

City of Greater Sudbury | Ville du Grand Sudbury



## Parks, Open Space & Leisure MASTER PLAN

*June 2004*



*mbpc*  
**Monteith♦Brown**  
planning consultants



City of Greater Sudbury | Ville du Grand Sudbury

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*June 2004*

Prepared for:

City of Greater Sudbury  
Community Services Department  
Leisure Services Division

Prepared by:

  
**Monteith•Brown**  
planning consultants

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## SECTION 1. INTRODUCTION

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Parks, open space, and leisure facilities contribute to the social, cultural, and economic well being of residents and enhances their overall quality of life. These elements are some of our most valued assets and their protection and enhancement is the primary objective of this study.

Prior to the amalgamation of the City of Greater Sudbury, parks and leisure services fell within the administration of the seven former area municipalities. Although the Official Plan of the former Regional Municipality of Sudbury set broad policies on recreation and region-wide park systems, the day-to-day programming, maintenance, and administration of leisure services fell to the local municipalities. Since amalgamation in 2001, all physical assets for leisure and recreation purposes and all public open space holdings have been consolidated within the City of Greater Sudbury. As well, all programs for leisure activities have become the responsibility of the City's Leisure Services Division.

The consolidation of responsibilities created by amalgamation, the changing demographic composition of the community, and emerging leisure needs and expectations have created the need to integrate and update the City's parks and leisure strategies, policies and programs. The City's Official Plan process is an appropriate opportunity for such a review.

### 1.1 Purpose

The Parks, Open Space and Leisure Master Plan addresses a broad variety of issues related to parks, open space, and leisure facilities, programs and services. Through in-depth analysis of public input, facility usage, demographic data, trends, and financial realities, the Master Plan identifies detailed strategies that will guide the ongoing provision and management of municipal parks and leisure services and facilities to the year 2014 and beyond.

The Master Plan examines all aspects of parks and leisure in an effort to address current and future needs in a prioritized, fiscally responsible, and community-responsive manner. The scope of the Plan is quite broad and addresses issues relating to infrastructure management and provision, facility requirements (e.g., parks, trails, arenas, soccer fields, etc.), and the delivery of services (e.g., leisure programs, community development, user fees, etc.). Although some issues relating to arts and cultural activities have been addressed in this Plan, it is expected that the new arts and culture policy (to be developed next year by the Civic Arts and Culture Advisory Panel in conjunction with the Greater Sudbury Development Corporation) will provide detailed strategies specific to the arts and cultural community.

**This Master Plan is being prepared in conjunction with the Parks, Open Space and Leisure Background Study for the City's new Official Plan.** While the Official Plan provides guidance from a broad perspective, the Master Plan is needed to spell out the details at the operational level. All Master Plan policies and recommendations need to be consistent with those of the Official Plan.

## 1.2 Community Context

The City of Greater Sudbury is a dynamic and diverse community consisting of approximately 155,000 people (year 2001). Over half of the City's population lives within the urban centre of the municipality (the former City of Sudbury), however, with an area of 3,627 square kilometres, the City contains numerous smaller settlement areas spread across its vast landscape.

Greater Sudbury is the service hub for all of northeastern Ontario – a market estimated at 550,000 people. While mining remains a major influence on the local economy, the City has diversified significantly in recent years to establish itself as a major centre of financial and business services, tourism, health care and research, education and government. The City has also earned international recognition for its efforts in environmental stewardship and the land reclamation that have created a greener, more sustainable community.

The current municipal structure was brought into place on January 1, 2001 with the creation of a one-tier municipal system. Prior to 2001, the area was overseen by a regional government and 7 lower-tier municipalities (the Cities of Sudbury and Valley East and the Towns of Capreol, Nickel Centre, Onaping Falls, Rayside-Balfour, and Walden). Several townships were also incorporated into the new City through amalgamation. The area has seen its share of municipal restructuring over the years, which has had lasting impacts upon parks and leisure service delivery expectations. Reconciling disparate approaches and policies amongst the former municipalities has been an ongoing focus of the City of Greater Sudbury since its formation and is a common theme interwoven throughout this Plan.

One of the major challenges facing the City's Leisure Services Division is the impact of changing demographics, recreational activity patterns, and aging and outdated facilities on the viability and sustainability of municipal infrastructure (most facilities are between 25 and 30 years old). In recent years, these and a variety of other factors have contributed to the closure of major recreation facilities. The infrastructure renewal and facility development needs of the Leisure Services Division over the next ten years far outstrip the resources allocated in the City's capital program. Tough decisions will have to be made over the coming years as to how best to manage and adapt existing infrastructure to meet the needs of current and future populations in a financially-responsible manner.

The City has witnessed considerable fluctuations in population levels over the years and, although the optimism for future growth is warranted, a flexible and market-driven approach to parks and facilities planning is essential to allow the City to adjust to emerging population characteristics. At the same time, the City's parks, open space and leisure system provides an integral contribution to the overall quality of life in Greater Sudbury and, in combination with other initiatives, can be used to attract and retain residents. This Plan supports the municipal strategy to increase the City's population through the use of a planning framework that balances both current and future needs, as well as local and regional needs, in a fiscally responsible manner.

### 1.3 Policy Context

In 1988, a Leisure Plan was adopted by the former City of Sudbury. Parks and recreation master plans were also prepared for some of the former municipalities, including Valley East in 1981. Ideally, Master Plans are updated every five years and rewritten every ten years to reflect emerging needs and issues. Given the changes brought about by time and amalgamation, all of these planning documents are out-of-date to varying degrees. A new Master Plan is required to address the needs of current and future residents throughout the entire City of Greater Sudbury.

More recently, new master plans have been adopted for specific park areas in the former City of Sudbury, including the Bell Park Master Plan (2000) and the East End of Ramsey Lake Master Plan - Greenway Park (2001). These documents do remain relevant to the individual parks.

### 1.4 Planning Process

Guided by a Technical Committee comprised of staff from the City's Leisure Services and Economic Development & Planning Divisions, the planning process began in May 2003. A Consulting Team led by Monteith Brown Planning Consultants was retained to facilitate the project.

Directed by a communication strategy, community organizations, civic administration, and the general public participated in the planning process through:

- a) a survey distributed to over 400 stakeholder groups;
- b) five public input sessions with stakeholder groups and residents;
- c) face-to-face interviews with over 30 City Councillors and administrators;
- d) an Internet-based feedback form and e-mail correspondence;
- e) meetings with the Technical Committee and Principal Planning Consultant; and
- f) four public meetings to present the draft Master Plan.

In addition to the public consultation program, the following tasks were integral to the development of this Master Plan:

- a) a detailed review of existing previous and current studies, documents, and data;
- b) extensive market research culminating in the preparation of a leisure trends discussion paper;
- c) completing a detailed inventory of municipal facilities, parks and open spaces;
- d) socio-demographic analysis;
- e) developing policy approaches for addressing key items identified in the Terms of Reference, including the development of facility review and park design criteria, the incorporation of natural areas into the park system, definition of a parks hierarchy, etc.; and
- f) identifying facility, park, program and service standards, gaps and needs.



