to cost and social barriers associated with a lower socioeconomic condition. It is clear from the public survey that a high percentage of residents would use fitness programs and services more often if they were more accessible.

Fitness centres should be included in the new multi-purpose complexes. The emphasis for these centres would be on providing entry level fitness opportunities. The fitness centres will not be competing with the private sector but may instead serve as a feeder system to the more sophisticated private sector facilities. In some cases, program rooms should be provided at the neighbourhood level, ideally in the schools, but in some cases where this is not a viable option, in neighbourhood leisure centres. The goal of providing accessible fitness centres should not be solely to provide fitness opportunities, the goal should instead be to break down barriers to get people active, no matter what their socio-economic and physical circumstances.

The Recreation Department, through the REAL program, is utilizing the services of two private gyms. These initiatives could potentially be expanded to include adults. The city should also expand its partnerships with the YM-YWCA, which has an access for all policy. Support for the Y could mean providing operating dollars to the facility in addition to the capital grant already provided, so long as the operating grant is tied to the delivery of increased public benefits.

Recreation programming for persons with disabilities is a huge issue in St. John's, with demand for the City's programs twice as great as current supply. Demand for aquatics programs by people with disabilities is especially large. Currently inclusion programs are available only during the summer months, but needs to increase to a year round basis. There are two key issues to address in order to meet this demand: improve facilities and increase staff. The issue of improving facilities will not be discussed here, as the recommendations for new multi-purpose facilities will address this need.

An increase in staff is needed to liaise and advocate for this group, and to provide inclusion program support. The City has been unable to meet the demand for year round inclusion programs because it does not have sufficient staff (or the systems in place) to respond to this need. This can be best exemplified by highlighting staff required to run inclusive aquatics programs. A staff member is required to initiate the disabled individual and to train the attendant (and/or existing staff) so they can assist the person in the future. As well, select lifeguards need to be trained in providing



inclusion services. This type of support is not limited to the aquatics area, but the magnitude of the barriers to participation in this area is the greatest. The augmentation of inclusion support systems is also necessary in other areas.

A key action to removing barriers and increasing accessibility is to increase capacity to liaise with and support advocacy groups. Since this Master Plan does not include an organizational review, specific staff requirements will not be detailed. The consultants do recommend though that supports required for improving accessibility be identified and provided.

Another critical issue in improving accessibility for all groups is public transportation. Currently, half of the Metrobus fleet has low floors to improve accessibility for people with mobility issues. Metrobus is planning to replace its entire fleet with this type of floor. The request that new buses will be accessible has been made to Metrobus through the Mayor's Advisory Committee for Persons with Disabilities. This request should be followed up on as soon as possible to ensure at least some of the buses are wheelchair accessible.

## **5.18 SPECIALTY AREAS – MORE SERVICES AND OPPORTUNITIES FOR SENIORS, PRE-SCHOOLERS AND YOUNG CHILDREN, AND FOCUS ON THE CHILDHOOD OBESITY ISSUE**

Sections 5.18 and 5.20 have been combined as a specialty area in this section of the report.

### **Seniors**

There were approximately 30,000 residents above the age of 60 in the St. John's Census Metropolitan Area in 2006. The demographic trends for St. John's indicate the number of older adults is expected to steadily increase, so demand for older adult programs is expected to remain quite high.

The Department of Recreation offers direct delivery of programming to Seniors. It also offers a number of community programs to seniors at six apartment complexes and one neighbourhood site and also hosts a number of special events for older adults. The Department also partners with other organizations to facilitate a number of community based events at seniors and nursing homes. The City also partners with the Seniors Resource Centre to support the Friday Friendship Club, which meets every Friday at the

Mews Centre. The City's senior activities program also includes some transportation from specific apartment buildings and subsidized para-transit.

Residents of St. John's support improving services and programs offered to seniors, as indicated by the results of the public survey and stakeholder consultations. Better quality programs, more facilities, and more space in programs were identified as improvements required.

**There are two fundamentally different approaches to responding to this demand:**

1. Focus on a mainstream response that makes regular services senior friendly. For example, rather than having a "senior centre" in a new multi-purpose complex, provide a lounge to form the base of all the other Centre facilities available to this group. This room could serve as a Seniors' lounge from 8:00am-3:00pm; and a general lounge open to everyone after school hours. Another example includes offering a Tuesday "social" swim that would be available to all ages including seniors.
2. Focus on a separate senior's stream of services only. One example of a service offered under this stream is to provide a seniors centre within a multi-purpose leisure centre; a place that is solely for seniors.

The consultants recommend focusing on the first option and to make this approach a Strategic Priority. How seniors are served will, again, have to be a matter of trial and error. The important action is to break down barriers for seniors and provide opportunities that are open to the public and not exclusive to seniors.

**Young Children**

Demographic trends show a lowering proportion of younger age groups in the population. Roughly 25% of the population is under the age of six in St. John's, and in Ward 4, about 33% of the population is in this age group. There are 9,205 children under the age of 4 in the St. John's Census area (2006). 29% of respondents surveyed think the City needs additional programs for pre-schoolers.

Preschool programs are offered in several neighbourhood centres. As well Brighter Futures offers programs for parents and children at the Family Resource Centres in high needs areas. All NLHC neighbourhood centres offer pre-school programs. The City offers one active pre-school program at Wedgewood Park Recreation Centre.

Currently the City does not offer after school programs in schools although there is a demand for this service. There are approximately 200 on the waiting list for the program offered in Airport Heights; this is a new program that has only been offered for two years. The program at the Wedgewood Park Recreation Centre is also booked, and there is no facility in the West End of the City to offer programs. After school programs are revenue generators for the City.

Regarding summer day camp programs, residents are lining up at 4:00 am for 7:00 am summer day camp registration, and the program is filled by noon.

### **Obesity**

Childhood obesity is a serious health issue in Canada, and even more so in Newfoundland and Labrador. The obesity rates for the Avalon Peninsula are in the range of 20% of the population. Separate figures are not available for St. John's, but it can be assumed the rate is the same. Youth inactivity and obesity are considered to be at an epidemic level across the country.

The City is already doing many things to address obesity. Some initiatives are summarized below.

- A. **School Partnerships.** Schools play a key role in addressing obesity, but are limited in their capacity to address this issue. A partnership approach is therefore essential. The City currently partners with the Eastern School District in the Active Schools Program, a component of the Healthy Students Healthy Schools provincial initiative of the departments of Health and Community Services and Education. It also partners in several other initiatives, including programs such as cross country skiing, outdoor pursuits, swim lessons and special events.

The Active Schools Program enables the city to encourage children to participate in recreation programs at no cost to the child or family, operates independent of parental support, eliminates the threshold barriers of equipment cost and, by offering the program in a familiar setting and among familiar faces, takes away the barrier of a child's discomfort. There are plans to expand the programs to 19 primary/elementary schools.

- B. **The Grand Concourse Trail system** addresses the childhood obesity issue in that it provides a physical link to existing schools, thereby encouraging children to walk to school. The GCA is an integral part of many neighbourhoods, and can continue to be so if planning guidelines discussed in Section 5.1 are followed. These trails also can

become an integral link to the neighbourhood leisure centres. The Grand Concourse Authority Benefits Study reports that the Grand Concourse Trails have on average increased the activity level of residents on average by 10%. The Public Health Agency of Canada reports that among children five to twelve, walking is the fifth most reported physical activity.

A strategic priority of this Master Plan will be to “Get the Inactive Active”. Two approaches to meet this need are possible. The City could fragment resources to provide programs and services to everyone or it could adopt a very focused approach. The consultants recommend the City adopt a focused approach. One approach might be to offer extended times at facilities to specific groups (those now inactive). For example, rather than offering one hour of public swimming to a target group, three hours of public swimming would be available.

The City must continue to address this issue. Again, programs and activities involve experimentation; it is all trial and error.

## **5.19 MORE UNSTRUCTURED ACTIVITIES GENERALLY**

Unstructured, drop-in leisure activities are becoming more popular across North America; people want to be able to access recreation facilities and opportunities when they want, with whom they want, at whatever level they want for as long as they want. Neighbourhood associations and youth agencies have stated that children and adults need an opportunity to participate in informal and unstructured activities.

The City now offers several organized drop-in programs for children and youth. It offers drop in programs at two satellite locations: the Kilbride Lions Community Centre and the Shea Heights Community Centre, in partnership with the Shea Heights Community Centre Board of Directors. Other existing opportunities for unstructured activities include recreational swimming and water fitness classes at Wedgewood Park Recreation Centre and the Mews Community Centre; youth programs; racquetball; special events; skate parks; all parks and the Grand Concourse walkway system.

In order to meet the demand for more unstructured activities, the proportion of recreation time assigned to drop in activities should be increased. There must be a degree of informality in each facility and appropriate program, so that all time slots are not used. The Department of Recreation must make unstructured time a focus of its programs, and dedicate additional effort to making it a success.

Examples of activities that illustrate this recommendation are more recreation swims, more fitness swims, biking, winter use of trails, 3 on 3 Basketball. Unstructured activities can include open gym nights, social curling night at the curling club, ball hockey, and public swimming/skating (note that while the City does not operate or own arenas or curling facilities, the City can still ensure that access to unstructured activities is available to all citizens at these facilities). Parks, open spaces, and trails also provide the opportunity for unstructured activities in the outdoors. Special Events can be a key unstructured activity that works well.

There are generally three modes of operation for any recreation facility; drop in mode (when users can pay as they go), program mode (where users typically pre-commit to several uses with an instructor or leader) and rental mode (where a group takes responsibility for the use and the user). Different facilities have differing mixes of these three modes of use. For example, arenas typically have a majority of their capacity allocated to rental mode, and relatively little to program and drop in uses. Indoor pools show the opposite balance. However, all facilities in St. John's will need to increase the proportion of their time allocated to drop in mode over the next ten years, and this increased proportion will come at the expense of the program and rental availability.

## **5.20 FOCUS ON THE CHILDHOOD OBESITY ISSUE**

This section has been combined with Section 5.18 as a specialty area.

## **5.21 BETTER PROMOTION OF ALL AVAILABLE LEISURE SERVICES IN THE CITY; AS WELL AS PROMOTION OF OVERALL BENEFITS.**

The need for better promotion was identified repeatedly by stakeholders as an area that needs to be improved. 43% of residents are not familiar with the Active Living Guide, which is distributed three times a year to all households in St. John's. Given that 61% of residents surveyed agreed that more advertising would motivate them to use or increase their use of programs and services sponsored by the City's Department of Recreation, it is clear that better promotion of all leisure programs would lead to increased use and higher participation rates. The Recreation Department has been reluctant to heavily promote its programs as demand is already high in several programs, and they lack the space to offer larger or additional sessions.

Many stakeholders felt that the City should also serve a leadership role in promoting healthy living. One role the Department of Recreation should assume as leaders is to be a primary point of information where residents could learn about all leisure programs offered in the City, including those offered by private and other suppliers.

Since this study is a strategic and not a marketing plan, the consultants will not go into any detailed recommendations regarding marketing. The consultants do, however, recommend three initiatives the Department of Recreation must undertake:

- 1) The City should improve the Active Living Guide,
- 2) It should improve its website, and
- 3) The consultants suggest producing a second General Guide to highlight outdoor activities and special events more generally; one that also promotes the benefits of a healthy and active lifestyle.

The General Guide would be distributed quarterly and would include programs with web links. The Department of Recreation's website has to be improved in terms of its usability and its attractiveness. This requires the focused skills of an experienced web designer. (Note: while Recreation's website is a component of the City's website, this study is referring only to the website needs of the Department of Recreation).

Even though many of the Department's structured programs are already full, there is still a high need to market low cost and informal leisure activities and opportunities. Recreational swims, use of trails, special events and general membership in local organizations, such as the Boys and Girls Club, can be more effectively marketed without jeopardizing the Department's already full program areas. Increased participation in those informal pursuits will result in health and wellness benefits.

## **5.22 INCREASED FOCUS ON YOUNG TEENS**

The Department offers a number of programs for youth ages 12-18 years. Leadership programs are offered to groups 12-14, and more intensive programs to 15-18 year olds. These programs include youth expeditions, such as hiking, wilderness survival, camping, and water sports. The City also partners with and provides support to several community groups including: the Boys and Girls Club; the Community Youth Network; all NLHC Community Centres; and sport groups. The Real Program also supports youth.

Stakeholder consultations for this study identified a gap in services, facilities, and programs for youth age 11-14. The public survey also showed strong citizen support for recreation programs for all teens, and identified that improvements are required in the quality of programs, and in the number of facilities available to teens.

Some other examples of recreation and leisure programs suited to this age group include:

- ❖ Skate Spots
- ❖ Cadets
- ❖ Nature Programs, such as bird watching, camping, canoeing
- ❖ Leadership Training
- ❖ Environmental Stewardship such as Tree Planting

Responding to this age group will become a Strategic priority of this Master Plan. The City must focus on this need. While it is already addressing some of this demand with its partnership in The Active Schools Program, more needs to be done. Some themes that the City might consider focusing on are listed above. Rather than focus on all these themes, the City might choose three Streams only. For example:

1. Electronic Arts
2. Outdoor Environment
3. Traditional Arts and Crafts

Implementing a program for young teens will require staffing. More staff time dedicated to this area is required. One option is to build on the existing partnership with the Boys and Girls Club to offer some, or all, of this program. Again, it is a matter of trial and error to find what works.

Alternatively, the city could focus on only one or two streams. Outdoor Environment for example (which the Department already offers in the form of Youth Expeditions) would include environmental education, interpretation, bird watching and kayaking. A traditional arts and crafts stream provides an opportunity to link seniors with youth, and might include activities such as wood working, fibre arts, etc. The programs would be advertised separately or at least in a separate segment of the activity guide.

### **5.23 INCREASED FOCUS ON THRESHOLD ISSUES**

This section has been combined with Section 5.17.

## **5.24 BETTER COOPERATION WITH THE SCHOOL SYSTEM TO ENSURE ALL PUBLIC ASSETS ARE USED OPTIMALLY.**

Several stakeholders identified the need to work closer with schools to improve community access to schools for recreation programs. At issue is: a) the use of school gyms; and b) the use of outdoor school facilities. Better partnerships with schools are needed to address the childhood obesity issue, and can also be used to support community development generally.

The first issue addresses school gyms. There are 34 schools in St. John's under the control of the Eastern School District. Community access to the schools is typically controlled by the individual school administrators, who may or may not permit usage of school gyms by outside organizations. In other words, there is currently no consistency in the approach to community access. As discussed in Section 5.14, some community groups use school facilities to provide their programs, while other neighbourhood associations are not able to do so. Stakeholders would like the Recreation Department to work with the Eastern School District to improve community access.

The second issue refers to use of sports fields on school grounds and use of school grounds as parks and open space. Currently the City installs nets on school sports fields. The City provides a grant to the Senior Soccer Association who subcontracts the maintenance of the fields to support the youth soccer program. Several of these fields, such as the soccer field at McDonald Elementary, are now no longer maintained and are consequently growing over.

School grounds account for a large percentage of open space in the City. Approximately 100 hectares of land in the City is occupied by school sports fields and open space. Unused sports fields create two opportunities: they can be brought up to standard so that school children and youth have better facilities, and those no longer used by the schools can be converted to open space and parks. The grounds provide an excellent opportunity to develop open spaces and small neighbourhood parks to serve the schools and community. The grounds of St. Andrew's Elementary, Holy Cross Elementary, and Bishop Abraham Elementary schools have excellent potential to be developed as neighbourhood parks. St. Andrews could be developed as a pilot project, since it is slated for redevelopment by the Eastern School District.

The Eastern School District and the City are already partners in the delivery of recreation programs. The City now partners with the Eastern School District to deliver the Active



Schools Program, and is also partners with schools regarding the use of school sports fields and playgrounds. This partnership is beneficial to both organizations.

How the City gets the community involved in the use and programming of school gyms and grounds is a detail that will have to be worked out. What is critical to this process is getting a more formalized arrangement/agreement in place. The Eastern School District is planning to close three schools, build four new ones, and renovate four others.

Discussions should begin immediately to ensure new schools are designed to accommodate controlled access to gymnasiums and kitchen facilities. Formalized agreements with the Eastern School District would address site planning and development, maintenance and joint services, and programming/access issues.

The consultants believe that the City and the ESD should enter into a formal Joint Use Agreement which covers a more consistent and comprehensive approach for the joint planning and development of school sites, operating and maintenance issues, and public access of school spaces. It could also include a clause for school access of public spaces. An example of a Joint Use Agreement is included in Appendix F.

## **5.25 USE RECREATION AND PARKS AS A VEHICLE FOR COMMUNITY DEVELOPMENT**

Recreation and leisure are a means to enhance community life. A main thrust of this Recreation and Parks Master Plan has been a focus on community benefits. Chapter 4.0 discusses the Benefits Based Approach the consultants used to assess demands and prioritize community needs. As discussed in that chapter, this approach, which emphasizes public good as a basis for decision making, enables the consultants to determine which demands meet real needs in the community, based on how demands result in varying degrees of public benefits and the costs of realizing the benefits. A goal of this Master Plan is to use publicly supported recreation and parks services to foster a sense of community identity, spirit, pride and culture.

The City has already made great progress in the area of community development. As discussed in Section 5.17 and 5.13 the City has dedicated a division of the Recreation Department to Community Development and has established partnerships with many community organizations, corporate sponsors, and provincial agencies and departments. It has also provided significant financial support to many community and neighbourhood organizations.

One of the greatest challenges in using leisure and recreation services as an approach to community development is that many individuals and communities have a different definition or idea of “community development”. Community development however has a number of elements that can be characterized by themes, and other criteria. The elements of a developed community are:

1. People feel connected to their community so they feel part of it. How individuals develop this connection can be seen when a person moves to a new community:
  - a) First, they begin to identify with the community
  - b) They feel good about their new community and feel connected to it
  - c) They develop a sense of community pride and spirit
  - d) They feel that they have become part of a unique community with a unique culture.
2. A developed community realizes that it has choices and the capacity to choose. It can advocate, rally, and move forward.
3. A developed community has the capacity to do things for itself, rather than relying on government to do things for it. People are involved in decision making. They don't simply ask their governments to do everything for them.

All three characteristics of a developed community apply to Recreation and Parks. The City can continue to use parks and recreation services as a vehicle for community development. It can adopt a cafeteria approach to delivering recreation and leisure services. Recognition of common good (people working for common good versus individual benefit) is the definition of community development.

The consultants recommend the City develop community capacity to help the community do things on its own, such as advocate and raise funds. This will be even more important in certain geographic sectors of the community and for sectors of the citizenry where needs are highest. A strategic approach will be required to focus on those areas of greatest need.

## **5.26 BETTER COORDINATION OF CORPORATE AND PRIVATE SPONSORS**

Several sponsors support recreation and leisure services in the City. The REAL program for example is sponsored by approximately 30 organizations represented almost entirely

by the private sector, but also by the not for-profit sector and the provincial government. Organizations also sponsor other recreational programs. Aliant for example is the title sponsor of the Aliant Metro Soccer League.

Corporate Sponsors stated in the stakeholder consultations that they would like the Department of Recreation to assume responsibility for bringing all corporate sponsors together once or twice a year to review the City's priorities. This would better enable corporations to decide where to allocate their sponsorship dollars, and enable them to sponsor organizations or programs that are a priority for the Recreation Department. Such coordination would be mutually beneficial.

Meeting this demand requires minimal effort by the City. The City should:

1. Maintain a good database of all sponsors and sponsorship opportunities; and,
2. Host a special event for sponsors and community groups that require sponsorship once a year. Private sponsors, existing and potential, as well as not-for-profit organizations, such as service clubs, and public organizations such as the Department of Health, YMCA, the Constabulary, etc. should be invited to attend. The focus will be on how to better coordinate support, ensure support goes where it is most needed. It might also explore ways to meet the needs of the sponsors.

## **5.27 CONTINUED CITY SUPPORT OF THE AQUARENA**

Section 5.11 More Indoor Pools discussed eight categories of aquatic services. In most communities, the City is the default provider of these services. If any of these types of services are not provided to residents of St. John's by another organization, then the City would be in a position to try to offer them. Currently the Aquarena offers seven of these categories; it does not offer rehabilitation/therapy services.

The City currently provides a \$ 150,000 subsidy to the Aquarena. The services now offered by the Aquarena cost the City approximately \$ 500,000 when it owned and operated this facility in 1992. The cost to ensure residents have access to the aquatic programs at the Aquarena is relatively small in relation to the amount of service that is provided. Aquatic services provided to residents have to be "needs based" and not offered because it is a revenue generator. In other words, the City investment needs to be justified by showing how the Aquarena delivers many of the 22 public benefits listed in Chapter 4.0

The consultants believe that the City is justified in continuing to support the Aquarena as the benefit appears to be high in relation to the cost. However, more clarity in how the Aquarena helps to achieve real public benefit would help to show the justification. An annual report showing how at least seven categories of aquatic services provided at the Aquarena help to meet many of the 22 public benefits to a great extent.

It would also be helpful to the overall delivery of aquatic services in St. John’s for the three providers of aquatic services in the City, the Aquarena, The City and the YMCA-YWCA to meet once a year to discuss their programs. Where possible the goal should be to avoid duplication and ensure all community needs are met.

**A summary of the technical validation of needs (Sections 5.1 - 5.27) is included in Table 5.**

**Table 5: Summary of the technical validation of needs**

	Have Now	Demand	What is really needed
<b>Parks and Open Spaces</b>			
<b>Expanded Grand Concourse</b>	104 km of Walkways: 60 km is a linear greenway, and 46 km are street walkways and linkages	Expand into or connect to new residential areas  Expand resources for winter months	Links Southlands, Clovelly, and Kenmount Road to Grand Concourse system.  Expand Grand concourse into new residential developments as they get built  Amend Development Regulations so that developers are required to build trail links to GCA  Programs to encourage walking the Grand Concourse
<b>Rectangular Sport Fields</b>	1 Artificial Turf City Wide Soccer Facility 17 Soccer pitches 15 Minor Pitches 0 (dedicated) Ultimate Frisbee fields 4 Rugby pitches 1 new soccer pitch in the Goulds	One More Artificial Soccer turf More Ultimate Frisbee Fields New fields in newly developed areas Washrooms General upgrades of field surfaces	1 Artificial Soccer Pitch  Resurface 3 soccer fields: Wishingwell x2; Feildians (x1)  Upgrade washroom facilities and change rooms at Wishingwell and Feildians.  Maintenance Agreement between City and ESD for school fields used by City
<b>Park Development Plans</b>	Development Plans for seven	Implement all Park	Implement Victoria Park and

	Have Now	Demand	What is really needed
	(7) Parks: development of 3 parks underway; 2 parks at fundraising stage; 2 parks not begun development	development plans	Bannerman Park Plans first  Find organization or committee to lead development of at Victoria and Bannerman Park
<b>Neighbourhood parks and playgrounds</b>	<b>(1992 OS and Recreation Master Plan):</b> not current 72 sub-neighbourhood parks 21 Neighbourhood Parks 23 Neighbourhood School Sites 10 District Parks (City owned) 9 District Parks (School Owned) 10 Municipal Parks  In 2008 there are 110 Playgrounds and Tot Lots (either stand alone facilities or components of all other parks)  Gaps in the neighbourhood system. Clovelly, Kenmount road, Kilbride underserved.	Green Space Preservation Plan  More neighbourhood facilities, including green spaces and neighbourhood parks.  Less Tot Lots  Development standards for tot lots to meet current demographics and needs;  Succession plans to address changing needs as neighbourhood population ages	Neighbourhood parks to serve underserved neighbourhoods  Need fewer tot lots overall and need to adopt a standard to only have in exceptional circumstances  Revised Development Regulations to ensure neighbourhood parks are included in all new developments and are appropriate to needs of neighbourhoods.  Clarity that tot lots are provided only in exceptional circumstances
<b>Large sports complex</b>	City owned facilities	One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site.	One City-wide sports park located in the Central Zone at Wishingwell Park/Swilers Rugby Complex.
<b>Bicycle trails</b>	NL T' Railway (Grand Concourse)	Need bicycle trails in the City	Implement the recently completed <i>Cycling Master Plan</i>
<b>Small neighbourhood skate parks</b>	One City-wide facility at Mundy Pond  Three modular skate equipment at different locations throughout the City	Small skate parks at various locations around the City	Better data on Northwest Rotary Skate Park users, including statistics on the number of users, how far they travel to use the facility, mode of transportation, and if they feel more facilities are needed in the City.  Better promotion of Northwest Rotary Skate Park  Consideration given to adding skateboard spots when redeveloping neighbourhood parks.
<b>Winter Activities</b>	Lighted groomed Avalon Nordic Ski Trail in Pippy Park	More groomed ski trails  Promote Winter Fun	Groom two grand Concourse Walkways for Winter walking

	Have Now	Demand	What is really needed
	Winter wilderness survival courses, Friday night snowshoe adventures, and group outdoor programs.	Clear Grand Concourse Walkways	<p>More groomed trails in Pippy Park</p> <p>More Outdoor Winter programs in City</p> <p>Add new groomed ski trails in Kenmount Road housing development and Southlands</p>
<b>Indoor Recreation Facility Demands</b>			
<b>Arenas</b>	<p>8 ice sheets: 4 private arenas 3 NGO's ice sheets (1 double sheet )</p> <p>1 City owned (Mile One Centre)</p>	<p>Prime Time Availability</p> <p>More public arenas</p>	<p>Add one new arena in short term (1-3 yrs) ; add a second in long term (3-5 years)</p> <p>Enhance quality of all existing arenas to improve comfort;</p> <p>Replace single sheet facilities with multiple sheet facilities over time;</p>
<b>Indoor pools</b>	<p>Mews Community Centre Pool</p> <p>Wedgewood Park Recreation Centre Pool</p> <p>Aquarena Pool</p> <p>New Family YM -YWCA Pool (future)</p>	Additional pools	<p>One community-based two-tank pool to replace Mews Centre pool;</p> <p>One community-based two tank pool to replace Wedgewood pool .</p> <p>Continue supporting Aquarena.</p> <p>Possible addition of pool to Super Neighbourhood Centre in the Goulds beyond 2018 if population supports it.</p>
<b>Large new multi-purpose leisure centre</b>	<p>Mews Centre Community Centre</p> <p>Wedgewood Park Recreation Centre</p> <p>New Family YM -YWCA (future)</p>	More multi-purpose facilities	<p>Work towards a standard of one multi-purpose leisure centre in each of the City's three Zones.</p> <p>In Central Zone, replace Mews Centre with new community based multi-purpose leisure facility with two-tank pool, gym, many multi-purpose and dedicated dry floor spaces.</p> <p>In the North Zone, replace Wedgewood Park Recreation Centre with a new multi-purpose leisure centre with a leisure and therapy pool. Acquire land to support either relocated ball diamond or new Centre.</p> <p>In the South Zone, which does not</p>

	Have Now	Demand	What is really needed
			yet have the population for a full fledged multi-purpose leisure centre, replace current Goulds Recreation Centre with a Super Neighbourhood Centre; attach to Arena to create efficiencies.
<b>Neighbourhood/community centres in high needs neighbourhoods</b>	<p>15 Neighbourhood Centres as follows:</p> <p>9 owned by NLHC</p> <p>4 owned by the City</p> <p>1 owned and run by Community Organization</p> <p>1 owned by City and leased to Boys and Girls Club</p>	<p>More strategically located neighbourhood centres, in High Needs Areas and including Southlands, Georgetown, Downtown</p>	<p>Provide stand alone Neighbourhood Centres in high needs neighbourhoods only, not always owned/operated by the City. This represents the enhanced level of centres.</p> <p>Build new Community Centre at Virginia Park, as a component of the proposed upgrading of Virginia Park Elementary. This will serve as a pilot project for all new neighbourhood centres.</p> <p>Add a full size gym to Kilbride Lions Community Centre.</p> <p>Develop Community Rooms linked to Elementary Schools and to provide after hour access to the gymnasium and other resources in non high needs neighbourhoods.</p> <p>Acquire access to new and existing school gymnasiums.</p> <p>Enhance outdoor amenities for all Neighbourhood Centres.</p> <p>Once population increases to 5000, develop community centre at Southlands and Kenmount Road. In the interim, Southlands should focus on developing a partnership with Glendenning Golf course for meeting space.</p>
<b>Indoor multi-purpose program spaces (gyms and activity areas)</b>	<p>3 City owned recreation centres</p> <p>34 schools, only some of which are available to community</p>	<p>Accessible and affordable spaces at the neighbourhood level to accommodate a variety of recreation and leisure programs</p>	<p>City owned and operated gyms in each Zone, supplemented with school gyms in all neighbourhoods in the City and publicly accessible gyms in Neighbourhood Centres</p> <p>Agreements with schools to permit access</p>

	Have Now	Demand	What is really needed
			<p>Add program room to 3 existing community centres</p> <p>Add a full size gym to Kilbride Lions Community Centre (also listed above in neighbourhood community centres)</p> <p>Include full size gyms in new Mews, Wedgewood, and Super Neighbourhood Centre in the Goulds.</p>
<b>Indoor tennis courts</b>	<p>4 courts at Green Belt Tennis Club</p> <p>2 multi-purpose courts at Field House</p>	More indoor tennis courts	No additional facilities required
<b>Indoor walking/jogging opportunities</b>	<p>One indoor track at Field House</p> <p>Concourse at Mile One (potentially)</p> <p>Mall Walkers Program for seniors at Avalon Mall</p>	Additional indoor walking facilities	<p>Promote existing opportunities;</p> <p>Incorporate small rubberized indoor walking track in new multi-purpose centres.</p> <p>Negotiate with Mile One Centre to have concourse available to public during the winter.</p>
<b>Programs</b>			
<b>Accessible fitness services and opportunities; and threshold issues</b>	<p>Partnerships with, and program and facility support to, Community Groups</p> <p>REAL Program</p> <p>Summer Inclusion Programs</p> <p>Free Swim Passes</p> <p>Limited subsidized Metrobus passes</p> <p>Trained inclusion staff (Older) Physically Accessible facilities</p>	<p>Provide more accessible fitness services and opportunities;</p> <p>Reduce financial and physical barriers for low income and the disabled</p>	<p>Better Accessible Facilities</p> <p>Strengthen Partnerships with Community Groups, Schools and Sponsors; Increased Staffing;</p> <p>Expand REAL Program, Formalize internal processes and staff training</p>
<b>Specialty Areas: Services and opportunities for seniors, preschoolers, and young children; focus on the childhood obesity issue</b>	<p>City offers several programs for each of these groups. However, limited by facility space and quality</p> <p>Active Schools program in partnership with ESD Eastern Health and other agencies</p> <p>City supports programs offered by community organizations</p>	<p>More facilities</p> <p>Better quality programs and facilities for seniors, including transportation</p>	<p><u>Overall:</u></p> <p>Better facilities with more space at the zone level (new Mews, Wedgewood, and Goulds).</p> <p>Strengthen partnerships with Community organizations, Corporate Sponsors, Schools</p> <p>More programs and activities for</p>



	Have Now	Demand	What is really needed
	<p>Cannot meet demand for after school programs, and summer day camps</p> <p>Grand Concourse, parks, playgrounds and skate parks.</p> <p>After School Programs offered at 2 sites</p> <p>Active Playgroups for preschoolers offered at 2 sites</p> <p>Subsidized transportation to seniors</p>		<p>each</p> <p><u>Seniors:</u> More mainstream programs for seniors</p> <p><u>Young Children:</u> Early childhood (pre-school) programs at neighbourhood level in High Needs Areas; and to fill gap in West End</p> <p>School Partnerships to enable City to offer After School Programs in Schools; and move forward with Active School Program and other initiatives.</p> <p><u>Obesity:</u> More neighbourhood parks designed to support active play</p>
<b>Informal unstructured activities generally</b>	<p>Drop in programs for children and youth at two community centres</p> <p>Seniors outreach programs</p> <p>Recreational Swimming</p> <p>Winter activities and ski trails</p> <p>Grand Concourse trails, and neighbourhood parks and playgrounds</p> <p>Skate Park</p>	More informal and unstructured activities for youth and adults	<p>Increase proportion of time assigned to drop in activities in facilities and programs</p> <p>Provide outdoor amenities, such as winter trails</p>
<b>Promotion of all available leisure services in the City; as well as promotion of overall benefits</b>	<p>Active Living Guide published 3 times a year to promote City Programs</p> <p>City Website</p> <p>Access St. John's 311</p> <p>Front Desk Services</p>	<p>Better promotion of City programs</p> <p>City to promote health benefits all programs available in the City</p>	<p>Improve Active Living Guide</p> <p>Improve City Website</p> <p>Produce a <i>General Guide</i> to highlight a healthy and active lifestyle and special events, and include all available programs in City with web links.</p>
<b>Cooperation with the school system</b>	<p>34 public schools, 3 to close, 4 new ones to be built, and 4 to be renovated.</p> <p>Partnership with ESD and City (and others provincial)</p>	Better cooperation with the school system to allow community access to schools gyms and school grounds.	<p>Formalized Joint Use Agreements to address operating and maintenance issues, and public access of public spaces.</p> <p>Develop city owned land near St.</p>

	Have Now	Demand	What is really needed
	<p>departments and agencies) on Active Schools Program and several other initiatives</p> <p>Some schools permit community access of gyms</p> <p>Use of school sports fields by City</p>		<p>Andrews school site as a park to serve as pilot project and model of how city and school board can work together on park issues.</p>
<b>Programs for Teens</b>	<p>Outdoor Programs</p> <p>Leadership Programs</p> <p>Partnerships with community Organizations</p> <p>Youth Task Force</p> <p>Community Youth Network</p> <p>Real Program</p>	<p>Increased focus on services, facilities and programs for teens 11-18.</p>	<p>Continue to develop focused program streams with overarching themes</p> <p>Make teens a priority and focus.</p>
<b>Community Development</b>	<p>Recreation Department has a division of Community Development</p> <p>Established partnerships with many community organizations, corporate sponsors, and provincial agencies and departments.</p> <p>City provides significant financial support to many community and neighbourhood organizations.</p>	<p>Use Recreation and Parks services as a vehicle for Community Development</p>	<p>Continue to develop programs, special events to create a sense of community</p> <p>Develop capacity in community to help community do things on own</p>
<b>Coordination of Corporate and Private Sponsors</b>	<p>Several Sponsors of REAL Program</p> <p>Major sponsors to sports organizations and programs. For example Aliant is title sponsor to the Aliant Metro Soccer League for youth.</p>	<p>Better coordination of corporate and private sponsors</p>	<p>A database of all sponsors and sponsorship opportunities</p> <p>City to host annual event to bring all sponsors, service clubs together to review City recreation and leisure priorities.</p>
<b>Aquarena</b>	<p>City provides \$150,000 annual subsidy to Aquarena.</p>	<p>Continued support of Aquarena</p>	<p>Continue to support Aquarena and tie support to public benefits.</p>

## 5.28 FINAL RECREATION PRIORITIES

Table 5.27 above is further synthesized into a final set of priorities. They are listed in the following Table 5.28.

**Table 5.28: Final Recreation Priorities**

<b>High</b>	
Continued resources to link the Grand Concourse Walkway System into newly developed neighbourhoods and expand resources for winter months	Highest
More neighbourhood parks and playgrounds	Highest
More neighbourhood/community centres in high needs neighbourhoods	Highest
Focus on the childhood obesity issue	Highest
Better cooperation with the school system to ensure all public assets are used optimally	Highest
Implementation of the park development plans at Victoria Park and Bannerman Park	High
More bicycle trail opportunities	High
More support for winter activities	High
More indoor pools	High
Large new multi-purpose leisure centre(s) with a variety of spaces	High
More indoor multi-purpose program spaces (gyms and activity areas) generally	High
Indoor walking/jogging opportunities	High
More accessible fitness services and opportunities	High
More services and opportunities for seniors, pre-schoolers and young children	High
More informal unstructured activities generally	High
Increased focus on young teens	High
More access to fitness services and opportunities and increased focus on threshold access issues	High
Continued support of Aquarena	High
<b>Medium</b>	
One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site	Medium
Better promotion of all available leisure services in the City; as well as promotion of overall benefits	Medium
Use Recreation and Parks Services as a vehicle for Community Development	Medium
Better Coordination of Corporate and Private Sponsors	Medium
<b>Low</b>	
More rectangular sports fields, including at least one more artificial turf field for soccer and other sports	Low
More small neighbourhood skate parks	Low
More arenas (specifically public arenas)	Low
More indoor tennis courts	Low

How the consultants believe the City should proceed is provided in the following chapters. The next chapter provides a high level conceptual “vision” for Recreation and Parks.

## 6.0 A VISION FOR RECREATION AND PARKS IN ST. JOHN'S

The Parks and Recreation programs offered in the City of St. John's will be inclusive and accessible. Facilities and programs will be supported by the City only if and to the extent that they deliver indirect benefit to all citizens (thereby qualifying as a public good) through contributing to the two public goals and 22 public benefits summarized in Table 6.0, and described in Chapter 4.0 of the report and detailed in Appendix A.

**Table 6.0: Summary of Two Goals and Twenty-Two Public Benefits**

Foster a Sense of Community through	Foster Growth of the Individual through
1. Special Events	10. Fitness and Well Being
2. Support for Local Groups	11. Pre-school Opportunities
3. Spectator Sports	12. Basic Skills for Children
4. Spectator Arts	13. Advanced Skills for Children
5 Social Interaction	14. Social Opportunities for Teens
6. Protecting Natural and Historic Resources	15. Basic Skills for Adults
7. Beautify the City	16. Advanced Skills for Adults
8. Family Leisure Services	17. Recreation for Seniors
9. Integrate Sub-groups	18. Interpret the Environment
	19. Reflection or Escape from Urban Form
	20. Educate about Leisure
	21. Communication System
	22. Foster Leadership Training

Public recreation facilities in St. John's will be provided at three levels as follows:

**City Wide Level** – where these larger facilities require the entire population of the City, (and often even many residents from surrounding communities) to justify them and to make them viable. At this level, one major facility is needed in the most appropriate location in the City and most residents would be required to travel to it.

**Zone Level** – where a number of facilities are needed in the City, and they can be justified in a much smaller market than a City Wide facility, they may be provided within each of the City's three zones (North, Central, South) and support an average population of about 35,000 – 50,000 residents. In these cases, facilities will be located

at the zone level and will primarily be used by residents of the community in which each is located. Facilities may not be exactly the same in each zone, but may be customized to the specific needs in the zone in which it is located.

**Neighbourhood Level** – in a few exceptional cases, there may be some facilities that are needed within each of St. John’s 25 neighbourhoods. Since each one is a very small market, and that reduces the viability of each facility, the number of recreation facilities provided in each neighbourhood will be kept to a minimum. Only those that attract a high proportion of residents in each neighbourhood, and are most inclusive, will be considered.

Generally, spectator and tournament oriented facilities operate best at the City Wide Level, while participant-focused facilities operate best at the Zone Level. In most cases, facilities provided at the Neighbourhood Level will be outdoor amenities or indoor amenities connected to other, public sector Neighbourhood Level services like an elementary school or neighbourhood leisure centre.