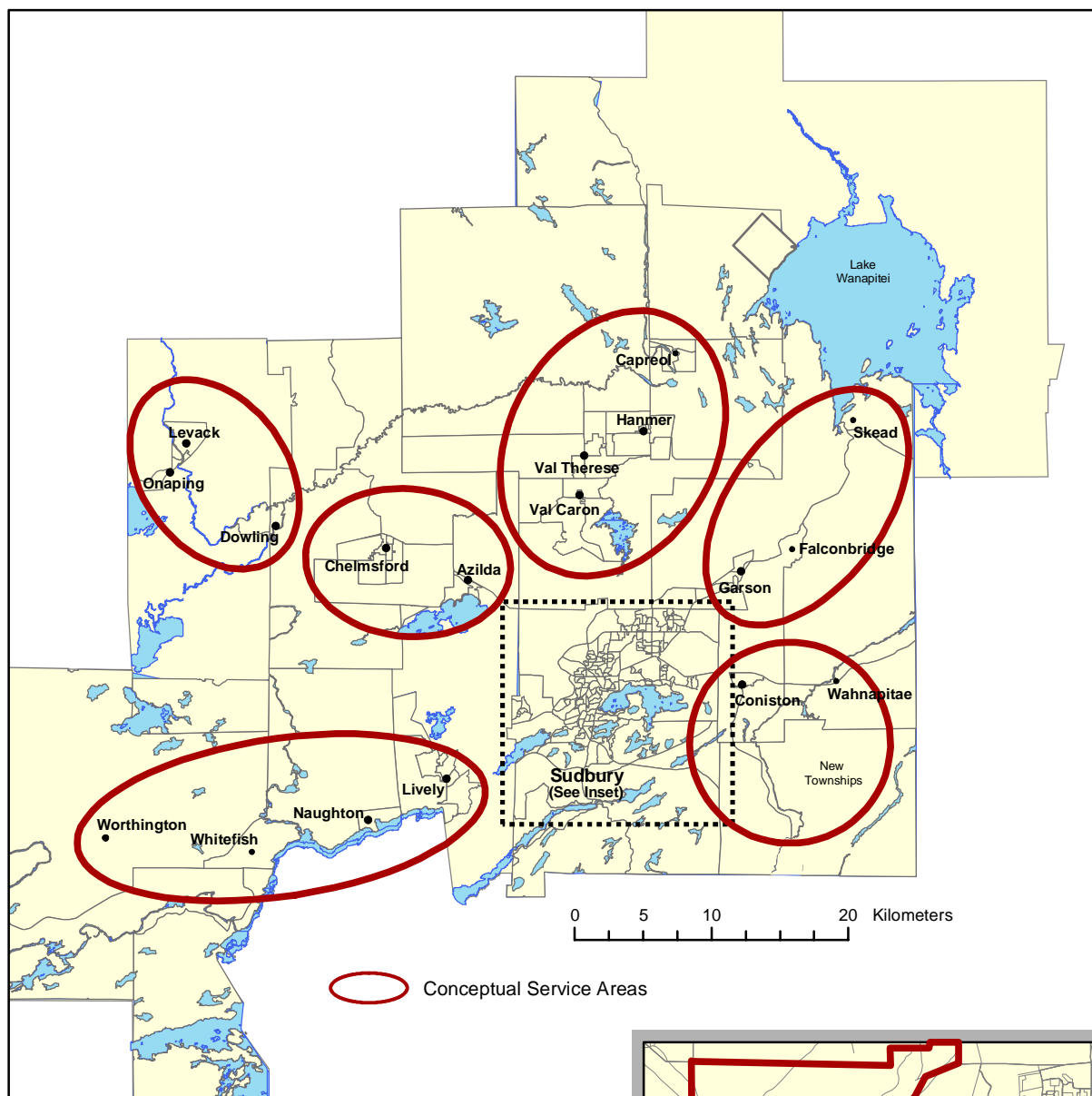
## 1.5 Service Areas

The City of Greater Sudbury contains nearly twenty distinct settlement areas ranging in population from a few hundred people (e.g., Skead) to 85,000 (former City of Sudbury). Although the focus of this Master Plan is the entire City of Greater Sudbury, the needs analysis requires that the socio-demographic characteristics and parks and facility provision levels in individual communities be examined in some detail. In order to provide greater depth to the analysis, this Plan utilizes a methodology based on service areas.

Using the location of transportation corridors and population thresholds as a guide, 12 conceptual service areas have been created for the purposes of this Plan. These service areas represent geographic territories that are generally manageable in terms of size; travel requirements from one end of the service area to the other to access most recreational activities is considered to be a reasonable expectation. These service areas are listed below and their characteristics are described in more detail throughout this Plan:

- Azilda, Chelmsford
- Coniston, Wahnapiatae, New Townships
- Dowling, Levack, Onaping
- Garson, Falconbridge, Skead, Bowland's Bay
- Lively, Naughton, Whitefish, Worthington
- Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol
- Sudbury - Downtown, Kingsmount
- Sudbury - Flour Mill, Donovan
- Sudbury - Minnow Lake
- Sudbury - New Sudbury
- Sudbury - South End
- Sudbury - West End & Copper Cliff

**Map 1-1** illustrates the Master Plan's conceptual service areas.



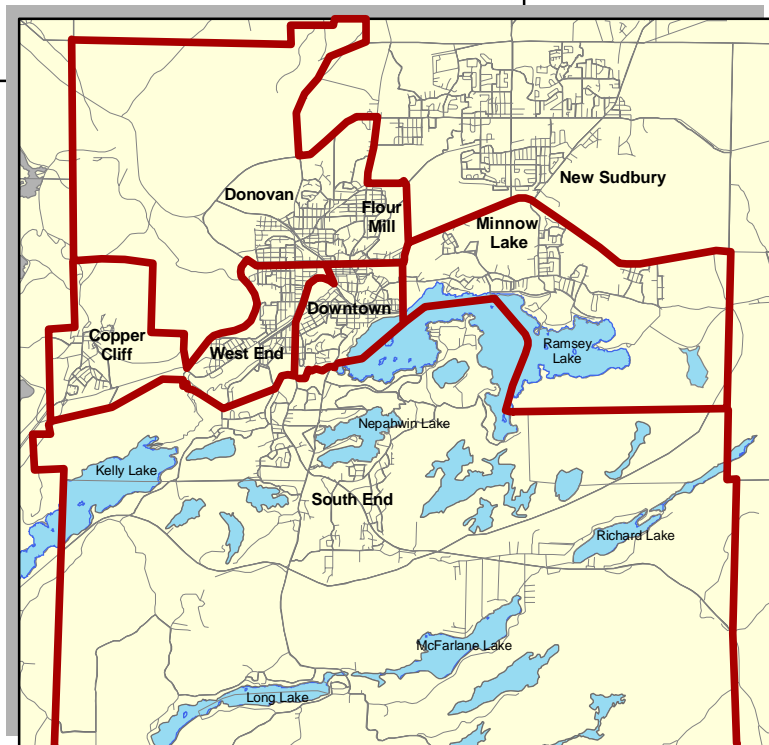
## MAP 1-1: SERVICE AREAS

### City of Greater Sudbury Parks, Open Space and Leisure Master Plan



-  Roads
-  Major Lakes

Prepared by the Community & Strategic Planning Section, City of Greater Sudbury (June 18, 2003)  
Modified by Monteith Brown Planning Consultants (May 2004)  
Source: Statistics Canada; 2001 Census of Canada, 2001 Road Network File - Greater Sudbury CMA.



Inset: Former City of Sudbury

## 1.6 Organization

The Parks, Open Space and Leisure Master Plan consists of eight sections:

- Section 1. Introduction - provides an overview of the Plan's purpose, objectives, scope and planning process;
- Section 2. Leisure Benefits & Guiding Principles - outlines the many benefits associated with parks and leisure infrastructure and participation, and identifies the primary principles and objectives that will guide the recommendations;
- Section 3. Socio-Demographic & Leisure Trend Analysis - identifies the primary demographic and recreation trends and their relevance to Greater Sudbury's parks and leisure system;
- Section 4. Public Input - summarizes the input received from the public, stakeholders, and City staff/officials through the surveys, public meetings, interviews and written briefs;
- Section 5. Leisure Service Delivery System & Programming - provides a description of the program offerings within the community, the current operating practices of the municipality, and issues associated with the way in which the City provides parks and leisure services;
- Section 6. Leisure Facilities - discusses the current complement of indoor and outdoor leisure facilities and proposes options for meeting current and future community needs;
- Section 7. Parkland & Trails - assesses the current inventory of parks and trails and proposes changes to the City's parkland classification hierarchy; and
- Section 8. Summary of Recommendations - contains an overview of the Plan's process and findings, including proposed priority levels and implementation timing for each of the Plan's actions plans.

The Master Plan contains numerous recommendations for improving and advancing the delivery and provision of leisure services. Referred to as "Action Plans", these recommendations are found in the relevant section of the Plan (denoted by a ★) and are summarized in Section 8.

## SECTION 2. LEISURE BENEFITS & GUIDING PRINCIPLES

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This section outlines the key benefits that are derived from participating in recreational pursuits; the City is the primary provider of parks and leisure infrastructure and support services and its involvement is essential in creating a healthy community. The City's mandate and goals relating to leisure service delivery are also identified within this section; these key statements will serve as guiding principles for the Plan's recommendations.

### 2.1 Parks, Open Space & Leisure Benefits

Recreation and leisure is intrinsically beneficial and provides immense benefits to the City and its citizens. The "*Benefits of Parks and Recreation Catalogue*" (1992) published by the Parks and Recreation Federation of Ontario identifies the following personal, social, economic and environmental benefits of recreation:

#### Personal benefits

- a) Physical recreation and fitness contributes to a full and meaningful life.
- b) Regular physical activity is one of the very best methods of health insurance for individuals.
- c) Relaxation, rest and revitalization through the opportunity of leisure are essential to stress management in today's busy and demanding world.
- d) Meaningful leisure activity is an essential source of self-esteem and positive self-image.
- e) Leisure provides the opportunity to lead balanced lives, achieve our full potential and gain life satisfaction.
- f) Children's play is essential to the human development process.
- g) Leisure opportunities for youth provide positive lifestyle choices and alternatives to self-destructive behaviour.
- h) Parks and open spaces bring beauty to an area while giving people satisfaction and improving their quality of life.

#### Social benefits

- a) Leisure provides leadership opportunities that build strong communities.
- b) Community recreation reduces alienation, loneliness and anti-social behaviours.
- c) Community recreation promotes ethnic and cultural harmony.
- d) Recreating together builds strong families, the foundation of a stronger society.
- e) Leisure provides opportunities for community involvement and shared management and ownership of resources.
- f) Integrated and accessible leisure services are critical to the quality of life of people with a disability and disadvantaged individuals.
- g) Leisure opportunities, facilities and the quality of the local environment are the foundations of community pride.
- h) Leisure services enrich and complement protective services for latchkey children through after-school and other recreational services.

### Economic benefits

- a) Pay now or pay more later! Investment in recreation as a preventive health service makes sense.
- b) A fit work force is a productive work force.
- c) Small investments in recreation yield big economic returns.
- d) Parks and recreation services motivate business relocation and expansion in your community.
- e) Meaningful leisure services reduce the high cost of vandalism and criminal activity.
- f) Recreation and park services are often the catalyst for tourism, a growing sector of our economy.
- g) Investments in environmental protection through the provision of parks and open spaces pay for themselves.

### Environmental benefits

- a) Through the provision of parks, open spaces and protected natural environments, recreation can contribute to the environmental health of our communities. This is an essential, life-sustaining role.
- b) The public is often prepared to pay for environmental protection and rehabilitation in their communities, and to support parties and recreation organizations that play a lead role in that protection.
- c) Investing in the environment through park and the provision of open space in residential areas leads to an increase in neighbourhood property values through accessibility to environmentally friendly green spaces and associated recreation opportunities.
- d) The trend toward nature environment based leisure activities is insurance for a new and improved environmental future.

To one degree or another, each of these benefits are realized through the delivery of the City's various parks and recreation programs and services. When making decisions relating to parks and leisure services, facilities and programs, the City should ensure that it gives proper consideration to these benefits. This benefits-driven approach requires the City to be focussed on outcomes and end results desired by the community.

## 2.2 Guiding Principles

Council directives and numerous strategic planning initiatives in past years have created a solid foundation on which the parks, open space and leisure recommendations can be based. The key principles and mandates of the various levels within municipal government are described below.

### 2.2.1 Principles - City Council

In developing its annual budgets, City Council has established a number of principles and policies. The following are the principles that are most applicable to parks and leisure services:

- a) Ensure long-term financial sustainability.
  - i) Raise sufficient revenue to meet long-term operating and financial requirements.
  - ii) Plan for the replacement of infrastructure through the use of life cycle costing and the development of replacement reserves.
- b) Deliver services in a cost-effective and efficient manner.
  - i) Undertake regular service level reviews giving consideration to the City's demographic profile and other relevant factors.
- c) Ensure operating revenues are sustainable and consider community-wide and individual benefits (taxes versus user fees).
  - i) Establish target proportions of program costs to be raised through user charges based on reviews of benefits received. Establish user charges at rates that will yield the target proportions.
  - ii) Ensure that user fees are increased at the same (or greater) rates as increases in program operating costs.
  - iii) Programs which are driven entirely by individual benefit should be fully self supporting through user fees. User fees should cover all operating and capital costs.
  - iv) New programs should only be implemented if fully financed from user fees and program services.
- d) Meet social equity objectives through specific programs.
- e) Maximize the City's capital assets to maximize long-term community benefit.
  - i) Assets and facilities should be regularly reviewed and rationalized based on service demand and service level benchmarks. Facilities which do not achieve approved revenue/cost targets should be considered for closure.
  - ii) Dispose of assets which are not required for long-term community purposes.
  - iii) Implement a capital funding plan to address the city's infrastructure renewal requirements.
- f) Recognize that funding from senior governments is a crucial element of financial sustainability.
- g) Use debt financing where appropriate.
- h) Maintain reserves and reserve funds at appropriate levels.
- i) Identify and quantify long-term liabilities.

### 2.2.2 Principles - City / Corporate

The City of Greater Sudbury's Vision and Mission Statements provide high-level direction for this Plan:

*Vision:* *The City of Greater Sudbury is a growing, world-class community bringing talent, technology, and a great northern lifestyle together.*

*Mission:* *We provide excellent access to quality municipal services and leadership in the social, environmental and economic development of the City of Greater Sudbury.*

Of particular importance to this Plan, the City has adopted the following strategic goals:

- a) To promote the well-being of our citizens in a healthy, safe and stimulating community.
- b) To protect and improve the environmental and ecological health of the community.
- c) To develop a viable strategy to increase investment in infrastructure.
- d) To secure new sources of revenue through innovative strategies and partnerships.
- e) To ensure our community is attractive to young adults as a place to build careers and raise families.
- f) To put children first.

### 2.2.3 Principles - Citizen and Leisure Services Department

The vision and mission statements of the City's Citizen and Leisure Services Department are:

*Vision:* *To deliver great service that consistently exceeds the citizen's expectations and enhances our northern lifestyle.*

*Mission:* *To support a physically, intellectually, socially and ecologically healthy community that nurtures local values, volunteers and community partnerships.*

In fulfilling its roles, the Citizen and Leisure Services Department is committed to:

- a) Providing exemplary services with a citizen focus by treating all citizens fairly, equitably and with sensitivity in order to respect each citizen's uniqueness.
- b) Building a physically, intellectually, socially and ecologically healthy community that nurtures local values and community partnerships and supports an excellent quality of life.
- c) Identifying and removing barriers so as to ensure easy and open access to Citizen and Leisure Services while recognizing the large geographical area of the City of Greater Sudbury.
- d) Managing the resources in our trust efficiently, responsibly and effectively so as to ensure the delivery of high quality and affordable services and programs.