Programs, Indoor Facilities, Parks and Open Spaces will be provided based on the following:

**Programs**

- ❖ Programs will have a strategic direction focusing on getting the inactive active.
- ❖ Programs will help foster a sense of community and individual growth.
- ❖ Programming focuses on threshold access issues (transportation and financial access), support initiatives that respond to the childhood obesity issue, support pre-school and after-school aged children, teens and seniors needs.
- ❖ Support for high needs areas given priority.
- ❖ Continued emphasis on partnerships for program delivery.
- ❖ Outdoor programming at the City-wide level provided at Bowring Park, Rotary Park, Pippy Park and the Grand Concourse.
- ❖ Programming at the Zone level will be provided at the multi-purpose leisure centres.

- ❖ Programming at the Neighbourhood Level will be through schools, except in high needs areas, where neighbourhood centres will be provided.

### **Indoor Facilities**

- ❖ The focus of indoor facilities will be facility renewal at the Zone level. New facilities will add capacity.
- ❖ No new public indoor facilities at the City Wide Level are proposed. Existing and planned City Wide facilities include the Aquarena – Field House, the Green Belt Tennis Club, the Cygnus Gymnastics Club, and the new indoor soccer facility (under development), which should be sufficient.
- ❖ Most residents would be within 3 to 4 km of their local Zone Level multi-purpose leisure centre which should be centralized on one site within each zone. These sites would act as a social focal point and zone hub of activity. It would be located adjacent to other elements of community life, possibly including a high school, park, commercial shopping and other public indoor amenities (e.g. library, day care, health centre, etc.).
- ❖ Typical spaces within each zonal multi-purpose leisure centre would include a large gym, a large fitness centre, a dance/martial arts/fitness studio, several multi-purpose spaces, a small youth space, seniors' space, a preschool program centre and one or more arts and crafts studios, and an indoor pool.
- ❖ Each multi-purpose leisure centre would have a large and welcoming entry foyer which entices people to come in even if they don't have an intended use, and doubles as a community and family gathering place, possibly with some access to food and beverages.
- ❖ The multi-purpose leisure centres would also be a base for use of local parks and trails providing public washrooms and possibly change rooms.
- ❖ There would also be a great deal of public access to other facilities that might be located even closer than the nearest multi-purpose leisure centre and might have dual purposes. For example, school gyms would be used during weekday evenings and weekends for community recreation purposes and neighbourhood leisure centres would be used for various programs and social gatherings.

- ❖ Within the Southern Zone there would be no Zone Level Leisure Centre as the population does not warrant same. Instead, there will be a Super Neighbourhood Centre.
- ❖ Within each Zone there will be a number of Neighbourhood Centres. In all neighbourhoods, residents will have access to a community room added to an elementary school and access to the school gymnasium during after school hours. However, in each of the high needs neighbourhoods, the City will work with partners to provide more than a community room and access to a school gymnasium. High needs areas may include an additional set of multi-purpose and dedicated recreational spaces will be provided, that may also be part of a local school system, but in some cases it will be separate stand alone neighbourhood centres.
- ❖ All indoor spaces would be energy efficient, of the highest quality, and user friendly. They would not, however, necessarily be developed or operated by the City. In cases, where other public, private or non-profit organizations are well positioned to provide the facilities and operate them in the public interest, agreements may be negotiated to ensure the public good is delivered. The City would be responsible only for monitoring the agreement to ensure the required amount of public good is realized at least cost to city taxpayers.

### ***Parks and Open Spaces***

- ❖ Major parks and the Grand Concourse would provide city-wide service and connections.
- ❖ Large community parks will be provided at the Zone Level.
- ❖ In each of the City's 25 neighbourhoods, a neighbourhood park will be provided within 0.8 km radius of almost all residents.
- ❖ Outdoor facilities required at the Zone Level include community level sports parks, community passive parks, and linked walks and cross country ski trails. Community parks are typically a minimum of 20 acres, with 40 acres preferred. Amenities are similar to those found in a neighbourhood park, but on a larger scale.
- ❖ Each neighbourhood park typically will be 5 acres or more in new developments, with 8-10 acres preferred, and 3 acres the minimum size.



- ❖ Neighborhood Parks and playgrounds and access to the Grand Concourse will be provided within a 0.8 km radius of almost all residents.
- ❖ All neighbourhoods will have a neighbourhood park and playground.
- ❖ All new neighbourhood parks and playgrounds will be developed to complement existing facilities. In some neighbourhoods, partnerships with schools and other organizations will be needed to meet the need for neighbourhood parks.
- ❖ Sub-neighbourhood level public open space (i.e. tot lots or play lots) will be provided only in exceptional circumstances where Neighbourhood Parks do not provide sufficient service to meet the need. These will be in high density neighbourhoods where reduced private open space justifies the need for additional public open space; but in these circumstances, the owner of the high density housing developments may have to provide, operate and maintain the tot lots on behalf of residents.

The vast majority of all residents would use one or more of the City recreation programs, visit parks and indoor facilities, deriving some direct benefit from them. But even if they didn't, they would understand that the recreation and park facilities and services contribute to the City's vision as it is articulated within the 22 public benefits as listed in Table 6.0. By doing so, it would be understood that the recreation and parks spaces and services deliver indirect benefit to all citizens, thereby qualifying for public support to an extent consistent with that public good.

## 7.0 STRATEGIC DIRECTIONS AND RECOMMENDATIONS FOR RECREATION PROGRAMS, INDOOR FACILITIES AND PARKS AND OPEN SPACE

Based on the Vision for Recreation and Parks, the City should commit to thirteen strategic priorities categorized under four headings for the next ten years as follows:

### ***Indoor Facilities***

- ❖ Reinvest in existing aging infrastructure.
- ❖ Create a multi-purpose leisure centre in each of the City's three service Zones.
- ❖ Invest strategically in high needs neighbourhoods.
- ❖ Partner with others including health authorities, schools, the YM-YWCA and NLHC.

### ***Parks and Public Open Spaces***

- ❖ Finish what is started (including many park plans).
- ❖ Upgrade some existing infrastructure (artificial turf, upgraded sports surfaces, improved neighbourhood playgrounds).
- ❖ Linear connectivity (extends Grand Concourse and expands bicycle paths).

### ***Leisure Programs and Services***

- ❖ Get the inactive active.
- ❖ Provide more service to strategically identified groups that are most in need. These include youth, seniors, those with disabilities and those with physical, mental or cultural barriers to participating.

- ❖ Build and strengthen partnerships with others including health authorities, schools, the YM-YWCA, Eastern Health, Department of Education, Eastern School District, and Newfoundland & Labrador Housing Corporation.

### ***Operating and Management Processes and Policies***

- ❖ Better planning for public open spaces.
- ❖ Enhanced communications and marketing.
- ❖ Clear mandates that everyone understands (using public recreation and parks as a social utility).
- ❖ Invest in the City's human resources.

The Master Plan lays out a total of 31 recommendations which will help to advance these 14 strategic priorities. Priorities have been assigned and an implementation plan developed. These are presented in the following sections.

The key recommendations are summarized below:

### ***Strategic Priority: Indoor Facilities***

1. In the Central Zone a priority should be a new multi-purpose leisure centre proposed to replace the Mews Centre. The building would include a two-tank swimming pool (one 6-8 lanes 25m rectangular tank, plus a leisure tank), full size gymnasium, pre-school program centre, day care, seniors space, youth program spaces, fitness centre, health services, some retail and concession services and Recreation Department offices. The Boys and Girls Club will be a tenant. This new facility will be approximately 60,000sqft.
2. In the North Zone a new multi-purpose leisure centre at Wedgewood Park Recreation Centre is recommended to replace the existing facility. It will also include a pool. A combination of dry floor spaces should also be added to include multi-purpose program areas, a pre-school program centre, a small youth area, an arts and crafts studio, retail and concession services, and a new full size gymnasium. The YM-YWCA would operate in parallel with the Wedgewood Park Recreation Centre so that together they would provide the range of opportunities that the public needs within the City's North Zone. The current site of the Wedgewood Park Recreation Centre would not be of

sufficient size to accommodate both the proposed new recreation centre and the outdoor amenities currently on site. A search for additional land to accommodate either a new recreation centre and outdoor program areas, or a new site for the ball field and resultant outdoor amenities should be sought. This search is recommended as an immediate priority.

3. In the South Zone a new Super Neighbourhood Centre is proposed for the Goulds. It would be attached to the Goulds Arena and include a full-size gymnasium, multi-purpose room, pre-school program centre, a youth area, seniors space, health services, an arts and crafts studio. It would be linked to the sports fields and ball diamonds situated adjacent to the Arena. The facility would be designed to accommodate a future indoor swimming pool. The entire outdoor site would be designed to accommodate walking and passive activities. A trail link from there to the new Bidgood's Park would be created. The current building used by the Goulds Recreation Association would be sold. As the South Zone population grows, it would be possible to add onto this facility to the point where it would be considered a full zone level Recreation Complex.

The recommendation discussed above also addresses the need for More Indoor Pools. By moving forward with the provision of the indoor facilities listed above, the need for more indoor pools is also met. The best way to meet the need for More Indoor Pools, therefore, is to:

- a) Replace the Wedgewood Park Recreation Centre pool with a leisure and therapy pool.
  - b) Replace the Mews Centre pool with a new two tank pool. The pool will have the same capacity as both pools in the current Mews and Wedgewood Centres combined, and would be completely accessible. Programming will focus on inclusivity.
  - c) Delay building the facility in the South Zone, which would also serve St. John's West, until the impact of the new Mount Pearl Lifestyle Centre and future development in Southlands and the Goulds on need can be determined. If a need exists in 10 years, explore potential partnerships with organizations such as the YM-YWCA.
4. The City must support neighbourhood community centres in high needs areas. Neighbourhood centres in other areas of the City, where feasible, would

eventually be phased out and their uses transferred to neighborhood schools through agreement with the ESD. The consultants recommend Virginia Park as the first community centre to be developed, as a pilot, in cooperation with ESD. The remaining sites would be developed over time, following the Virginia Park model.

Table 7.0 (a) identifies the existing and new neighbourhood centres and proposed developments associated with each.

**Table 7.0 (a): Existing Neighbourhood Community Centres (NCC) and Proposed Developments**

North Zone	
Airport Heights, McNiven Place. (City of St. John's)	<ul style="list-style-type: none"> <li>• Develop as a Basic Level NCC</li> <li>• Develop Community Room in Roncalli Elementary in conjunction with the proposed extension of the school.</li> <li>• Upgrade playground and create free play field.</li> <li>• Maintain Airport Heights Community Centre.</li> </ul>
Virginia Park Community Centre, 1134 Harding Road (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop Community Centre at Virginia Park Elementary in conjunction with renovations proposed to Virginia Park Elementary.</li> <li>• Relocate Virginia Park Community Centre to school.</li> </ul>
MacDonald Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at MacDonald</li> <li>• Upgrade play field and playground.</li> </ul>
Chalker Place Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC in partnership with NLHC.</li> </ul>
Roncalli Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at Roncalli.</li> <li>• Upgrade play field and playground.</li> </ul>
Central Zone	
Buckmaster's Circle Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide dedicated times to access St. John's Recreation Centre.</li> <li>• Investigate converting St. John's Recreation Centre to Zone Level Family Resource Centre, in partnership with City and NLHC / CHMC.</li> </ul>
Froude Avenue Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide dedicated access to St. John's Recreation Centre.</li> <li>• Provide free passes to the MEWS Community Centre.</li> <li>• Develop Community Room at Holy Cross Elementary.</li> <li>• Redevelop site as Neighbourhood School Park.</li> </ul>
MacMorran Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Remains an Enhanced Level NCC.</li> </ul>

Parkside Community Centre (Barachois Street)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop new Community Centre linked to Cowan Heights Elementary.</li> <li>• Maintain existing facility.</li> </ul>
West Heights Community Centre (Nascopie Crescent)	<ul style="list-style-type: none"> <li>• Remains an Enhanced Level NCC</li> <li>• Upgrade Nascopie Crescent Park.</li> <li>• Community Centre expansion underway by NLHC.</li> </ul>
Rabbittown Community Centre (NLHC)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Community Room developed at St. Andrews School.</li> <li>• Site developed as Neighbourhood School Park.</li> </ul>
St. John's Boys and Girls Club, Mews Community Centre /Buckmaster's Circle	<ul style="list-style-type: none"> <li>• Remains the same; new facilities to be provided in the former Cygnus Gymnastics Centre and the proposed new Mews Centre.</li> <li>• Provide dedicated and scheduled access to St. John's Recreation Centre and Mews Centre.</li> </ul>
E & M Neighbourhood Centre, Eric Street	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop Community Room at St. Mary's Elementary School.</li> </ul>
Victoria Park (Water Street West)	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Provide access to Community Room at Holy Cross Elementary</li> <li>• Provide dedicated access to Buckmaster's Circle.</li> <li>• Maintain Victoria Park Community Centre.</li> <li>• Implement Victoria Park Master Plan.</li> </ul>
St. Teresa's Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at St. Teresa's.</li> </ul>
Larkhall Academy	<ul style="list-style-type: none"> <li>• Develop Community Room at Larkhall Academy.</li> </ul>
Bishop Abraham Elementary	<ul style="list-style-type: none"> <li>• Develop community room at Bishop Abraham.</li> <li>• Propose developing a school park on site with links to Ayre Athletic Grounds, elementary and high schools, Feildian Gardens Ice Rink, free play field, and new expanded playground</li> </ul>
MacPherson Elementary	<ul style="list-style-type: none"> <li>• Develop Community Room at MacPherson.</li> <li>• Develop a school park on site with links to MacPherson Elementary, Brother Rice Junior High School and Holy Heart of Mary High School.</li> </ul>
<b>South Zone</b>	
Goulds Recreation Centre (City of St. John's)	<ul style="list-style-type: none"> <li>• Move Recreation Centre to proposed Super Neighbourhood Centre. Link to Goulds Arena and expand current Recreation Centre.</li> </ul>
Southlands	<ul style="list-style-type: none"> <li>• Develop a community centre in Southlands with a multi-purpose program space once population has reached 5000.</li> </ul>
Shea Heights Community Centre	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC.</li> <li>• Add Community Room to St. John's Bosco.</li> </ul>
Kilbride Lions Community Centre	<ul style="list-style-type: none"> <li>• Develop as Enhanced Level NCC</li> <li>• Develop full-size gymnasium.</li> </ul>

- |  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>• Enhance building aesthetic.</li> <li>• Expand program offering.</li> <li>• New site plan for park to include sliding hill and hard surface play area.</li> </ul> |
|--|---|

5. The City should continue to offer an operating subsidy to the Aquarena, and tie that investment to real public benefits (e.g. skill development, increased access to fitness opportunities). The City will look at aquatic services on a city-wide level, and ensure all services are met; the subsidy provided to the Aquarena should be used to help achieve this.
6. The recently completed Needs Assessment for Recreational Ice Surfaces in St. John's recommended one new ice sheet in the short term and a second in the longer term. Should the City proceed with that report's recommendation, then this additional ice sheet should be developed at Twin Rinks. The City must take a leadership role with operators to ensure single sheet facilities get replaced with multi-sheet facilities. The City must ensure sufficient time for learn to skate programs to ensure inclusivity. The City can help facilitate negotiations between the Eastern School District and rink operators to offer programs during school hours as a part of the physical education curriculum. Many current facilities are aging and need to be replaced with new facilities, and while the City may not be owners or operators, it must be involved as part of the process to ensure these facilities deliver public benefits.
7. The consultants have concluded that no new indoor tennis facilities are required. The City should, however, work with the Green Belt Tennis Club to increase accessibility (Green Belt is a REAL participant).

***Strategic Priority: Parks and Open Spaces***

8. City-wide walkways linking the Grand Concourse into new residential areas at Clovelly, Kenmount Road, Southlands, Kilbride and Goulds are recommended. As well designated winter walking areas are needed in each of the three zones: Quidi Vidi Lake, Mundy Pond and Bowring Park.
9. The City has recently completed a Cycling Master Plan. The City should continue to work towards implementing a comprehensive Cycling Master Plan.
10. The City needs to develop an Open Space Management Strategy based on this Master Plan and apply it City-wide. The Strategy will address the following needs:

- a) Identify open space lands that need to be both conserved and preserved to ensure the land required for parks and trails are available well into the future.
  - b) Revise Municipal Development Regulations to ensure neighbourhood parks and playgrounds are included in subdivision developments as an integrated component of subdivision design, and as a component of the development at a cost to the developer.
  - c) Neighbourhood Parks and Playgrounds act as the primary and default service amenity within each neighbourhood, with tot lots and play lots provided only in exceptional situations where neighbourhood parks cannot meet all the need.
  - d) Subdivision development regulations regarding new neighbourhood designs, where feasible and practical, ensuring neighbourhoods integrate with the Grand Concourse Walkway system, or alternatively have an internal and integrated walkway or trail.
11. The current inventory of 110 tot lots will be reduced and the approach to tot lots development (current standards require 1 tot lots for every 70 homes) revised downward. Stand alone tot lots should only be developed in exceptional circumstances: where residents are not within 0.8 km of a park, or in areas of high density housing.
12. Large new neighbourhood parks are needed at Kenmount Road and Clovelly. A lack of available space at Clovelly will be a constraint and the City will need to purchase land for the neighbourhood park.
13. City-wide, many existing neighbourhood parks in the 25 neighbourhoods identified in this Plan will be inventoried and redesigned based on best practices for park design, and programmed to meet specific neighbourhood needs. Three neighbourhood parks are proposed for development at the following school sites: Holy Cross Elementary, St. Andrew's Elementary, and Bishop Abraham Elementary.
14. The City should prioritize the redevelopment of Bannerman Park and Victoria Park. It is anticipated that public support for these parks will be high, as they are both in high needs areas. The City will need to take a leadership role in this development to find partners to act as a catalyst for these developments. If an organization cannot



be found, the catalyst could be the Grand Concourse Authority. However, the resources of the Grand Concourse Authority should be augmented to increase their capacity to do this.

15. Cross-country ski trails, sleighing and winter walking should be offered in each of the three zones: North Zone at Pippy Park, Central Zone at Kenmount Road and South Zone at Southlands. Each zone should have a lighted trail and sliding hill for evening skiing and tobogganing. Snowmobiling and cross country skiing should be offered in the Southlands in partnership with Glendenning Golf Course. The model for how this recommendation gets implemented can be based on the existing partnership between the City of St. John's, the Pippy Park Commission, the Avalon Nordic Ski Club, and the Outfitters Adventures Company.
16. The City does not need any additional rectangular sports fields with the exception of those that might be developed as part of the new Zone Level Park proposed for Kenmount Road. However, the extension to Jim Clarke Field to accommodate both youth and senior soccer is recommended. To meet current demand three senior soccer pitches – Wishingwell (2) and Feildian Grounds need an enhanced level of maintenance to bring field surfaces to an acceptable standard. Accessory buildings – washrooms, changerooms and showers – need to be upgraded at Feildian Grounds, Wishingwell Park and constructed at Bowring Park. It is recommended that the Swilers pitch on Crosbie Road be upgraded to an artificial turf combination Rugby / Soccer field. One soccer pitch at Wishingwell Park will also be converted to a rugby field.

The City should support the maintenance of rectangular fields at local schools and the development of free play fields at neighbourhood parks to support ultimate frisbee, touch football and soccer.

17. The consultants recommend that a new City Wide Sports Park be developed at Wishingwell Park and Crosbie Road. The Sports Park will physically be linked to the Province's high performance Sports Centre at Crosbie Road to Wishingwell Park via a pedestrian bridge over Stamps Lane. The park will include two rugby pitches, two soccer pitches, two baseball and softball fields, tennis courts, hard surface play areas, running track, playground, and expanded change rooms. And as discussed in the recommendation above, the Swilers pitch on Crosbie Road should be upgraded to an artificial turf combination Rugby / Soccer field. One soccer pitch at Wishingwell Park should be converted to a rugby field.

18. The City should survey the current users of the Northwest Rotary Skatepark to determine the number of users; distance traveled to access the facility; mode of transport; and, users opinion on whether or not more facilities are needed. The redevelopment of neighbourhood parks should consider the inclusion of skateboard amenities. The development of open spaces in the downtown vicinity should include at least two new skateboard spots. The proposed Holy Cross neighbourhood park is one potential site.

**Strategic Priority: Leisure Programs and Services**

19. The City will work with the Department of Education and the Eastern School District to develop a formal agreement for City access to schools. This joint-use agreement will formalize school programming, capital development and operation and management partnerships. Schools that are designated for replacement or renovation will be designed to support community recreation needs and programmed accordingly.
20. The City will build on the success of the current Active Schools Program with the Eastern School District and Eastern Health to further explore, develop and implement initiatives that promote and enhance active and healthy children.
21. On a city-wide basis the City should work to further reduce barriers to leisure activities. Some barriers may be physical or financial, others might be cultural. How to accomplish this will require some experimentation. It will require trying different strategies to see what works and what does not. Some suggestions for consideration include:
- ❖ Extend the Real Program to include adults.
  - ❖ Simplify the free pass system.
  - ❖ Provide more free and drop-in services (indoor soccer, 3 x 3 basketball, etc.).
  - ❖ Expand and build on partnership with Metrobus to provide free transportation (bus passes) to facilitate participation in, and access to, programs and services of high needs groups.
  - ❖ Reduce threshold barriers, for example, a public equipment swap each season.
  - ❖ Provide free services to public at large, such as free Tuesday swims.
  - ❖ Expand the number of special events.
  - ❖ Place more emphasis on:
    - drop-in swimming and skating.
    - promote access to the trail system.

22. Expand fitness opportunities in a variety of ways that complement and support, rather than compete with, private sector clubs. Examples include:
  - ❖ Provide more public fitness facilities with strength training and cardio equipment.
  - ❖ Develop walking programs to encourage more use of the Grand Concourse.
  - ❖ Provide free fitness classes once a week.
  - ❖ Provide open gym circuit training.
  
23. Programs for teens must be a strategic priority: services, facilities and programs should be focused on teens 11 – 18. The program focus should be on developing overarching themes: for example, electronic arts, environmental education, and traditional arts and crafts, music and dance. Programs for teens should continue to be advertised as a separate section in the City Leisure Guide. Other targeted promotional strategies will be required, such as promotion to junior high students through schools, and through the City's existing initiatives in schools.
  
24. Support indoor walking and jogging opportunities and promote existing opportunities, such as the MUN Field House and the Mall Walkers Program. Negotiate with the Mile One Centre to open its concourse for walking. Promote the Mall Walkers Program to include the Village Mall. Develop specifically designed walking and jogging tracks at the new Mews Centre and at Wedgewood Park Recreation Centre. Offer neighbourhood walking programs at local school gymnasiums.
  
25. The Promotion Strategy should include all programs offered by the City's Partners, and all available leisure services in the City. The strategy should address promotion of outdoor activities, family activities, and special events. The strategy should also address the Department of Recreation's role in promoting healthy lifestyles and should also promote the benefits of an active and healthy lifestyle. The City could explore developing a general guide to highlight all these items and to augment its existing Active Living Guide. It should also explore improving the Department of Recreation website to improve usability and attractiveness.
  
26. The City must introduce a system to rationalize how City grants are administered. Each application would be evaluated using the 22 service objectives and key recommendations of this plan. Applicants need to understand how the objectives help the City in its community development role. Those applicants who best meet

the City objectives and who demonstrate projects or program outcomes would be supported. Council will have to be made aware of and support this approach.

In order to implement this recommendation, goals and principles, applicant eligibility and guidelines, application procedure and a review process will have to be developed. Many examples are available of community recreation grants programs and guidelines on the World Wide Web. The City can review what similar organizations have developed, and based on its own experiences and needs, develop a simplified application process.

27. Recreation and Parks must continue to be used as a vehicle for community development and to foster a sense of community identity, spirit, pride and culture. The City is already doing many things right to support community development. It is recommended that the City develop a menu of services and program opportunities, and from this menu the community can choose the ones that best suit local needs. The city would support these programs and encourage community advocacy and fund raising.

In addition to recreation and parks projects that will meet high priority needs for new recreation facilities, programs and services, it will also be important for the City to move forward in other ways. The following recommendations should be considered in parallel with the above priorities. Some should be implemented as soon as possible, and others will require ongoing attention.

28. Besides the recommendations in the previous section, investments must continue to be made in lifecycle functionality of existing facilities; especially those not mentioned in the specific recommendations.
29. Many of the demands identified within the stakeholder focus groups and interviews represent operating issues that are outside the scope of this report. They should be reviewed and investigated separately and any that are valid will need to be prioritized so that the City can address those that are most important.
30. Develop a new department focus to recruit and retain volunteers within the recreation delivery system. Volunteers are needed to work in all aspects of the recreation delivery system, the public sector as well as the not-for-profit sector. The trend in Canada is toward a decrease in the number of active volunteers, but fewer volunteers are doing more. Special effort to promote volunteerism, to target new volunteer markets, to formally recognize efforts, and to develop a training and

retention program is required. A formal volunteer program must be developed and consistent effort applied in implementing this program.

31. Develop, through the City's Department of Human Resources, a Human Resources Strategy for the Department of Recreation. This strategy will address challenges in staff recruitment and retention.

**The seventeen major investment projects are summarized in Table 7.0(b). The first nine should be considered most urgent and should proceed within the next five years. The remaining projects should follow within the subsequent five years.**

**Table 7.0 (b): Summary of Recommendations**

Project	Recommendations
1. Central Zone, new MEWS Community Centre	<ul style="list-style-type: none"> <li>• New two-tank community pool with all appropriate support spaces</li> <li>• New fitness centre.</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, and health services, retails and concession services.</li> </ul>
2. North Zone, new Wedgewood Park Recreation Centre	<ul style="list-style-type: none"> <li>• New two-tank pool with all appropriate support spaces</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, retails and concession services.</li> <li>• Expanded play area.</li> <li>• New site plan.</li> </ul>
3. South Zone, Goulds Super Neighbourhood Centre	<ul style="list-style-type: none"> <li>• New fitness centre.</li> <li>• Full-size gymnasium.</li> <li>• New multi-purpose spaces, arts and crafts studios, seniors space, youth space and pre-school program space, and health services.</li> <li>• Linked to Goulds Arena.</li> <li>• Community Centre in Southlands once population reaches 5000.</li> </ul>
4. City-wide, Walkway Development	<ul style="list-style-type: none"> <li>• New walk linkages to Grand Concourse added in phases.</li> <li>• A short, lighted, groomed section of trail in each zone to support winter walking.</li> </ul>
5. Cycling Master Plan	<ul style="list-style-type: none"> <li>• New bicycle trail connections added in phases.</li> </ul>
6. Open Space Management Strategy	<ul style="list-style-type: none"> <li>• Develop, based on this plan, new park classification system.</li> <li>• Ensure open spaces to support plan recommendations are available in the future.</li> <li>• Develop policies to support master plan recommendations.</li> <li>• Propose changes to current land development regulations to support master plan.</li> </ul>
7. City-wide, Joint-Use Agreement, Eastern School District and City of St. John's	<ul style="list-style-type: none"> <li>• Cost sharing of facility programming, capital development, operating and maintenance.</li> <li>• Access to school gymnasiums at Neighbourhood Level.</li> <li>• Development of school park sites.</li> </ul>

Project	Recommendations
8. North Zone, New Neighbourhood Community Centre at Virginia Park School	<ul style="list-style-type: none"> <li>• Develop Virginia Park Community Centre in Virginia Park School as part of the proposed Elementary School expansion.</li> <li>• Would include program space, meetings rooms and program spaces.</li> <li>• Would serve as pilot project for all similar developments.</li> </ul>
9. Central Zone, Kilbride Lions Community Centre	<ul style="list-style-type: none"> <li>• Expand to include new full size gymnasium.</li> <li>• Undertake a new site design for the area surrounding the centre.</li> </ul>
10. Central Zone, Neighbourhood Park at Holy Cross, Booth Memorial and St. Andrews.	<ul style="list-style-type: none"> <li>• Upgrade open space.</li> <li>• Develop free play green spaces.</li> <li>• Incorporate playgrounds, hard surface play areas and skate spots.</li> </ul>
11. Central Zone, new Community Park at Kenmount Road (Kelsey Drive)	<ul style="list-style-type: none"> <li>• Develop Park Master Plan.</li> <li>• Develop community parks with playground and free play facilities.</li> <li>• Develop service building for maintenance and washrooms.</li> <li>• Develop internal walks and external linkages to Grand Concourse.</li> </ul>
12. North Zone, new Community Park Clovelly	<ul style="list-style-type: none"> <li>• Develop Park Master Plan.</li> <li>• Develop community parks with playground and free play facilities.</li> <li>• Develop service building for maintenance and washrooms.</li> <li>• Develop walkway linkages to Grand Concourse.</li> </ul>
13. City-wide Neighbourhood Parks Assessment	<ul style="list-style-type: none"> <li>• Neighbourhood parks and playgrounds designed to respond to specific neighbourhood demographics and needs.</li> </ul>
14. City-wide, reduce threshold barriers, and expand initiatives to promote healthy active children	<ul style="list-style-type: none"> <li>• Experiment with different strategies to determine what works.</li> <li>• Examples of strategies include extending the REAL program to include adults, simplifying the free pass system, and hosting equipment swaps.</li> <li>• Continue to partner with ESD and Eastern Health to develop initiatives to promote active healthy children and youth.</li> </ul>
15. City-wide, develop and expand teen programs	<ul style="list-style-type: none"> <li>• Focus on services, facilities, and programs for teens aged 11-18 years.</li> <li>• Develop programs with overarching themes.</li> <li>• Develop promotion strategies specifically targeting teens.</li> </ul>
16. Central Zone, redevelop Victoria Park and Bannerman Park	<ul style="list-style-type: none"> <li>• City to take leadership role in finding partners to lead the implementation of the park redevelopment plans.</li> </ul>
17. City-wide, Aquarena subsidy	<ul style="list-style-type: none"> <li>• Continue to provide subsidy to Aquarena.</li> <li>• Tie investment to real public benefits, including access to all programs and activities.</li> </ul>

## 8.0 IMPLEMENTATION OF THE RECOMMENDATIONS

In this section all aspects of project implementation are addressed.

### 8.1 CAPITAL COSTS OF THE DEVELOPMENT PROJECTS.

Meeting recreation needs in St. John's, particularly where facility renewal is required, will come at a significant capital cost. Also, capital costs will increase with inflation. Table 8.1 is the best current estimate of capital costs in 2008 but does not include any land costs or costs of decommissioning facilities that are being replaced. The best estimate is that construction costs will continue to escalate at a rate of about 10-15% per year for the foreseeable future. The capital estimates include an allowance for a so called "green" standard of construction. The total of all capital costs will be in the range of \$60 to 70 million in current dollars, but the final costs will depend on when the projects proceed. It is important to understand that not all the capital will be invested by City taxpayers.

**Table 8.1: Project Capital Costs in Current Dollars and Partnership Potential.**

Projects	Capital Costs	Partnership Potential
1 Central Zone new MEWS Community Centre	\$22 Million	Medium
2 North Zone new Wedgewood Park Recreation Centre	\$14.5 million	Medium
3 South Zone, Goulds Super Neighbourhood Centre	\$4.5 million	Medium
4 City Wide, Walkway Linkages / Development	\$1.4 million	Medium
5 Cycling Master Plan	\$ 6 million	Low
6 Open Space Management Strategy	\$60,000	Low
7 City Wide, Joint-Use Agreement, Eastern School District and City of St. John's	N/A	N/A
8 North Zone, New Neighbourhood Community Centre at Virginia Park School (1000sqft)	\$200,000	High
9 Central Zone, Kilbride Community Centre	\$1.4 million	Medium

Projects	Capital Costs	Partnership Potential
10 Central Zone, Neighbourhood Park at Holy Cross, St. Andrews and Bishop Abraham Elementary schools.	\$850,000	Medium
11 Central Zone, new Community Park @ Kenmount Road (Kelsey Drive)	\$1.5 million	Low
12 North Zone, new Community Park Clovelly	\$1 million	Low
13 City-wide, Neighbourhood Parks Assessment	\$75,000	Low
14 City-wide, reduce threshold barriers, expand initiatives to promote active and healthy children	Part of existing program	Medium
15 City-wide, develop and expand teen programs	\$50,000	Low
16 Central Zone, redevelop Victoria Park and Bannerman Park	\$8 million	Low
17 City-wide, Aquarena subsidy	\$150,000	Low

**Low** – City may have to proceed with this project on its own, with little or no help from partners.

**Medium** – These projects could potentially be shared projects with the City and other partners taking leadership and funding roles.

**High** – These projects could proceed with the City providing only a supporting role, with other partners providing leadership and most of the funds.

In order to reduce the net public investment required by local taxpayers, the City will have to look for creative ways of financing these capital costs. Partnerships and land re-use will be important. But reducing service levels in a few areas where services are higher than required to meet needs in the next decade will also help. The primary service reduction potential is for tot lots; many of which are not cost effective to provide. Readers should NOT assume that just because an initiative is listed in the above figure, it means that the City will support it and pay for all the costs. In some cases, the City will support others to proceed with a project, or will be a partner in a project, or may determine a project will not proceed due to other factors or circumstances.

Where partnership potential is low, it is likely that the City will be solely responsible for the project with little or no support from others. Where partnership potential is high, it is likely that the project will proceed only if a significant amount of capital and



potentially operating support will come from user groups, another service delivery agency, or grants from a senior level of government.

The following section lists the potential partners and sources of funding for the Development Projects.

## 8.2 FINANCING THE DEVELOPMENT PROJECTS

### Financing the Development Projects

For the Recreation and Parks Master Plan to be successfully implemented, the City will need to be strategic in partnership development. The role of the City is not necessarily just to own and operate program facilities, but also to ensure a broad range of recreation opportunities are available to residents. Partnerships and alternative funding sources will be key to the City's success.

**Table 8.2: Potential Partners and Sources of Funding**

Implementation: Potential Partners and Sources of Funding			
Recommendation	Estimated Cost	Potential Development Partner (to be confirmed)	Potential Funding Sources
1. Mews Community Centre	\$22,000,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$15,400,000) City (30% - \$6,600,000)
2. Wedgewood Park Recreation Centre	\$14,500,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$9,230,770) City (30% - \$2,769,230)
3. Goulds Super Neighbourhood Centre	\$4,500,000	City Facility	Provincial Municipal Infrastructure Fund (70% - \$4,200,000) City (30% - \$1,800,000)
4. City-wide Walkway Linkages/Development Total: 19km at \$70,000/km	\$1,400,000 (multi-year)	Grand Concourse Authority	GCA (35% - \$490,000) City (65% - \$910,000)
5. Cycling Master Plan	\$6,500,000 (multi-year)	Variety of funding programs available.  Application already made to ECO Trust for Phase 1 at \$1.6M	Various (50% - \$3,250,000) City (50% - \$3,250,000)

<b>Implementation: Potential Partners and Sources of Funding</b>			
<b>Recommendation</b>	<b>Estimated Cost</b>	<b>Potential Development Partner (to be confirmed)</b>	<b>Potential Funding Sources</b>
6. Open Space Management Strategy	\$60,000	GCA	Contribution from GCA through funding partners (40% - \$24,000) City (60% - \$36,000)
7. City-wide, Joint Use Agreement Eastern School District and city of St. John's	N/A	Internal responsibility assumes City Recreation Staff and the City Solicitor.	N/A
8. Neighbourhood Zone Community Centre and School Park at Virginia Park School.  1000sqft at \$200sqft	Community Centre: \$200,000 School Park: \$200,000	Department of Education Eastern Health Eastern School District	City (50% - \$200,000) Province (50% - \$200,000)
9. Kilbride Lions Community Centre	\$1,400,000	Provincial Municipal Infrastructure Fund	Province (70% - \$780,000) City (30% - \$420,000)
10. Neighbourhood Parks at Holy Cross, St. Andrews and Bishop Abraham Elementary schools.  3 at \$285,000 ea.	\$850,000	Province: Department of Education Eastern School District GCA	City (30% - \$285,000) Province (30% - \$285,000) GCA (30% - \$285,000)
11. New Community Park, Kenmount Road.	\$ 1,500,000	N/A	City
12. New Community Park, Clovelly	\$ 1,000,000	City Facility On-Site Developer	Suggested new park (costs shared between each partner).
13. City-wide Neighbourhood Parks Assessment	\$ 75,000	N/A	City
14. City-wide, Reduce threshold barriers, expand initiatives to promote active and healthy children	Part of existing program	NLHC/CMHC Eastern School District Province	City Province

Implementation: Potential Partners and Sources of Funding			
Recommendation	Estimated Cost	Potential Development Partner (to be confirmed)	Potential Funding Sources
15. Develop and Expand Teen Programs	\$ 50,000		City
16. Redevelop Victoria Park and Bannerman Park	\$3M VP \$5M BP	GCA	Provincial Municipal Infrastructure Fund (70% - \$5,600,00) City (15% - \$1,200,00) GCA (15% - \$1,200,000)
17. Aquarena Subsidy	\$150,000	N/A	City

**Notes:**

- ❖ City Wide Links: Estimates are for Clovelly (4 km); Kenmount Road (6 km); and Southlands, Kilbride (9 km).

Total projects costs, assuming City accesses Provincial Municipal Infrastructure Fund, are estimated over the next ten years to be approximately \$18-21M.

### 8.3 OPERATING IMPACTS

The capital costs for the development of new and retrofitting existing facilities will be quite significant. As well as the capital costs the following operating impacts need to be considered:

- ❖ The development of Community Centres in cooperation with the Eastern School District and the closing of some existing stand alone facilities should result in operating savings to the City.
- ❖ Continuing to support recreation programs offered by the Newfoundland and Labrador Housing Corporation, and continuing partnerships for program delivery through Eastern Health and ESD should create savings for the City. Funding will be cost shared by Partners and programs offered by NLHC community centres will be open to the public.
- ❖ Enhancing walkway and trail linkages, developing winter walking opportunities, and developing neighbourhood parks in cooperation with the Grand Concourse Authority will continue to result in substantial savings to the City. The costs to maintain trails and parks should be relatively low.

- ❖ The addition of a full-size gymnasium at the Kilbride Lions Community Centre will have a high capital cost but the operating impacts should be low.
- ❖ New flat “free play” spaces proposed for neighbourhood parks will not require any more operating costs than other configurations of the same green space, but upgrading the natural turf on three soccer fields will require a modest capital investment.
- ❖ The development of the Goulds’ Super Neighbourhood Centre and integrating the current Recreation Centre Committee with the Goulds’ Arena Committee into a joint management committee can potentially result in the operation of the facility at break even costs or may only require a small subsidy.

Overall, the types of projects recommended within the Recreation and Parks Master Plan will not impose large new operating burdens on the City’s budget in terms of a net public subsidy per capita. The increases required in some areas will be at least partially offset by some savings in other areas.

In the past, when large new public leisure facilities have been contemplated, the ongoing operating subsidies have been more of a concern than finding the capital to develop them. However with few exceptions, for the recommendations herein, the consultants believe that finding the capital to develop them will be a greater concern to local taxpayers than any increase in operating subsidies.

# APPENDICES

# **APPENDIX A**

## **Decision Making Framework Workshop**

## St. John's Recreation and Parks Master Plan 2008

### A Priority Setting Framework

On March 11<sup>th</sup>, 2008 City Council and senior staff engaged in a workshop to discuss the basis for decision making for public parks and recreation services in St. John's. During the workshop a framework was developed and consensus was reached. It is recorded herein. It will be used to help set priorities of the needs identified in this study, but has wider application and can also be used:

- As a basis for setting fees and charges,
- As a basis for future accountability to ensure that Council and staff have a common understanding of priorities and how success will be measured,
- As a vehicle for community development and the creation of partnerships.

The framework consists of a Mandate statement, a commitment to a benefits based approach, a series of benefits that would act as goals and objectives for City efforts, and a process for using them on an ongoing basis to support decision making in future. Also, the framework will be used by the consultants to help set priorities and justify recommendations.

#### The Benefits Based Approach

The benefits based approach recognizes that public goods are focused on indirect benefit to all citizens rather than the direct benefit to users of services. In other words, the City of St. John's parks and recreation services, in addition to providing some direct benefit to users, must clearly demonstrate that there is some spin-off indirect benefit to the entire community, even if some community members haven't used the service. This indirect benefit to all citizens, from which they cannot escape, is sometimes called "public good" and justifies public sector involvement in the delivery of the service, if such involvement is needed in order to realize the "good". In the benefits based approach, decisions are focused on achieving the greatest amount of public good or indirect benefit at the least possible cost to the taxpayer.

#### Mandate

*The City of St. John's will use public recreation and parks services as a vehicle for achieving certain socially worthwhile goals and objectives; where such achievement clearly results in indirect benefit to all citizens.*

#### The Benefits

The workshop participants agreed on two categories of benefits which could be labelled as goals. They are as follows:

##### **To use recreation and parks services to foster a sense of community identity, spirit, pride and culture**

City sponsored parks, recreation and cultural services can and should be used as a vehicle to connect local citizens more positively to their community and enhance their sense of comfort with it. Where such initiatives require tax support, it will be considered in terms of the amount of public good created in relation to the cost to the taxpayers. The success of any parks or recreation service will be measured in terms of its ability to clearly benefit all citizens. The City helps

connect people to their community in a positive way, thereby fostering a sense of community health. Community is a concept that exists on a variety of levels. One's community can be their neighbourhood or their city as a whole. Or, it can be a community of interest that does not have geographic boundaries.

**To use recreation and parks services to foster growth of individuals to reach their full potential as contributing citizens**

City sponsored parks, recreation and cultural services can and do help individuals to grow physically, emotionally, morally and creatively and help them to be as good as they can be. Where tax support is needed to ensure such success, it will be considered within the cost/benefit framework referred to above. Healthier, more responsible citizens will be better contributors to community life, better leaders in the community, will require less social service, health service and justice service supports and therefore, there is clear benefit to the entire community.

**Service Objectives**

The following twenty-two service objectives are consistent with the two benefits headings described above. They may be considered as specific public leisure service categories for achieving the goals. All City sponsored parks and recreational initiatives should be directed toward achieving the two goals and can be justified in terms of achieving one or more of these twenty-two objectives. Working toward these objectives will result in both direct and indirect benefits. They contribute to the public good, economically, environmentally, personally and socially. There are nine objectives under the first goal and thirteen under the second one.

***Sense of Community***

**1. To Encourage Special Events and Celebrations**

Special events (e.g. carnivals, fairs, tournaments, festivals) can contribute to a feeling of community identity and spirit. Therefore, the City should be involved in organizing special events and participating in special events organized by others to the extent necessary to foster a sense of community identity, spirit, pride and culture.

**2. To Support Local Groups**

Local clubs, groups and agencies are and will be organizing and sponsoring leisure opportunities. This "people doing things for themselves" aspect of community life is socially worthwhile and desirable. The City should support such groups in their efforts to the extent necessary to achieve this good. Support may occur in a number of ways, including subsidized access to facilities, assistance in problem solving or help with promotion.

**3. To Facilitate Spectator Experiences at Sporting Events**

Community identity, spirit and culture can be fostered through the environment generated by spectators at athletic events. At such events, sport can be closely linked with community identity and pride. The spectating can be informal as well as formal. It can be spectators at a soccer tournament or casual watching of disc golfers. The City should play a role in ensuring such opportunities exist.

**4. To Facilitate Spectator Experiences at Arts Events**

Using the same logic as above, artistic endeavours (both performing and visual) represent one of the most significant aspects of developing a culture in any community. Through



exposure to the arts, local residents should develop a better understanding and appreciation of their community and the cultural aspects of it.

**5. To Facilitate Opportunities for Social Interaction**

Because social functions are a valuable vehicle to use in developing community cohesion and identity, the City should strive to ensure that such opportunities exist. Some, it might sponsor itself. Others it might support through a coordinating or referral role.

**6. To Protect Natural and Historic Resources**

The protection of natural and aesthetic features, vistas, natural phenomenon and features of historic significance and the provision of public access to such features will contribute to a greater understanding of and pride in the community and, therefore, contribute to community growth.

**7. To Beautify the Community**

The extent to which a community is seen by its residents as being visually pleasing is directly related to the potential for creating community identity, spirit and culture. Therefore, making a community more beautiful is a worthwhile social objective worthy of tax support.

**8. To Support Family Oriented Leisure Opportunities**

The family unit is an integral building block of community. Therefore, the City should provide opportunities and supports for families to pursue leisure as a family unit in a way that fosters family strength and harmony.

**9. To Integrate Generations and Sub Groups Within Our Community**

Community growth can be fostered through increased contact between people of varying age groups within the community. The more contact and interchange between seniors and younger adults and children, the greater the potential for community growth. Therefore, in the provision of leisure services, attempts should be made to provide such contact and interchange between seniors and younger residents with a view toward transmitting cultural heritage across the generations.

Community growth can further be fostered through an integrative mixing of various ethnic groups so that each better understands and appreciates the difference and strengths of the other. Multicultural recreation and cultural services can be used as a vehicle in making the community more cohesive.

Community growth can also be fostered by integrating individuals with various special needs into mainstream programming. Whether individuals have physical, emotional or mental special needs, recreation and culture can be used as a leveling and integrative force.

***Individual Citizen Growth***

**10. To Foster and Promote Fitness and Overall Well Being**

Fitness, in this context, is used broadly as a synonym for wellness, and refers to mental and emotional, as well as physical fitness. The fitness level of every resident of the City of St. John's should be increased at least to a pre-determined minimum level with

opportunities available for progress beyond this point. The City should provide fitness and wellness services for people at all levels of ability from those that require specialized therapeutic services to those who are very fit and able.

**11. To Foster and Promote Pre-School Leisure Opportunities**

An opportunity should exist for every pre-school aged child to participate with other children in a variety of leisure experiences, in order to:

- Expose the child to social settings
- Foster gross motor development
- Provide a generally happy and satisfying atmosphere where growth can occur
- Teach basic safety skills and attitudes
- Celebrate their natural creative tendencies

The City should be one of the agencies that work towards this objective in the city, providing leadership and support to ensure this happens.

**12. To Foster and Promote Basic Leisure Skill Development in Leisure Pursuits for School Aged Children**

Working in partnership with the School District and other providers of service, the City of St. John's should provide opportunities for basic proficiency in a variety of leisure pursuits in such areas as basic movement education, sport, performing arts, visual arts, outdoor nature oriented skills, and hobbies in order to:

- Generate skills which may form the basis for enjoying lifetime leisure activities
- Contribute to gross motor and fine motor physical development
- Provide social settings in which social, moral and emotional growth can be fostered
- Provide the basis for leisure education (i.e. the teachings of the benefits of and wise use of leisure time)
- Explore creative potential.

Other agencies (e.g. the school system) may provide skill instruction in some areas, with the City filling the gaps.

**13. To Foster and Promote Advanced Leisure Skill Development in Leisure Pursuits for School Aged Children**

Opportunities should be provided for those children who wish to further develop their interest and skills in a wide variety of leisure pursuits beyond the basic level. The City will be one of the providers of such opportunities.

**14. To Foster and Promote Social and Leadership Opportunities for Teens**

The maturing from youth to adult that occurs during teenage years is often a critical time in the life of an individual. It is also a time that individual difficulties may result in behaviours that negatively impact the community. Hence, the City will provide opportunities for teens to:

- Learn about themselves and how they will react to various social settings and pressures,
- Develop positive social/emotional/moral skills, principles and convictions,
- Develop positive leisure lifestyle patterns that will remain with them through adulthood.

**15. To Foster and Promote Basic Leisure Skills in Leisure Pursuits for Adults**

The City should be a player in the provision of a range of opportunities for adults who wish to be exposed to such endeavors and learn some basic skills in each.

**16. To Foster and Promote Advanced Leisure Skills in Leisure Pursuits for Adults**

In some cases the City may also be involved in providing opportunities for those adults who wish to further develop beyond a basic proficiency level their interests or abilities in a variety of leisure pursuits.

**17. To Foster and Promote Leisure Opportunities for Seniors**

Opportunities should be provided by the City for senior citizens to participate in the leisure activities of their choice in order to:

- Maintain overall fitness levels
- Maintain social contacts and continue to be involved in social environments
- Provide a continuing sense of worth and meaning of life through continuing personal growth.

**18. To Interpret the Environment**

Opportunities should be provided for every local resident to learn about, understand, relate to and experience all aspects of his/her environment. While many other agencies and the school system also share this goal, the city can be a supporter and a partner.

**19. To Foster Reflection and Escape from Urban Form**

Often growth can occur through escape, reflection, contact with nature and relaxation in a serene natural environment. Because of this, opportunities should be provided for residents to obtain respite from urban form and experience nature within the City.

**20. To Educate Individuals About the Wise Use of Leisure Time**

All residents should understand how available opportunities can contribute to public good and how participating in them can be valuable. They should also be aware of how best to use their leisure time. The City of St. John's can help in this regard.

**21. To Foster Adequate Communication about Leisure Opportunities**

A communication/information system should be established and maintained whereby all residents are made aware of all the leisure opportunities that are available to them and how to gain access to all leisure opportunities in the community.

**22. To foster volunteerism within the community**

People volunteering their time to help within their community can and should be the highest form of recreation. The City should support volunteerism and maximize its benefits to the volunteer and to those served by the volunteer in ways that help both givers and receivers to grow as citizens.

In order to achieve the above, The City of St. John's will provide leadership and coordination where necessary. It may also provide services directly where no other agency is able or willing to provide the service and the need is great. It might also enter into partnerships where other public, private or not-for-profit agencies have mandates which are consistent with the mandate outlined above.

The City will also monitor the infrastructure necessary for success in achieving the above objectives. For example, indoor and outdoor facilities will be necessary to realize many of the objectives. The City will use the mandate, two goals and twenty-two service objectives to prioritize among competing recreation demands. If there is demand for a specific type of recreation, the City will examine that demand to determine if and to what extent meeting the demand will result in indirect benefit to all citizens as articulated under the twenty-two service objectives. After that, the final priority of a demanded facility or service would depend on a cost benefit analysis (where benefits are measured in units of indirect benefit).

### **Implementation of the Benefits Based Approach**

The previous four sections justify the City of St. John's involvement in the delivery of public recreation and parks services on the basis of contributing to the greater good of the entire community. It should be noted, however, that many of the service objectives can and will be achieved with little or no intervention or support of the City. If a park, recreation or cultural service is provided without public subsidy (i.e. the subscribers to the service pay the entire cost of the service, or if another agency subsidizes it) and is provided in such a way that there is still significant benefit to the community as a whole, then the City's objectives have been achieved without the need for its intervention or its tax subsidy.

In implementing this mandate for parks and recreation services, a proactive approach to leisure service delivery is assumed. It is summarized under a three step process in the following section. But, in general, the City will:

1. Operate within the philosophical foundation for the delivery of publicly sponsored public leisure services which is embodied in the Mandate statement above and the two benefits headings.
2. Adopt the twenty-two service objectives, which give meaning to and are consistent with the Mandate and two goals and provide direction for service delivery and accountability.
3. Generally, accept responsibility for achieving the goals and objectives in the most cost-effective manner possible and within the bounds of limited available public resources allocated annually for this purpose.
4. Monitor the provision of all parks and recreation services and activities available to residents of the city and focus its efforts on achieving the ones which are the most important and which other agencies cannot achieve.
5. For the remainder of service objectives, it will do what it can through direct service provision and partnerships with other service providers.
6. At all times, the City will be concerned with obtaining the greatest amount of benefit at the least possible net cost to the taxpayer, and constantly engage in such cost/benefit analysis as a basis for its priority setting.

**Using the Benefits Based Approach**

The first step in a comprehensive program of using the benefits based approach beyond this Master Plan project would be to catalogue which resources are being used now and show what kinds of benefits are being realized as a result. Figure One is provided below for that purpose.

In addition to the information in Figure One, it would also be appropriate to discuss which of the objectives are being well served by other agencies or providers of service in the community. Just because the City isn't spending money to achieve a specific objective, doesn't mean it isn't being achieved.

**Figure One  
Service Benefits Matrix**

		Cost Centres and/or Service Centres in City's Parks and Recreation Budgets						
	Service Objective							
	Foster a Sense of Community							
1.	Special Events							
2.	Support to Community Groups							
3.	Spectator Sports							
4.	Spectator Arts							
5.	Social Interaction							
6.	Protecting Natural and Historic Resources							
7.	Beautify the Community							
8.	Family Leisure Services							
9.	Mix and Integrate Sub Groups							
	Foster Growth of the Individual							
10.	Fitness and Well Being							
11.	Pre-school Opportunities							
12.	Basic Skills for Children							
13.	Advanced Skills for Children							
14.	Social Opportunities for Teens							
15.	Basic Skills for Adults							
16.	Advanced Skills for Adults							
17.	Recreation for Seniors							
18.	Interpret the Environment							
19.	Reflection and Escape							
20.	Educate About Leisure							
21.	Communication System							
22.	Foster Volunteerism							

The staff will insert 3's, 2's and 1's where the City is currently realizing returns on its tax investment, but only after the list is confirmed by Council.

Once per year the staff would prepare a chart similar to the one above and provide it to the Parks and Recreation Advisory Committee and Council as a basis for preparing the subsequent year's budget. It would be a summary of costs and benefits as each column has a cost attached and each cell has a subjective indication of benefit. The Committee would review and discuss the results of the above chart before proceeding to subsequent steps in the process.

The second step would be to review and adjust the list of benefits for the future year. The Committee and/or Council could add, modify or delete from the list of twenty-two objectives.

Then the Council would prioritize the benefits to determine where more can be done to achieve each. Figure Two shows a form for a prioritization process that the Council and Committee can engage in during an annual workshop as part of the annual work planning process.

In Figure Two, the results of the assessment by council and senior staff at the March 11<sup>th</sup> workshop are included as an initial expression of where the City could focus efforts to improve on what is now being done.

**Figure Two**  
**Service Objectives Which Most Need to be Improved**

<b>Foster Sense Of Community</b>	<b>Rank</b>	<b>Priority Score</b>
1. Special Events and Celebrations		6
2. Support of Local Groups	6.5	8
3. Spectator Sports		2
4. Spectator Arts		2
5. Social Interaction		3
6. Protecting Natural and Historic Resources		6
7. Beautifying the City	1	20
8. Family Leisure Services	6.5	8
9. Integrate Sub-Groups		2
<b>Foster Growth Of The Individual</b>	<b>Rank</b>	<b>Priority Score</b>
10. Fitness and Well Being	2	13
11. Pre-School Opportunities		1
12. Basic Skills for Children	4.5	9
13. Advanced Skills for Children		0
14. Social Opportunities for Teens	4.5	9
15. Basic Skills for Adults		0
16. Advanced Skills for Adults		0
17. Recreation for Seniors	3	10
18. Interpret the Environment		0
19. Reflection or Escape from Urban Form		1
20. Educate about Leisure		1
21. Communication System		0
22. Foster Volunteerism		6

Each workshop participant was given ten priority votes. The column on the right represents the collective total of all these votes. The other column show the top seven priorities with the number one being the highest priority. It is important to note that these votes are not for basic priority but instead for what “most needs to be improved”. In other words, when planning for the future, these are the service objectives that most need to be improved upon.

In Figure Two, the scores and ranks are the result of the March 11th workshop. So, they are a basis for initial planning and for the prioritizing needs within the Master Plan project. For example, a facility which goes further in meeting some of the highest priority objectives in the above figure would have the highest added benefit to the community. Of course, benefit is only one side of the cost benefit equation, and lifecycle costs would also have to be estimated before a real assessment of priority is made. Also, there will be other technical analysis which could alter the future priority, including demographic projections, leisure behaviour trends, condition of existing facilities and others.

The final step would be to render the City’s activities more effective at meeting the twenty-two objectives, and more specifically the highest priority service objectives. To do this, the Committee and Council would review the inventory chart in Figure One from each of the two axis independently.

To start, the separate rows of the chart, each representing a service objective, should be analyzed with a view toward more effective strategies for achieving each objective.

For example, the Committee or Council might brainstorm new ideas for achieving a specific objective. Then it might estimate costs and benefits of each item on the list, prioritize them and implement only those that are the most cost effective. At the end of the year an evaluation process would reveal that success or lack thereof in achieving a specific objective. The costs of the strategies could then be weighed against the benefits, and adjusted during the following year to delete those that are least effective. Where appropriate, new strategies could be implemented.

It would also be necessary to analyze each of the existing service centres that are assigned columns on the chart. The Committee might, for example, “discover” through the inventory process that a particular program or service area was involved in a major way in achieving two objectives, in a moderate way in achieving three others, and in a minor way in achieving two more. With some thought it might be possible to develop low or no cost strategies for:

- Moving some of the modest or moderate symbols up to the major category
- Reducing costs of achieving the objectives
- Achieving new objectives with the same program.

In the final step, all suggestions for developing or adjusting existing services would be developed into budget proposals showing their cost/benefit in terms of achieving objectives. The final budget review and approval process would also be based on this more structured cost/benefit approach.

# **APPENDIX B**

## **Results of Public Survey**



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## Introduction

The material which follows comes from an analysis of data collected in a telephone survey of 623 residents of St. John's between February 8 and February 17, 2008.

The findings from a sample of this size are considered to be accurate to within +/- 4.8 percentage points, 19 times out of 20.

## Demographics

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Age	
18 to 29	26.0
30 to 39	17.5
40 to 49	20.6
50 to 59	18.8
60 and over	17.1

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Gender	
Male	47.3
Female	52.7

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Respondents were asked, "In the past twelve months, have you, or any member of your household, taken part in any of the following activities? Details are in the table which follows.

**Table 1**

<b>Baseball or softball</b>	10%
<b>Basketball or volleyball</b>	17%
<b>Bicycling</b>	30%
<b>Cross country skiing</b>	12%
<b>Dance classes</b>	12%
<b>Fitness classes</b>	43%
<b>Gymnastics</b>	8%
<b>Ice hockey</b>	19%
<b>In-line skating</b>	5%
<b>Jogging</b>	41%
<b>Racquetball or squash</b>	8%
<b>Recreational ice skating</b>	31%
<b>Skateboarding</b>	9%
<b>Soccer</b>	20%
<b>Swimming</b>	54%
<b>Walking</b>	93%
<b>Weight or fitness training</b>	49%
<b>Adult leisure programs</b>	8%
<b>Day camps</b>	7%
<b>Outdoor recreational activities</b>	9%

Further analysis shows that nearly 3 percent of all respondents indicated that had not engaged in any of the named activities in the past twelve months, and a further 17 percent had engaged in just one activity. For the most part, that activity was walking.

**Are there any reasons that generally limit you from becoming involved, or more involved, in such activities?**

**Table 2**

Cost or fees	3 %
Didn't know of any programs	1 %
Facilities not accessible to persons with disabilities	< 1 %
Inconvenient times / Hours of operations	2 %
Lack of childcare services	< 1 %
Lack of facilities	< 1 %
Lack of time	28 %
Lack of transportation	1 %
Limited space in programs	< 1 %
Location of facilities	< 1 %
No children	< 1 %
Not interested	4 %
Too many children	< 1 %
Too old	4 %
Other	13 %
Nothing limits participation	46 %

### Do you think St. John's needs more of the following facilities?

**Table 3**

	<b>Current activities in which you will participate more in the next five years</b>	<b>Current activities in which you will participate less in the next five years</b>	<b>Activities in which you would like to participate more in the next five years</b>
<b>Activity</b>	<b>n = 623</b>	<b>n = 623</b>	<b>n = 623</b>
Baseball or softball	5 %	1 %	2 %
Basketball or volleyball	4 %	1 %	2 %
Bicycling	11 %	2 %	1 %
Cross country skiing	5 %	1 %	6 %
Dance classes	5 %	1 %	5 %
Fitness classes	17 %	1 %	4 %
Gymnastics	2 %	< 1 %	1 %
Ice hockey	9 %	1 %	2 %
In-line skating	1 %	< 1 %	1 %
Jogging	17 %	2 %	< 1 %
Racquetball or squash	1 %	1 %	2 %
Recreational ice skating	9 %	2 %	4 %
Skateboarding	2 %	2 %	< 1 %
Soccer	1 < 1 %	1 %	2 %
Swimming	23 %	4 %	5 %
Walking	48 %	1 %	< 1 %
Weight or fitness training	2 < 1 %	3 %	2 %
Adult leisure programs	2 %	< 1 %	1 %
Day camps	2 %	1 %	1 %
Outdoor recreational activities	3 %	< 1 %	3 %
Don't know / None	21 %	76 %	63 %

**Table 4****Does St. John's need more of the following types of indoor facilities?**

	<b>Percent in Agreement</b>
Fitness centers	31 %
Gymnasiums	46 %
Ice / Hockey Arenas	34 %
Multi-purpose facilities such as the Mews Center	73 %
Racquetball and squash courts	26 %
Swimming Pools	54 %
Tennis courts	37 %
Walking / Running tracks	66 %
Nothing is needed	9 %

**Table 5****Which indoor facilities are needed the most?**

	<b>Percent in Agreement</b>
Fitness centers	2 %
Gymnasiums	5 %
Ice / Hockey Arenas	7 %
Multi-purpose facilities such as the Mews Center	32 %
Racquetball and squash courts	3 %
Swimming Pools	11 %
Tennis courts	2 %
Walking / Running tracks	28 %
Nothing is needed	9 %

**Table 6**

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**Does St. John's need more of the following types of outdoor facilities?**

	<b>Percent in Agreement</b>
Bicycle trails	78%
Neighbourhood playgrounds	64%
Parks and open spaces	63%
Neighbourhood tot lots	62%
Walking trails	61%
Swimming pools	52%
Dog Parks	49%
Skateboard parks	48%
Softball fields	35%
Baseball and soccer fields	22%
Rugby fields	18%
Nothing is needed	4 %

**Table 7****Which outdoor facilities are needed the most?**

	<b>Percent in Agreement</b>
Bicycle trails	23 %
Walking trails	21 %
Neighbourhood playgrounds	12 %
Dog Parks	9 %
Swimming pools	8 %
Parks and open spaces	7 %
Softball fields	5 %
Nothing is needed	5 %
Neighbourhood tot lots	4 %
Skateboard parks	4 %
Baseball and soccer fields	2 %
Rugby fields	1 %

**Table 8****Are you familiar with the Active Living Guide distributed by City of St. John's Department of Recreation?**

	<b>Percent in Agreement</b>
<b>Yes</b>	57 %
<b>No</b>	43 %
<b>Total</b>	100.0

**Table 9**

**Would any of the following services motivate you to use programs and services sponsored by St. John's Department of Recreation, or to use them more often?**

	<b>Percent in Agreement</b>
Reduced user fees	64 %
More convenient location of facilities	62 %
Improved quality of facilities	61 %
Increased quantity of facilities	61 %
More advertising / Promotion	61 %
Broader range of program opportunities	55 %
Longer hours of facility operation	52 %
Access to transportation	43 %
Child care services	30 %
None of these would motivate	12 %



**Table 10**

**How would you rate the programs and services sponsored by St. John's Department of Recreation on the following points?**

	<b>Excellent</b>	<b>Good</b>	<b>Fair</b>	<b>Poor</b>	<b>NA</b>
Availability of programs	4%	47%	22%	3%	24%
Condition of facilities	3%	42%	31%	4%	20%
Quality of instructions	8%	40%	8%	1%	43%
Helpfulness of staff in general	12%	48%	7%	0%	32%
Overall quality of programs	6%	51%	15%	1%	27%
Program costs	4%	29%	30%	7%	30%
Program promotion	3%	26%	32%	16%	24%
Program times / schedules	2%	37%	27%	4%	29%
Program variety	3%	42%	27%	3%	25%
Registration system	3%	37%	19%	4%	38%

**Table 11**

**Do you think there needs to be improvements made to the following recreational programs sponsored by St. John's Department of Recreation?**

	<b>Percent in Agreement</b>
Programs for Seniors	48 %
For Adults	38 %
For Teens	38 %
For Children aged five to twelve	23 %
For Pre-school children	19 %
For Families	32 %
For Persons with disabilities	37 %

Respondents who indicated that improvements were needed to a particular program were then asked to suggest what improvements were needed. Complete details are in the table which follows.

**Table 12**  
**Identified Improvements to Various Recreational Programs**

	Programs for Seniors	Programs for Adults	Programs for Teens	Programs for Children	Programs for Pre-school Children	Programs	Programs for Persons With Disabilities
	n = 298	n = 235	n = 240	n = 143	n = 116	n = 230	n = 197
Better location of facilities	4 %	4 %	5 %	7 %	9 %	1 %	2 %
Better quality programs	36 %	34 %	46 %	40 %	39 %	44 %	27 %
Accessibility to persons with disabilities	7 %	1 %	2 %	0 %	0 %	1 %	60 %
More childcare services	0 %	3 %	2 %	6 %	7 %	3 %	1 %
More convenient times / Hours of operation	7 %	22 %	12 %	11 %	9 %	11 %	1 %
More space in programs	12 %	10 %	14 %	13 %	12 %	10 %	4 %
Provide more facilities	21 %	24 %	35 %	25 %	26 %	23 %	17 %
Provide transportation	31 %	7 %	4 %	3 %	4 %	3 %	16 %
Reduce cost of programs	11 %	9 %	9 %	13 %	12 %	10 %	6 %
Don't know / No suggestion	28 %	33 %	28 %	30 %	28 %	27 %	20 %

**Table 13**

**Do you think the City of St. John's needs additional programs for the following groups?**

	<b>Percent in Agreement</b>
Programs for Seniors	48 %
For Adults	42 %
For Teens	48 %
For Children aged five to twelve	35 %
For Pre-school children	29 %
For Families	45 %
For Persons with disabilities	49%

**Table 14**

**Do you think there needs to be improvements made to the following types recreational programs sponsored by St. John's Department of Recreation?**

	<b>Percent in Agreement</b>
After school programs	33 %
Day Camps	20 %
Fitness and lifestyle programs	24 %
Music programs	19 %
Outdoor and / or nature programs	30 %
Swimming	29 %
Youth house league soccer	13 %

**Table 15**  
**Identified Improvements to Various Types of Recreational Programs**

	After School Programs	Day Camps	Fitness and Lifestyle Programs	Music Programs	Outdoor and / or Nature Oriented Activities	Swimming	Youth House League Soccer
	n = 209	n = 128	n = 149	n = 119	n = 186	n = 179	n = 79
Better location of facilities	5 %	3 %	5 %	2 %	5 %	8 %	12 %
Better quality programs	44 %	34 %	40 %	43 %	45 %	23 %	32 %
Accessibility to persons with disabilities	0 %	1 %	1 %	0 %	1 %	1 %	0 %
More childcare services	2 %	10 %	0 %	0 %	1 %	1 %	0 %
More convenient times / Hours of operation	6 %	9 %	9 %	8 %	4 %	18 %	15 %
More space in programs	16 %	18 %	7 %	18 %	7 %	13 %	9 %
Provide more facilities	23 %	23 %	26 %	25 %	29 %	47 %	30 %
Provide transportation	7 %	2 %	1 %	1 %	2 %	1 %	1 %
Reduce cost of programs	11 %	14 %	7 %	16 %	5 %	6 %	7 %
Don't know / No suggestion	29 %	27 %	36 %	28 %	42 %	20 %	37 %

**Table 16**

**Do you think the City of St. John's needs additional programs in these areas?**

	<b>Percent in Agreement</b>
After school programs	39 %
Day camps	33 %
Fitness and Lifestyle Programs	37 %
Music programs	32 %
Outdoor and/or nature oriented activities	42 %
Swimming	42 %
Youth house league soccer	21 %

**Table 17**

**Would you say that the public outdoor parks and recreation spaces operated by St. John's Recreation and Parks are:**

	<b>Percentage in Agreement</b>
Very well maintained	18 %
Well maintained	68 %
Not well maintained	7 %
Very poorly maintained	2 %
Neutral / No Opinion	1 %
Don't know	5 %
Total	100 %

**Table 18****Should the City of St. John's commit extra funding to the following facilities?**

	<b>Percentage in Agreement</b>
Cycling trails	71 %
Indoor gymnasiums	52 %
Indoor swimming pools	58 %
Multi-purpose community facilities such as the Mews Center	83 %
Outdoor pools	47 %
Parks and green spaces	69 %
Sports fields	52 %
Walking and cycling trails	68 %

Further analysis shows that approximately six percent of all respondents answered "No" to the extra funding for ALL of the named facilities.

**Willingness to pay for Facilities**

Respondents were asked if they would be willing to pay varying increases in their property taxes or rent to help build or operate the aforementioned facilities or programs.

Approximately 60 percent of the 593 respondents who agreed to extra funding for at least one of the previously mentioned facilities agreed they would be willing to pay an extra \$25.00 per year in property taxes or rent to fund those facilities. Thirty-one percent were willing to pay between \$26.00 and \$50.00; twelve percent were willing to pay between \$51.00 and \$75.00; just five percent were willing to pay between \$75.00 and \$100.00. Less than one percent said they were unwilling to pay anything.