#### 2.2.4 Principles - Leisure Services Division

Leisure Services is a Division within the Citizen and Leisure Services Department. The Division manages leisure facilities and resources in support of both direct and indirect program delivery. Its mandate is as follows:

*Mandate: To build and promote a healthy community that provides opportunities for citizens to access physical recreation and leisure activities and to support volunteers and community development.*

#### 2.2.5 Principles - Transition Board

In 2000, the Parks and Recreation Task Force, in conjunction with the Transition Board for the City of Greater Sudbury, established that the successful future of parks and recreation in the City requires:

- a) moving programs from direct provision to indirect provision (wherever possible and appropriate);
- b) delivering services and programs out of multi-purpose facilities (wherever possible and appropriate);
- c) employing a community development approach across the entire parks and recreation system; and
- d) providing municipally-owned infrastructure for successful community development.

Given the dispersed nature of Greater Sudbury's population, the strong pride and volunteer efforts of its citizens, and the desire to ensure fiscal responsibility, this Plan concurs with these directions and supports them through its recommendations.

#### 2.2.6 Principles - Summary

The mandates, missions, goals, and directions established by the City's various bodies and departments provide a highly useful foundation upon which the parks, open space and leisure recommendations Master Plan can be based upon. These statements have been integrated with the sentiments provided by the public through the surveys, meetings and interviews to create the Plan's "guiding principles". The Guiding Principles are intended to be core directional statements that will guide the development and implementation of the plans' recommendations and future decision-making. The Guiding Principles are grounded in the recognition that parks and leisure provide numerous physical, social, economic, and environmental benefits that are essential to creating a healthy community for all current and future citizens.

- a) Long-term financial sustainability will be ensured through the cost-effective and efficient management of resources, the appropriate and reasonable application of user fees, and the maximization of community resources.



- b) Generally speaking, the City's parks and leisure infrastructure is aging and is in need of additional investment. The use of existing facilities will be maximized, however, increased investment in infrastructure for parks and leisure is necessary to build a physically, intellectually, socially, ecologically, and economically healthy community.
- c) The City will continue to implement a community development approach to leisure service delivery through the support of volunteers and community capacity building.
- d) The City will continue to be the primary provider of infrastructure for parks and leisure within the community.
- e) The City will be an indirect provider of leisure programs, except in cases where no community capacity exists to deliver a program that provides a core benefit to a core market.
- f) Multi-purpose facilities are preferred over single purpose facilities, although they are not appropriate for all communities. Where appropriate and feasible, future infrastructure investments will give due consideration to the development of multi-purpose facilities.
- g) The City's natural environment is a key contributor to a healthy community and this asset will be protected and integrated into the leisure system wherever possible.
- h) Partnerships with outside parties in the provision and delivery of facilities and services are desired where there is sufficient benefit to the City and community.
- i) All citizens are deserving of appropriate leisure and recreation opportunities, however, children will continue to be a priority target group.
- j) The City will strive to provide an affordable, accessible and equitable distribution of parks and leisure facilities and services, recognizing the City's large geographic area and the unique local values of Greater Sudbury's distinct ethnic, cultural and geographic communities.
- k) All decisions with respect to parks and leisure will be based on a balance between the impact on quality of life and financial sustainability.

These principles are largely complementary, but no one principle takes priority over another – they should be read and interpreted as a set, rather than as separate, isolated statements. Clearly, some principles will be more difficult to achieve than others, however, they should be interpreted as being goals to which the City and community aspire.

## SECTION 3. SOCIO-DEMOGRAPHIC & LEISURE TREND ANALYSIS

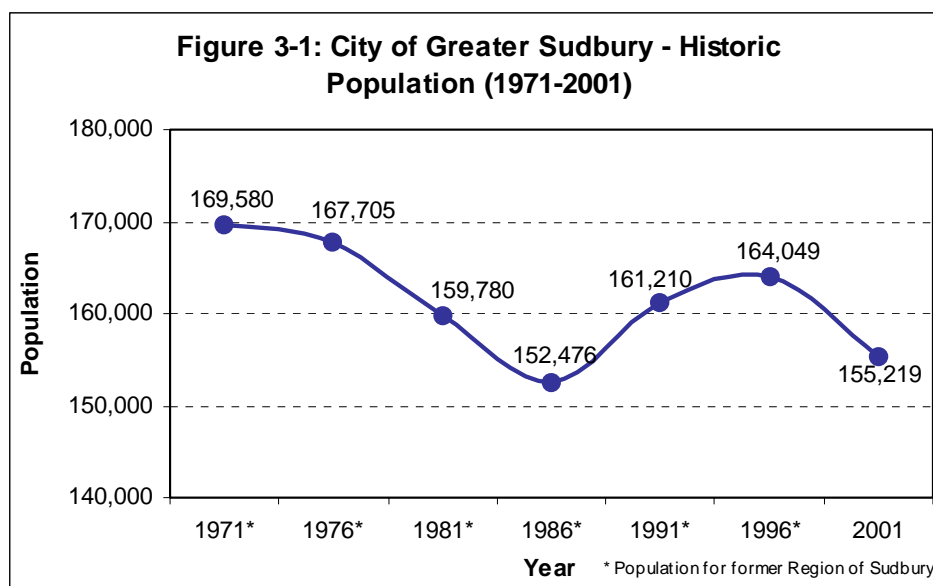
In order to understand the needs of the City's current and future residents, this section examines the composition of the existing population and trends affecting recreational participation. Most notably, this section assessed the implications of these characteristics and trends on the future of recreation services in Greater Sudbury.

### 3.1 Socio-Demographic Analysis

#### 3.1.1 Historic Population Figures

Greater Sudbury's population has experienced both decline and recovery over the past three decades as a result of its reliance on natural resources. The City's population peaked in 1971 at 169,580 and now sits at 155,255 (2001 Census) due to consistently high levels of out-migration (see **Figure 3-1**). Of note, Greater Sudbury experienced the greatest population decline of all Census Metropolitan Areas in Canada between 1996 and 2001 (6%).

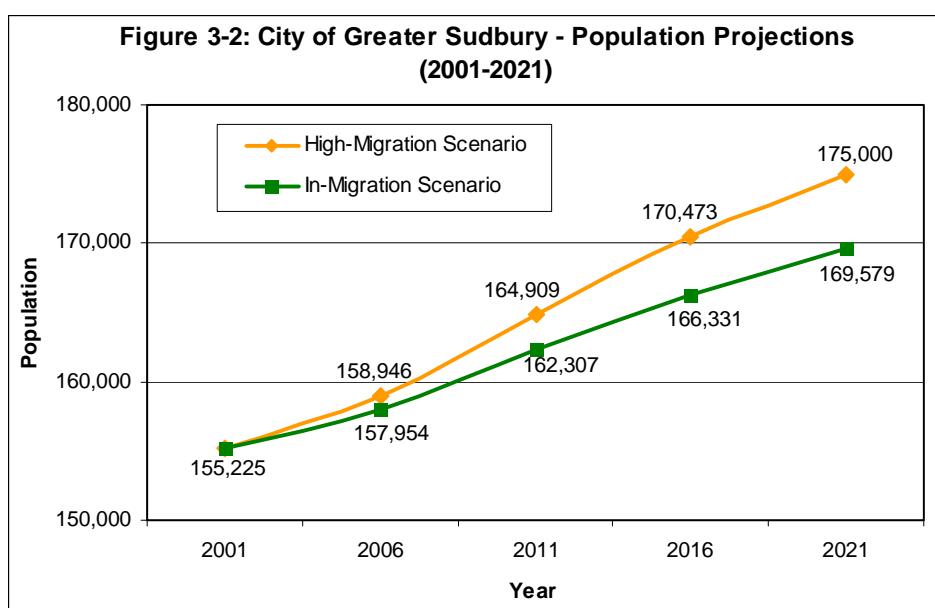
Due to a decline in population, certain elements of the City's parks and leisure infrastructure are sufficient to support approximately 170,000 people, which is the peak population experienced in the past thirty years. This is especially true for leisure facilities that require a certain critical mass to support (e.g., arenas, ball diamonds, etc.). That being said, if the parks and leisure infrastructure was built to meet the peak in 1971, several of these facilities are quite old and antiquated and likely approaching a point where considerable capital improvements are required. The City may have a surplus of certain facility types due to its declining population, however, consideration needs to be given to the geographic distribution and quality/condition of facilities.