# **APPENDIX C**

## **Summary of Stakeholder Interviews**



## SUMMARY OF STAKEHOLDER INTERVIEWS

<b>Group or Agency</b>	<b>Most significant Comments, Needs, Issues or Concerns</b>
Grand Concourse Authority	<ul style="list-style-type: none"> <li>▪ Better policing, signage, and traffic calming measures to reduce vandalism and eliminate use of motorized vehicles</li> <li>▪ More funding for maintenance and capital development</li> <li>▪ Integrated facilities in defined areas of the City to reduce cost and improve level of service</li> </ul>
Pippy Park Commission	<ul style="list-style-type: none"> <li>▪ Neighbourhood Recreation Centres strategically located</li> <li>▪ More needed in City Centre</li> <li>▪ Broaden spectrum of recreation activities</li> <li>▪ More freshwater swimming holes</li> <li>▪ Opportunity to work in partnership with City to expand opportunities for recreation programming in the Park</li> </ul>
YMCA	<ul style="list-style-type: none"> <li>▪ Strong partnership and excellent relationship with City;</li> <li>▪ Opportunity exists to expand partnership; open to offering programs in municipal buildings;</li> <li>▪ Y fills a need in health, childcare and employment programs; Y emphasis on family membership;</li> <li>▪ Y has a role to play in high needs neighbourhoods</li> <li>▪ New Y facility will open by early 2010 on Ridge Road; includes aquatics facility, multi-purpose gym, community room;</li> <li>▪ App. 25% members will be subsidized in new facility</li> </ul>
Aquarena	<p data-bbox="617 1064 641 1081">“.</p> <ul style="list-style-type: none"> <li>▪ City needs to maintain its position as a partner with Aquarena; the City benefits tremendously by being a partner with Aquarena, \$150,000 subsidy enables residents to avail of services; the subsidy represents only a very small percentage of Aquarena budget;</li> <li>▪ Aquarena revenues are returned to maintenance and improvements to facility; facility well maintained</li> <li>▪ Lack of communication between Dept. of Recreation and Aquarena</li> <li>▪ City does not need to duplicate many aquatic services – for ex. Lifeguard certification courses;</li> <li>▪ Dept of recreation needs to strengthen its presence in community – needs better promotion</li> <li>▪ Aquarena currently provides swimming to schools and participates in REAL program</li> </ul>
Outdoor Sports Organizations	<ul style="list-style-type: none"> <li>▪ Soccer- needs more soccer fields; need at least one other artificial turf pitch.</li> <li>▪ Minor Baseball - need one more lighted field at Terra Nova;</li> <li>▪ Need to upgrade quality of ball diamonds and soccer fields in general</li> <li>▪ Ultimate Frisbee – need more fields</li> <li>▪ City should build one large complex with a wide variety</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>of sports- soccer, baseball fields, meeting rooms, training areas, lots of artificial surfaces to maximize use, lots of parking, canteen; washrooms,</p> <ul style="list-style-type: none"> <li>▪ Must have washrooms for field and diamond users</li> <li>▪ Need more storage at fields/diamonds</li> <li>▪ Need new facilities in newly developed neighborhoods</li> <li>▪ Need more corporate support for sport</li> </ul>
Boys and Girls Club	<ul style="list-style-type: none"> <li>▪ Need to simplify and focus on basics to get kids engaged and active; provide spaces for unstructured free play such as hopscotch,;</li> <li>▪ Must work through schools; schools need to assume responsibility; share assets and resources</li> <li>▪ Work through neighbourhoods to get involvement; this will address social, mental, and physical health of families; facilitate and foster independence and ownership; build self-worth; look to community for expertise</li> <li>▪ Loss of Socialization and Recreation at risk for teens due to high number of teens working many hours; this issue needs to be addressed;</li> <li>▪ Connect with people with humanity and respect; break down barriers and remove isolation.</li> <li>▪ Currently a gap for the 13 year olds who are too old for day camp and too young to work; B&amp;G Club will probably develop a leadership/skills camp to fill gap</li> </ul>
Seniors Resource Centre	<ul style="list-style-type: none"> <li>▪ Accessible facilities- need to be affordable and physically accessible</li> <li>▪ Affordable transportation; cost and availability a barrier for 50%</li> <li>▪ Snow covered sidewalks in winter isolate seniors</li> <li>▪ Better promotion of programs for seniors; participation generally good but still many unaware of offerings</li> <li>▪ Need more capacity for shallow water fitness; often sold out</li> </ul>
Seniors Organizations/	<ul style="list-style-type: none"> <li>▪ Walking Trails important resource for seniors;</li> <li>▪ Affordable recreation activities more important in winter when seniors can't get out due to snow covered sidewalks</li> <li>▪ Transportation important; City should compile database of transport resources available; Wheelway does not provide a good service.</li> <li>▪ Need sidewalks cleared in winter so seniors can get out</li> <li>▪ More advertising</li> <li>▪ More programs</li> <li>▪ Utilize many venues citywide</li> <li>▪ Separate senior section in Activity Guide and print in large font;</li> <li>▪ Highlight what is available for seniors with disabilities, including hard of hearing, in promotion</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Provide equipment for hearing impaired in facilities – many seniors do not participate in programs because they cannot hear what is being said;</li> <li>▪ All buildings need to be accessible</li> <li>▪ Survey organizations every year to determine needs</li> <li>▪ Give organization a voice</li> </ul>
Special Services Agencies	<ul style="list-style-type: none"> <li>▪ Need a lot of space for buses at facilities and parks; Park staff not accommodating to groups who need to keep bus parked near activities for easy bus access</li> <li>▪ Need alternative (second) transportation service to Wheelway; City provides \$800,00 subsidy to Wheelway but has no control; establish priorities for user need (i.e. shopping vs. appointments); compile database of transport resources available;</li> <li>▪ Ensure programs inclusive to everyone; physical, intellectual, blindness and hearing impaired; attendant escort passes need to be permitted; Summer Camps need to be inclusive for all; staff training required; groups would like to train staff</li> <li>▪ Separate section in Activity Guide for people with disabilities</li> <li>▪ Highlight what is available for people with disabilities, , in promotion</li> <li>▪ Survey organizations every year to determine needs</li> <li>▪ Give organization a voice</li> <li>▪ Legislation needed to make all buildings accessible;</li> </ul>
Prince of Wales Skating Club (Concerns also apply to St. John’s Skating Club)	<ul style="list-style-type: none"> <li>▪ Inadequate ice available at prime time</li> <li>▪ Increasing cost and restrictive contracts in privately run rinks affect ability to deliver programs;</li> <li>▪ Need at least one more publicly owned arena</li> <li>▪ Demand currently exceeds supply</li> <li>▪ Membership of Prince of Wales club has doubled over last five years to 1050</li> <li>▪ Volunteer administration of club is challenging due to size;</li> <li>▪ Administrative support from City, such as access to photocopying at cost, record and book keeping would be beneficial</li> <li>▪ Cost of running competitions prohibitive in Mile One;</li> <li>▪ Would not want City to offer skating programs in public facility as it would impact sustainability of Clubs</li> <li>▪ Currently largest skating club east of Montreal, and in the top ten in Canada in terms of members</li> <li>▪ Currently operate out of several arenas</li> <li>▪</li> </ul>
St. John’s Minor Hockey	<ul style="list-style-type: none"> <li>▪ Overlap between Hockey and Soccer bigger than it used to be; elite players have to choose between sports; hockey has no flexibility with its scheduling because it rents its space. If it does not utilize its hour slot, it will</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>lose space for good.</p> <ul style="list-style-type: none"> <li>▪ Need some community controlled facilities;</li> <li>▪ Supply needs to exceed demand;</li> <li>▪ Need more arena facilities;</li> <li>▪ Need to work with City department of recreation; need to begin communicating with City;</li> <li>▪ <i>Get notes from NWD</i></li> </ul>
Cygnus Gymnastics Club	<ul style="list-style-type: none"> <li>▪ City has always been a partner with gymnastics</li> <li>▪ Even though now have a fantastic new facility, the club still requires financial support with operational costs</li> <li>▪ Retention and affordability of experienced staff and quality coaches will be a long term challenge in sustainable growth</li> </ul>
Community Youth Network	<ul style="list-style-type: none"> <li>▪ Traditional structured programs do not work with CYN population (addictions, street entrenched, literacy issues (filling out forms)) due to expectations around behavior; City has been good partner to CYN and that enables the group to participate;</li> <li>▪ Mews and Wedgewood facilities could be improved</li> <li>▪ Admission fees and transportation cost a barrier to access</li> <li>▪ Metrobus has a critical role to play</li> </ul>
Service Organizations	<ul style="list-style-type: none"> <li>▪ Look at full picture, not annual needs, when cutting budgets;</li> <li>▪ Investment on children; community health and welfare critical</li> <li>▪ Provide neighbourhood facilities including unstructured play opportunities;</li> <li>▪ Communicate priorities and needs to corporations and organizations, so they know who to support; involve corporations</li> <li>▪ Provide solid recognition of organizations that support recreation</li> <li>▪ Partner with schools;</li> <li>▪ Find ways to coordinate all services involved in recreation activities; ex. build bus pass into program enrollment</li> <li>▪ Need one large multi-purpose facility</li> <li>▪ Aquatic facilities to meet today's needs of community;</li> <li>▪ Nothing to house visiting teams; consider Grace nurses residence, school for the deaf;</li> <li>▪ City doing a good job; all organizations have good relationship with City</li> </ul>
Neighbourhood Associations	<ul style="list-style-type: none"> <li>▪ REAL program for children great; City recreational staff good</li> <li>▪ Need a REAL program for adults;</li> <li>▪ Availability due to lack off facilities</li> <li>▪ Transportation costs (\$150.00 return for 50 kids to take bus; \$1000 to take 2 buses to Pippy Park family outing)</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Generally city lacks green space/open space in many areas;</li> <li>▪ Conserve open spaces and maintain existing open spaces; land use changes create opportunity for open space; increase open space with development;</li> <li>▪ Develop small recreational areas</li> <li>▪ Small neighbourhood centres vs one large complex required to minimize transportation needs; accommodate/offer classes in health</li> <li>▪ Services have to be provided for people so they can look after health, benefits will show in next generation</li> <li>▪ Sidewalks need to be cleared – seniors cannot get out from 1<sup>st</sup> snowfall until spring</li> <li>▪ Condition of parks have deteriorated; safety/security at night needs to improve; patrol trails especially mornings and evenings</li> <li>▪ Need more programs for adults at neighbourhood level, baseball tournaments bring people together and create a sense of community;</li> <li>▪ City could provide recreation sports equipment on loan as it is expensive,</li> <li>▪ Need places to ride bikes</li> </ul>
Youth Group Agency Focus Group	<ul style="list-style-type: none"> <li>▪ Accessibility for underprivileged youth and families to ice surfaces, King George Soccer field; Mile One;</li> <li>▪ Need more neighbourhood facilities that residents can walk to;</li> <li>▪ Buckmaster not available to community; must go through Boys and Girls Club; can't use on weekend unless part of organized group;</li> <li>▪ School gyms must be available to community</li> <li>▪ Affordable place in winter to get healthy;</li> <li>▪ Need walk- in programs vs. organized sports</li> <li>▪ Facility availability time must be convenient</li> <li>▪ Multi-purpose complex in highly populated area where people can drop in</li> <li>▪ Exclusive Youth facility run by youth for youth aged 12-20 yrs</li> <li>▪ Mile One should be a Health and Welfare component of the community and dedicate ¼ of its time to community based organizations</li> <li>▪ City is doing a good job and moving in right direction; good staff</li> <li>▪ Gap for working poor; do not qualify for assistance for children</li> </ul>
Educational Organizations	<ul style="list-style-type: none"> <li>▪ School use is free for organizations offering free programs especially if inclusive;</li> <li>▪ Need accessibility for all</li> <li>▪ More corporate sponsors needed;</li> <li>▪ School District would need City to provide funding for</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>facility development and maintenance</p> <ul style="list-style-type: none"> <li>▪ City and school district need to have formal capital and maintenance agreements if they become partners</li> <li>▪ City should be involved when new schools get built; Placentia school an example;</li> <li>▪ Liability issues need to be shared; Province now has \$1million general liability plan which protects schools against law suits</li> <li>▪ City needs to provide support in environment, such as cleared sidewalks, to encourage activity for children; currently cannot walk to school;</li> <li>▪ Memorial University Recreational Faculty is a resource for City; especially in areas of research, expertise and provision of recreational graduates;</li> <li>▪ Memorial Recreation students cannot do a work term with City because of City’s long hiring process; students need to confirm their workplace in Feb., but City recruits until May.</li> </ul>
Government/Health Care/Child Care	<ul style="list-style-type: none"> <li>▪ Sidewalks need to be cleared for program access as well as activity</li> <li>▪ Affordable transportation</li> <li>▪ Big gap in programs for special needs children and youth; nothing available for special children after age of 20 yrs</li> <li>▪ Better to have 50 small neighbourhood facilities than 10 large</li> <li>▪ Enhance Partnerships with corporations and community groups and coordinate services and programs; also MUN</li> <li>▪ St. John’s should take a provincial and regional leadership role in healthy communities with government support; share evaluations</li> <li>▪ Better promote REAL Program</li> <li>▪ Deliver programs at School gyms to get better participation</li> <li>▪ Accessible for all ages, socio-economic status</li> <li>▪ Facilities build communities; need to be welcoming for all</li> <li>▪ Balance between sport and recreation;</li> <li>▪ Provide free child care at facilities; activities for parents while they wait for children; programs for parents/children</li> <li>▪ Continuous evaluation and change with trends</li> <li>▪ Programs for those at risk as well</li> </ul>
Easter Seals	<ul style="list-style-type: none"> <li>▪ Parking at Mile One and Convention Centre very far away for those with mobility impairment</li> <li>▪ Accessibility is issue; building modifications required, for example washrooms, sinks, change rooms inc. (at Aquarena a mother cannot take a 15 year old son to</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>washroom); Mews Centre lift sometimes broken; can't access warm observation rooms at hockey rinks;</p> <ul style="list-style-type: none"> <li>▪ Better accessible transportation service needed (Wheelway insufficient)</li> <li>▪ City has come along way in providing services for disabled residents</li> </ul>
<p>Corporate; Metrobus; Eastern Health; Anna Templeton Centre</p>	<ul style="list-style-type: none"> <li>▪ New park development limited to tot lots with prefabricated structures</li> <li>▪ Ageing infrastructure (buildings are showing age)</li> <li>▪ Improve accessibility for all</li> <li>▪ Need a Green Space Plan to ensure future preservation</li> <li>▪ City to take a leadership role in coordinating corporate donors –match donations with Cities priorities, interests and needs</li> <li>▪ Investigate use of vacant buildings for recreation</li> <li>▪ Promotion of healthy lifestyles, choices,</li> <li>▪ Public transportation important</li> </ul>
<p>Goulds Recreation Association</p>	<ul style="list-style-type: none"> <li>▪ Partnerships with schools needs to be improved and facilities made available</li> <li>▪ Accessibility for all</li> <li>▪ Liability issues always a concern</li> <li>▪ Current recreation Centre has insufficient space, seniors displaced in summer to accommodate summer programs, gym is not regulation size and ceilings are too low, new building needed.</li> </ul>
<p>Buckmasters Circle Community Centre</p>	<ul style="list-style-type: none"> <li>▪ A new facility in Buckmasters with a holistic approach and housing City staff and facilities would be ideal</li> <li>▪ Need more neighbourhood parks and play spaces around the city to build sense of community togetherness</li> <li>▪ Need more and better facilities at multiple locations around city, and one needed on centre of city</li> <li>▪ Need a playground in Buckmaster Circle</li> <li>▪ City doing great job; its sad that they are so supportive of other community organizations and yet their own facilities are lacking.</li> </ul>
<p>Recreation/Parks/Environment Organizations To do: send all recommendations related to skiing to Robert@theoutfitters.nf.ca</p>	<ul style="list-style-type: none"> <li>▪ Mile One is looking at making facility affordable to schools and to engage community more</li> <li>▪ Schools have to be more accessible to community</li> <li>▪ School Boards need to take greater role in making kids active</li> <li>▪ Provide opportunities for unstructured play</li> <li>▪ City and Pippy Park a partner in Avalon Nordic Ski Club.</li> <li>▪ Hire different levels of cross country ski attendants;</li> <li>▪ Provide a paid employee to groom trails;</li> <li>▪ Designate Trailer Park exclusively for skiing in winter and Control Access to groomed cross country trail; prohibit walkers and dogs from using trails; designate</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>more ski trails to lessen demand in one area</p> <ul style="list-style-type: none"> <li>▪ Consider user pay system; currently nonmembers use for free while membership revenues support costs; ratio of users to :members 10-12:1</li> <li>▪ Promote Winter Fun – change mind set of residents</li> <li>▪ Outfitters Association would like to be Partner with City in summer programs, other activities such as back packing, sea kayaking;</li> <li>▪ Need cycling paths in city; need a loop; need bike racks for parking, esp downtown;</li> <li>▪ Consider Lawn Bowling artificial turf; need adequate facility with washrooms and storage to attract more members;</li> </ul>
Vibrant Communities	<ul style="list-style-type: none"> <li>▪ Community Development needs to be overarching program</li> <li>▪ Look first at how to creatively offer programs in neighbourhoods</li> <li>▪ Develop Community Partnerships; engage citizens</li> <li>▪ Parks, Green spaces, playgrounds in low income neighbourhoods needs to be a priority; involve residents throughout entire process and communicate status</li> <li>▪ Determine grants process and tie to long term plan</li> </ul>
Public event #1	<p>A) Fitness and Wellbeing:</p> <ol style="list-style-type: none"> <li>1. Provide transportation support for instructors/ peer support to Recreation/Fitness; look at special needs and individual needs of persons.</li> <li>2. Recreation Partnership Programs for disabled individuals (i.e., lifeguards for disabled; programs for individuals who suffer from addiction issues).</li> <li>3. Safer and more non-motorized routes around Town (i.e., for bikes and walking; and skate parks).</li> </ol> <ul style="list-style-type: none"> <li>• Lack of portable, qualified fitness instructors to reach broader community.</li> </ul> <p>B) Other Activity:</p> <ul style="list-style-type: none"> <li>▪ Heritage farms / petting farms (crops and animals)</li> <li>▪ Educational seminars (i.e., addiction issues)</li> <li>▪ Fitness groups</li> <li>▪ Better transportation to activities for physically and mental disabled people and low-income families</li> <li>▪ Dog walking paths</li> </ul> <p>C) Arts, Crafts and Hobbies:</p> <ul style="list-style-type: none"> <li>▪ More and closer accessibility to programs</li> <li>▪ More art programs for youth groups of all ages</li> <li>▪ More (or any) programs for the disabled (physical and mental)</li> </ul>



Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Free space for art groups (i.e., Skylight Studios)</li> <li>▪ Mini Picasso program (arts – painting to classical music for ages 1-6)</li> <li>▪ More arts and crafts for seniors</li> </ul> <p>D) Social and Special Events</p> <ul style="list-style-type: none"> <li>▪ More programs / events targeted towards teenagers 13-16 (note: none available in Canada Drive/ Buckmaster Circle areas). Also more programs/special events targeted towards ages 30-50.</li> <li>▪ Teen-oriented crisis centre, and educational groups.</li> <li>▪ City-wide events at various new places.</li> <li>▪ A community centre for Blackmarsh Road area for social and special events.</li> <li>▪ Boat rentals (like at Bowring Park used to have).</li> <li>▪ Host/Facilitate Fine Arts events for kids, youth, seniors – everyone.</li> </ul> <p>E) Outdoor, Nature-oriented Activities</p> <ul style="list-style-type: none"> <li>▪ Nature walks with groups (geological digs – i.e., rocks, minerals, etc)</li> <li>▪ More and safe walking routes in Goulds (to and from schools)</li> <li>▪ More parks/recreation programs available to and for Housing Corp. areas</li> <li>▪ More security in playgrounds (especially in the daytime for little ones)</li> <li>▪ Free outdoor alternative exercise for health / wellbeing (i.e., tai-chi – offer to low income/poor for free)</li> <li>▪ Need a community centre in Blackmarsh Road area</li> <li>▪ Don't close walking paths connecting neighbourhoods.</li> <li>▪ Walking to and from schools safely should be a priority.</li> <li>▪ Make winter living accessible for outdoor sports (activities, peer support, transportation)</li> <li>▪ Need a centre for Livingstone area</li> </ul> <p>F) Organized Sports</p> <ul style="list-style-type: none"> <li>▪ Neighbourhood baseball and basketball teams</li> <li>▪ Tennis field for Blackmarsh Road area</li> <li>▪ Encourage businesses to allow street hockey on parking lots during evening and weekends.</li> <li>▪ Non-competitive organized sports for 30+</li> <li>▪ Buckmaster Circle has the sites available but no one to facilitate programs (like ball hockey and</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p style="text-align: center;">basketball)</p> <ul style="list-style-type: none"> <li>▪ Need a community centre</li> <li>▪ Need paid staff</li> <li>▪ Not enough spaces</li> <li>▪</li> </ul> <p>#2 Overall Issues / Concerns</p> <ol style="list-style-type: none"> <li>1. Affordability</li> <li>2. Free / Available space</li> <li>3. Lack of Understanding of importance</li> <li>4. Lack of paid staff / volunteers</li> <li>5. Lack of awareness / promotion</li> <li>6. Lack of interest</li> <li>7. Improper training of staff / volunteers</li> <li>8. Lack of recognition of disabled persons (physical and mental)</li> </ol>
Public Event #2	<p>1 Observations of what is needed.</p> <ul style="list-style-type: none"> <li>▪ Need better website to communicate about leisure opportunities (hiking, social, music, dance)</li> <li>▪ AGAP – 30-40 year olds who don't have children</li> <li>▪ Lack of communication between agencies</li> <li>▪ Some overlaps in youth / children programs</li> <li>▪ Outdoor recreation programs cancelled or not well advertised</li> <li>▪ What will we do with baby boomers as older adults (they'll be different)</li> <li>▪ Drug-use rampant at some facilities – allowed.</li> <li>▪ Health programs scheduled for 'stay at homes'</li> <li>▪ Need more leisure education</li> <li>▪ Position recreation with health</li> <li>▪ Need indoor walking track</li> <li>▪ Healthy food and beverage machines / services</li> <li>▪ Wedgewood pool is dirty, causing infections</li> <li>▪ Need better programs for older adults – need more coordination</li> <li>▪ The Works is great but not very affordable</li> <li>▪ Nothing happens after we do needs assessments but</li> <li>▪ City doesn't do Best Practices</li> <li>▪ Not lots known about recreation in young people</li> <li>▪ Look at benefits and outcomes</li> <li>▪ Health prevention should be high (ahead of social recreation)</li> <li>▪ Population trends must be acknowledged</li> </ul>
Public Event #3	<p>Needs:</p> <ul style="list-style-type: none"> <li>▪ Need to understand what we have, its value, and start to protect it.</li> <li>▪ In St. John's we have a ridge line, but it is beginning to erode</li> <li>▪ Housing cutting away at the tree line</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Rules and guidelines are changeable by councils (how to permanently protect?)</li> <li>▪ How to avoid homogenization (visually; housing developments)</li> <li>▪ Eroding tanks on Southside Road should be painted green, not white (visual noise)</li> <li>▪ Consider the wind (ex. almost destroyed baseball when Wishingwell Baseball fields were developed)</li> <li>▪ Consider the snow (golden opportunity) to promote winter like one else in the country (have a festival/event/competition, i.e., snowshoe racing)</li> <li>▪ Wind – are the recreation activities related so that City could take advantage (ex. hand-gliding, kite competition) – link climate to recreational opportunities.</li> <li>▪ Marketing of festivals, events is lacking.</li> <li>▪ Winterfest cancelled from original date and most people didn’t know when it went ahead. Also, uncertainty if summer event went ahead.</li> <li>▪ Marketing has to be continuous</li> <li>▪ Labrador brings in people all winter (can get ideas)</li> <li>▪ Lack of snow consistently could cause problems</li> <li>▪ Gatineau – largest activities (winter hiking – closed trails for other uses – groomed to hard packed surface – option for City of St. John’s with some trails)</li> <li>▪ Hills in City – green ridge line concern for Kenmount Hills – a recreational area (ex. lots of trails); hillside views disappearing (ex. Mount Pearl and Blackmarsh Rd)</li> <li>▪ Need for integrated planning (ex. new subdivision must preserve green/open spaces vrs option out for money)</li> <li>▪ Highest rate of obesity / diabetes due to lack of exercise (must consider)</li> <li>▪ Availability to walk in winter – can’t walk across City in winter like some Canadian cities (ex. Halifax, Montreal, Edmonton, Vancouver, etc.)</li> <li>▪ Need to maintain as much greenery as possible (mental health and well-being needed to provide green spaces to citizens – important for community)</li> </ul>
Staff Meetings- Managers	<ul style="list-style-type: none"> <li>▪ Improve communication with Property Management to</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>to improve timing, scheduling and on-going routine maintenance.</p> <ul style="list-style-type: none"> <li>▪ shortage of office and storage space in the City’s recreation facilities.</li> <li>▪ Formalize all services Partnerships</li> <li>▪ Establish. an equitable and justifiable process for issuing grants</li> <li>▪ No resources to educate public about role of physical activity in determining health</li> <li>▪ Department can play a major role in helping citizens lead a more healthy and active lifestyle (promotion)</li> <li>▪ Aging facilities not geared for changes in activities.</li> <li>▪ City does not have bike trails;</li> <li>▪ An education campaign is required to change existing mind set about coexistence with bikes.</li> <li>▪ No fitness certification programs being delivered in the City/Province, therefore department has to train fitness instructors themselves</li> <li>▪ No single agency or government is taking responsibility for fixing childhood obesity problem, need collaborative approaches for solutions Access to schools not consistently good</li> <li>▪ Demand higher than supply in many programs and services that the Department of Recreation offers</li> <li>▪ No physical room for expansion</li> <li>▪ Labour shortage causes problem with hiring staff; 86% staff turnover for the first time in history last summer;</li> <li>▪ Department of Recreation plays a significant role in Human Resources, including recruitment and training, because of limited resources in HR department.</li> <li>▪ Have lost some partnerships due to dissolving of volunteer associations, such as Mundy Pond Development Group; lack of emerging volunteers to take over associations</li> <li>▪ Political environment much more reactive to lobbying but some groups with great need do not have the capacity to advocate for themselves.</li> <li>▪ Image is negatively affected due to aging infrastructure;</li> <li>▪ Need to be cognizant about price sensitivities with program fees</li> <li>▪ Fee structure inconsistent especially in outlying facilities due to inheriting existing community programs with traditionally lower user fees, such as Shea Heights and Kilbride;</li> <li>▪ Some sport associations, face challenges with both financial and human resource recruitment (volunteer).</li> </ul>
Notes from Meetings with Parks Managers	<ul style="list-style-type: none"> <li>▪ Need to work with recreation regarding new playgrounds;</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Review existing operational plans esp. tot lots and neighbourhood parks requirements and availability of development capital; phase out plans should be developed upfront to address changing demographics</li> <li>▪ Standards do not necessarily meet community need and demographics.</li> <li>▪ Consider impact of school closures on facilities.</li> </ul> <p>Needs /Deficits in Facilities:</p> <ul style="list-style-type: none"> <li>▪ Clovelly needs a Public Park; being developed piecemeal</li> <li>▪ OS Plan does not reflect actual community needs or demographics; no open space, no money to develop plans;</li> <li>▪ Council can change plans and often does – all trails in area of Ann Jeanette Park gone</li> <li>▪ Facilities are located on perimeter of community instead of in the centre.</li> <li>▪ Location of tot lots a challenge – no one wants to live next to because of teenagers hanging out there after hours</li> </ul> <p>What are people looking for:</p> <ol style="list-style-type: none"> <li>1. Trails</li> <li>2. Washrooms</li> <li>3. Some level of winter maintenance of Grand Concourse Trails</li> <li>4. .There is also a growing demand for accessibility</li> <li>5. Smaller Skate Parks</li> </ol> <ul style="list-style-type: none"> <li>▪ Stream buffer regulations followed so that the 15m buffer is taken from the high water mark rather than stream boundary</li> </ul> <p>Recreation and Parks Partnerships:</p> <ul style="list-style-type: none"> <li>▪ Potential exists for neighbouring municipalities to share resources but political will not there.</li> <li>▪ Parks would like to offer programs in partnership with Recreation, such as a horticulture training program for residents and guided educational walks through Bowering Park .</li> </ul> <p>Relationship with Recreation and other City Departments:</p> <ul style="list-style-type: none"> <li>▪ Needs to be a more formal process with Recreation to foster better and ongoing communication.</li> </ul> <p>Community Development and Initiatives:</p> <ul style="list-style-type: none"> <li>▪ Potential exists to build on Community Gardens program</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>Facility Development/Maintenance</p> <ul style="list-style-type: none"> <li>▪ Eastborne Crescent – no amenities such as washrooms; but a day program runs from there</li> <li>▪ Need money to outsource professional advice (ex. landscape architect) especially regarding plans for amenities within facilities</li> <li>▪ Maintenance costs need to be clearly identified and approved by Council before facilities are turned over to the City.</li> <li>▪ No increased funding for maintenance when new developments/amenities added, maintenance of old and new facilities spread thin when new facilities added without new staff;</li> <li>▪ Many facilities need a caretaker, such as Mundy Pond</li> <li>▪ Parks are reluctant to request additional facilities because they do not get additional resources and staff to maintain them</li> <li>▪ As new facilities are developed, need to staff with a <ul style="list-style-type: none"> <li>▪</li> <li>▪</li> <li>▪ caretaker and also add buildings with washrooms</li> </ul> </li> </ul>
Dept. of Recreation Staff	<p>Needs:</p> <ul style="list-style-type: none"> <li>▪ Observation areas in facilities</li> <li>▪ Large entry area for program space</li> <li>▪ No stage for theatre; currently rent space</li> <li>▪ Staff wants to be located where programs are run; don't want to be disconnected</li> <li>▪ More space; more program space; storage space</li> <li>▪ Multi-purpose rooms with kitchen and storage</li> <li>▪ Three facility buildings – one each for east end, west end, and central</li> <li>▪ New buildings, not renovations</li> <li>▪ Rotary Park is outside City limits, is limited due to being in watershed area, is maxed out for programming;</li> <li>▪ Beach Area for City</li> <li>▪ Another skateboard park but smaller than Mundy Pond</li> <li>▪ Develop links with Health Care, Schools, Grand Concourse, Bike Paths etc.to promote Healthy Lifestyle option</li> <li>▪ Dirt Bikes/Motor Cross – gravel pit</li> <li>▪ More Outreach with Committees/Organizations</li> <li>▪ More green space for open unstructured play, programs</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<ul style="list-style-type: none"> <li>▪ Outdoor pools – need more modern facilities with wave pools, etc.; facilities at Bannerman Park old.</li> <li>▪ New pool house, splash pad for Bowering Park has been approved</li> <li>▪ Transportation an issue – smaller satellite sites are easier for people, especially those who do not drive, to access. Centralized facilities require more resources for transportation</li> <li>▪ More programs at Shea Heights for youth and young adults; kids can no longer access schools freely.</li> <li>▪ Build capacity to increase supply of program space.</li> </ul>
Georgetown Neighbourhood Association (GNA)	<ul style="list-style-type: none"> <li>▪ GNA currently preparing Land Use Plan with City (demands much the same as the 1960s Plan)</li> <li>▪ Davies Field well used for free play; only change requested is the application of a cover coat to reduce effects of soil contamination (formerly an industrial paint site); Trevor Bell of MUN has test results.</li> <li>▪ Basketball court well used; after hours usage a problem; site could be better maintained; entire site would make excellent neighbourhood square; ownership of adjacent fenced vacant land unknown.</li> <li>▪ St. Bons (private) School rents gymnasium to sport organizations, allows GNA to meet in school free of charge;</li> <li>▪ St. Bons Forum ice rink. GNA has annual family skating day for \$2.00 per person; participation growing; costs \$150.00.</li> <li>▪ The Gathering Place and Land Sisters of Mercy working with City to find alternative use for property.</li> <li>▪ Holy Heart of Mary is a potential community centre, given its library, auditorium, gymnasium</li> <li>▪ The Lantern charges a fee for use of its facilities;</li> <li>▪ Walkability is a concern; need preservation of existing pathways; several paths privatized over years; can no longer access Bannerman Park via laneways; would like reinstated</li> <li>▪ Belvedere Lane: attractive tree-lined lane with great views leads to Bonaventure Avenue; should be preserved as significant historical landscape; a tree recognized by the City as significant is located either here or in the open space between Brother</li> </ul>

Group or Agency	Most significant Comments, Needs, Issues or Concerns
	<p>Rice and Holy Heart of Mary</p> <ul style="list-style-type: none"> <li>▪ The rail at laneway behind Molson brewery leading to Empire Avenue is too short for walkers, useless in winter</li> <li>▪ The open space between Brother Rice and Holy Heart of Mary ideally should be preserved</li> <li>▪ Belvedere Cemetery mostly closed to pedestrians</li> <li>▪ Community Garden (Parkette) at corner of Maxse and Monkstown; maintained by residents with City assistance</li> </ul>

Other individual comments;

Day camps do not provide councilors over lunch time – parents have to pick up children for lunch  
 Can't walk in winter  
 Family skating does not exist in City; can't get an arena  
 Provide opportunity for seniors and youth to interact



## **APPENDIX D**

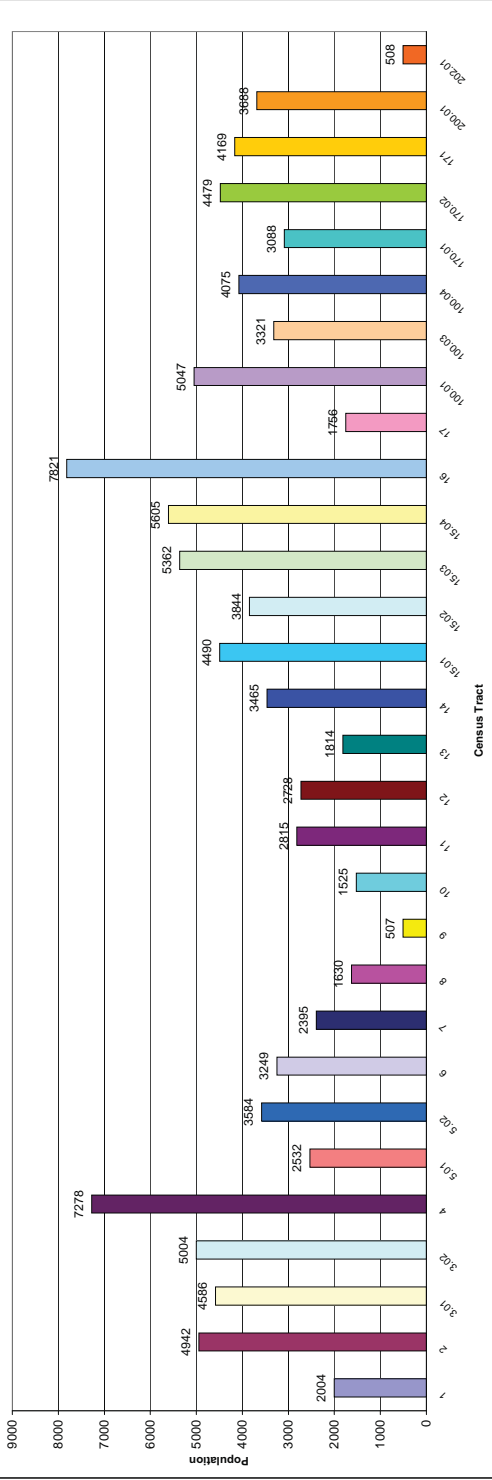
### **St. John's Population Analysis 2006-2021**

**City of St. John's**

**Population Analysis**

**Prepared by John Howley for  
Tract Consulting  
April 25, 2008**

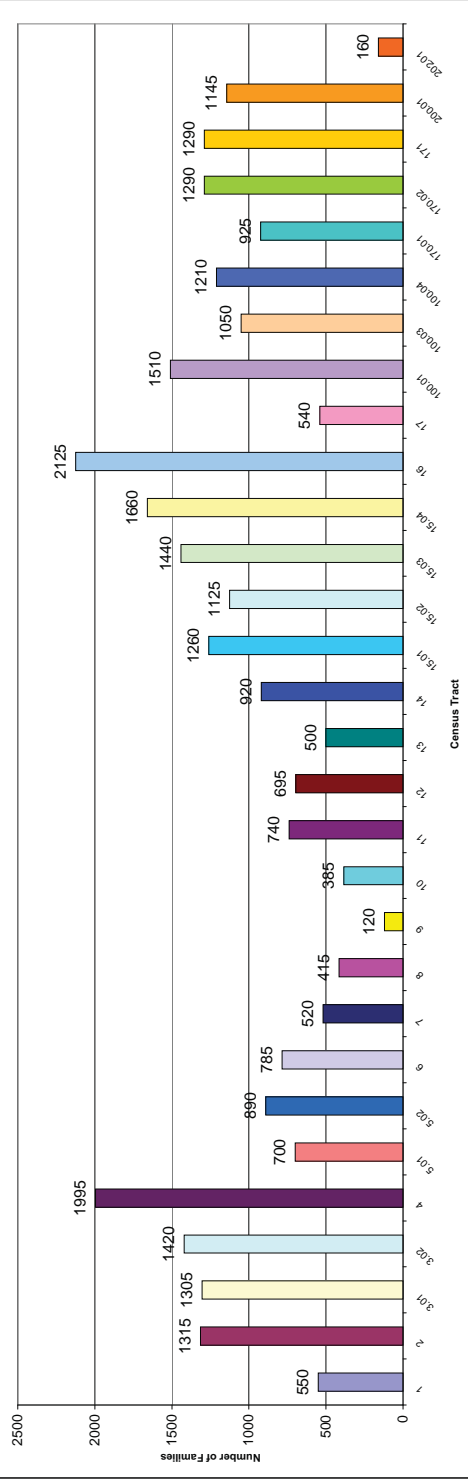
Figure 1. Population by Census Tract, City of St. John's, 2006.



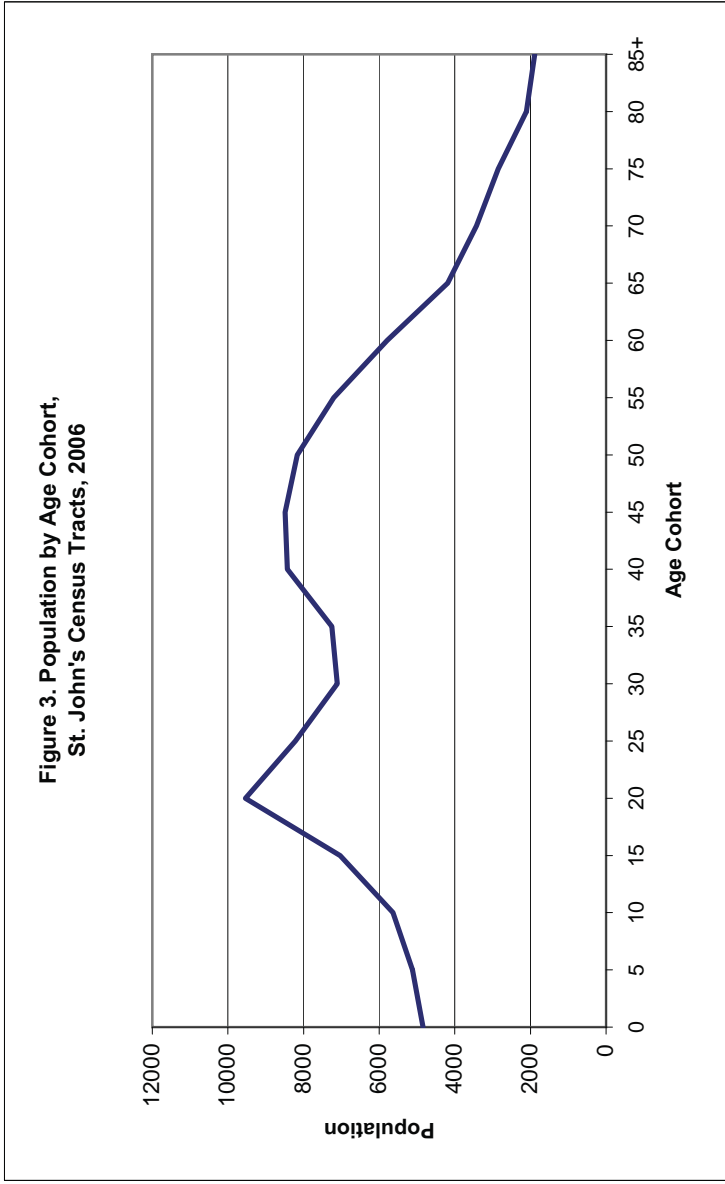
Source: Statistics Canada, 2007. Census tracts, St. John's, Newfoundland and Labrador.

Note: The above chart depicts data from all census tracts that are within or overlap the boundary of the City of St. John's. Parts of census tracts 171.00, 200.01 and 202.01 overlap the City of Mt. Pearl. The total count for these three tracts is 8,370. The City of St. John's estimates that 1,482 of these are within St. John's and the remaining 6,888 are in Mt. Pearl.

Figure 2. Total Number of Census Families, City of St. John's, 2006.



Source: Statistics Canada, 2007. Census tracts, St. John's, Newfoundland and Labrador.



Source: Statistics Canada. 2007. Census tracts, St. John's, Newfoundland and Labrador.

Note: The above chart depicts data from all census tracts that are within or overlap the boundary of the City of St. John's. Parts of census tracts 171.00, 200.01 and 202.01 overlap the City of Mt. Pearl. The total count for these three tracts is 8,370. The City of St. John's estimates that 1,482 of these are within St. John's and the remaining 6,888 are in Mt. Pearl.

	1	2	3.01	3.02	4	5.01	5.02	6	7	8	9	10	11	12	13	14	15.01	15.02	15.03	15.04	16	17	100.01	100.03	100.04	170.01	170.02	171	200.01	202.01	Total
0	95	190	185	200	385	95	175	105	75	60	10	55	100	90	60	125	205	175	230	235	480	155	285	160	215	135	140	180	215	45	4,840
5	115	225	190	275	385	95	175	75	55	45	20	45	100	135	70	130	225	175	255	325	340	150	270	195	230	165	200	160	250	25	5,120
10	155	225	220	355	365	115	195	130	55	50	15	60	105	155	95	165	230	210	245	405	340	95	270	215	320	165	240	215	210	20	5,640
15	165	275	280	360	515	160	285	155	100	85	35	65	170	225	145	225	285	225	350	440	460	115	320	245	325	145	350	275	225	25	7,030
20	135	285	360	395	910	155	445	295	245	105	35	125	315	465	185	245	355	350	495	450	1,100	100	330	190	320	185	435	280	205	40	9,535
25	120	265	290	360	685	185	315	390	365	130	30	145	260	200	70	180	330	270	325	335	955	140	360	210	255	215	325	250	210	55	8,215
30	130	285	275	290	535	150	255	280	235	95	30	145	185	140	60	165	305	200	240	275	695	180	425	200	270	230	225	290	260	60	7,110
35	145	330	285	290	480	160	240	260	205	100	35	105	180	140	70	160	275	275	310	330	540	200	380	260	300	235	270	290	360	45	7,255
40	185	420	400	440	495	205	240	250	205	140	30	105	210	175	110	220	325	255	345	430	510	195	415	340	425	220	345	365	385	45	8,430
45	165	400	365	480	510	215	275	290	185	145	45	130	235	155	140	280	320	285	350	540	440	125	415	285	380	260	380	360	295	40	8,490
50	150	355	395	400	490	230	250	235	180	150	40	105	220	155	165	275	380	280	350	475	415	100	425	290	370	235	410	335	280	30	8,170
55	130	290	345	305	420	175	210	220	160	115	35	95	185	120	145	220	350	260	405	470	375	75	400	225	265	260	370	275	275	25	7,200
60	90	235	295	210	310	150	150	170	115	100	60	75	130	115	105	175	325	245	350	385	335	60	275	170	150	220	320	260	190	15	5,785
65	95	215	200	185	255	135	110	110	55	75	20	60	115	90	60	125	205	255	265	200	270	20	170	115	105	155	165	215	125	20	4,190
70	50	240	175	130	190	130	90	115	40	75	15	60	95	95	95	165	150	170	205	135	230	25	100	80	75	100	120	160	100	20	3,430
75	40	230	115	165	180	95	70	75	50	50	15	55	100	115	75	180	120	100	205	80	155	10	100	55	45	75	90	130	70	10	2,855
80	30	220	125	110	100	55	50	45	30	50	15	30	65	90	90	185	60	65	170	50	110	5	55	40	30	50	50	85	35	10	2,105
85+	5	255	85	45	80	45	50	40	25	50	5	70	50	60	65	245	50	40	265	35	70	0	55	30	15	30	45	65	15	0	1,890
Total	2,000	4,940	4,585	4,995	7,290	2,550	3,580	3,240	2,380	1,620	490	1,520	2,820	2,720	1,805	3,465	4,495	3,835	5,360	5,595	7,820	1,750	5,050	3,305	4,095	3,080	4,480	4,190	3,705	530	107,290
Median Age	38.0	44.7	42.7	39.6	33.4	43.8	34.0	38.7	36.6	44.8	45.4	40.7	39.9	33.0	46.7	47.4	40.6	40.6	43.2	40.0	31.5	33.6	38.4	39.7	36.9	41.5	40.8	42.1	38.8	34.3	39.1

Table 1: Population by age group and census tract, City of St. John's, 2006. Contains partial data for Mt. Pearl.  
Source: Statistics Canada, 2007. Census tracts, St. John's, Newfoundland and Labrador.

Figure 4. Age Structure Census Tract 001.00

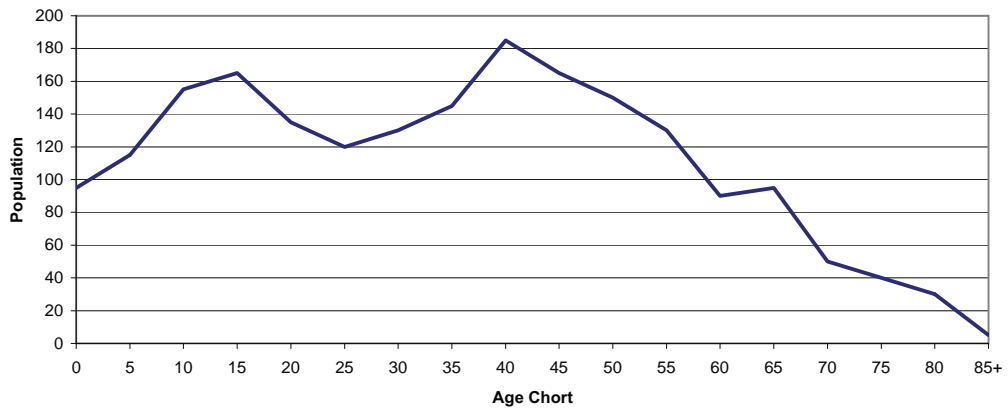


Figure 5. Age Structure Census Tract 002.00



Figure 6. Age Structure Census Tract 003.01

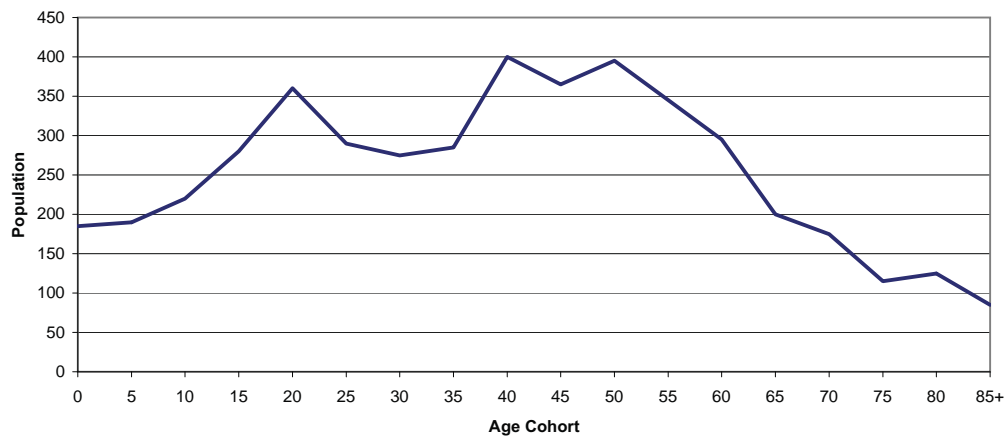


Figure 7. Age Structure Census Tract 003.02



Figure 8. Age Structure Census Tract 004.00

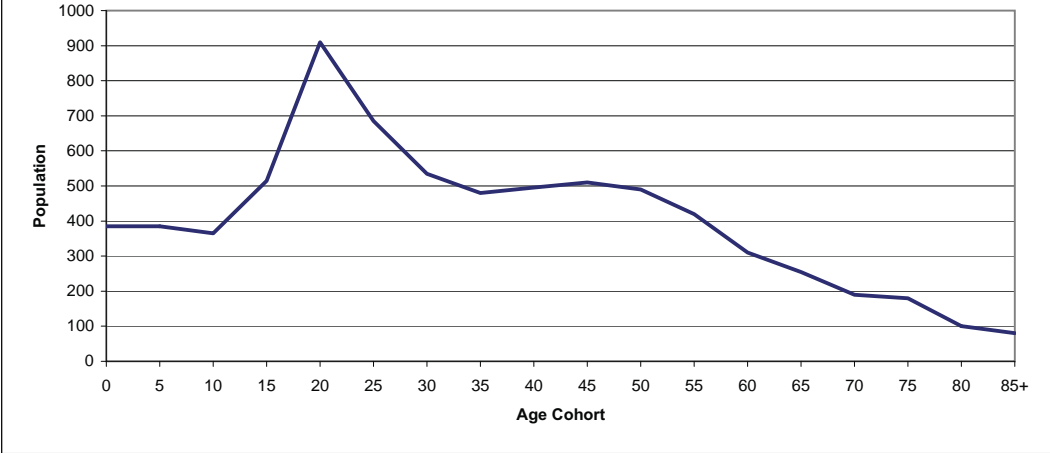


Figure 9. Age Structure Census Tract 005.01

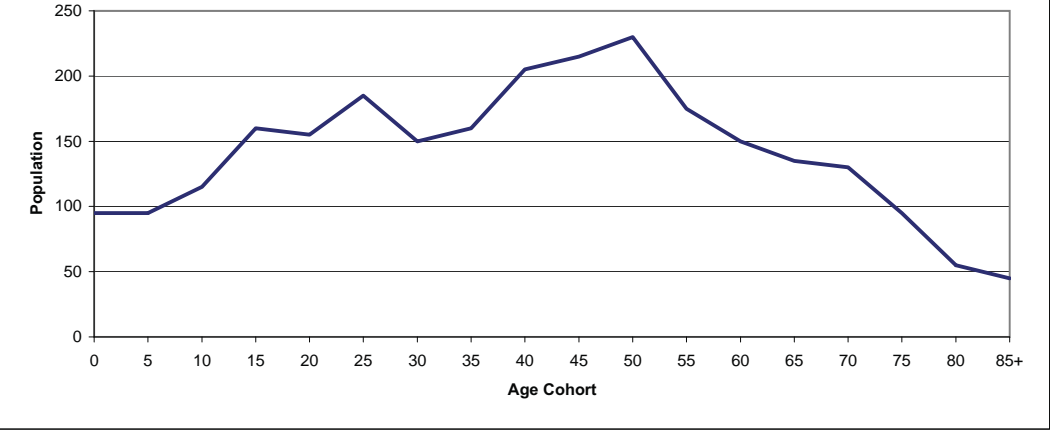


Figure 10. Age Structure Census Tract 005.02

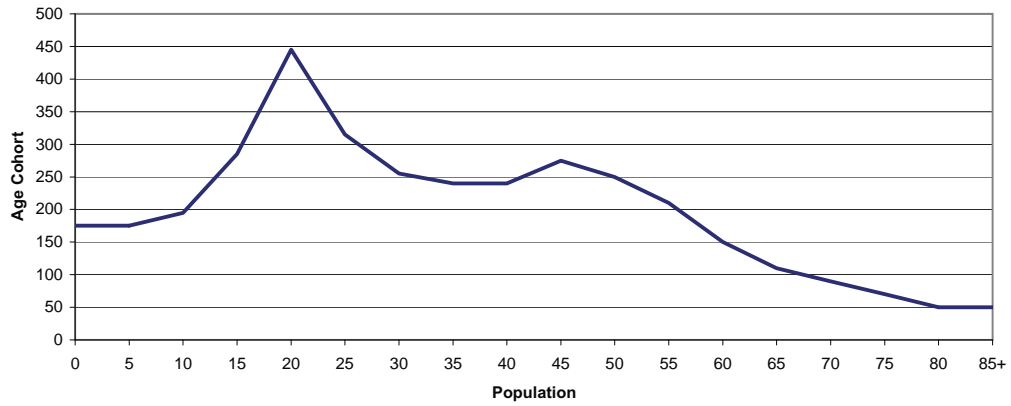


Figure 11. Age Structure Census Tract 006.00

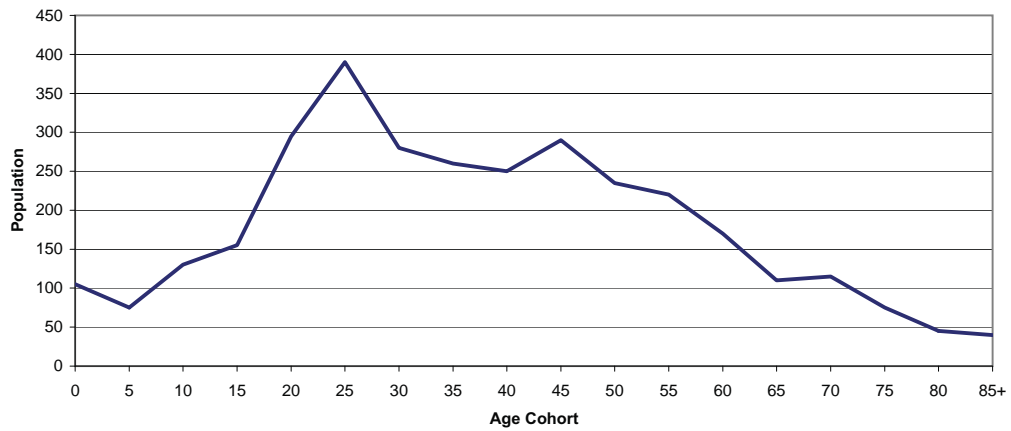


Figure 12. Age Structure Census Tract 00.700

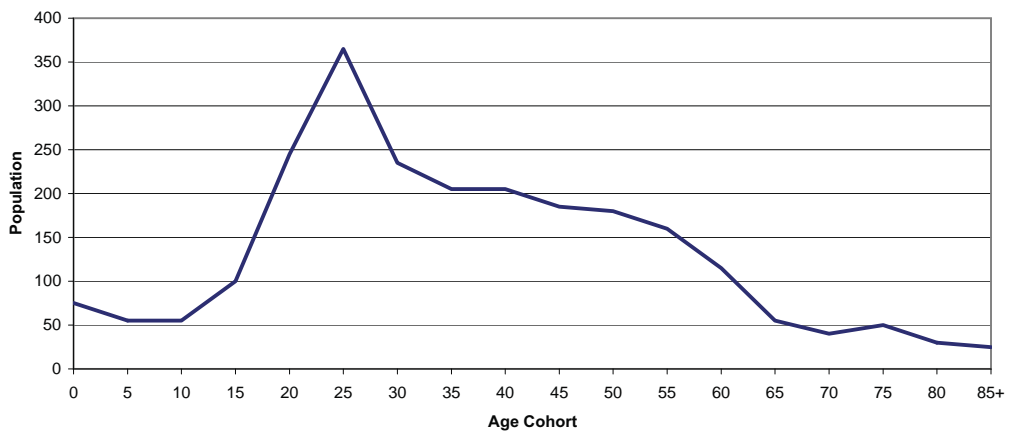




Figure 13. Age Structure Census Tract 008.00

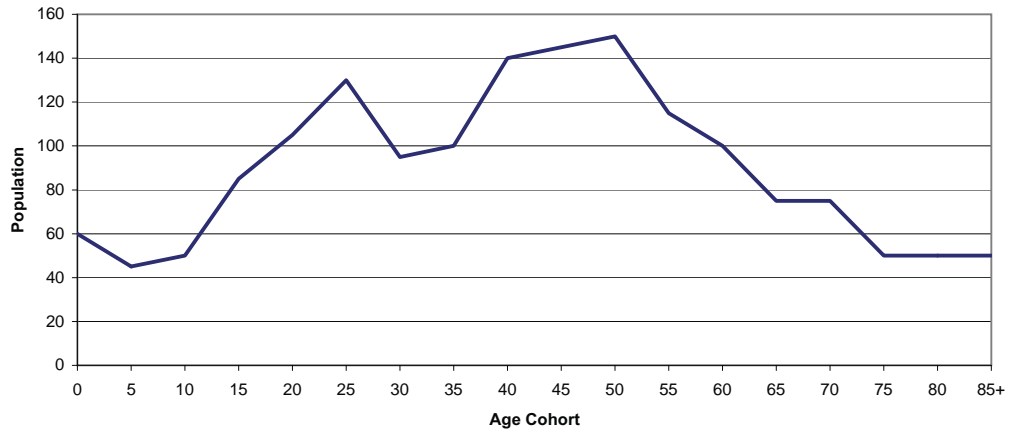


Figure 14. Age Structure Census Tract 009.00

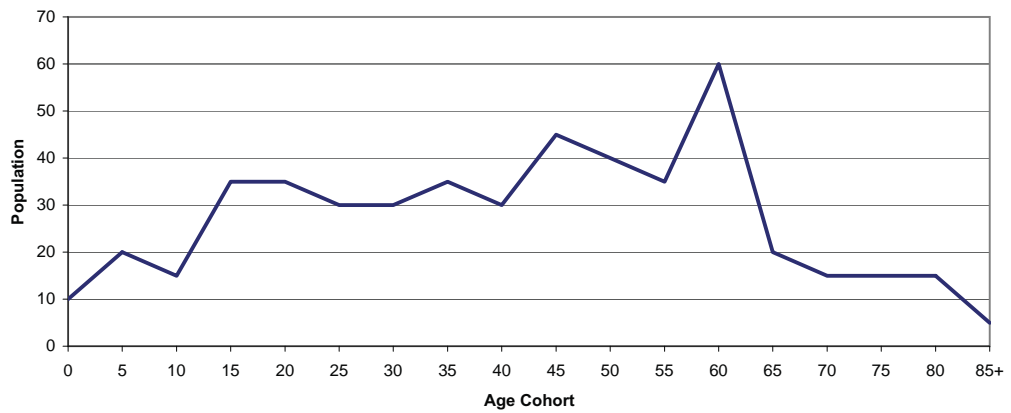


Figure 15. Age Structure Census Tract 010.00



Figure 16. Age Structure Census Tract 011.00



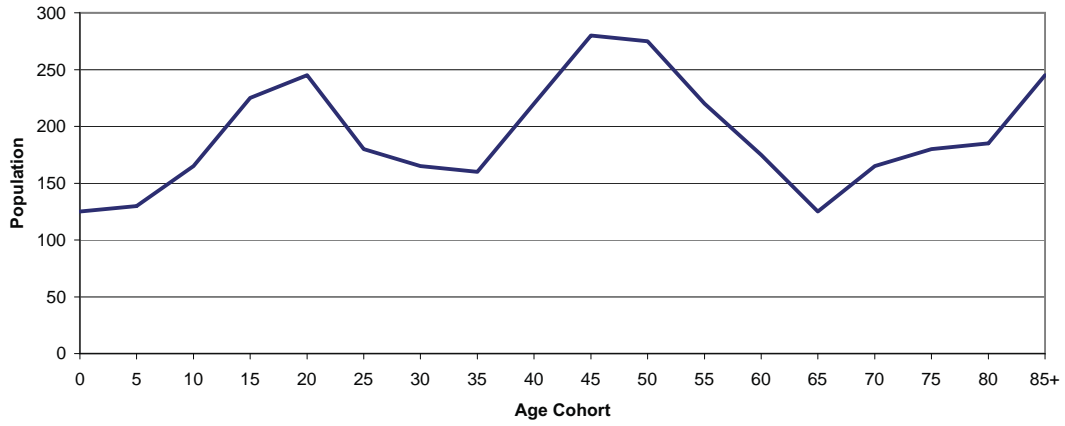
Figure 17. Age Structure Census Tract 012.00



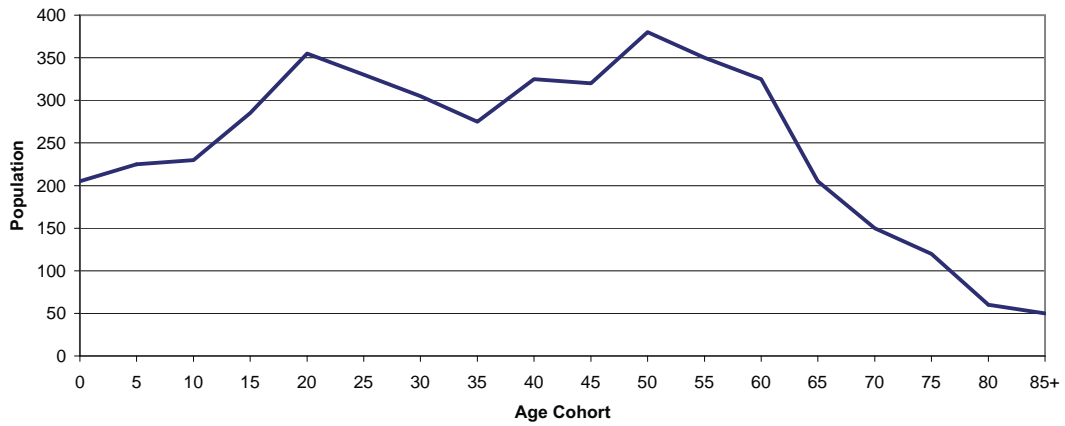
Figure 18. Age Structure Census Tract 013.00



**Figure 19. Age Structure Census Tract 014.00**



**Figure 20. Age Structure Census Tract 015.01**



**Figure 21. Age Structure Census Tract 015.02**



Figure 22. Age Structure Census Tract 015.03

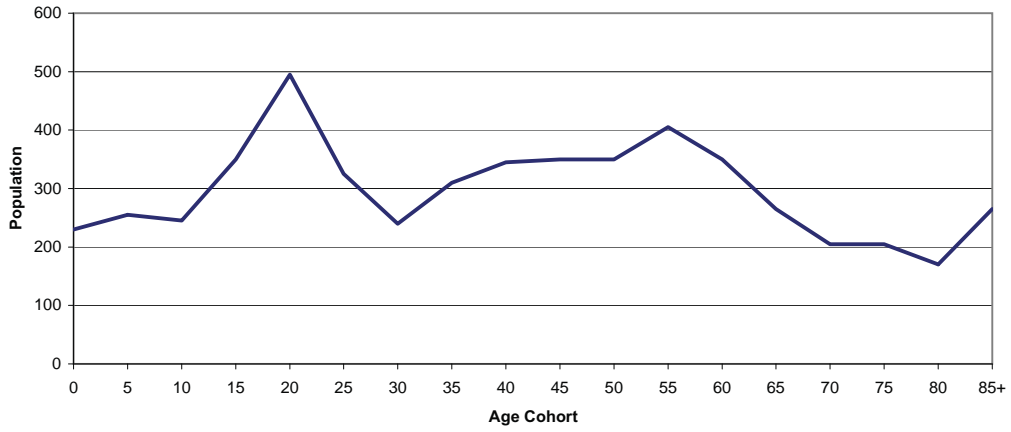


Figure 23. Age Structure Census Tract 015.04

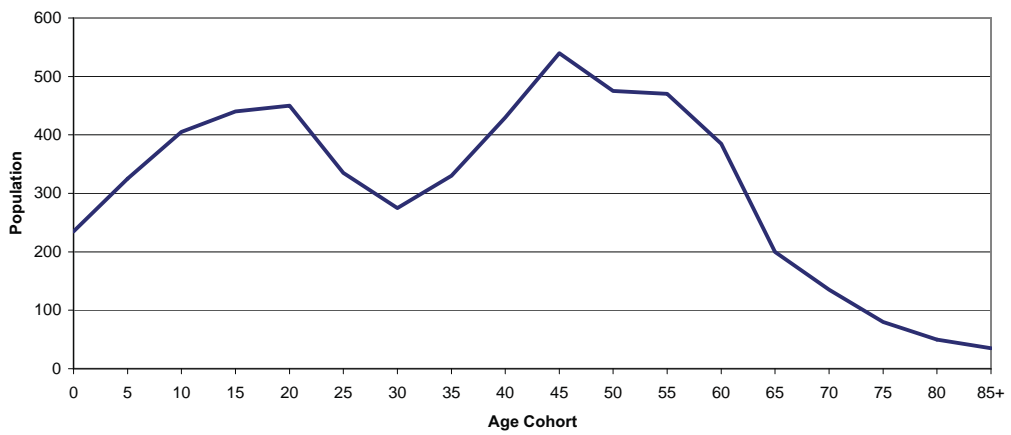


Figure 24. Age Structure Census Tract 016.00

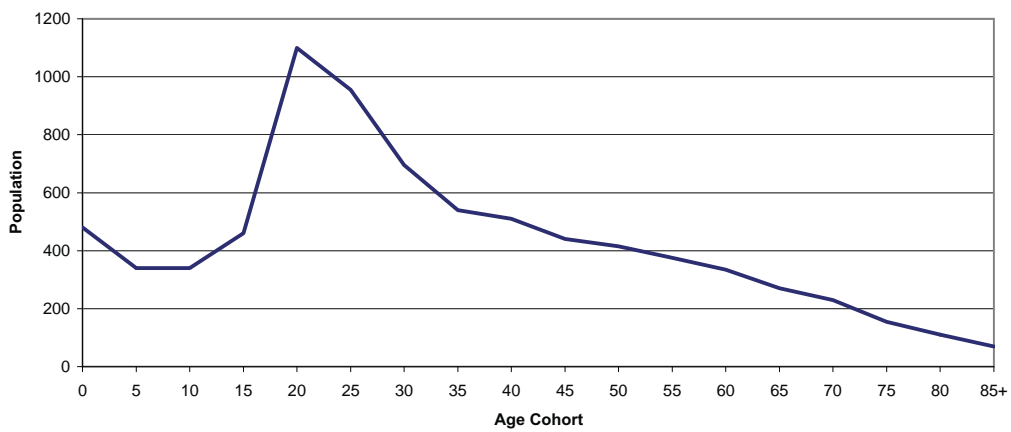


Figure 25. Age Structure Census Tract 017.00

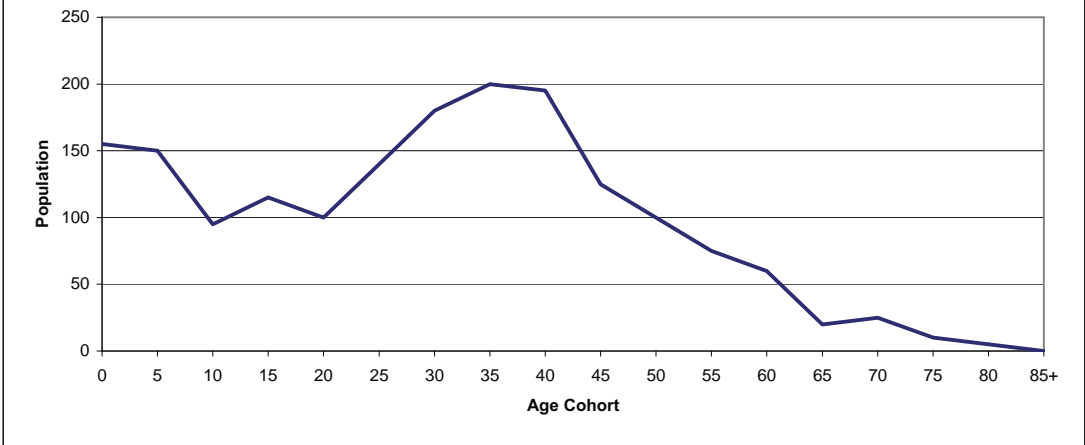


Figure 26. Age Structure Census Tract 100.01

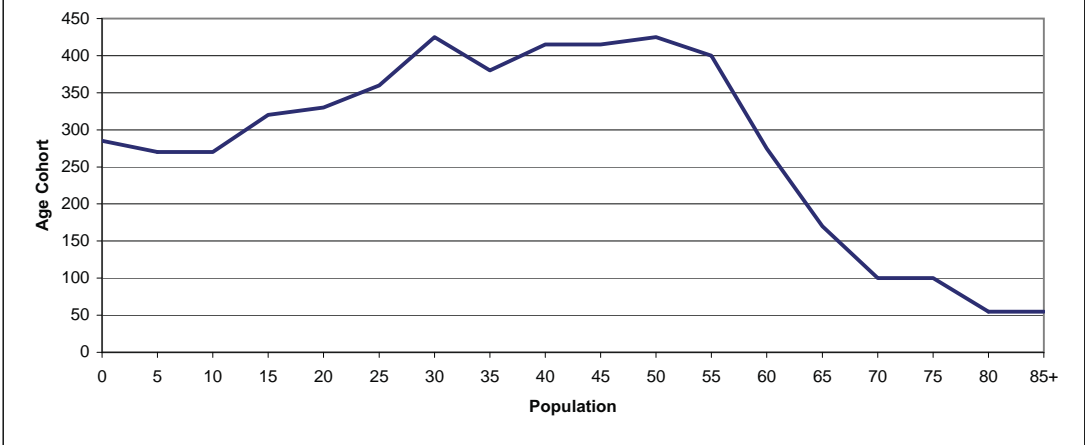


Figure 27. Age Structure Census Tract 100.03

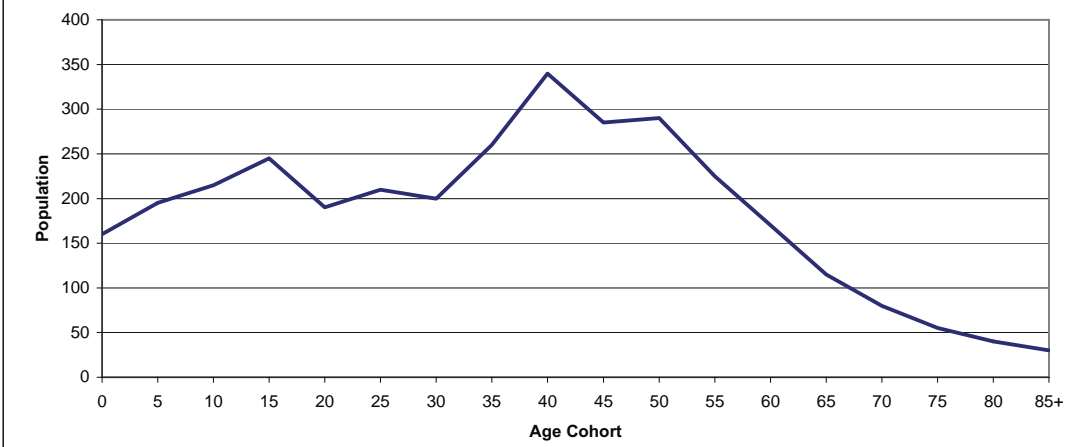


Figure 28. Age Structure Census Tract 100.04



Figure 29. Age Structure Census Tract 170.01

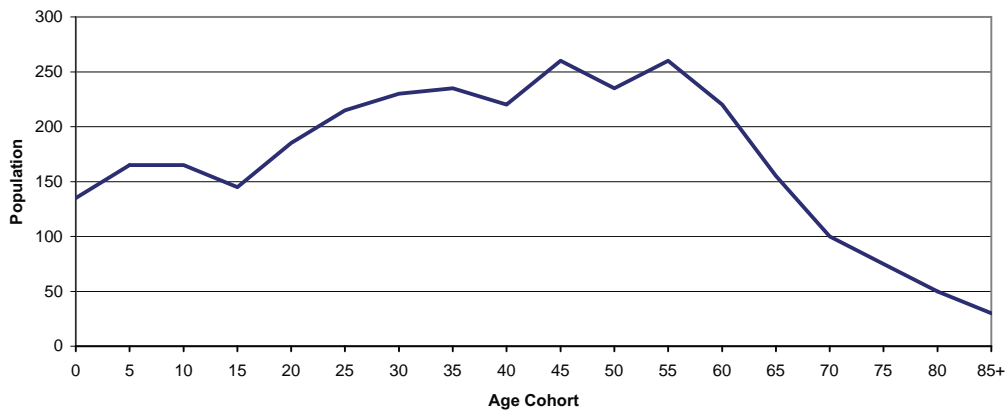
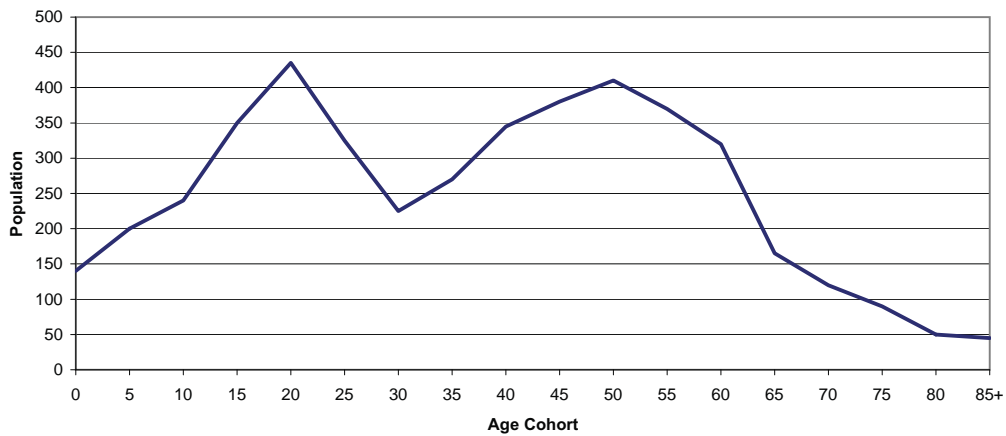
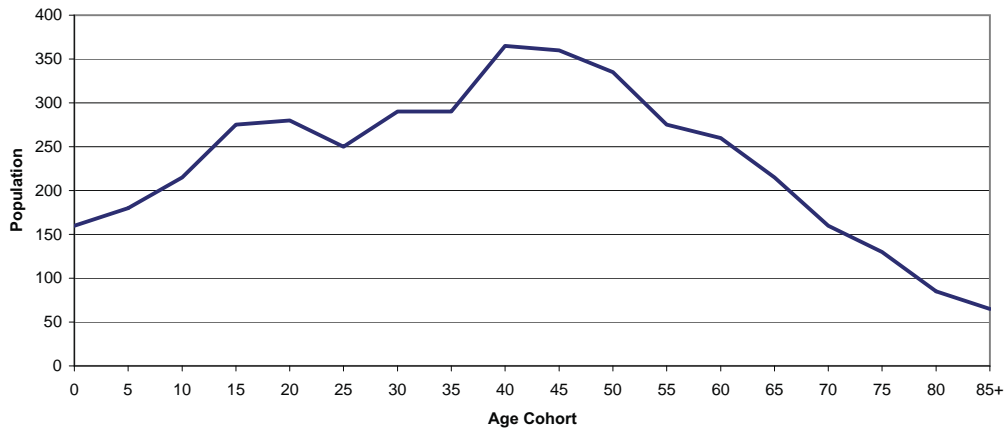


Figure 30. Age Structure Census Tract 170.02



**Figure 31. Age Structure Census Tract 171.00 (96% of tract is in Mt. Pearl)**

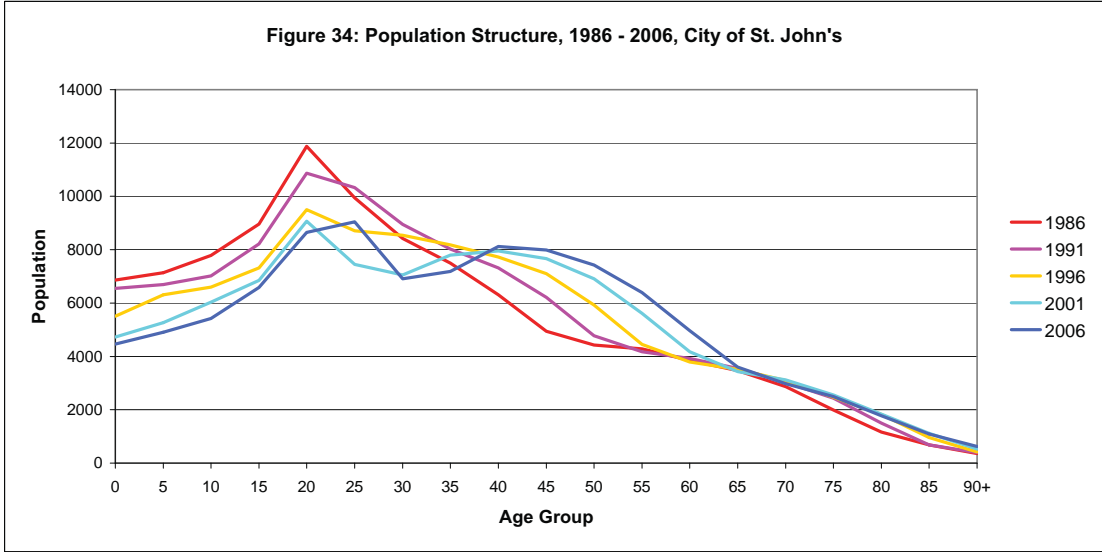


**Figure 32. Age Structure Census Tract 200.01 (71% of tract is in Mt. Pearl)**

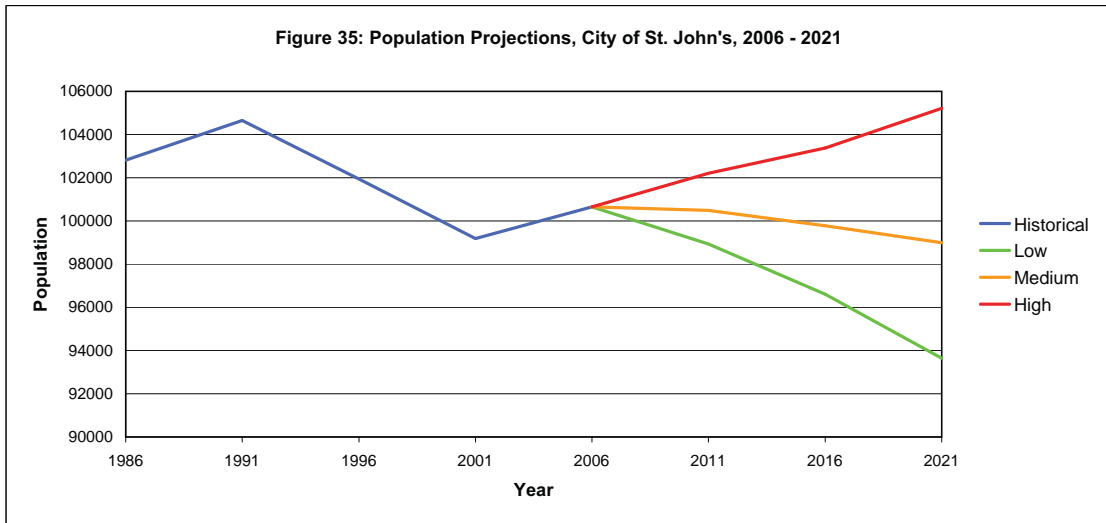


**Figure 33. Age Structure Census Tract 202.01 (47% of tract is in Mt. Pearl)**





Source: Statistics Canada, 2007. Census tracts, Newfoundland and Labrador. Includes partial data for Mt. Pearl.

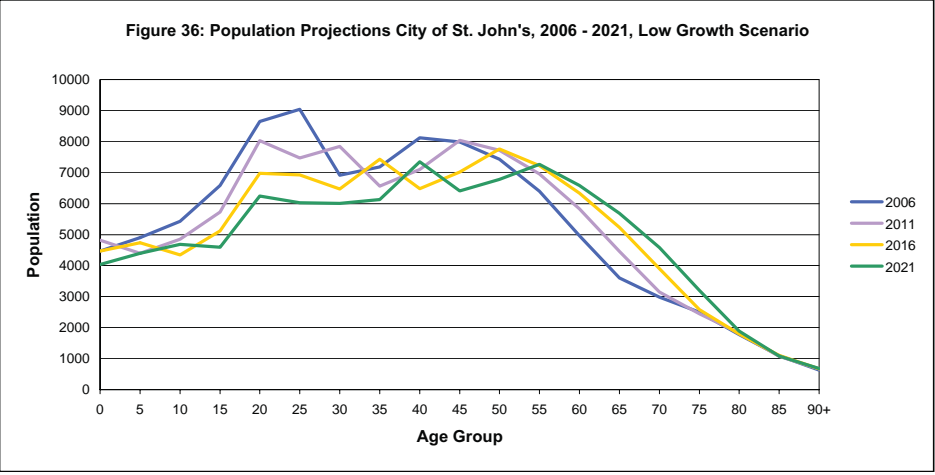


Source: Statistics Canada, 2007. Census tracts, Newfoundland and Labrador. Includes partial data for Mt. Pearl.

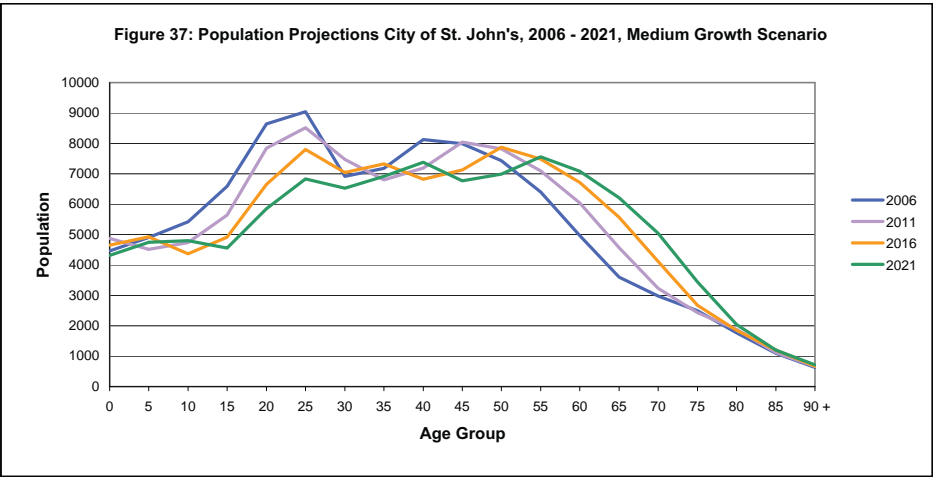


Year	Total	0	5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90 +
<b>Low</b>	102,812	6,857	7,132	7,784	8,960	11,881	9,944	8,421	7,499	6,306	4,946	4,431	4,280	3,855	3,472	2,873	1,992	1,158	686	355
	1991	104,659	6,546	7,022	8,214	10,873	10,324	8,954	8,020	7,314	6,214	4,778	4,176	3,918	3,553	3,023	2,435	1,503	689	401
	1996	101,936	5,510	6,305	7,315	9,505	8,710	8,545	8,185	7,720	7,100	5,925	4,450	3,790	3,515	3,090	2,475	1,825	955	425
	2001	99,182	4,725	5,265	6,040	6,845	7,455	7,055	7,800	7,955	7,665	6,915	5,620	4,170	3,430	3,120	2,555	1,835	1,115	530
	2006	100,646	4,465	4,902	5,425	6,589	9,045	6,916	7,181	8,126	7,991	7,430	6,396	4,968	3,600	2,978	2,495	1,770	1,096	629
<b>Males</b>	49,525	3,531	3,663	4,015	4,461	5,733	4,804	4,163	3,630	3,039	2,453	2,146	2,030	1,848	1,531	1,154	708	371	170	90
	1991	50,082	3,283	3,483	3,595	4,147	5,073	4,321	3,942	3,523	2,987	2,379	2,004	1,822	1,602	1,269	884	454	165	66
	1996	48,245	2,855	3,140	3,400	4,510	4,240	4,035	3,840	3,720	3,435	2,820	2,175	1,775	1,555	1,285	920	575	240	80
	2001	46,745	2,435	2,685	3,030	3,475	3,625	3,330	3,645	3,750	3,650	3,330	2,675	2,000	1,525	1,290	980	605	290	110
	2006	47,977	2,238	2,492	2,776	3,325	4,533	3,383	3,374	3,932	3,846	3,563	3,004	2,339	1,642	1,237	957	595	274	123
<b>Females</b>	53,292	3,326	3,464	3,774	4,514	6,143	5,139	4,249	3,869	3,262	2,493	2,279	2,265	2,007	1,936	1,730	1,289	797	526	260
	1991	54,572	3,266	3,220	3,427	4,076	5,766	4,642	4,067	3,794	3,227	2,398	2,164	2,092	1,946	1,754	1,551	1,049	519	341
	1996	53,690	2,655	3,170	3,195	3,665	5,000	4,470	4,515	4,345	3,995	3,105	2,275	2,015	1,960	1,805	1,555	1,250	720	340
	2001	52,435	2,290	2,580	3,005	3,365	4,760	3,825	3,730	4,155	4,020	3,585	2,940	2,170	1,905	1,835	1,575	1,235	830	425
	2006	52,669	2,227	2,410	2,649	3,264	4,512	3,532	3,807	4,194	4,145	3,866	3,392	2,630	1,958	1,741	1,538	1,175	823	506

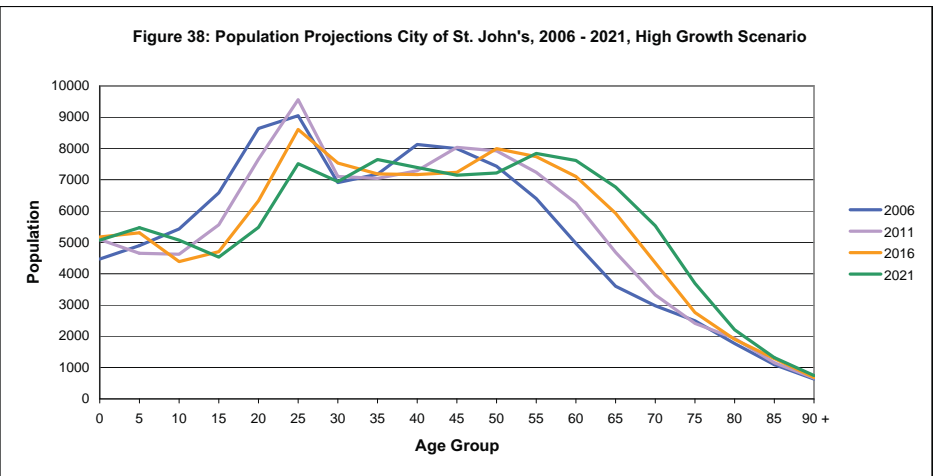
Table 2: Population 1986 - 2006, City of St. John's.  
Source: Statistics Canada, 2007. Census tracts, Newfoundland and Labrador. Includes partial data for Mt. Pearl.