### 3.1.2 Projected Population Figures - City of Greater Sudbury

Based on past growth rates and migration patterns, Statistics Canada is projecting a further decline in the City's population between 2001 and 2006 (to approximately 147,000). The City is, however, working diligently to reverse this trend. Diversification within the local economy, improving economic conditions, opportunities created by the looming retirement of many "baby boomers", and strong economic development strategies are anticipated to generate gradual population growth over the next twenty years.

For the City's new Official Plan, two sets of population projections have been developed – the "in-migration" scenario and the "high-migration" scenario – both of which are predicated on the goal of attracting new residents to the City and retaining a high proportion of existing citizens (see **Figure 3-2**).



The in-migration scenario is based on the historic high population of 169,580 reached in 1971 (Sudbury Regional Municipality census division). This scenario establishes this population figure as the upper limit of growth (2021) and is useful in assessing the adequacy of infrastructure for planning purposes.

The high-migration scenario was developed to reflect a target established by City Council. Specifically, a goal of 175,000 residents has been set, with the intention of attaining this population level by 2021 or earlier.

Both scenarios envision growth, which translates into a need to either develop new infrastructure or to upgrade and/or adapt existing infrastructure to meet the needs of new residents. A combination of both strategies is the most logical approach, especially given that changes in activity patterns and leisure trends will place pressures on the City to redesign facilities and programs even in a no-growth scenario.

Although there is considerable optimism that the population of Greater Sudbury will increase over the coming years, historic population fluctuations indicate that a cautious and balanced approach to parks and facility planning should be taken. The last thing the City wants to do is to overbuild facilities for a peak population if it is never realized. If the population increases as projected, however, the City must be in a position to provide sufficient leisure opportunities to meet the needs of the larger population base. Because future population levels are heavily dependent on factors outside of the influence of this Plan (and municipal initiatives for that matter), this Plan utilizes a flexible and market-driven approach to parks and facilities planning that will enable the City to adjust its strategy based upon revised population data when it becomes available over the coming years.

### 3.1.3 Projected Population Figures - Local Communities

**Table 3-1** identifies the 2001 population figures and 2021 population projections for each of the Master Plan's service areas. All service areas outside of the former City of Sudbury contain population data for both the urban settlement areas within their boundaries as well as the adjacent rural areas. The location of each service area is illustrated on **Map 1-1**.

Population projections for each service area were developed through an analysis of draft approved lots and designated lands undertaken as part of the land use planning background study for the Official Plan. Future development approvals, declining household sizes, economic conditions, and a range of other factors, however, will significantly impact on the accuracy of these projections and, therefore, the community-specific projections should be used for broad-based planning purposes only. It will be important for the City to update these figures as new Census data is released and development approvals are granted.

The data in **Table 3-1** indicates that the majority of future population growth within the City (58%) is expected to occur within the former City of Sudbury. Nearly three-quarters of this growth is forecasted for the following four service areas:

- South End (30%);
- Minnow Lake (18%);
- Val Therese / Hanmer / Val Caron / Blezard Valley / McCrea Heights / Capreol (17%); and
- Azilda / Chelmsford (9%).

Conversely, each of the following service areas are expected to account for less than 3% of Greater Sudbury's population growth by 2021:

- Sudbury - Downtown (2%);
- Dowling, Levack, Onaping (2%);
- Coniston, Wahnapiatae, New Townships (2%);
- Sudbury - West End & Copper Cliff (1%); and
- Sudbury - Flour Mill (0%).

**Table 3-1: Population Projections by Community**

Community	2001 Population (Census)	2021 Population (In-Migration Scenario)		2021 Population (High-Migration Scenario)		% of City- wide Growth
		Population	% Growth	Population	% Growth	
Azilda, Chelmsford	15,046	16,324	8.5%	16,806	11.7%	9%
Coniston, Wahnapiatae, New Townships	5,152	5,413	5.1%	5,511	7.0%	2%
Dowling, Levack, Onaping	4,887	5,174	5.9%	5,282	8.1%	2%
Garson, Falconbridge, Skead, Bowland's Bay	8,856	9,629	8.7%	9,921	12.0%	5%
Lively, Naughton, Whitefish, Worthington	10,123	11,041	9.1%	11,389	12.5%	6%
Sudbury - Downtown	6,855	7,172	4.6%	7,291	6.4%	2%
Sudbury - Flour Mill	14,005	14,038	0.2%	14,051	0.3%	0%
Sudbury - Minnow Lake	9,910	12,455	25.7%	13,416	35.4%	18%
Sudbury - New Sudbury	24,183	25,137	3.9%	25,498	5.4%	7%
Sudbury - South End	19,563	23,856	21.9%	25,477	30.2%	30%
Sudbury - West End & Copper Cliff	10,777	10,975	1.8%	11,050	2.5%	1%
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	25,862	28,346	9.6%	29,283	13.2%	17%
<b>TOTAL</b>	<b>155,228</b>	<b>169,569</b>	<b>9.2%</b>	<b>174,984</b>	<b>12.7%</b>	<b>100%</b>

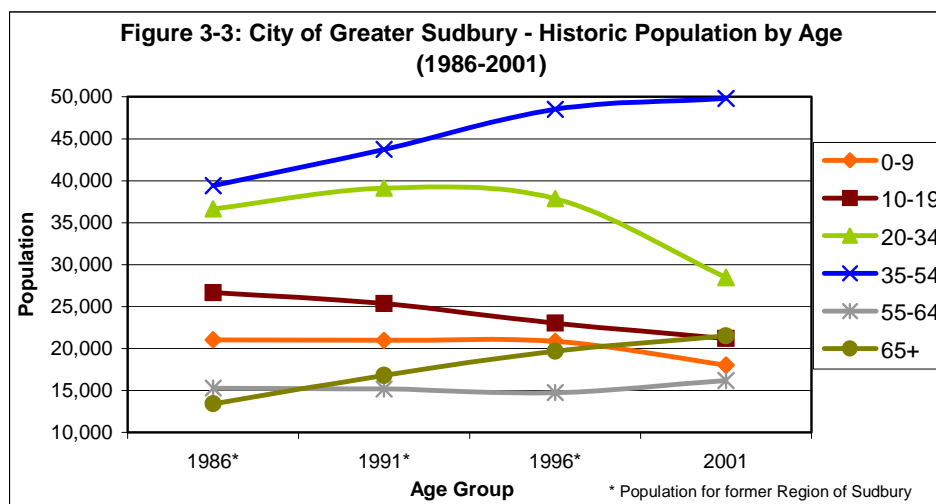
Note: Final values may not be exact due to rounding

Source: 2001 Census (Statistics Canada); Meridian Planning (February 2004)

### 3.1.4 Age Composition

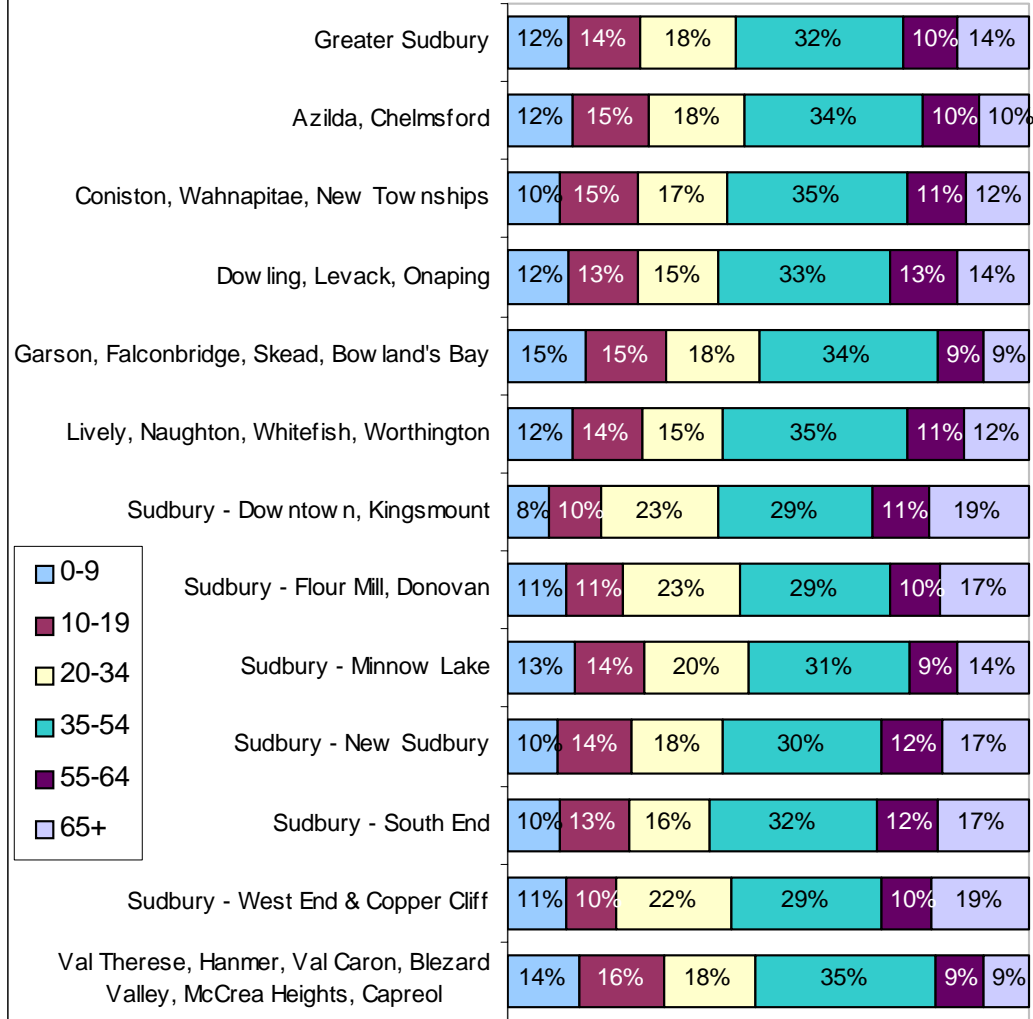
Like most municipalities in Canada, Greater Sudbury is experiencing a considerable aging of the population due largely to the baby boom population nearing retirement age and to declining fertility rates. This trend is expected to become more pronounced over the next twenty years. This aging trend, however, is magnified in Greater Sudbury and other Northern Ontario communities by the significant out-migration of younger populations looking for different lifestyles and/or career opportunities; total net migration for Greater Sudbury between 1996 and 2001 was 7,320 people, of which over 60% were ages 20 to 34. Although the City may be able to partially counteract this trend through various strategies and economic development initiatives, it is one that is at least expected to continue in the near term. Conversely, if the City adopts a strategy to market Greater Sudbury as a retirement community, then this aging trend could be accelerated.

**Figure 3-3** illustrates the decline in the younger age groups and the increase in the older age groups since 1986 (when the total population was similar to where it is today).

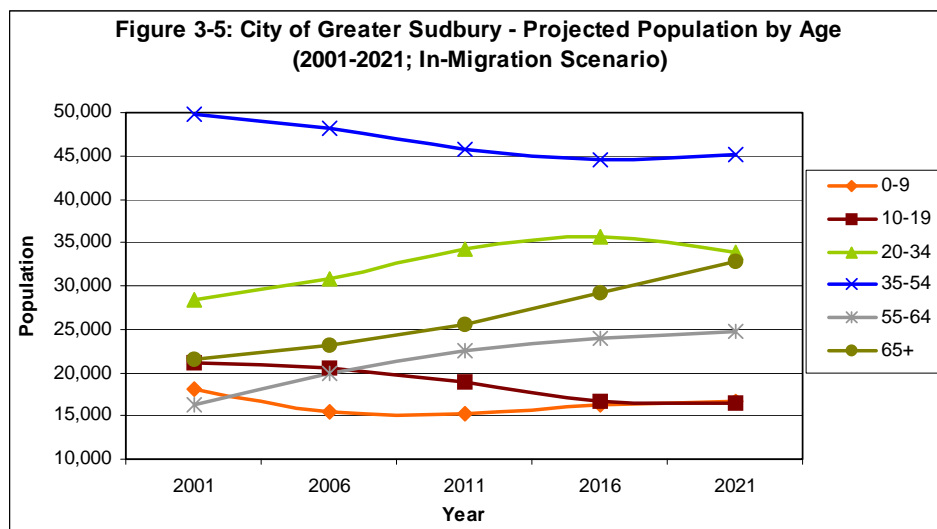


**Figure 3-4** on the next page illustrates the age breakdown of each community within the City as identified in the 2001 Census. This chart indicates that the greatest concentrations of children and teens are in Garson / Falconbridge and Val Therese / Val Caron / Hanmer / Capreol areas, whereas the older populations tend to be found in the former City of Sudbury (especially the Downtown-Kingsmount, West End, South End and New Sudbury areas).

**Figure 3-4: City of Greater Sudbury - Age Breakdown by Community (2001 Census)**



In terms of total population the 0-9 age group declined by 14% since 1986 and the 10-19 age group is 21% smaller than it was then; both of these age groups are key users of the City's parks and leisure system. The 65 and over age group has increased by over 60% in the past fifteen years. The City's population projections were developed using a cohort survival model and is able to generally predict the population of each age group in the future. **Figure 3-5** and **Table 3-2** show that the aging trend is expected to continue.