Source: City of St. John's, Department of Economic Development, Tourism & Culture, 2007.



Source: City of St. John's, Department of Economic Development, Tourism & Culture, 2007.



Source: City of St. John's, Department of Economic Development, Tourism & Culture, 2007.

	Year	Total	0	5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90 +
<b>Low</b>	<b>2006</b>	100,646	4,465	4,902	5,425	6,589	8,645	9,045	6,916	7,181	8,126	7,991	7,430	6,396	4,968	3,600	2,978	2,495	1,770	1,096	629
	<b>2011</b>	98,937	4,821	4,392	4,848	5,731	8,024	7,471	7,840	6,560	7,098	8,036	7,715	6,960	5,826	4,456	3,146	2,448	1,827	1,071	667
	<b>2016</b>	96,601	4,471	4,742	4,344	5,123	6,981	6,927	6,473	7,435	6,484	7,018	7,758	7,226	6,340	5,230	3,899	2,581	1,793	1,106	670
	<b>2021</b>	93,638	4,033	4,397	4,690	4,591	6,241	6,026	6,004	6,135	7,351	6,412	6,777	7,267	6,582	5,689	4,582	3,203	1,887	1,087	684
<b>Males</b>	<b>2006</b>	47,977	2,238	2,492	2,776	3,325	4,344	4,533	3,383	3,374	3,932	3,846	3,563	3,004	2,339	1,642	1,237	957	595	274	123
	<b>2011</b>	47,018	2,459	2,186	2,465	2,891	3,879	3,877	3,869	3,174	3,348	3,897	3,711	3,295	2,686	1,988	1,343	927	612	287	124
	<b>2016</b>	45,720	2,280	2,402	2,162	2,568	3,373	3,462	3,309	3,629	3,149	3,318	3,760	3,431	2,947	2,283	1,626	1,006	592	295	128
	<b>2021</b>	44,095	2,057	2,227	2,375	2,252	2,995	3,010	2,954	3,103	3,601	3,121	3,202	3,477	3,069	2,505	1,868	1,218	643	286	132
<b>Females</b>	<b>2006</b>	52,669	2,227	2,410	2,649	3,264	4,301	4,512	3,532	3,807	4,194	4,145	3,866	3,392	2,630	1,958	1,741	1,538	1,175	823	506
	<b>2011</b>	51,919	2,362	2,206	2,383	2,840	4,145	3,594	3,971	3,386	3,750	4,139	4,004	3,665	3,140	2,468	1,803	1,521	1,215	784	543
	<b>2016</b>	50,881	2,191	2,340	2,182	2,555	3,608	3,465	3,164	3,806	3,335	3,700	3,998	3,795	3,393	2,947	2,273	1,575	1,201	811	542
	<b>2021</b>	49,543	1,976	2,170	2,315	2,339	3,246	3,016	3,050	3,032	3,750	3,291	3,575	3,790	3,513	3,184	2,714	1,985	1,244	801	552

Table 3: Population projections 2006 - 2021, City of St. John's, low growth scenario.

Assumptions: Historical City of St. John's cohort survival rates. Fertility rates remain at 2005 St. John's fertility rates.

Source: Economics and Statistics Branch, Economic Research and Analysis Division, Dep't. of Finance, Gov't. of Newfoundland and Labrador, May 2007.

	Year	Total	0	5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90 +
<b>Medium</b>	<b>2006</b>	100,646	4,465	4,902	5,425	6,589	8,645	9,045	6,916	7,181	8,126	7,991	7,430	6,396	4,968	3,600	2,978	2,495	1,770	1,096	629
	<b>2011</b>	100,487	4,870	4,521	4,738	5,647	7,841	8,517	7,471	6,800	7,193	8,037	7,817	7,100	6,043	4,568	3,236	2,433	1,880	1,112	663
	<b>2016</b>	99,781	4,651	4,931	4,370	4,911	6,649	7,796	7,045	7,324	6,819	7,128	7,877	7,483	6,716	5,573	4,119	2,671	1,850	1,195	673
	<b>2021</b>	98,991	4,318	4,745	4,796	4,563	5,852	6,829	6,525	6,918	7,384	6,772	6,994	7,553	7,089	6,213	5,042	3,443	2,045	1,199	711
<b>Males</b>	<b>2006</b>	47,977	2,238	2,492	2,776	3,325	4,344	4,533	3,383	3,374	3,932	3,846	3,563	3,004	2,339	1,642	1,237	957	595	274	123
	<b>2011</b>	47,778	2,484	2,269	2,387	2,898	3,859	4,270	3,667	3,349	3,427	3,889	3,712	3,356	2,787	2,064	1,388	935	614	298	125
	<b>2016</b>	47,298	2,372	2,519	2,173	2,485	3,334	3,830	3,460	3,609	3,402	3,392	3,769	3,502	3,120	2,473	1,751	1,057	603	314	133
	<b>2021</b>	46,744	2,202	2,425	2,427	2,281	2,894	3,396	3,144	3,409	3,684	3,376	3,291	3,568	3,264	2,785	2,097	1,346	692	319	144
<b>Females</b>	<b>2006</b>	52,669	2,227	2,410	2,649	3,264	4,301	4,512	3,532	3,807	4,194	4,145	3,866	3,392	2,630	1,958	1,741	1,538	1,175	823	506
	<b>2011</b>	52,709	2,386	2,252	2,351	2,749	3,982	4,247	3,804	3,451	3,766	4,148	4,105	3,744	3,256	2,504	1,848	1,498	1,266	814	538
	<b>2016</b>	52,483	2,279	2,412	2,197	2,426	3,315	3,966	3,585	3,715	3,417	3,736	4,108	3,981	3,596	3,100	2,368	1,614	1,247	881	540
	<b>2021</b>	52,247	2,116	2,320	2,369	2,282	2,958	3,433	3,381	3,509	3,700	3,396	3,703	3,985	3,825	3,428	2,945	2,097	1,353	880	567

Table 4: Population projections 2006 - 2021, City of St. John's, medium growth scenario.

Assumptions: Average of projected Zone 19 cohort survival rates and historical cohort survival rates for City of St. John's. Fertility rates remain at 2005 St. John's fertility rates.

Source: Economics and Statistics Branch, Economic Research and Analysis Division, Dep't. of Finance, Gov't. of Newfoundland and Labrador, May 2007.

	Year	Total	0	5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90 +
<b>High</b>	<b>2006</b>	100,646	4,465	4,902	5,425	6,589	8,645	9,045	6,916	7,181	8,126	7,991	7,430	6,396	4,968	3,600	2,978	2,495	1,770	1,096	629
	<b>2011</b>	102,208	5,092	4,649	4,626	5,562	7,658	9,563	7,102	7,040	7,289	8,039	7,920	7,240	6,258	4,680	3,325	2,418	1,932	1,153	662
	<b>2016</b>	103,380	5,173	5,303	4,389	4,701	6,331	8,609	7,535	7,187	7,163	7,236	7,997	7,745	7,102	5,926	4,344	2,762	1,906	1,289	682
	<b>2021</b>	105,211	5,074	5,467	5,071	4,526	5,480	7,520	6,947	7,648	7,389	7,144	7,214	7,846	7,621	6,767	5,531	3,695	2,210	1,316	745
<b>Males</b>	<b>2006</b>	47,977	2,238	2,492	2,776	3,325	4,344	4,533	3,383	3,374	3,932	3,846	3,563	3,004	2,339	1,642	1,237	957	595	274	123
	<b>2011</b>	48,626	2,597	2,352	2,308	2,905	3,839	4,663	3,466	3,524	3,506	3,882	3,714	3,416	2,887	2,140	1,432	943	616	309	127
	<b>2016</b>	49,113	2,638	2,731	2,179	2,402	3,296	4,194	3,577	3,570	3,664	3,465	3,779	3,573	3,298	2,671	1,880	1,109	615	334	138
	<b>2021</b>	49,892	2,588	2,817	2,562	2,304	2,794	3,772	3,306	3,693	3,746	3,640	3,381	3,660	3,466	3,083	2,344	1,482	744	354	156
<b>Females</b>	<b>2006</b>	52,669	2,227	2,410	2,649	3,264	4,301	4,512	3,532	3,807	4,194	4,145	3,866	3,392	2,630	1,958	1,741	1,538	1,175	823	506
	<b>2011</b>	53,582	2,495	2,297	2,318	2,657	3,819	4,900	3,636	3,516	3,783	4,157	4,206	3,824	3,371	2,540	1,893	1,475	1,316	844	535
	<b>2016</b>	54,267	2,535	2,572	2,210	2,299	3,035	4,415	3,958	3,617	3,499	3,771	4,218	4,172	3,804	3,255	2,464	1,653	1,291	955	544
	<b>2021</b>	55,319	2,486	2,650	2,509	2,222	2,686	3,748	3,641	3,955	3,643	3,504	3,833	4,186	4,155	3,684	3,187	2,213	1,466	962	589

Table 5: Population projections 2006 - 2021, City of St. John's, high growth scenario.

Assumptions: Projected Zone 19 cohort survival rates. Fertility rates start at 2005 St. John's fertility rates and trend up (1.3 for 2011, 1.35 for 2016 and 1.4 for 2021).

Source: Economics and Statistics Branch, Economic Research and Analysis Division, Dep't. of Finance, Gov't. of Newfoundland and Labrador, May 2007.

## **Sources of Information**

1. Statistics Canada. <http://www.statcan.ca/>
2. City of St. John's, Department of Economic Development, Tourism & Culture.
3. Economic Research & Analysis Division, Economics and Statistics Branch, Dept. of Finance, Gov't. of Newfoundland and Labrador.  
<http://www.economics.gov.nl.ca/population/default.asp>

# **APPENDIX E**

## **Initial Assessment and Prioritization of Demands**

# INITIAL ASSESSMENT: RECREATION DEMANDS

## PARK AND OPEN SPACE DEMANDS.

### **1. Continued resources to link the Grand Concourse system into newly developed neighbourhoods; expand resources for winter months.**

The public survey showed that 93% of respondents have walked as an activity in the past year, and 61% think St. John's needs more walking trails. The Grand Concourse Walkway system is well used and accessible to everyone. It serves a broader cross section of the general public than most other leisure amenities. Senior organizations identified the walking trails as an important resource for seniors, and many stakeholders expressed the desire to connect neighbourhoods with trails. The consultants suggest that as the City is built out, the GCA should be linked into newly developed neighbourhoods. The capital costs of creating links to the walkway system could become a component of subdivision development costs, and regarded the same as development regulations for roads, water and sewer.

The Grand Concourse is a multi-million dollar walkway system, but it is currently unusable to walkers during the winter months, even though demand is quite high. Stakeholders, including seniors, expressed a desire to walk during the winter months. It would cost the City an additional \$ 50,000 - \$ 75,000 annually to groom and maintain two walkways for users.

The City currently contributes \$ 600,000 annually towards the upkeep of the Grand Concourse. This is a long term agreement.

### **2. More rectangular sports fields, including at least one more artificial turf field for soccer and other sports.**

Sports organizations identified the need for more soccer fields, with at least one more having an artificial turf. This group also asked for more Ultimate Frisbee fields and identified a need for new facilities in newly developed areas. All new facilities, and some existing ones, require washrooms.

While costly in terms of capital development, the artificial turf field at King George V clearly demonstrates the benefits of this type of surface, given the short season and predominately wet climate that limits access to natural turf fields. New artificial turf field costs \$2M but extends the soccer season to 290 days of playing time and 300 games. Minor soccer is rebuilding as a result of organizational restructuring -- the city now runs the program, instead of the former minor soccer association. Senior and minor soccer grew in St. John's from 2001 to 2006, but has declined somewhat since then again.

There are now more leagues than ever using the fields, due to multi-regional leagues playing in the metro region.

An alternative to building more fields to meet this demand is to retrofit and upgrade existing facilities maintained by the City over the years. The estimated cost to retrofit and upgrade a regulation size soccer field is \$125,000-\$150,000. To upgrade all rectangular fields with a natural turf are \$ 1.6 M. This would include Wishingwell East and Wishingwell West, Feildian Grounds, Ayre Athletic Grounds, St. Pats, Churchill Park, Buckmaster's Circle, Pleasantville Rugby Pitch, Spruce Meadows and the Goulds. One of the Swilers rugby fields near the provincial sports centre or one of the two soccer pitches at Wishingwell Park should be resurfaced with an artificial turf at an approximate cost of \$2M (this includes the cost if lights and seating). Washrooms at Wishingwell, Feildians and St. Pats need to be upgraded; new washrooms are needed at Ayre Athletic Grounds, Churchill Park, and Pleasantville Rugby Pitch. The cost to retrofit/upgrade washrooms and build washrooms at three of the fields is \$1.5 M.

The opportunity to work in cooperation with the Eastern School District to upgrade rectangular fields on school grounds at Roncalli Elementary, Prince of Wales Collegiate, Bishops Collegiate, St. Mary's, Mary Queen of Peace, and St. Bon's should also be explored. The estimated cost to enhance fields at schools and adjust buildings to access washrooms is \$ 1-2 million.

### **3. Implementation of all park development plans.**

Over the past several years, a number of Master Plans were developed to guide the redevelopment and/or new development of city parks. The parks for which plans currently exist are Victoria Park, Bannerman Park, Martin's Meadow, Buckmaster's Circle, Bowring Park, Bidgood's Park and Rotary Sunshine Park. Because the City has taken a phased development approach to implementing the plans, some of these plans are in the process of being implemented while others have not yet begun. Bowring Park is currently being redeveloped by its partners, the City of St. John's, the Bowring Park Foundation, and the Grand Concourse Authority; Bidgood's Park is started; Martin's Meadow is being developed with the province as a partner; and plans are underway to upgrade Buckmaster's Circle. The total capital cost to implement all these plans is in the area of \$40,000,000. For Bowring Park alone, estimates are in the area of \$20,000,000. Bannerman and Victoria Parks have been identified by the City as priorities for development: the order of magnitude cost for these two developments is estimated to be \$10,000,000.

One approach to meet this demand is to engage the GCA, where another organization is not available, to become a vehicle to implement the Master Plans and be responsible for fundraising. The cost of implementation would then be shared by the partners for each park. In cases where no partners exist to develop the Master Plans, the GCA could assume the role of providing 50% of capital funding and the City providing the other 50%. The operating cost, which includes staffing and maintenance costs, will continue to

be the responsibility of the City. The resources of the GCA may have to be augmented to support this initiative.

#### **4. More neighbourhood parks and playgrounds.**

The public survey showed very strong support for more neighbourhood parks and open spaces, playgrounds and tot lots, with more than 60% of respondents agreeing that more are needed. Several stakeholders highlighted the need to provide neighbourhood facilities, including green spaces for unstructured play opportunities, and neighbourhood parks with unique and interesting play opportunities. The benefits of green spaces to the health and well being of a community were identified as an important need throughout the consultations. Additionally, a city-wide Green Space Preservation Plan and long term vision for future park developments should be a priority. 69% of residents think the City should commit extra funding to parks and green spaces.

There are numerous neighbourhood parks, playgrounds, and tot lots in the City. The City is currently experiencing unprecedented land development. Senior Parks staff are concerned that current development standards do not necessarily meet community needs and demographics. As well, plans to address changing needs as the neighbourhood population ages (i.e. in some cases redeveloping parks, in some cases phasing them out) should be developed for each new playground and tot lot. Parks and open spaces need to be integrated into the planning stage of developments, rather than being added on as an afterthought.

Ideally new larger neighbourhood scale park developments would be programmed specifically to meet the needs of the residents and, depending on neighbourhood demographics, might include trails and links to the Grand Concourse, a neighbourhood community centre (1500sqft) with washrooms, program rooms, storage, playground, seating, skateboard spots, formal planting and a free-play field. The approximate cost to develop each neighbourhood park and playground with the amenities described is \$ 550,000-\$ 850,000.

#### **5. One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site.**

Sports Organizations suggested that the City build one large complex with a wide variety of sport fields – soccer and baseball fields, training areas, artificial surfaces to maximize use, meeting rooms, canteen; washrooms, and lots of parking. An ideal location for such a sports complex is near the new provincial sports centre on Crosbie Road. The two adjacent parks, Crosbie Road Park and Wishingwell Park, could be linked via a pedestrian pedway over Stamps Lane. The two existing rugby fields and the two soccer pitches would then be upgraded, with one soccer field and one rugby field resurfaced with an artificial turf. The total cost of creating this large sports complex is \$10-12M.



## **6. More bicycle trail opportunities**

Support for the development of bicycle trails was very high by residents of the City: 78% of residents surveyed agreed that more bicycle trails were needed, the highest support for any outdoor facility. It was also identified as the outdoor facility “most” needed, and 71% of residents supported the City committing extra funding to develop bicycle trails. The demand for bicycle trails was also stated throughout the stakeholder consultations.

The recent *Cycling Master Plan* completed for the City addresses this demand. The estimated 20 year build out cost to develop a bikeway system is \$ 6 M.

## **7. More small neighbourhood skateboard parks**

Nearly half of residents surveyed felt more skateboard parks are needed. Staff also stated a need for more, but smaller, skateboard parks. Many skateboarders do not live near Mundy Pond, and, even though it is on a bus route, many parents choose to drive their young teens to the park, and because they are unfamiliar with the neighbourhood, many parents then feel the need to wait and supervise their activities. Though not quantifiable, the need for neighbourhood skateboard parks can be seen by continued use of other parks, public and private spaces by skateboarders in the City.

Skateboarding provides a social opportunity to interact with a multigenerational group of peers. The average age of skateboarders is 12-14 years old, a group identified in stakeholder consultations as not having sufficient available recreation programs.

Skateboard parks can be developed in a variety sizes and costs. “Skate spots” are 1500-2000 sq. ft, and cost around \$ 75,000. Skate plazas are larger and vary from 5,000-25,000 sq/ft and cost \$175,000- \$875,000.

## **8. New residential development - design open space and trail systems as part of community design; link into existing trail network.(i.e. Grand Concourse network)**

To meet this demand, subdivision development regulations would have to be revised to include a regulation that all new residential developments include the development of open spaces. These open spaces would be appropriate to the neighbourhood demographic, and include additional trails that link into, or are part of, the Grand Concourse Walkway system. The cost of development would be borne by the developer, with the City assuming responsibility for long term maintenance costs. The development cost would be based on \$ 40 – \$ 60,000 per km, and could cost \$ 1200 – 1800 per km to maintain.

## **9. More support for winter activities**

Winter activities have been steadily increasing in some areas increased in the last year or so (2007 saw a 26% increase in cross country ski sales and a similar increase was experienced in snowshoe sales). In North America demand for safe winter trail use has also increased. Nationally, winter activities on the rise: winter hiking, snowshoeing and

walking are all popular. According to user survey roughly one-third of the users of Grand Concourse users walk in winter.

The Avalon Nordic Ski Trail in Pippy Park is at capacity. This ski program is operated in partnership with the City, The Avalon Nordic Ski Club, the Outfitters Adventures Company, and the Pippy Park Commission. As demand is currently so high the Club is looking to designate more ski trails to lessen demand in one area.

Membership revenues are used to support trail grooming and maintenance. Non-members use the trails but do not contribute. The ratio of users to members 10-12:1. The Avalon Nordic Ski Club would like to consider a user pay system, as nonmembers currently use the trails for free.

The Ski Club would like to see more done to promote winter fun and change the mind set of residents who tend to not recreate so much in winter: more public events to support making winter living accessible for outdoor sports (activities, peer support, transportation).

Cross country skiing is a growing family activity in North America and popular with all age groups Skiing and youth learn to ski programs are very popular.

The recent Winter Tourism Strategy for the province recognized St. John's as a winter destination and supported winter activities and special events.

#### **10. More arenas.**

The recently completed *Needs Assessment for Recreational Ice Rink Facilities* in St. John's suggested that St. John's will need one additional arena in the near term and a second arena in the longer term. As well, a number of existing arenas need refurbishing or replacement. Many are aging – Brother O'Hehir, Hyundai, Feildian Grounds - and do not provide the level of amenity necessary to support the playing and viewing of hockey. As well, demand for skating exceeds supply especially for prime time ice time, and membership of the Prince of Wales Club has doubled over the years to 1050. The new Torbay arena, currently under construction, will greatly enhance capacity.

One potential policy amendment that will have a significant impact on existing capacity is the adoption of the Canadian Hockey Association's practice schedule: the CHA standard is to have two hours of practice per game played, versus the current NL Hockey Association's one hour practice per game played standard. If the Canadian standard is adopted, additional arenas, beyond what the *Needs Assessment* recommends, may be required.

The City of Mount Pearl is building an arena, and the nearby Towns of Paradise and Conception Bay South are both proposing new arenas. These may have an impact on the need for additional arenas within the City of St. John's. Based on these assumptions, the initial focus should be on upgrading existing facilities and, where practical and feasible, adding additional recreational amenities. In effect, taking the approach that any new

arenas are not simply hockey rinks but multi-purpose facilities, programmed to accommodate a variety of recreation needs, will enhance the economic viability through economies of scale and a focus on energy efficiency.

The cost of building a new arena is approximately \$ 10-12M for a single ice surface. The cost to upgrade an existing facility to an acceptable standard would be in the area of \$4 – 5M.

## **11. More indoor pools.**

The public survey showed overwhelming support for additional indoor swimming pools by residents who participate in swimming activities. ((54% of citizens currently participate in swimming activities and 100% of this group feel that St. John's needs more swimming pools.) This reflects a current North American trend that sees a very high demand in communities for family based aquatic facilities. There are currently three public pools in St. John's, with the Aquarena's 65m pool being the largest; it has 8 lanes, three diving platforms and four springboards ranging in height from 1m-10m. The other two pools, Wedgewood Park pool and the Mews Centre, are much smaller and less well used. They are also quite old, with the Mews approaching the end of its functional lifespan.

New pools are needed to replace these facilities; pools are needed to service the West End and the East End of the City. (Note: There are currently two new pools planned within the City's region: the New Family Y planned for Ridge Road will contain a leisure pool, and rectangular pool and the City of Mount Pearl is building a new pool to replace the Kinsmen Pool.) The New Y will support some of the need in the east end, but an additional pool will be needed to serve St. John's residents in the west end.

In 2007 there were 57,776 swims and the Mews Centre and 42,287 swims at the Wedgewood Park Centre. These numbers are much less than the physical capacity of the facilities, more than 100,000 in both cases, and reflects the fact that the pools are old, substandard, and are not meeting needs. On the other hand, the Aquarena is quite well used with relatively little excess capacity to accommodate more swims. Regarding swimming programs, the demand for lesson programs is higher than supply at both facilities. Nevertheless, the City has had to reduce the number of programs it offers due to difficulty in recruiting staff; the Aquarena has some room for growth in its programs.

If two new community based pools were built to replace the Mews and Wedgewood Pools each pool would probably have two tanks, a six lane 25 tank for fitness swimming, training and lessons, and a leisure tank with warmer water, a lazy river, and deck level entry to support recreational swimming and rehabilitation. It would also contain a whirlpool, slide, and a sauna.

Each facility would cost approximately \$20 million dollars and would require new operating subsidies in the range of several hundreds of thousands of dollars a year.

## **12. Large new multipurpose centre with variety of spaces.**

The need for new multipurpose facilities like the Mews Centre received the highest percentage of support of all indoor facilities in the public survey: 73% of residents surveyed identified this type of facility as being needed. The Mews and Wedgewood Centres are in need of replacement.

Facilities of this type would be categorized as Zone Level facilities and would serve a catchment area of 40,000 residents. It would probably include an ice rink, large gym, a large fitness centre, a dance/martial arts/fitness studio, several multipurpose spaces, a small youth space, seniors' space, a preschool program centre and one or more arts and crafts studios. It may include a 25m indoor leisure pool. Ideally outdoor amenities would include sports fields, multi-use trails and a park. Based on population only, St. John's would need three of these facilities.

The facility would cost approximately \$ 15- 20 M without a pool, and up to \$20-30M with a pool. The facility would cost several hundreds of thousands in operating subsidies. It would be highly used, especially by students if located adjacent to schools. Commercial opportunities for programming for the facility should be explored to keep the operating subsidy at a minimum.

## **13. More neighbourhood/community leisure centres in High Needs neighbourhoods.**

Stakeholder Consultations showed an overwhelming demand for strategically located neighbourhood/ community leisure centres. Some areas identified as needing a new neighbourhood centres include Southlands, Georgetown, Downtown St. John's, and Blackmarsh Road. As well, it was recommended the Gould's Recreation Centre be replaced as it is small and the gym is inadequate. New facilities would not necessarily have to be built for neighbourhood leisure centres as they could make use of existing public facilities such as schools, and other community based buildings, including buildings that are no longer in use.

Partnerships vary between the City and the various community organizations. The City currently staffs the Shea Heights Community Centre, in partnership with the Board. The centre is run by the Board, that is responsible for events, and the City runs the programs. The recreation department contributed \$113,000 towards the operating costs this centre. The Goulds' Recreation Centre is owned by the City but run by a volunteer Board that provides staff and runs programs. This centre has a formal agreement with the City, which also provides an operating subsidy of \$130,000-150,000.

New neighbourhood centres would, in most cases, be developed and operated by other public, private or non profit organizations. Another potential opportunity exists to establish neighbourhood leisure centres in each of the four new schools recommended for St. John's (discussions would have to begin at the planning stage (see Nos. 14 and 24)). Ideally, these centres would contain program space, a gymnasium, fitness space, kitchen, and an office for recreation staff. Assuming the City would continue to subsidize

community centres, the capital development costs of a new centre would be in the area of \$ 2-2.5M, and the operating subsidy would cost approximately \$150,000 each per year.

#### **14. More indoor multi-purpose program spaces (gymnasiums and activity areas generally).**

The need for a space at the neighbourhood level that can accommodate a variety of activities was repeated throughout the stakeholder consultations. Many user groups identified the need for accessible and affordable facilities for a variety of uses as a priority.

One possible venue for such space is local schools, and potentially new community centres (see No. 13). With four new schools planned for St. John's, the opportunity exists for the City to become involved at the planning stage to negotiate agreements with the Eastern School District and Department of Education. Potentially, the City would contribute towards the capital, operating and programming costs for community recreational use, including the cost of providing staffing to run programs. Use of existing schools is also possible. Modifications to the keying systems and renovations to control access to limited areas of the schools would be required. Making changes to control access would cost in the area of \$ 15 – 20,000 per school. The capital contribution of the City to support new school developments that integrate City recreation needs can only be confirmed through negotiation. The Eastern School District plans to renovate four schools in St. John's.

The new Family Y planned for Ridge Road will meet some of the demand for multi-purpose program space in the East End of the City. The City has committed \$1 million dollars towards the capital development of this facility but is not expected to contribute towards the operation of the facility.

Some of this demand can also be met by renovating or replacing existing neighbourhood centres. The former Cygnus Gymnastics Training Centre, for example is currently being redeveloped at a cost of \$ 1 – 1.2 million, and the adjoining open space will be developed as per the development plan for \$600,000.

The Goulds' Recreation Centre needs to be replaced with a larger facility (its gymnasium ceiling is too low, and the centre cannot currently accommodate all users). Based on stakeholder consultations, Kilbride also needs a regulation size gymnasium space, other program space and potentially a leisure pool. This new facility would be integrated with the existing ice hockey rink and a gymnasium, four lane leisure pool, meeting room, arts and crafts studios, daycare, youth and seniors centre and program space added. The total cost of such a facility being in the area of \$ 8-10M and would require an operating subsidy of approximately \$250,000 –\$300,000 dollars per annum.

## **15. More indoor tennis courts**

Support for indoor tennis courts was moderate with 37% of public survey respondents agreeing that more indoor tennis courts were needed, although only 2% felt they were among the indoor facilities most needed. There are two indoor tennis facilities; one is the Greenbelt Tennis Club, a private enterprise; membership costs range from \$300-1200 per year depending on the package. The club currently has 250-300 members, but has room to double its membership. 150-200 children play there throughout the year. The facility is also open to the public, at a cost of \$15 per hour. The Works also has one multi-use tennis court.

Tennis participation in North America declined significantly in 1998 but has started to increase in some areas. Tennis Canada is currently promoting the Building Tennis Communities Program and offering clinics at local schools – this program is supported by the Recreation Department.

A new indoor 3 court bubble facility would cost around \$350,000. The cost to develop one court only is \$130,000.

## **16. Indoor Walking/ Running Opportunities**

Demand and support for indoor walking/tracks is very strong, as indicated by the public survey and echoed in the public consultations. Current trends show that walking is one of the top recreation activities in North America. This is expected to continue as the population ages. The public survey indicated that indoor walking/running tracks are the second highest facility demanded by residents, and is one of the top most needed facilities in the City. Walking is an important affordable recreation activity for seniors, especially in winter. The Senior Resource Centre in partnership with the Avalon Mall, offers an indoor walking program, the Mall Walkers Club.

Currently the only available indoor walking track in the City is provided by the Works, and is located at Fieldhouse, Memorial University; residents pay a \$2.00 user fee per visit. Mile One also has an informal walking track, but this was closed to public use some time ago due to security reasons. Mile One Centre staff is potentially interested offering walking programs at the facility.

All new and existing multi-purpose facilities, recreation centres and schools could include an indoor walking track or an allocated space for walkers. The capital cost would not be significant.

## **PROGRAMS AND SERVICE DEMANDS**

### **17. More accessible fitness services and opportunities**

For many people, access to and participation in recreation programs and activities is a challenge, due to cost. Many cannot afford to attend private fitness centres and do not

have access to the type of fitness opportunities and equipment available in this type of facility. The City historically has not provided equipment in the past partly because it did not want to be seen as competing with the private sector, and partly because of space limitations.

The City's REAL program supports youth who, without financial support, would not be able to participate in programs. The recreation department, through the REAL program, is partnering with two private gyms. It was suggested by stakeholders that these initiatives could potentially be expanded to include adults. The city could also expand its partnerships with the YM-YWCA, who has an access for all policy. This partnership may involve no more than promoting accessible fitness services and opportunities in the City.

Based on the public survey, a high percentage of residents would use fitness programs and services more often if they were more accessible. The City might consider providing fitness equipment in some of its community and multi-purpose centres. The cost to provide a community centre with fitness training equipment would be approximately \$ 25,000-\$35,000, and the cost to provide fitness equipment in a multi-purpose centre is approximately \$ 150,000-200,000.

### **18. More services and opportunities for seniors**

Support for improving services and programs offered to seniors was quite strong in the public survey. Better quality programs, more facilities, more space in programs, were identified as improvements required. The City now offers community programs to seniors at various apartment complexes and neighbourhood sites and also hosts a number of special events for older adults. The City also partners with the Senior Resource Centre to support the Friday Friendship Club, which meets every Friday at the Mews Centre.

The City's senior activities program includes transportation from specific apartment buildings and they also subsidize para-transit.

As the demographic trends for St. John's indicate the number of older adults is expected to steadily increase so demand for adult programs is expected to remain quite high.

To meet the demand for more facilities, and to be consistent with existing trends, space should be made available in a multi-purpose facility. The cost for senior's facility would be low if it is part of a larger multi-purpose facility; the greatest cost would be in programming and potentially in subsidizing transportation. The estimated cost for a new senior's facility as a component of a larger complex is in the area of \$250,000. Programming costs for all adults is about \$175,000.

### **19. More informal unstructured activities generally**

Neighbourhood associations and youth agencies have stated that children and adults need an opportunity to participate in informal and unstructured activities. Unstructured, drop-

in leisure activities are a trend across North America; people want to be able to access recreation facilities on their own schedule. Children need an opportunity to play freely; meeting this demand requires neighbourhood green space, and available time for unstructured activity in neighbourhood or community level recreational centres and gymnasiums.

Ideally more neighbourhood community centers would be available for drop-in activities. These facilities would be compliments by outdoor activity areas, particularly free play fields that support unstructured play of all types and hard surface areas for basketball, ball hockey and other sports.

The costs to develop facilities to support unstructured activities vary. A new gymnasium can cost in the area of \$1.5 million dollars but local schools are made accessible, the capital cost would be minimal. As well the provision of free play fields and hard surface play area can be high if new are needed, but be relatively low if existing facilities are modified to support these uses. The design of facilities and amenities in new residential developments should incorporate opportunities for unstructured activities.

## **20. Focus on childhood obesity**

Childhood obesity is a serious health issue in Canada, and even more so in Newfoundland. Stakeholders identified the need for one single agency or government department to take responsibility for fixing the childhood obesity problem, and to take a collaborative approach to solutions. Stakeholders also felt that the schools have a role to play and that improving access to schools is one solution.

The City currently partners with the Eastern School District in the Active Schools Program, a component of the Healthy Students Healthy Schools provincial initiative of the departments of Health and Community Services and Education. There are plans to expand the programs to 19 primary/elementary schools. Given that these programs are already under way and that the City is already an active partner, the City could further address this demand by working towards gaining better access to the schools after hours and developing programs that specifically target childhood obesity. This may be in the form of camps, or daily activities specifically for this group.

The City could also play a role in addressing the problem of childhood obesity by addressing two other demands: actively promoting the overall benefits of a healthy lifestyle; and providing open spaces and trail linkages in neighbourhoods to encourage active play.

The cost to continue the expansion of the Active Schools Program programs to address childhood obesity is estimated to be between \$100,000-200,000 per year. This estimate does not include the cost to develop infrastructure.



## **21. Better promotion of all available leisure services in the City; as well as promotion of overall benefits;**

The need for better promotion was identified repeatedly by stakeholders as an area that needs to be improved. 43% of residents are not familiar with the Active Living Guide, which is distributed three times a year to all households in St. John's. Given that 61% of residents surveyed agreed that more advertising would motivate them to use or increase their use of programs and services sponsored by the City's department of recreation, we can assume that better promotion of all leisure programs would lead to increased use and higher participatory rates. Currently the Department of Recreation has been reluctant to heavily promote its programs as demand is already high in several programs, and they lack the space to offer larger or additional sessions.

Many stakeholders felt that the City should also serve a leadership role in promoting healthy living. One role they should assume as leaders is to be a primary point of information where residents could learn about all leisure programs offered in the City, including those offered by private and other suppliers. In order to meet this demand, the City needs to assume a larger and more defined leadership role in promoting healthy lifestyles, as well as improvements in methods of promoting its own programs. The City website for instance needs to improve its usability and attractiveness. It has also been suggested by department managers that Recreation could combine resources with another department, such as Tourism and Economic Development, to establish a communications division to provide promotional services for each department.

The City should continue to work with the Provincial Regional Wellness Coalition. This group, as part of the provincial Wellness Plan for Newfoundland and Labrador, provides community grants to enhance local health promotion initiatives and develop and deliver community based programs and supports the Active Schools program current offered by the City.

The cost to enhance the promotion of programs offered in the City is estimated to be about \$150,000. This includes \$100,000 to develop a new website and promotional material, and \$50,000 per year in staffing to keep the program operating. However, if grants are available, this level of investment can be leveraged.

## **22. Increased focus on young teens (11-14 years) where there is a gap.**

Several youth organizations recognize there is a gap in services and programs for this age group. Youth in this age group are too mature, or on the cusp of being too mature, to participate in children's programs. Thirteen year olds for example are too old for day camps and too young to work. The Boys and Girls Club plan to develop a leadership/skills camp to fill the gap and prepare youth for employment. The need for a youth facility for ages 12-20 year olds was also put forth by youth group agencies, and, even though the age of teens was not broken down into age groups, the public survey showed strong support for improvements in recreational programs for all teens.

Improvements most needed are in the quality of programs, and in the number of facilities available for teens.

The City should continue to support organizations providing services and programs to teens and work to strengthen programs and services offered to this age group. This, and programs such as aquatics leadership, should be continued. The City should also ensure that facilities and programs desired by teens are provided in existing recreation facilities as well as in new facilities that may be developed. Corporate sponsorships to support teen programs and services could potentially become a priority, with the City assuming a lead role in coordinating these sponsorships. Programming initiatives should focus on Outdoor Nature/ Adventure programming for youth, as current recreation trends show a growing interest in such programs.

The cost to meet this demand is low. Program space will be provided in new facilities, and it is assumed that corporate sponsorships would reduce programming costs.

### **23. Increased focus on threshold access issues (including transportation and financial access).**

It is recognized that roughly one-third of the population cannot access recreation programs because they cannot physically get to the recreation facility or they cannot afford the program fees. Added to this are the challenges the City faces in facilities, such as the Mews Centre, that do not have enough space to accommodate all those who wish to take part in programs, and that limits the ability of disabled people to use the facilities independently.

Provision of transportation is rated quite high in the survey as a demand with 31% of respondents asking that transportation be provided. The Senior Resource Centre identified cost and availability of transportation as a barrier to participation for 50% of seniors, and senior organizations said more than one special transportation company is needed. The Department of Recreation Community Outreach Programs has been developed to help ensure transportation is not a barrier to potential participants. It was also requested by Senior Organizations that the City compile a database of transportation providers.

Transportation access can be supported through a number of ways: an agreement for bus passes through Metrobus for those requiring financial assistance; a linked integrated parks and trails system so residents can walk to community centres; and developing a number of strategically located community centres and parks within a (10 –15 minute) walking distance from the majority of users.

With regard to program costs, the REAL program provides access to youth. The city might also encourage more corporate sponsors for specific programs, so that all ages can be accommodated. Finally partnerships with groups and institutions that support access for all could be expanded to recreation programs and facilities.

Programs to ensure inclusivity must also be expanded, and resources allocated towards supporting advocacy for these groups.

The program cost to meet this demand is approximately \$300,000. Infrastructure costs have been identified in other demands.

#### **24. Better cooperation with the school system to ensure all public assets are used optimally.**

Several stakeholders identified the need to work closer with schools to improve community access to schools for recreation programs. There is an extra cost incurred by schools to provide community access: schools assume extra maintenance costs associated with after hour use of washrooms, change rooms, etc. Security is also an issue – access to the entire school building is generally uncontrolled. Until recently, the schools were further restricted, or at least hesitant, in allowing public access by their lack of general liability insurance, but the province now has a \$1 M insurance plan in place to protect schools against law suits. Currently, the decision to allow community access lies with the individual school administrators.

The City plans to expand its existing Active Schools Program, and is working on strengthening its partnerships regarding use of school sports fields and playgrounds. The Eastern School District is planning to close three schools and build four new ones in the City. This represents an opportunity for the City to become involved in the planning of new schools to ensure recreational opportunities are optimized.

The potential cost associated with this demand is the City's contribution towards the capital cost of developing community shared recreational facilities at the new schools, the maintenance costs associated with the City utilization of these facilities, and potentially the costs of having extra City staff coordinating programs and services out of each school facility. Partnership agreements can be created between the City and the Eastern School District.

The cost to continue the Active Schools Program is \$122,000, but this cost is shared with the school district; the City's cost also includes staff time and other resources. The City and Eastern Schools District and the Department of Education should, based on models adopted in other communities across Canada, enter into negotiations for formal capital development, maintenance and programming partnerships.