**Table 3-2: Population Projections by Age Group (2001-2021; in-migration scenario)**

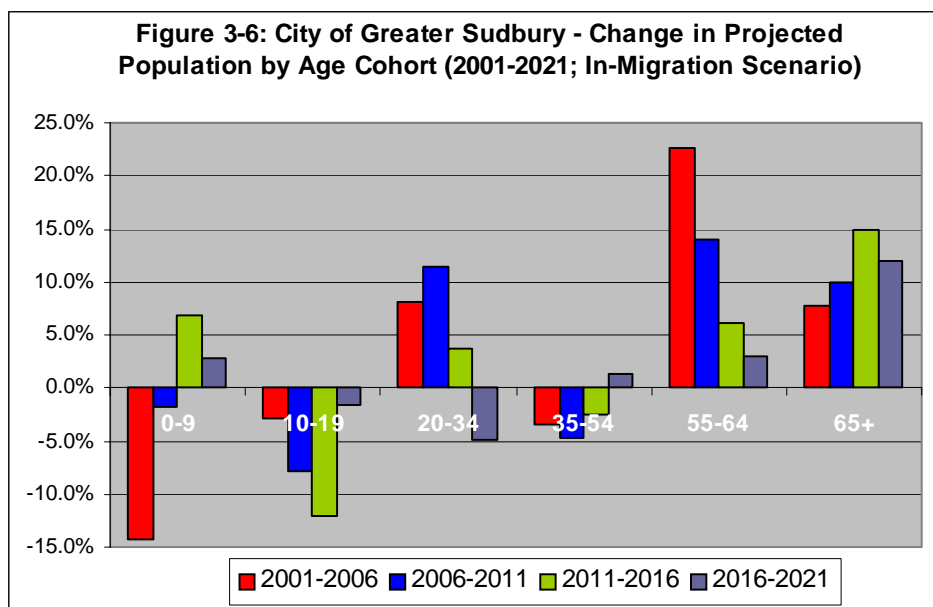
		2001		2006		2011		2016		2021		2001-2021 % Change
		Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	
<b>0-9</b>	Population	18,030	11.6%	15,462	9.8%	15,188	9.4%	16,228	9.8%	16,677	9.8%	-7.5%
	% Change	--		-14.2%		-1.8%		6.8%		2.8%		
<b>10-19</b>	Population	21,200	13.7%	20,576	13.0%	18,944	11.7%	16,652	10.0%	16,380	9.7%	-22.7%
	% Change	--		-2.9%		-7.9%		-12.1%		-1.6%		
<b>20-34</b>	Population	28,470	18.3%	30,778	19.5%	34,281	21.1%	35,580	21.4%	33,801	19.9%	18.7%
	% Change	--		8.1%		11.4%		3.8%		-5.0%		
<b>35-54</b>	Population	49,835	32.1%	48,129	30.5%	45,830	28.2%	44,639	26.8%	45,236	26.7%	-9.2%
	% Change	--		-3.4%		-4.8%		-2.6%		1.3%		
<b>55-64</b>	Population	16,180	10.4%	19,843	12.6%	22,602	13.9%	23,987	14.4%	24,719	14.6%	52.8%
	% Change	--		22.6%		13.9%		6.1%		3.1%		
<b>65+</b>	Population	21,510	13.9%	23,166	14.7%	25,463	15.7%	29,245	17.6%	32,767	19.3%	52.3%
	% Change	--		7.7%		9.9%		14.9%		12.0%		
<b>Total</b>		155,225	100.0%	157,954	100.0%	162,307	100.0%	166,330	100.0%	169,579	100.0%	9.2%
		--		1.8%		2.8%		2.5%		2.0%		

**Table 3-2: Population Projections by Age Group (2001-2021; high-migration scenario)**

		2001		2006		2011		2016		2021		2001-2021 % Change
		Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	Population	% of Total Pop.	
<b>0-9</b>	Population	18,030	11.6%	15,559	9.8%	15,431	9.4%	16,632	9.8%	17,208	9.8%	-4.6%
	% Change	--		-13.7%		-0.8%		7.8%		3.5%		
<b>10-19</b>	Population	21,200	13.7%	20,705	13.0%	19,247	11.7%	17,067	10.0%	16,901	9.7%	-20.3%
	% Change	--		-2.3%		-7.0%		-11.3%		-1.0%		
<b>20-34</b>	Population	28,470	18.3%	30,972	19.5%	34,830	21.1%	36,466	21.4%	34,878	19.9%	22.5%
	% Change	--		8.8%		12.5%		4.7%		-4.4%		
<b>35-54</b>	Population	49,835	32.1%	48,431	30.5%	46,565	28.2%	45,750	26.8%	46,676	26.7%	-6.3%
	% Change	--		-2.8%		-3.9%		-1.7%		2.0%		
<b>55-64</b>	Population	16,180	10.4%	19,968	12.6%	22,965	13.9%	24,584	14.4%	25,506	14.6%	57.6%
	% Change	--		23.4%		15.0%		7.1%		3.7%		
<b>65+</b>	Population	21,510	13.9%	23,311	14.7%	25,871	15.7%	29,973	17.6%	33,810	19.3%	57.2%
	% Change	--		8.4%		11.0%		15.9%		12.8%		
<b>Total</b>		155,225	100.0%	158,946	100.0%	164,909	100.0%	170,473	100.0%	174,980	100.0%	12.7%
		--		2.4%		3.8%		3.4%		2.6%		



Population forecasts indicate that the 0-9 age group will experience a 5% to 8% decline by 2021 (despite modest gains in 2016 and 2021) and that a 20% to 23% decline is anticipated for the 10-19 age group. Both the 55-64 and 65+ age groups are expected to increase by over 50% over the next twenty years. These changes are illustrated in **Figure 3-6**.



### 3.1.5 Household Income

Economists and demographers alike are predicting a growing disparity between the rich and the poor in Canada. Recreational studies have identified income as the significant barrier to recreation participation – this is a very significant finding when master planning for communities. According to the latest Census Canada results (2001), wealth and (family) income increases with age – the highest net worth is associated with the 55-64 age group<sup>1</sup>. As such, traditional patterns of recreational subsidy (e.g., for seniors) are challenged by this statistic. Further, while there may be a predicted overall decline in participation, the importance of providing recreational services to disadvantaged groups may increase. According to David Reid, author of *Work and Leisure in the 21<sup>st</sup> Century*, “there will be a widening gap between rich and poor with the gap increasing as more low wage jobs are created”.<sup>2</sup>

Greater Sudbury is at the lower end of the scale in terms of average household income (\$54,624 within the City compared to \$66,836 across the Province) and its unemployment rate is traditionally higher than the Ontario average. The areas with the greatest percentage of low income households are Flour Mill-Donovan, Downtown-Kingsmount, Chelmsford, Minnow Lake, West End,

<sup>1</sup> Bond, Dr. David E., “Advertisers shun affluent boomers at their peril” *Globe and Mail*, March 18<sup>th</sup>, and Statistics Canada, *The Assets and Debts of Canadians: An Overview of the Results of the Survey of Financial Security*, 2001.

<sup>2</sup> Reid, Donald G. *Work and Leisure in the 21<sup>st</sup> Century*, Wall and Emerson Inc. 1995, p.19.

and Capreol. The Leisure Services Division should ensure that any changes to service levels are fiscally achievable and that the impact on user fees is appropriate (affordability of programs will be a key determinant in the success of the parks and leisure system).

### 3.1.6 Cultural Diversity

The Canadian population is becoming more diverse, which has implications on the provision of recreation and library services, although research indicates that age, income, sex, and education may be more significant variables<sup>3</sup>. A study of physical activity among youth by the Canadian Fitness and Lifestyle Research Institute in 1999 found that “sufficient activity is less evident in children who can converse in a language other than English and French”, but is more likely to occur “with increased length of residency in Canada”.<sup>4</sup>

The more culturally diverse a community is, the greater the range of demands and expectations that are placed on the municipality’s parks system (e.g., greater demand for bocce courts, cricket pitches, female-only swim times, etc.). Only 7% of Greater Sudbury residents are foreign-born, compared to the Ontario average of 27% (or 47% in Mississauga for example), indicating that the **traditional activities are likely to remain the more popular ones; there are exceptions to this, however, they are based more on preference than ethnic origin** (see Section 3.2 - Leisure Trends).

Greater Sudbury is known for its rich multi-cultural heritage and is home to a significant French population. The 2001 Census indicates that French is the mother tongue of 28% of the population, however, only 1% speak French exclusively. 40% of residents consider themselves to be bilingual, while 59% speak English only. To ensure that opportunities to provide input to this Plan are provided to all residents, public consultation efforts have been offered in both English and French.

### 3.1.7 People with Disabilities

People with disabilities represent a growing part of the City’s population. It is estimated that about 18,000 people in the City of Greater Sudbury have a long-term disability, of which 900 are children and 8,000 are 65 years or older. Furthermore, approximately 2,000 children in Greater Sudbury are considered to be “at risk” for physical disabilities. Statistics indicate that the number of people with disabilities will grow over the coming years (possibly from 13% of the population to 20%).