#### **25. Use Recreation and Parks Services as a vehicle for Community Development**

Several organizations noted the importance of recreation and parks in developing a sense of community through engaging its citizens. As stated by the Boys and Girls Club, Recreation and Parks has the ability to work with neighbourhoods to get residents involved, and thereby address social, mental, and physical health of individuals and

families, build self-worth, and facilitate and foster independence and ownership. Meeting this demand requires a multi-faceted approach.

Neighbourhood facilities, both indoor and outdoor, are required to engage all members of the community, and a variety of recreation and leisure programs must be available to encourage participation and develop skills. The services and opportunities would need to be effectively promoted to the communities.

The City currently offers or supports a wide variety of programs, program and facility support in the form of grants or subsidies. The REAL program to youth is one example of this support.

Capital costs associated with meeting this demand are those associated with the development of new neighbourhood facilities. Operating costs to meet this demand will include costs relating to the continued support of Recreation's Community Development Division, service organizations and neighbourhood facilities, and the maintenance of new and existing neighbourhood parks and open spaces. The estimated operating cost is roughly estimated to be in the order of \$ 150,000-250,000 per annum (based on 5% of capital costs).

#### **26. Better Coordination of Corporate and Private Sponsors**

Corporate Sponsors would like the Department of Recreation to assume responsibility for bringing all corporate sponsors together once or twice a year to review the City's priorities. This would better enable corporations to decide where to allocate their sponsorship dollars, and enable them to sponsor organizations or programs that are a priority for the recreation department. Such coordination would be mutually beneficial. The only cost to meet this demand is staff time to arrange and attend the meeting and possibly the cost of the meeting venue.

#### **27. Continued City support of Aquarena**

In 2007 the City considered discontinuing its support for the Aquarena. This facility was previously owned by the City, and as the owners it cost the City \$1 million to operate. The City now pays an annual subsidy of \$150,000, and sits on the Board of Directors, which helps ensure the Aquarena continues to provide a service to the public, including swim lessons, swim club training, lifeguard training and dry land fitness. The Aquarena also participates in the REAL program.

### **OPERATING AND MANAGEMENT ISSUES AND SERVICE DEMANDS**

#### **28. More consistency and equity in the approach to grants and other supports to local leisure groups and organizations**

In 2006, the City granted approximately \$461,700 to various community centres, and \$80,000 to sport organizations. Department managers are concerned that the process for issuing grants and other supports needs to be more equitable and consistent. Sometimes

grants are provided based on historical relationships, and continue to be approved for funding on this basis. Other times it is given to sports organizations because the City does not provide a facility to them. The new priorities established in the Master Plan 2008-2018 will guide the future granting process. The amount of grants given will not necessarily change but the process for allocating them will. If the Sport Alliance suggested in No. 35 become a reality, they could become the issuer of grants to local agencies.

## **29. Strategies and policies for dealing with dogs in parks**

Walkers with dogs were a problem in winter for the Avalon Nordic Ski Trail in Pippy Park, as walkers with dogs destroyed the grooming of the trail. The trail is currently groomed by volunteers, who spend 350-450 hours per year grooming the trails. Dogs that are not on leash, or dogs being walked by their owners towards skiers, and the holes created by them, create a hazard for skiers. A solution suggested by the Avalon Nordic Ski Club is to designate the Trailer Park exclusively for skiing in winter and control access to the groomed cross country trail: walkers and dogs would be prohibited from using trails. The cost to control access would be the cost of staffing, and could also include the cost of fencing the Trailer Park.

Dogs off their leash and “doggie doo” are the biggest challenges facing the Grand Concourse Authority which maintains the walkway network. Other stakeholder suggested that people not having their dogs on a leash and not picking up after their dog is a problem City-wide. One possible solution would be to enforce City bylaws regarding dogs. This cost would be moderate, as it is expected that a small amount of enforcement, (i.e. fines) would have a big effect on compliance within the entire population.

The public survey showed fairly strong (49%) support for additional dog parks, although only 9% said dog parks were among the facilities most needed. The cost to develop a new dog park is \$ 30,000 and the maintenance cost would be approximately \$7000-\$9000 per year.

## **30. Increased maintenance and development standards and services for sports fields (including washrooms)**

Currently City Council does not consistently allocate new funding for maintenance when new developments/amenities are added to the system; therefore maintenance of all facilities is reduced as resources are spread over an increased number of facilities. As new facilities are added to the system, additional staff is required. Some parks should be staffed with a caretaker; still others require washrooms to be to be developed. Currently, for instance, Mundy Pond should have a caretaker, given its size and number of amenities, and Eastborne Crescent needs washrooms to support day programs offered there. In order to avoid such problems in the future, standards need to be developed and adopted. These might include adding 3% to the capital cost directed to support future

annual maintenance. The City should take the position that if funds are not available to support maintenance then the facility should not be developed.

### **31. Increased coordination between Recreation Department and the Property Management Department to optimize operation of recreation infrastructure**

Both departments acknowledge a good working relationship but recognize that increased coordination would help to improve efficiencies, especially regarding timing, scheduling and on-going routine maintenance. The Recreation Department staff expressed concern about the challenges sometimes encountered in getting routine maintenance done on their facilities. This work can be minor in nature but have a big impact on visitor use and satisfaction at City run Recreation Facilities. The problem might range from a broken toilet to problems with the showers.

Current repairs are carried out by the City Department of Building and Property Management. They respond to work order requests on a first come first serve basis, although work orders can be issued for priority treatment. The Building Department feels their new Velocity Maintenance Program will help, but they can still only respond to a limited number of requests daily.

One suggested solution is for the Building Department to assign a Building Caretaker, who can perform a variety of building maintenance tasks, to work fulltime in the larger City facilities, such as the Mews Centre, during peak visitor hours. The cost of two fulltime caretakers is approximately \$100,000.

### **32. Staff recruitment, training, retention and succession planning to respond to current labour shortage.**

The Department of Recreation faced an 86% summer staff turnover for the first time in history last summer. Like other employees in the City and province, the Department of Recreation has to face the challenges of labour shortages. In response, the department has taken measures, such as providing in-house training. One solution is to improve the hiring process of Memorial's Kinesiology and Recreation students – better coordination with Memorial is required to ensure that students have a confirmed placement with the department of recreation well before the end of the Winter semester (students complete studies in April but the City does not hire until June, by that time many students have found work elsewhere). The Department should also consider developing, through the City Department of Human Resources a Human Resources Strategy for the Department. The Strategy can be done internally or through an external consultant and would probably cost in the area of \$ 25,000 - 50,000.

To conduct such an assessment, by an independent consultant, would cost in the area of \$ 40,000.

### **33. Refinements to the park planning standards and systems to ensure City obtain and retain the open spaces required to meet future needs.**

The City current requires developers to allocate 10% of the developable land to open space. Alternatively, the City can accept cash in lieu of the open space allocation based on \$1000 per lot. These monies have proved to be very valuable in terms of providing monies to support recreation and parks capital developments.

Generally speaking the 10% allocation is not determined based on integrating the open space as part of the development, but often are surplus lands or lands that are difficult to develop: steep slopes, wetlands or odd shapes parcels of land. More and more residents are requesting that open space be developed as an integral part of open space development not as an add-on. The city currently suggests the developments that should take place after the plan is submitted and the initial design is submitted by the proponent.

The City should require that the open space and park lands be dedicated as part of an integral part of and proposed land development versus as an add-on. Trail links proposed should form linking corridors to the Grand Concourse trail network.

As well, the City should identify city-wide land for future open space needs and identify lands that should be preserved both for: open space recreation (trails, parks and nature areas, regional parks), preservation and conservation (municipal watersheds, bio-diversity, farmlands, sensitive habitat, aesthetic quality, areas having high visual impact, hazard lands, steep slopes, hilltops, etc.). These lands would be identified and incorporated into the Municipal Plan as open space. The cost to undertake this Geographic Information Systems based study would be in the area of \$ 75,000 - 100,000.

As well, it should be a requirement under the City of St. John's development regulations that all new developments plan, design and install all park and recreation amenities as a component of the development. Recreation and Parks should be viewed as an integral piece of community infrastructure much the same way as we view streets, sidewalks and water and sewer. As well, it should be a requirement of developments that a vegetative management strategy be prepared with each land development.

### **34. Increased coordination of Recreation, Planning and Engineering, Parks and Property Management in planning process of park plans.**

During consultations it became evident that an integrated approach to park development should be taken to ensure the needs of the individual departments are meet and the recreation and parks needs of residents looked after.

It was suggested that the decision of what should go in a park in terms of facilities and amenities to support recreation programs and activities should rest with the Recreation Department. They should develop a design program for each park that supports future recreation needs and directs physiological planning. It was felt by Parks that it should not be their responsibility to decide what gets installed but they should, with the support of

Engineering and Planning manage the design and installation of parks based on a defined program.

If buildings are a part of the park design then this component of the work would be managed by buildings and development but again the Recreation Department is advising on the Building Program based on recreation needs.

**35. Volunteer recruitment, training, retention and management initiative to respond to current decline in volunteer base.**

The Department of Recreation has lost some partnerships due to the dissolving of volunteer associations, such as Mundy Pond Development Group. Volunteers play a critical role in recreation and leisure services and the department is concerned with the impact of the lack of emerging volunteers to support neighbourhood programs and initiatives. The Department of Recreation may have to take a leadership role in developing and implementing community volunteer programs.

This will be time consuming and will require dedicated staff time, but will be less costly than the Department actually running the community-based programs and facilities. The estimated cost of running a volunteer program for community based programs and facilities is \$60,000.

Given the challenges associated with recruiting and organizing volunteer organizations, and given the numerous volunteer organizations the Department has to deal with, we suggest that the Department conduct a formal assessment of the viability and desirability of developing a formal Sport and Community Service Alliance.

This organization would be the overarching body that supports all organizations in the city. The City would provide an annual operating grant to support staffing the alliance office.

**36. Improved human resources procedures to better utilize students at Memorial University.**

This item was addressed in No. 32. Memorial staff identified the need for the Department of Recreation to improve the hiring process of Memorial's Kinesiology and Recreation students. Better coordination with Memorial is required to ensure that students have a confirmed placement with the department of recreation well before the end of the Winter semester (students complete studies in April but the City does not hire until June, by that time many students have found work elsewhere). There is no significant cost associated with this demand. The solution requires an internal review of the Department of Human Resources policies regarding hiring summer recreation staff.



### **37. Additional Lifecycle maintenance.**

The main recreation centres and many accessory buildings, such as those at sports fields, are old and increasingly expensive to operate. The Mews Centre was not purpose built, and does not provide efficient use of space and staffing. Maintenance of this facility will continue to focus on regular upgrading of its plant and systems, even though the systems have outlived its lifecycle, until the facility is refurbished or replaced. The Wedgewood Park Centre should be evaluated for long term use prior to any major capital improvement since it has outlived its original intent of serving a small user group. The outdoor pools at Bowring and Bannerman Parks are ageing , and all support buildings are old and in replacement mode. The long term plan for Bowring Park is to replace all associated pool buildings.

The cost to maintain Wedgewood Recreational Facility increased from \$73,752 in 2003 to \$122,991 in 2006 and, for the same period, the cost to maintain the Mews Centre increased from \$146,983 to \$243,377. Given the age of these buildings, a replacement plan, rather than an additional lifestyle maintenance plan, should be developed and an implementation plan put in place. With new buildings a lifecycle maintenance program will not be required. As well, maintenance savings of newer facilities should be significant.

As new buildings come on stream, they will be added to the City's Velocity Maintenance System (in effect a Lifecycle Maintenance System) to increase efficiency of maintenance and improve tracking and data retrieval. This will not represent a significant new cost as the City has already expended the capital to set up this system.

Appendix E: Initial Assessment and Prioritization of Demands

PARKS AND OPEN SPACES DEMANDS									
Service Objective	1. Continued resources to upgrade and maintain the Grand Concourse system.	2. More rectangular sports fields, including at least one more artificial turf field for soccer and other sports.	3. Implementation of all park development plans.	4. More Neighbourhood parks and playgrounds.	5. One large new sports park with a variety of fields, diamonds, courts, and spaces on one site.	6. More bicycle trail opportunities.	7. More small neighbourhood skateboard parks.	8. New residential development	9. More support for Winter Activities New
<b>Foster a Sense of Community</b>									
1. Special Events	3	4	4	3	5	3	0	1	5
2. Support to Local Groups	4	3	4	5	3	3	3	4	4
3. Spectator Sports	0	4	2	2	5	2	1	0	3
4. Spectator Arts	0	2	3	3	3	0	1	0	0
5. Social Interaction	5	3	5	5	5	5	5	5	5
6. Protecting Natural and Historic Resources	5	0	5	5	0	3	0	5	5
7. Beautify the City	5	0	5	5	0	3	0	5	3
8. Family Leisure Services	5	0	4	5	4	4	0	5	5
9. Integrate Sub-Groups	5	3	4	4	4	5	3	5	3
<b>Foster Growth of the Individual</b>									
10. Fitness and Well Being	5	4	3	4	5	5	5	5	5
11. Pre-School Opportunities	3	2	3	3	4	2	0	3	3
12. Basic Skills for Children	3	3	3	3	4	2	2	2	5
13. Advanced Skills for Children	2	3	3	3	4	2	2	1	3
14. Social Opportunities for Teens	3	3	4	4	5	4	5	3	5
15. Basic Skills for Adults	3	3	3	3	5	2	1	3	4
16. Advanced Skills for adults	2	3	3	3	5	2	1	2	2
17. Recreation for Seniors	5	3	4	5	5	4	1	5	4
18. Interpret the Environment	5	0	5	4	0	4	0	5	4
19. Reflection or Escape for Urban Form	5	0	5	5	0	4	0	5	5
20. Educate about Leisure	2	0	3	4	3	2	0	3	3
21. Communication System	0								0
22. Foster Leadership Training	2	3	2	3	3	2	0	3	2
<b>Totals</b>	<b>70</b>	<b>46</b>	<b>77</b>	<b>82</b>	<b>72</b>	<b>63</b>	<b>30</b>	<b>70</b>	<b>78</b>

Appendix E: Initial Assessment and Prioritization of Demands

INDOOR RECREATION FACILITY DEMANDS							
Service Objective	10. More arenas	11. More indoor pools	12. Large New Multi-purpose Centre with variety of spaces	13. More neighbourhood leisure centres in community high needs neighbourhoods	14. More indoor multipurpose spaces (gyms, generally)	15. More indoor tennis courts.	16. Indoor Walking / Jogging Opportunities
<b>Foster a Sense of Community</b>							
1. Special Events	3	2	5	4	4	1	0
2. Support to Local Groups	3	3	5	5	4	1	2
3. Spectator Sports	4	4	5	2	3	1	0
4. Spectator Arts	1	0	4	4	2	0	0
5. Social Interaction	1	5	5	5	4	2	5
6. Protecting Natural and Historic Resources	2	0	0	0	0	0	0
7. Beautify the City	0	0	0	0	0	0	0
8. Family Leisure Services	0	5	5	5	3	2	3
9. Integrate Sub-Groups	2	5	5	5	4	2	5
<b>Foster Growth of the Individual</b>							
10. Fitness and Well Being	4	5	5	4	4	3	5
11. Pre-School Opportunities	2	5	5	5	3	0	0
12. Basic Skills for Children	3	5	5	4	3	3	0
13. Advanced Skills for Children	3	5	5	4	3	3	0
14. Social Opportunities for Teens	3	4	5	5	4	3	2
15. Basic Skills for Adults	1	4	5	4	3	3	2
16. Advanced Skills for adults	2	4	4	3	3	3	2
17. Recreation for Seniors	2	5	5	4	3	3	5
18. Interpret the Environment	0	0	3	3	0	0	0
19. Reflection or Escape for Urban Form	0	0	1	0	0	0	0
20. Educate about Leisure	1	3	5	5	3	0	2
21. Communication System	0	0	0	0	0	0	0
22. Foster Leadership Training	3	4	5	5	3	0	0
<b>Totals</b>	<b>41</b>	<b>68</b>	<b>87</b>	<b>76</b>	<b>56</b>	<b>30</b>	<b>3335</b>

Appendix E: Initial Assessment and Prioritization of Demands

PROGRAMS AND SERVICES DEMANDS											
Service Objective	17. More accessible fitness services and opportunities	18. More services and opportunities for seniors	19. More unstructured activities generally	20. Focus on child obesity	21. Better promotion of all available leisure services in the City	22. Increased focus on young teens	23. Increased focus on threshold issues	24. Better cooperation with the school system	25. Use Recreation and Parks services as a vehicle for Community development	26. Better coordination of Corporate and Private Sponsors	27. Continued City support of Aquarena
<b>Foster a Sense of Community</b>											
1. Special Events	0	2	2	2	3	1	3	3	5	5	5
2. Support to Local Groups	3	4	5	4	4	4	4	5	4	5	4
3. Spectator Sports	0	0	2	2	2	2	2	3	3	3	4
4. Spectator Arts	0	3	3	2	3	2	3	4	3	4	2
5. Social Interaction	4	5	5	4	4	5	5	5	5	4	5
6. Protecting Natural and Historic Resources	0	0	0	0	0	0	0	0	4	3	0
7. Beautify the City	0	0	0	0	0	0	0	0	4	3	0
8. Family Leisure Services	2	3	5	0	0	0	5	4	4	3	4
9. Integrate Sub-Groups	4	5	5	4	4	0	5	5	5	4	3
<b>Foster Growth of the Individual</b>											
10. Fitness and Well Being	5	5	5	5	4	4	4	5	5	4	5
11. Pre-School Opportunities	0	0	5	5	3	0	4	5	4	4	3
12. Basic Skills for Children	2	0	4	5	3	0	4	5	4	3	4
13. Advanced Skills for Children	2	0	3	5	3	0	4	5	3	2	4
14. Social Opportunities for Teens	5	0	5	5	3	5	4	5	5	4	4
15. Basic Skills for Adults	3	3	3	3	3	0	4	3	4	3	4
16. Advanced Skills for adults	2	1	2	3	3	0	4	3	3	2	4
17. Recreation for Seniors	2	5	3	2	3	0	4	4	5	4	4
18. Interpret the Environment	0	3	2	0	3	0	0	4	5	4	0
19. Reflection or Escape for Urban Form	0	3	4	0	0	0	0	0	5	2	0
20. Educate about Leisure	2	3	3	5	5	5	4	5	5	2	3
21. Communication System		0				0					
22. Foster Leadership Training	2	2	3	5	5	5	4	5	5	3	4
<b>Totals</b>	<b>38</b>	<b>47</b>	<b>69</b>	<b>66</b>	<b>58</b>	<b>33</b>	<b>63</b>	<b>78</b>	<b>90</b>	<b>71</b>	<b>65</b>

Appendix E: Initial Assessment and Prioritization of Demands

OPERATING AND MANAGEMENT ISSUES, AND SERVICE DEMANDS										
Service Objective	28. More consistency and equity in the approach to grants and other supports	29. Strategies and policies for dealing with dogs in parks	30. Increases maintenance and development standards and services for sports fields (including washrooms)	31. Increased coordination between Recreation Department and Property Management regarding facility maintenance	32. Staff recruitment, training, retention and succession planning to respond to current labour shortage.	33. Refinements to park planning standards and systems to ensure City obtains and retains the open spaces required to meet future needs.	34. Increased coordination of Recreation, Parks and Property Management in planning process of park plans.	35. Volunteer recruitment, training, retention and management initiative to respond to current decline in volunteer base.	36. Improved human resources procedures to better utilize recreation students at Memorial	37. Additional Lifecycle Maintenance
<b>Foster a Sense of Community</b>										
1. Special Events						1			5	
2. Support to Local Groups						5			5	
3. Spectator Sports						3			0	
4. Spectator Arts						3			4	
5. Social Interaction						5			5	
6. Protecting Natural and Historic Resources						5			4	
7. Beautify the City						5			4	
8. Family Leisure Services						4			3	
9. Integrate Sub-Groups						3			5	
<b>Foster Growth of the Individual</b>										
10. Fitness and Well Being						5			3	
11. Pre-School Opportunities						3			4	
12. Basic Skills for Children						3			3	
13. Advanced Skills for Children						3			3	
14. Social Opportunities for Teens						3			4	
15. Basic Skills for Adults						3			3	
16. Advanced Skills for adults						3			4	
17. Recreation for Seniors						3			4	
18. Interpret the Environment						5			5	
19. Reflection or Escape for Urban Form						5			3	
20. Educate about Leisure						3			4	
21. Communication System										
22. Foster Leadership Training						3			4	
<b>Totals</b>						<b>76</b>			<b>79</b>	

# **APPENDIX F**

## **Joint-Use Agreement**

**DRAFT SAMPLE AGREEMENT**  
**for Management of a Shared Recreation Facility**

signed this \_\_\_\_\_ day of \_\_\_\_\_, 1996.

**BETWEEN:**                    **The City of Port Coquitlam**

(hereinafter called the "City")

**AND:**                            **School District No. 43**

(hereinafter called the "District")

**WHEREAS:**

- A. The Community Charter (Section #8) and the School Act (XXX) permit sharing agreements between School Districts and municipalities for the construction, maintenance, operation or use of facilities for community use.
- B. The City, through the Parks and Recreation Department, has a mandate to develop, construct, operate, and maintain park and recreation facilities and to organize and administer public recreation programs and services.
- C. The City and the School District each acknowledges and agrees that they operate under senior government legislative schemes and that any action by either party must be authorized pursuant to that party's relevant authority and without limiting the generality of the foregoing, both the City and the School District agree that this Agreement shall not be interpreted to in any way fetter or limit the statutory discretion of the respective parties.
- D. The School District has a mandate to construct, operate, and maintain educational facilities, which may be used by the community.
- E. It is the wish of the City and the School District to avoid duplication of facilities, land, equipment and programs, and to maximize the use of available facilities to provide optimum benefits for the entire community.
- F. The City and the School District have expressed and demonstrated their willingness and ability to work cooperatively in the planning, acquisition, development, and operation of facilities, programs and services.

**THEREFORE:** The parties Covenant and Agree to the following:

1. With respect to the planning, development, and provision of sites, facilities, programs, and services, the City and the School District will work toward the following goals/objectives whenever possible:
  - resource sharing
  - community involvement and consultation
  - joint planning and integration
  - optimum use
2. Whenever feasible, the City and the School District will make land purchases on contiguous sites and will consult each other on land purchases and sales in such manner as to maintain established policies of confidentiality.
3. Wherever new development or changes to existing sites, facilities, programs and services are being considered, both parties agree to contact each other to ascertain the potential for joint interests, and where joint interest exists, shall cooperate in the planning and implementation.
4. This Agreement shall be monitored by the Joint Use Administration Committee. The Joint Use Administration Committee will have equal representation from the City and the School District—and shall be comprised of:
  - Director of Parks and Recreation – City of Port Coquitlam
  - Manager of Parks and Services – City of Port Coquitlam
  - Director of Facility Services – School District #43
  - Director of Purchasing Services – School District #43appointed by the City Council and the School District respectively. The Joint Use Administration Committee responsibilities with respect to this Agreement, included
  - Review of the Agreement by the request of the other party with a sixty day (60) notice period.
  - Resolution of disputes arising from this Master Agreement and any dispute or disagreement respecting the terms or application of the terms of this Agreement shall be referred to the following persons/committees, in order as listed until the dispute or disagreement is resolved.
    - a. the Joint Use Administration Committee
    - b. The School District Secretary-Treasurer and the Chief Administrative Officer
    - c. The School District/City Liaison Committee
    - d. an arbitrator, as follows:



- In the event the parties came to a disagreement pertaining to this Agreement, it will be submitted to a single arbitrator appointed pursuant to the Commercial Arbitration Act of British Columbia.
  - Supervising the implementation of the terms of this Agreement and coordinating all matters relating thereto.
  - Recommending to the City and the School District policies and regulations with regard to the use and operation of facilities.
  - Considering and recommending guidelines for the development and maintenance of facilities.
  - Ensuring that a forum exists to coordinate the planning and use of facilities and programs developed by the City and the School District.
5. All facilities within the scope of this Agreement which are constructed after the signing of this Agreement shall be subject to a specific Agreement related to their use and the payment of the capital, maintenance and operating costs thereof, but shall be added to this Agreement as addenda hereto.
6. Facilities coming within the terms of this Agreement shall be subject to maintenance requirements, and may be closed by the party responsible for the maintenance of such facility as it deems necessary to carry out such maintenance programs. Maintenance schedules will be made available to each party, wherever possible, six months prior to the implementation of the schedule. Each party will be responsible for the routine cleaning and maintenance of their own facilities unless otherwise agreed.
7. The construction and location of additions to facilities, and the location of portable units on joint sites, will be done with consultation between the City and the School District.
8. Insurance/Indemnification  
It is understood and agreed hereto by the parties that the City shall indemnify and hold harmless the School District and its employees, servants, agents and contractors from any and all claims, losses, costs, damages, expenses, including legal fees on a solicitor own client basis excepting negligence of the School District, arising out of, or in connection with, the City's use and occupation of the School District's property, including use and occupancy by others who are on the School District's premises with the permission of the City. The School District shall forthwith, upon receiving notice of any suit brought against it, deliver to the City full particulars thereof and the City shall

render all reasonable assistance requested by the School District in the defense thereof.

9. It is understood and agreed by the parties hereto that the School District shall indemnify and hold harmless the City and its employees, servants, agents and contractors from any and all claims, losses, costs, damages, expenses, including legal fees on a solicitor own client basis excepting negligence of the City, arising out of or in connection with the School District's use and occupation of the City's property, including use and occupancy by others who are on the City's premises with the permission of the School District. The City shall forthwith, upon receiving notice of any suit brought against it, deliver to the School District full particulars thereof and the School District shall render all reasonable assistance requested by the City in the defense thereof.
10. Each of the parties hereto agree to maintain comprehensive general liability insurance coverage while this Agreement is in force to cover the use of the property of the other. The parties hereto further agree to furnish certificates confirming that such protection is in force if requested by the other party.
11. This Agreement and subsequent addenda, thereto, shall, wherever possible, continue from dates of implementation for a minimum of five years, and shall continue in effect thereafter, unless one party gives to the other one year notice as to its intention to terminate the Agreements, and/or addenda thereto.
12. Upon termination of this Agreement each party shall continue to be responsible for its contribution towards the capital/operating costs of any facilities specifically developed as a joint venture and as described and set out in any addendum hereto.

**IN WITNESS WHEREOF** the parties hereto have affixed their respective corporate seals duly attested by the hands of their duly authorized officers on the day and year first above written.

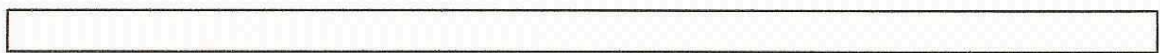
The Corporate Seal of the )  
BOARD OF SCHOOL TRUSTEES, )  
DISTRICT NO. 43 (COQUITLAM) )  
was hereunto affixed in the presence of: )  
 )  
 )  
 )  
\_\_\_\_\_)  
Chairperson )  
 )

\_\_\_\_\_)  
Secretary Treasurer )

The Corporate Seal of )  
THE CORPORATION OF THE CITY OF )  
PORT COQUITLAM was hereunto affixed )  
in the presence of: )

\_\_\_\_\_)  
Mayor )

\_\_\_\_\_)  
Corporate Officer )



**DRAFT SAMPLE AGREEMENT**  
**Building Maintenance**

**THIS AGREEMENT made in duplicate as of**

---

**BETWEEN:           The City of Port Coquitlam**

(hereinafter called the "City")

**AND:                 School District No. 43 (Coquitlam)**

(hereinafter called the "District")

1. 1.0       WHEREAS:

1. Section #8 of the Community Charter, and Section \_\_\_ of the  
1 School Act R.S. B.C. 1996, C. 412, permit sharing agreements  
between School Districts and municipalities for the construction,  
maintenance, operation and use of facilities for community use.
  
1. The City, through the Parks and Recreation Department, has a  
2 mandate to develop, construct, operate and maintain park and  
recreation facilities and to organize and administer public  
recreation programs and services.
  
1. The District has a mandate to construct, operate and maintain  
3 educational facilities which may be used by the community.
  
1. It is the wish of the City and the District to avoid duplication of  
4 facilities, land, equipment and programs, and to maximize the use  
of available facilities to provide optimum benefits for the entire  
community.
  
1. The City and the District have a Master Agreement,  
5 dated \_\_\_\_\_, in place demonstrating their willingness and  
ability to work cooperatively in planning, acquisition, development  
and operation of facilities, programs and services.

1.

2.

3. 2.0        THEREFORE:

The parties covenant and agree to the following:

- 2.1 This agreement will govern the ongoing use and normal maintenance of the \_\_\_\_\_, which includes the areas and acreage as detailed in Appendix A, hereinafter referred to as the facilities.
- 2.2 In cases of conflict between the aforementioned Master Agreement and this site agreement, this site agreement shall take precedence.
- 2.3 Upon completion of construction the City shall maintain and operate the facilities for the joint use of both parties in accordance with this agreement.
- 2.4 The City and the District shall cooperate to the greatest extent possible in the maintenance, programming and scheduling of the facilities for curricular and community uses with a view to ensuring optimum return to the community.
- 2.5 This agreement is for maintenance only; maintenance standards are outlined in Appendix B of this Agreement. All renovations, upgrading, and capital replacement are excluded from this Agreement.
- 2.6 The standards and frequencies of maintenance services as outlined in Appendix B shall be provided throughout the duration of the Agreement. Any reduction in such services would require mutual agreement
- 2.7 The placement of portable buildings on the grounds maintained by the City require between the School District and the City.
- 2.8 This Agreement shall be administered by a Joint Use Administration Committee (J.U.A.C.), (hereafter called the Committee), which shall be composed of School District Director of Facility Services; School District Director of Purchasing Services; City Director of Parks & Recreation and City's Manager of Parks and Services. The Committee shall meet as required with applicable notice in writing. The School Principal may be invited to the Committee as a resource, as required.
- 2.9 Any dispute or disagreement respecting the terms or application of

the terms of this Agreement shall be referred to the following persons/committees, in order as listed until the dispute or disagreement is resolved:

- the Joint Use Administration Committee
- the School District Secretary-Treasurer and the City Administrator
- the School District/City Liaison Committee
- an arbitrator, as per Section 6.4.

1. 3.0 JOINT USE:

Upon completion of the facilities, the parties shall have joint use thereof as follows:

- 3.1 The District shall have use of the facilities for School purposes:
  - a. Between the hours of 8:00am and 5:00pm on all week days during which school is in session in months other than July and August
  - b. At such other times as agreed to with the City.
  - c. As may be required for extracurricular purposes by the District during the months of July and August, as mutually agreed by the School Principal and the Manager of Parks and Services by May 31st of each year.
- 3.2 The City shall schedule use of the facilities at all times other than during those hours reserved for the District's use.
- 3.3 Community events approved by the City following consultation with the School District, shall have priority for use of the facilities, to a maximum of 10 school days per calendar year.
- 3.4 The City may at any time prohibit detrimental use of the facilities, except, that the City will not deny use during times as stated in item 3.1 without advising the School Principal. All other restrictions of use will be determined by mutual consultation between the City's Manager of Parks and Services and the District (School Principal or Maintenance Manager as appropriate).

1. 4.0 INSURANCE AND INDEMNIFICATION:

- 4.1 The District shall indemnify, protect and save harmless the City, its officers, agents, servants and employees from and against all actions, causes of action, claims and demands of every kind,

description, and nature whatsoever arising out of or in any way connected with the use of the facilities by the District pursuant to this Agreement, provided that the said actions, claims or demands do not arise out of the acts or omissions of the City, its elected officials, officers, agents, servants and employees.

- 4.2 The City shall indemnify, protect and save harmless the District, its elected officials, officers, agents, servants and employees from and against all actions, causes of action, claims and demands of every kind, description, and nature whatsoever arising out of or in any way connected with the use of the facilities by the City pursuant to this Agreement, provided that the said actions, claims or demands do not arise out of the acts or omissions of the District, its elected officials, officers, agents, servants and employees.
- 4.3 Each party shall carry a minimum of \$5,000,000 public liability insurance in relation to its use of the facilities or participate in a self insurance scheme with equivalent protection.
- 4.4 The obligations in Section 4.0 shall survive the conclusion or earlier termination of this Agreement.

## **5.0 OPERATING COSTS:**

5. The District shall contribute to the maintenance of recreational facilities by the City on \_\_\_\_\_ school property as follows. During the first year of operation, the District shall pay the greater of \$1,293 per acre, to the City for maintenance of the facilities. In subsequent years, the District shall pay the greater of \$1,293 per acre plus an increase adjusted annually to the rate of change \_\_\_\_\_ in the "Consumer Price Index All Items of Vancouver",. Payments shall be on a proportionate basis for any areas that are less than one acre or are not an even number of acres.
  - 1
5. District payments to be made to the Treasurer of the City by October  
  - 2 1st of each year for maintenance in the current calendar year, with the District payments based on the current \_\_\_\_\_ school years funding. Payments under this section shall be pro-rated for the portion of \_\_\_\_\_ the first calendar year that the City maintains the facility.

5. These payments may be waived where the parties have mutually  
3 agreed that the City can have reciprocal use of the school building  
space.

5. Following the fourth anniversary of the date of this Agreement, the  
4 parties shall, for information purposes, compare the actual  
maintenance costs of the facilities to the cost sharing to date under  
this agreement

#### **6.0 DURATION OF THE AGREEMENT:**

6. This Agreement shall be effective for five years from the date it is  
1 made, and from year to year thereafter unless either party gives  
notice of its intention to renegotiate or terminate the Agreement.

6. No later an six months prior to each anniversary date of this  
2 Agreement or any subsequent yearly anniversary, either party may  
notify the other in writing of its intention to:

a. Renegotiate this Agreement.

b. Terminate this Agreement upon its next anniversary, subject to  
the obligation to make any payments due or accruing due as at  
the date of termination.

Any notice herein provided for or given hereunder shall be  
sufficiently given if mailed in Canada by registered mail,  
postage prepaid to the following addresses

**or**

To such other address as either party may provide to the other from  
time to time hereafter:

SCHOOL DISTRICT #43 - COQUITLAM  
550 Poirier Street  
Coquitlam, BC  
V3J 6A7

CITY OF PORT COQUITLAM  
PARKS & RECREATION DEPARTMENT  
2253 Leigh Square  
Port Coquitlam, BC



V3C 3B8

6. When notice to renegotiate this Agreement has been served, the  
3 parties will enter discussions within a period of twenty-one days to  
reach terms of a revised Agreement prior to expiration of the  
Agreement.
6. In the event that the parties come to a disagreement pertaining to  
4 this agreement, it will be submitted to a single arbitrator  
appointed pursuant to the Commercial Arbitration Act of British  
Columbia.
6. This agreement contains the entire agreement between the parties  
5 and no amendment to this Agreement is effective unless in writing,  
executed on behalf of both parties.

**7.0 HEADINGS:**

7. The heading to the clauses of this Agreement are for convenience  
1 only and shall not constitute a part of this Agreement.

**8.0 ENUREMENT:**

8. This Agreement and everything herein contained shall enure to the  
1 benefit of and be binding upon the successors, permitted assigns  
and other legal representatives, as the case may be, of each of the  
parties hereto.

**IN WITNESS WHEREOF** the parties hereto have affixed their respective corporate seals duly attested by the hands of their duly authorized officers on the day and year first above written.

The Corporate Seal of the )  
BOARD OF SCHOOL TRUSTEES, )  
DISTRICT NO. 43 (COQUITLAM) )  
was hereunto affixed in the presence of: )  
 )  
 )  
\_\_\_\_\_)  
Chairperson )  
 )  
 )  
\_\_\_\_\_)  
Secretary Treasurer )

The Corporate Seal of )  
THE CORPORATION OF THE CITY OF )  
PORT COQUITLAM was hereunto affixed )  
in the presence of: )  
 )  
 )  
\_\_\_\_\_)  
Mayor )  
 )  
\_\_\_\_\_)  
Clerk )

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 1997.

# **APPENDIX G**

## **Preliminary List of Demands**



## St. John’s Recreation and Parks Master Plan

### Preliminary List of Demands

This preliminary list of demands has been culled from data collected so far, including interviews and focus groups with local stakeholders and staff, public events, and the public survey. Some also come from the background material that has been provided. They have been organized loosely under three headings.

It is important to note that the list has not been verified or validated. It simply represents a preliminary list of what the consultants have found, observed or been told. Once it is clear that it is complete, further analysis on each can happen in a way that will determine which represent real, valid community needs and then that shorter list of needs can be prioritized before the consultants strategize on how to respond to the most important needs.

#### Indoor Recreation Facility Demands

Demand	Source(s)
1. Additional lifecycle maintenance of many older facilities that require increased efforts to keep them functional and upgraded to current standards in terms of accessibility (specifically Mews and Wedgewood)	Stakeholder Interviews
2. More arenas (specifically public arenas)	Stakeholder Interviews
3. More indoor pools	Stakeholder Interviews Public Survey
4. Large new multipurpose recreation centre(s) with a variety of spaces	Stakeholder Interviews Public Survey
5. More, neighbourhood/community leisure centres in high needs neighbourhoods	Stakeholder Interviews Public Survey
6. Continued City support for the Aquarena	Stakeholder Interviews
7. Improvements to Goulds Recreation Centre	Stakeholder Interviews
8. More indoor multipurpose program spaces (gyms and activity areas) generally	Stakeholder Interviews Public Survey
9. Indoor walking/jogging opportunities	Public Survey

## Parks and Open Space Demands

Demand	Source(s)
1. Continued resources to upgrade and maintain the Grand Concourse system; expand resources for winter months	Stakeholder Interviews
2. More rectangular sports fields, including at least one more artificial turf field for soccer and other sports	Stakeholder Interviews
3. Lights at one ball diamond at Terra Nova Field	Stakeholder Interviews
4. Implementation of the park development plans at Victoria, Bannerman, Martins Meadow, Buckmasters Circle; Bowering Park; Goulds, Bidgoods Plan; Rotary Park	Public Forums
5. More neighbourhood parks and playgrounds	Stakeholder Interviews Public Survey
6. Increased maintenance and development standards and services for sports fields (including washrooms)	Stakeholder Interviews
7. One large new sports park with a variety of fields, diamonds, courts and pitches with all support spaces on one site	Stakeholder Interviews
8. More bicycle trail opportunities	Stakeholder Interviews Public Survey
9. More tennis courts	Public Survey
10. More small neighbourhood skateboard parks	Public Survey

## Operating and Management Issues and Service Demands

Demand	Source(s)
<b>Internal Management Issues</b>	
1. Increased coordination between Recreation Department and the Property Management Department to optimize operation of recreation infrastructure	Stakeholder Interviews
2. Staff recruitment, training, retention and succession planning initiative to respond to current labour shortages	Stakeholder Interviews
3. Volunteer recruitment, training, retention and management initiative to respond to current decline in volunteer base	Stakeholder Interviews

<b>Demand</b>	<b>Source(s)</b>
<b>Internal Management Issues</b>	
4. Refinements to the parks planning standards and systems to ensure City obtains and retains the open spaces required to meet future needs	Stakeholder Interviews
5. Increased coordination of Recreation, Parks and Property Management in planning process of new park plans	Stakeholder Interviews
6. Improved human resource procedures to better utilize recreation students at Memorial University and College of the North Atlantic	Stakeholder Interviews Public Forum

<b>Programs and Service Demands</b>	
<b>Demand</b>	<b>Sources(s)</b>
7. Increased focus on threshold access issues (including transportation and financial access)	Stakeholder Interviews
8. Increased focus on young teens (11-14 years) where there is a gap	Stakeholder Interviews
9. Better promotion of all available leisure services in the City; as well as promotion of overall benefits;	Stakeholder Interviews Public Survey
10. Better cooperation with the school system to ensure all public assets are used optimally	Stakeholder Interviews
11. Focus on childhood obesity	Stakeholder Interviews
12. More informal unstructured activities generally	Stakeholder Interviews
13. More consistency and equity in the approach to grants and other supports to local leisure groups and organizations	Stakeholder Interviews
14. More services and opportunities for seniors	Public Survey
15. Use Recreation and Parks Services as a vehicle for Community Development	Stakeholder Interviews
16. Strategies and policies for dealing with dogs in parks	Public Survey
17. More accessible fitness services and opportunities	Public Survey
18. New residential development - Design open space and trail systems as part of community design; link into existing trail network.(i.e. Grand concourse network)	Stakeholder Interviews

19. Better Coordination of Corporate and Private Sponsors	Stakeholder Interviews
---	------------------------

**Other Issues (For discussion with committee)**

1. Need to clear snow off sidewalks

**Strengths of the Existing Delivery System**

1. Public open spaces generally
2. Public trail system and natural parks specifically
3. Community Development Focus and approach to service delivery
4. Quality of Staff
5. REAL Program
6. Long standing traditions and stable expectations
7. Credibility of the City generally with major partners and user groups \*\*
8. Many excellent partners and other agencies providing services (e.g. Boys and Girls Club, YMCA, major park authorities, Memorial University etc.)

**Weaknesses of the Existing Delivery System**

1. Communications and marketing system is outdated and under resourced
2. Indoor facilities are old and outdated
3. Lack of bicycling opportunities
4. Lack of arenas with a public focus

\*\* This may not seem to be the case and will vary over time, but in the consultants’ experience, the city’s credibility is higher than it typically is for a reasonably large city.

# APPENDIX H

## Maps

**Map 1: Proximity to GCA Trails**

**Map 2: Number of Older Adults by Ward**

**Map 3: Number of Children at Home by Ward**

**Map 4: Average Household Income by Ward**

**Map 5: Number of Families with Dependent Children by Ward**

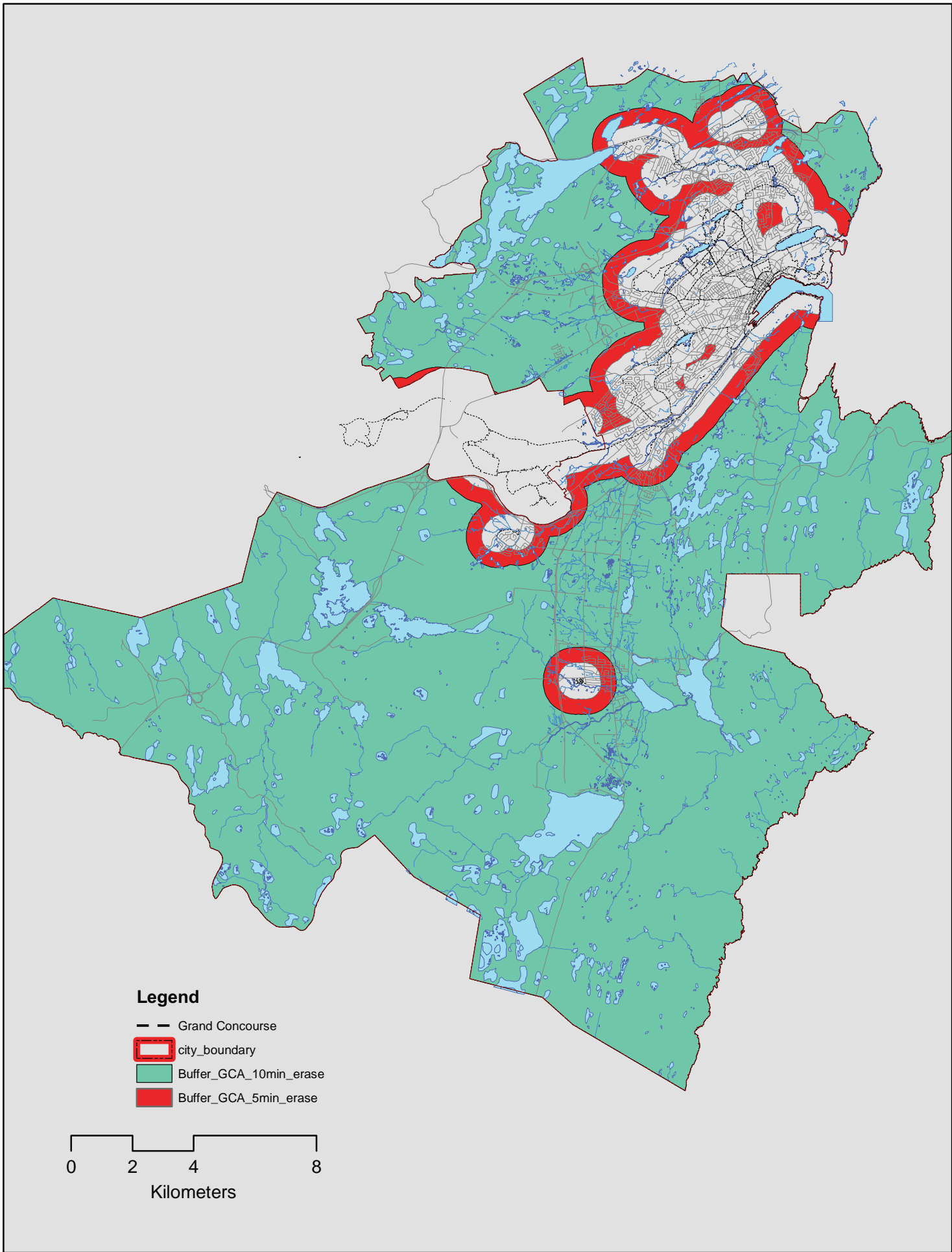
**Map 6: Inventory**

**Map 7: Zones and Population**

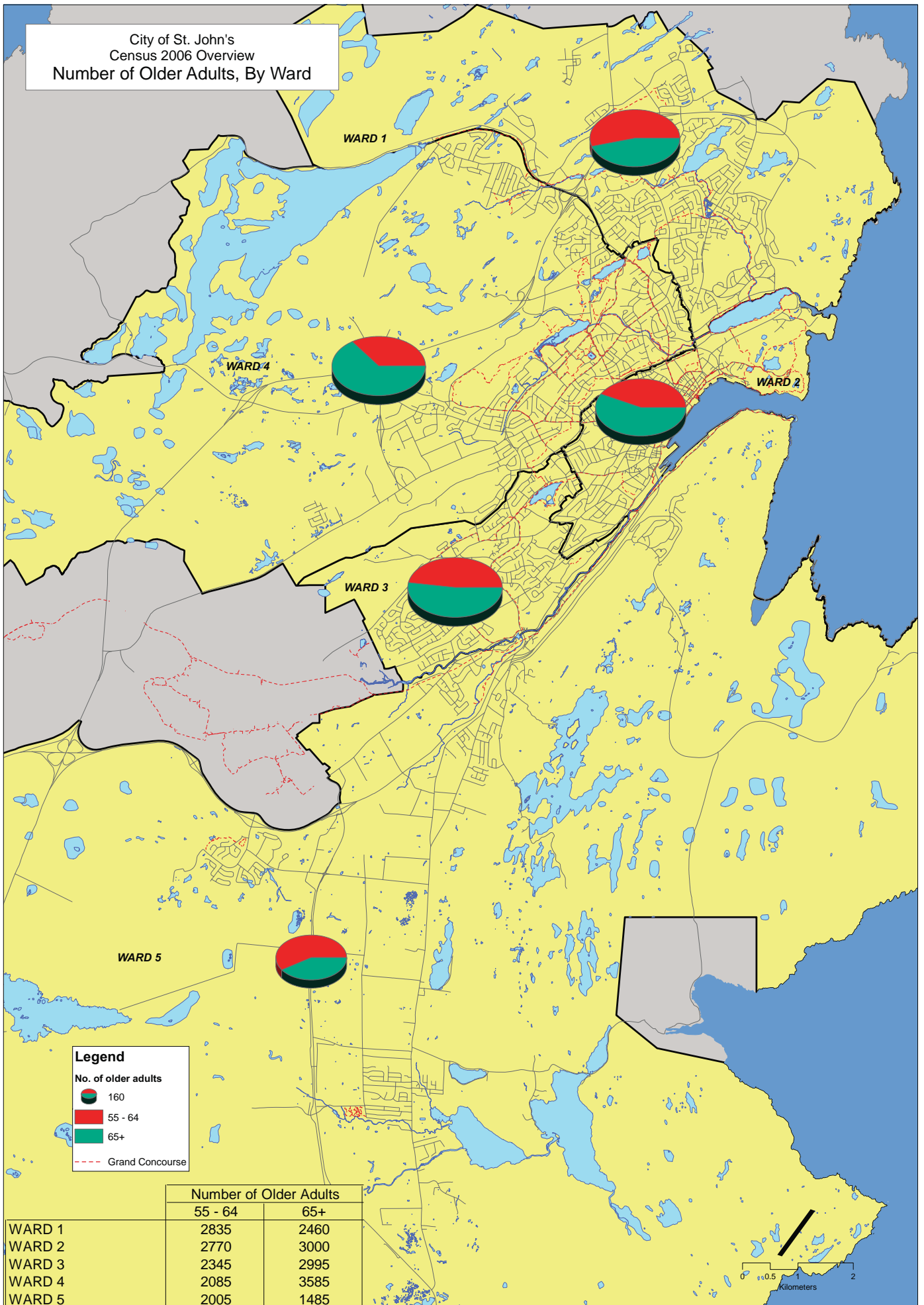
**Map 8: City-Wide Concept: Community Centre/Neighbourhood Zones**

**Map 9: City-Wide Concept: Parks, Trails, and Open Space**









City of St. John's  
 Census 2006 Overview  
 Number of Older Adults, By Ward



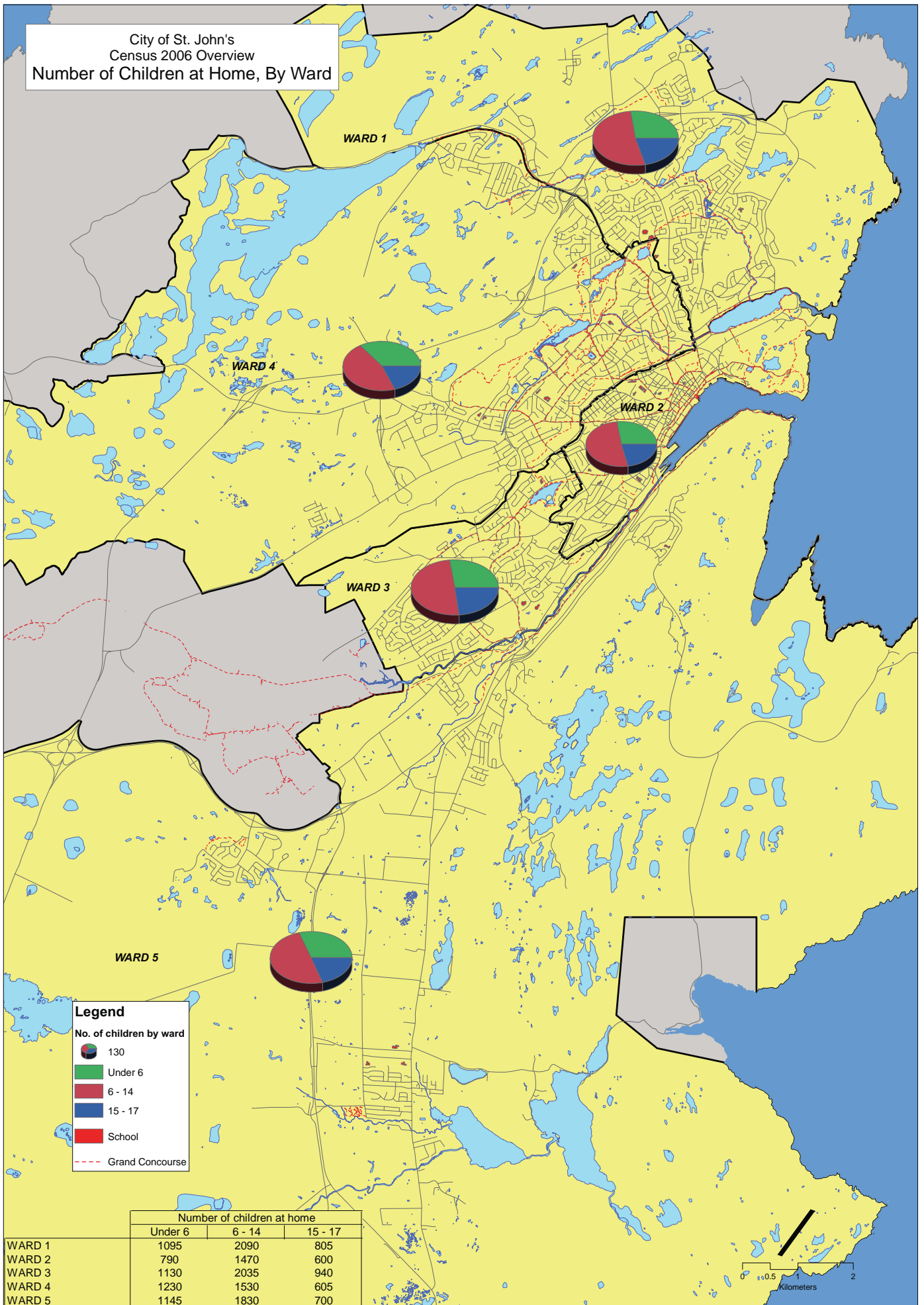
**Legend**

No. of older adults

-  160
-  55 - 64
-  65+
-  Grand Concourse







	Number of Older Adults	
	55 - 64	65+
WARD 1	2835	2460
WARD 2	2770	3000
WARD 3	2345	2995
WARD 4	2085	3585
WARD 5	2005	1485

City of St. John's  
 Census 2006 Overview  
 Number of Children at Home, By Ward



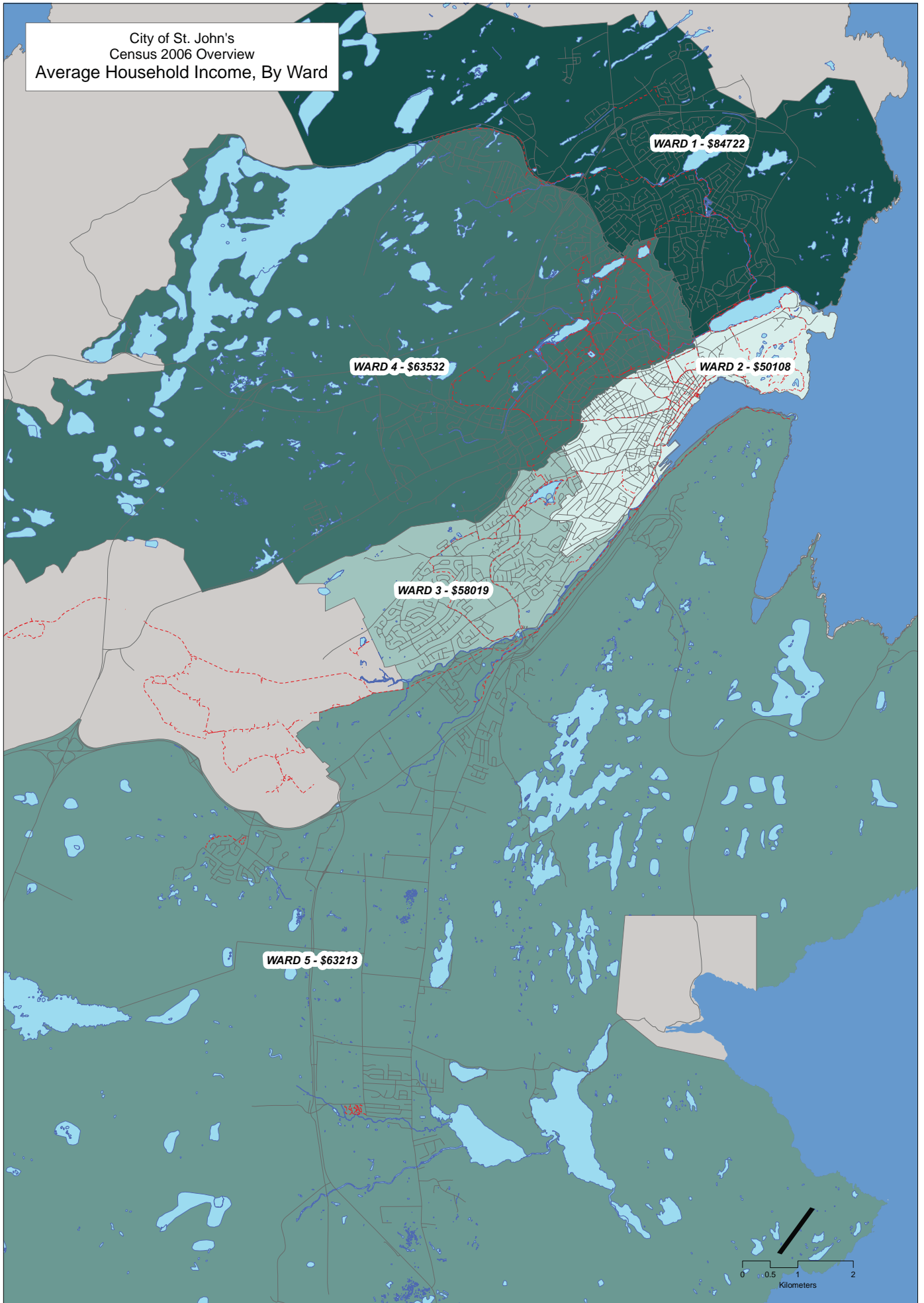
**Legend**

No. of children by ward

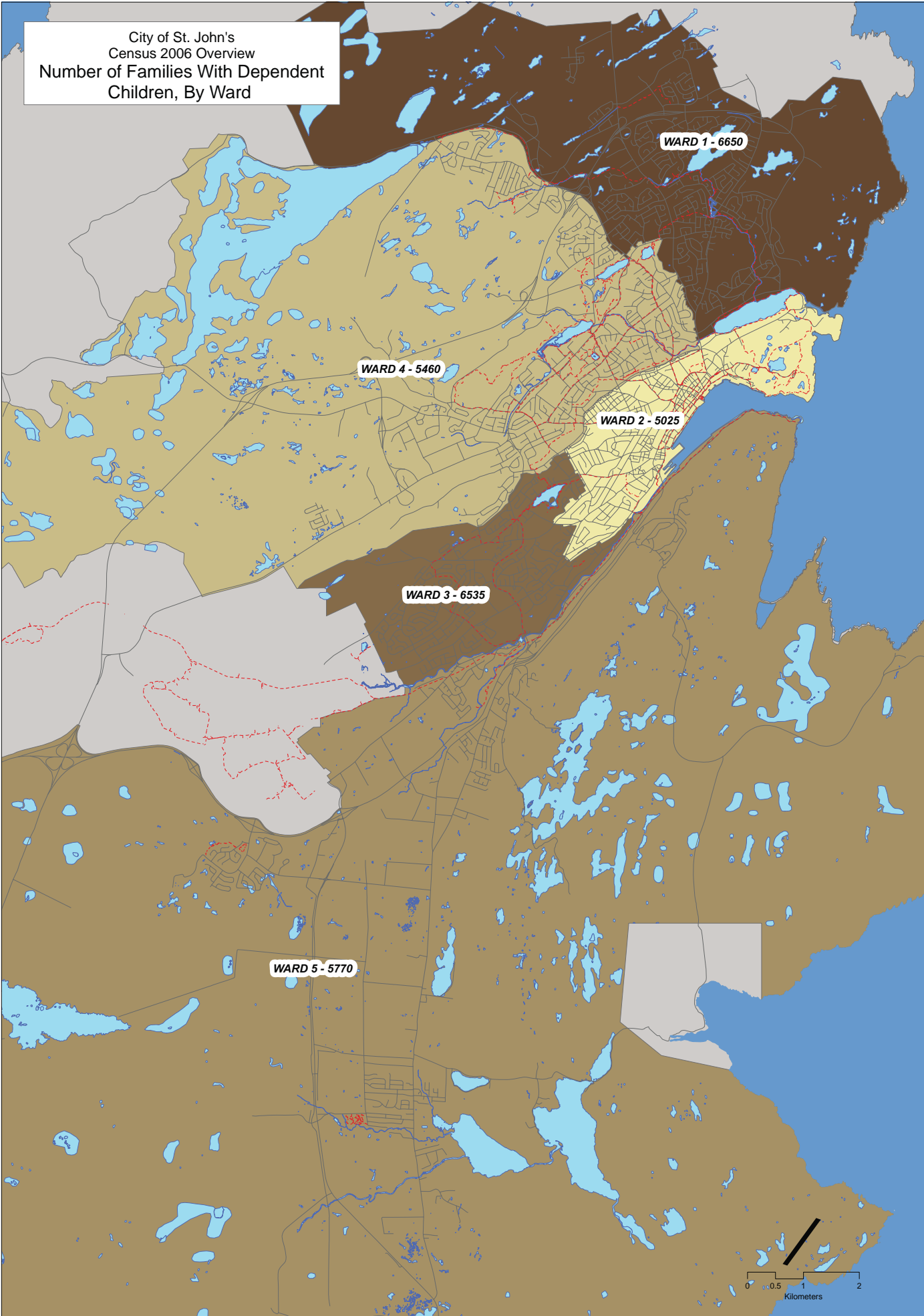
-  130
-  Under 6
-  6 - 14
-  15 - 17
-  School
-  Grand Concourse

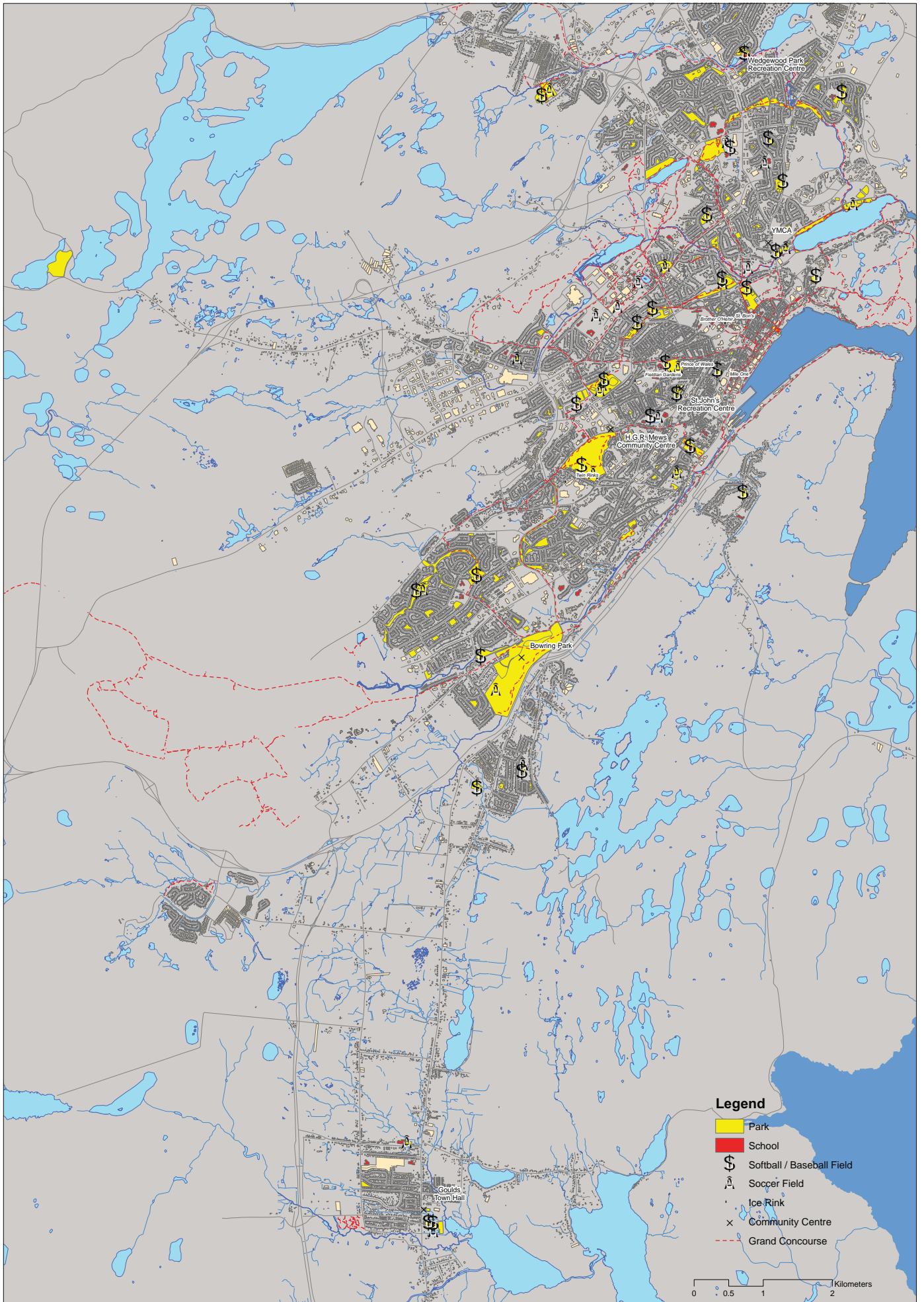
	Number of children at home		
	Under 6	6 - 14	15 - 17
WARD 1	1095	2090	805
WARD 2	790	1470	600
WARD 3	1130	2035	940
WARD 4	1230	1530	605
WARD 5	1145	1830	700

City of St. John's  
Census 2006 Overview  
Average Household Income, By Ward



City of St. John's  
Census 2006 Overview  
Number of Families With Dependent  
Children, By Ward





- Parks
- Grand Concourse
- ZONE BOUNDARIES

**North** 38,000  
**Central** 46,673  
**South** 16,252

- CITY-WIDE FACILITY  
Aqua Arena/Field House

**ZONE LEVEL COMMUNITY CENTRES**

- North Zone**  
Wedgewood Park Community Centre  
Family YM-YWCA
- Central Zone**  
Mews Community Centre
- South Zone**  
Super Neighbourhood Community Centre Goulds

**NEIGHBOURHOOD ZONES**  
(1.6km diameter - +/- 5000 people)

- Neighbourhood Level Community Centres

**North**  
**Central**  
**South**

- North Zone**

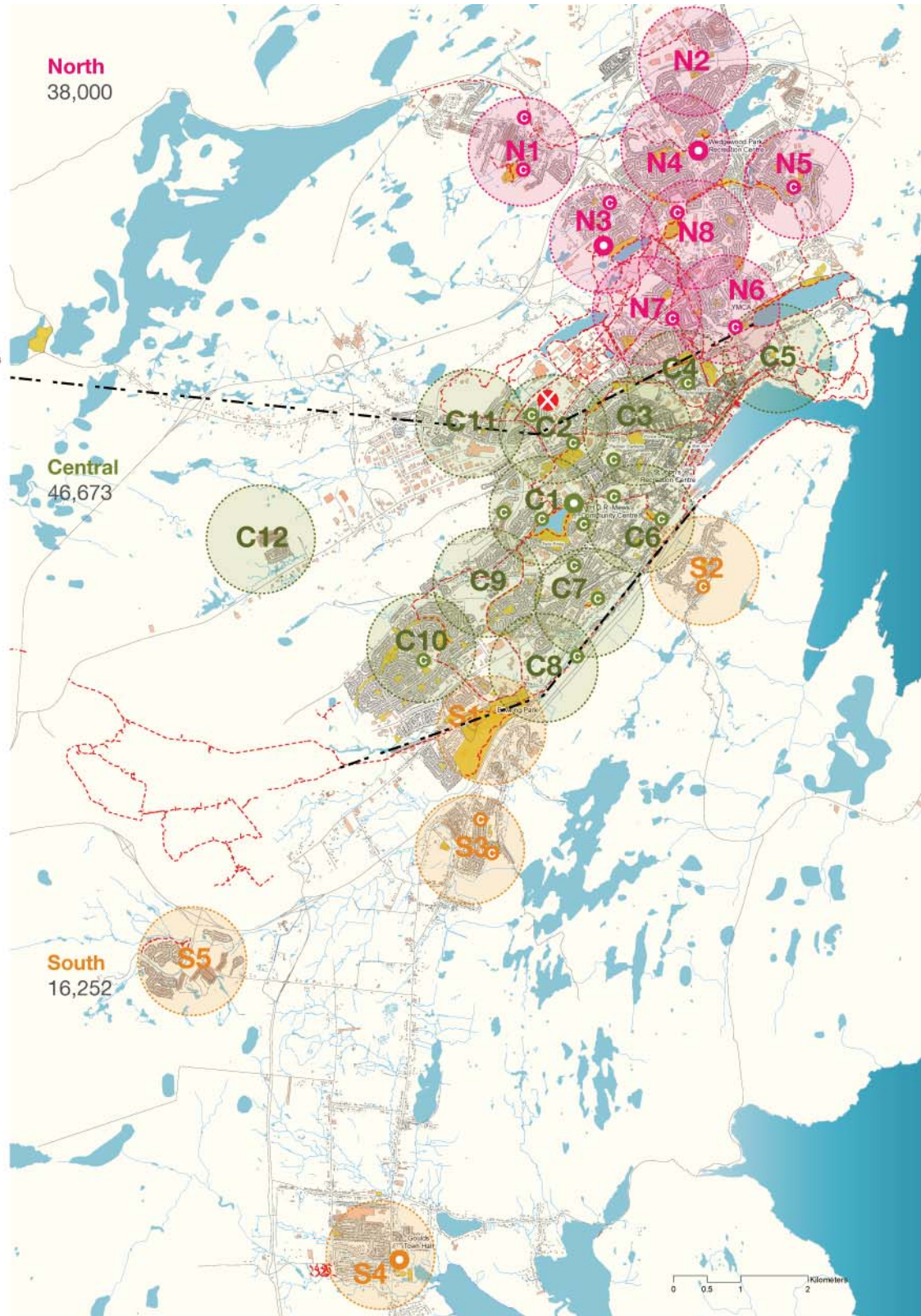
- N1 Airport Heights Neighbourhood**  
Roncalli Elementary Community Centre  
Airport Heights Community Centre
- N2 Clovelly**
- N3 Higgins Line**  
New YM-YWCA  
MacMoran Community Centre
- N4 Wedgewood Park**  
Wedgewood Park Community Centre
- N5 Virginia Park**  
Virginia Park Elementary Neighbourhood Centre
- N6 Chalker Place**  
Chalker Place Community Centre
- N7 Rennie's River**  
Rennie's River Elementary Neighbourhood Centre
- N8 MacDonald Drive**  
MacDonald Drive Elementary Community Centre

**Central Zone**

- C1 Mundy Pond**  
St. Theresa's Elementary Neighbourhood Centre  
Holy Cross Elementary Neighbourhood Centre  
Froude Avenue Community Centre
- C2 Kelly's Brook**  
St. Andrew's Elementary Neighbourhood Centre  
Rabbittown Community Centre
- C3 Prince of Wales / Backmaster's Circle**  
Bishop Abraham Elementary Neighbourhood Centre  
Backmaster's Circle Community Centre  
St. John's Recreation Centre / Family Resource Centre
- C4 Georgetown**  
Macpherson Elementary Neighbourhood Centre
- C5 Signal Hill**
- C6 Victoria Park / Holy Cross**  
Holy Cross Elementary Neighbourhood Centre  
Victoria Park Community Centre
- C7 Waterford Valley**  
St. Mary's Elementary Neighbourhood Centre  
Eric Street Neighbourhood Centre
- C8 Topsail Road (future)**  
Hazelwood Elementary Neighbourhood Centre
- C9 Cornwall Heights**
- C10 Cowan Heights**  
Cowan Heights Elementary Neighbourhood Centre
- C11 Leary's Brook**  
Larkhall Academy Neighbourhood Centre
- C12 Kenmount Road**  
Community Centre (future)

**South Zone**

- S1 Bowring Park**
- S2 Shea Heights**  
St. John Bosco Elementary Neighbourhood Centre  
Shea Heights Community Centre
- S3 Kilbride**  
Kilbride Lions Community Centre
- S4 Goulds**  
Super Neighbourhood Centre
- S5 Southlands**  
Community Centre (future)



- Existing Parks
- Existing Grand Concourse
- Proposed extension to Grand Concourse

**ZONE BOUNDARIES**

- North 38,000
- Central 46,673
- South 16,252

**PARKS AND OPEN SPACE**  
(New and/or Upgraded)

**NEIGHBOURHOOD ZONES**  
(1.8km diameter - +/- 5,000 people)

**North Zone**

- N1 Airport Heights**  
Roncalli Elementary Neighbourhood School Park
- N2 Clovelly**  
New Neighbourhood Park
- N3 Higgins Line**  
New YM-YWCA
- N4 Wedgewood Park**  
New Neighbourhood Park
- N5 Virginia Park**  
Virginia Park Elementary Neighbourhood School Park
- N6 Chalker Place**
- N7 Rennies River**
- N8 MacDonald Drive**

**Central Zone**

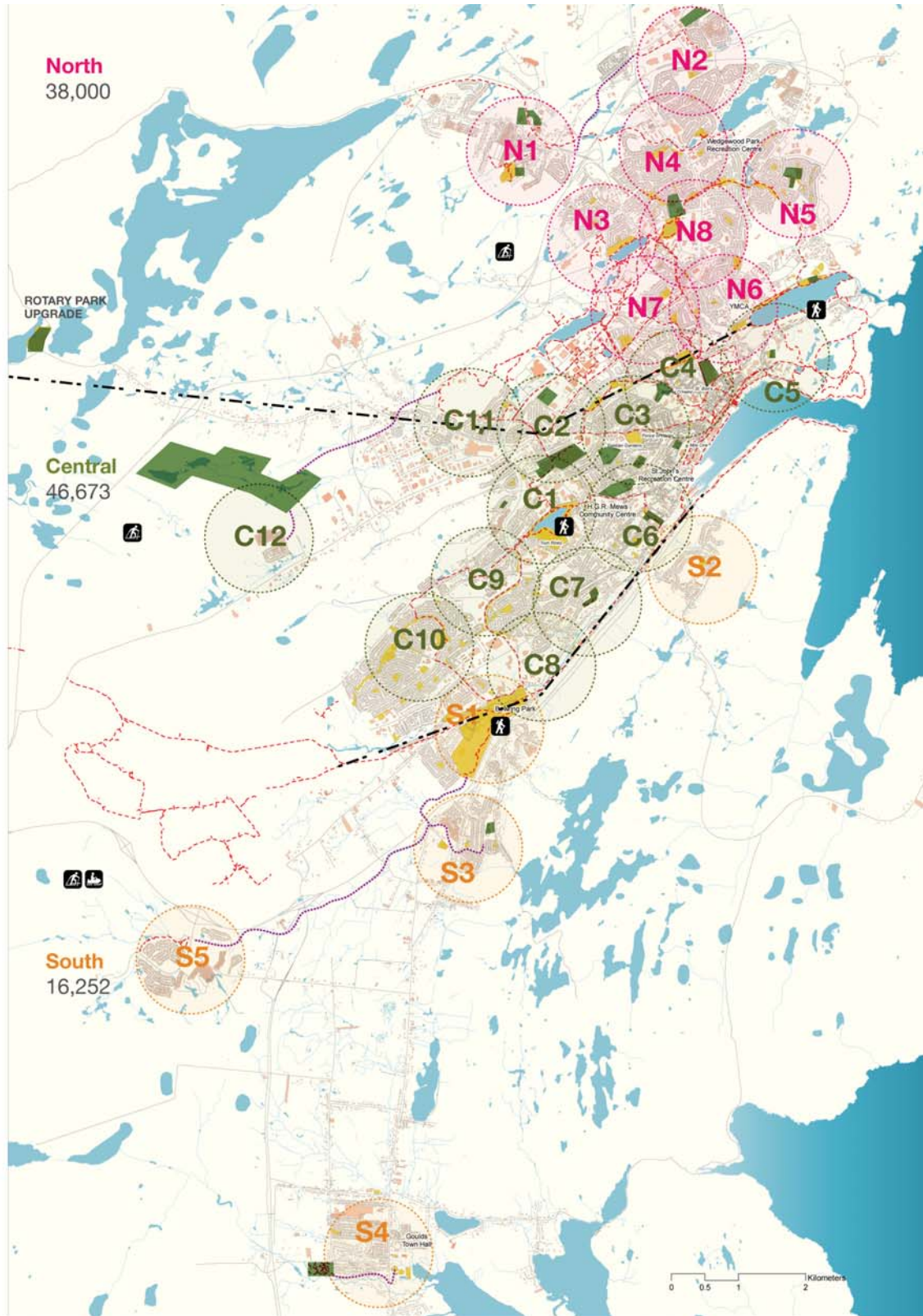
- C1 Mundy Pond**  
Upgrade Nascopie Crescent Park
- C2 Kelly's Brook**  
St. Andrew's Elementary Neighbourhood School Park  
City Sport Complex - Washingwell Crosbie Road  
New Artificial Turf (rugby/soccer)
- C3 Prince of Wales / Buckmaster's Circle**  
Bishop Abraham Elementary Neighbourhood School Park  
Buckmaster's Circle Park Redevelopment  
Martin's Meadow Park Development
- C4 Georgetown**  
Redevelopment Bannerman Park  
McPherson Elementary Neighbourhood School Park
- C5 Signal Hill**  
Powers Court Neighbourhood Park
- C6 Victoria Park / Holy Cross**  
Holy Cross Elementary Neighbourhood School Park  
Victoria Park Redevelopment
- C7 Waterford Valley**  
St. Mary's Elementary Neighbourhood School Park
- C8 Topsail Road**
- C9 Cornwall Heights**
- C10 Cowan Heights**
- C11 Leary's Brook**  
Larkhall Academy Neighbourhood School Park
- C12 Kenmount Road**  
New Zone Level Park

**South Zone**

- S1 Bowring Park**  
Implement Master Plan
- S2 Shea Heights**
- S3 Kilbride**  
Kilbride Neighbourhood Park  
Walkway Link to Grand Concourse
- S4 Goulds**  
Walkway Linkage: Goulds Recreation Centre to Bidgood's Park  
Bidgood's Park Development
- S5 Southlands**  
Walkway Link to Grand Concourse

**WINTER ACTIVITIES**

- Walking
- Cross-Country Skiing/Snowshoeing
- Snowmobiling



P E R C

**ST. JOHN'S**  
Recreation and Parks Master Plan

**CITY-WIDE CONCEPT**  
Parks, trails and open space