In response to these trends and Provincial legislation, the City has developed an Accessibility Plan that is intended to address existing barriers to people with disabilities and to prevent new barriers from being established. City Council has adopted a Policy of Universal Access that requires its services, programs and facilities to be accessible to people with disabilities regardless of the type

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<sup>3</sup> Ontario Ministry of Tourism and Recreation, Leisure Behaviour and Recreational Needs of Ontario's Ethnocultural Populations, 1993; and Ontario Ministry of Citizenship, Culture and Recreation, Sport and Recreation Communique #3, January 1993.

<sup>4</sup> Canadian Fitness and Lifestyle Research Institute, Special Report Series, Canada's Children and Youth: A Physical Activity Profile, November 12, 1999.

of disability and age. Full implementation of this policy will take time. In relation to leisure services, the Accessibility Plan recommends that the City initiate an assessment of accessibility for municipal facilities including, but not limited to, arenas and community centres – considerable inroads have already been made in this regard given the recent improvements to indoor pools and arena entryways. Other key recommendations include: (1) the assessment of current recreational programs for accessibility; and (2) the development of partnerships and costing with the community to deliver recreational programs that have been identified with the community with disabilities. This too has largely been accomplished through initiatives such as the integrated summer playgrounds and special activity nights. As outlined later in this Plan, it is recommended that the Leisure Services Department continue its efforts in identifying and filling gaps in programming for all residents.

This Master Plan fully supports the City's Accessibility Plan and its efforts to remove and prevent barriers for people with disabilities. Barriers are defined to include anything that prevents a person with a disability from fully participating in all aspects of society because of his or her disability, including physical, architectural, informational, communicational, attitudinal, technological, or policy/practice barrier. Accessibility is an important theme within the Master Plan's guiding principles (Section 2.2) and specific recommendations have been made relating to accessible playgrounds and the need to ensure physical/architectural accessibility in the City's leisure facilities.

## 3.2 Leisure Trends

This section summarizes the major trends in the delivery of, and demand for, leisure activities and services. In order to plan effectively for Greater Sudbury's current and future residents, it is important to identify existing and emerging trends that may affect facility and program needs. To some degree, shifts in demand for parks and leisure services can be anticipated by understanding trends related to demographics, participation, and facility development.

Extensive research has been conducted at local, provincial, national and international levels in order to provide a comprehensive and well balanced perspective. Specific areas of research include current and historical participation rates, facility provision and design, service delivery, and public attitudes and perceptions towards leisure opportunities. Issues associated with those recreation activities that are unique and well suited to the terrain and climate of Greater Sudbury have also been examined. Residents of Greater Sudbury show great pride in the natural environment and their love of an active lifestyle. It is recognized that many trends associated more with southern climates are not applicable to a community like Greater Sudbury where recreation is a more central element to local lifestyles.

The following is a summary of key trends. A full account of the trend research is contained within the Appendix.

### 3.2.1 Recreation and Leisure Trends: Demographic Considerations

Not surprisingly, most of the factors affecting participation and preferences are linked to demographic characteristics. From an economic development perspective, the City would like to maintain and enhance services and facilities that cater to the younger population in order to

counteract the significant out-migration that has been occurring. However, because the City's existing demographic profile is an aging one, the needs of older residents will also have to be addressed. One potential approach to addressing this concern may be to provide more unstructured and multi-purpose facilities that cater to all variety of ages and activities.

a) Aging Population: The "New" Senior

The term "senior citizen" is quickly becoming outdated as the baby boom generation enters the 55 and over age category, resulting in the emergence of the "new senior". The new senior is more active and fitter than previous generations and will pursue many of the same activities at an earlier age but at a gentler pace. Facility demands among the senior population include trails and linkages, multi-purpose community centre space, aquatic facilities, curling facilities, etc. There still remains, however, a need to serve the more "traditional" senior population that tends to be older and less physically active.

In overall terms, the "new senior" is wealthier than previous generations and, in response, many municipalities are abandoning the traditional seniors' subsidy in favour of one based on economic means. The 55+ age group is also the highest income bracket in Canada, but the gap between income levels (the very affluent and those with low/fixed incomes) continues to increase.

b) Children and Teens: Still a Priority

Children typically become less active as they enter adolescence. Inactivity has long-term health risks (childhood obesity has been described in literature as a "major epidemic") and economic impacts, therefore, children should remain a priority for the City.

Teens remain under-served markets throughout the nation. Studies have shown that increased involvement can be attained by providing more unstructured and non-traditional opportunities, as well as improved links with the library system. Facilities and services that cater most toward youth include skateboarding, mountain biking, arts programming, and socializing opportunities. Mandated community service through the school system represents an opportunity to engage youth in volunteerism.

c) Income: Key Influence in Recreational Participation

Studies show that income is a major determinant in leisure participation levels – the higher the income, the greater the degree of participation. As a result, municipal subsidization of recreational programs can assist in increasing participation levels. With the average household income in Greater Sudbury being lower than the Provincial average, affordability and access to activities are important aspects for the City.

### 3.2.2 Participation and Facility Trends

A significant trend in leisure demand is a movement towards more unstructured opportunities. Sports participation is generally in decline, although this may not seem immediately evident in the City because the majority of municipalities are still playing "catch-up" with respect to facility

development (e.g., soccer fields). Furthermore, across Ontario, people have been identifying walking and an interest in the environment as their preferred leisure activities for the past twenty years, yet many municipalities are still struggling with the development of comprehensive trail networks that provide both linkages to community facilities and an opportunity to enjoy nature.

a) Walking and Cycling: The Most Favoured Activities of Canadians

There is an increasing focus on multi-use trail development and connections between trails. As trails are desired by all ages and especially adults and seniors, they are well suited to the demographic profile of Greater Sudbury.

b) The "Green Movement": Outdoor Activities are the Fastest Growing Recreation Market Segment

One item that was clear at all of the Plan's focus group sessions is that interest in the outdoors is growing and greater demand for passive park spaces to suit an aging population is anticipated. The City's natural environment presents tremendous opportunities for new parks and trail development, including parks that are intended to serve a broader tourism market as well as the local population (this may require partnerships with other government agencies). There is a need to balance the preservation of natural open space opportunities with a need to develop "bricks and mortar" facilities in Greater Sudbury. Greater Sudbury is recognized as a leader in the "green movement" and the Master Plan should build upon the progress already made.

c) Tourism: Marketing Greater Sudbury's Recreation Resources

Sport tourism is a growing market nationwide. Greater Sudbury's role as a regional centre requires greater attention to tournament quality facilities that would provide direct and indirect financial returns, such as multi-field soccer complexes, multi-pad arena facilities, and improved track and field venues. The City's parks, lakes and trails also offer significant tourism potential during all seasons (e.g., for skiing, boating, fishing, snowmobiling, etc.).

d) Female Participation Growing

Increasing female participation may help to partially offset the ongoing decline in some male-dominated sports (e.g. hockey, slo-pitch, etc.).

e) Sport Participation in Decline

Participation in many team sports – most notably baseball – is in decline. Slow population growth in the younger age groups will continue to contribute to this trend over the coming years.

Despite the relative success of soccer and hockey, individual or small group activities that can be done on one's own time are growing in popularity (e.g., walking, basketball, cycling, skateboarding, etc.). The City should place a greater emphasis on ensuring that appropriate unstructured recreation opportunities are available in the community through the provision of facilities such as trails, community centres, open spaces, and outdoor rinks.

f) Greater Integration of Recreation and Library Services and Facilities

The changing face of the library includes not only technological advances, but also changes in the way the public perceives and uses the space. Libraries are increasingly being seen as "community centres" that offer enhanced children's spaces, teen areas, multi-purpose meeting and study rooms, coffee shops, and meeting places. Integration of the community's library and leisure needs is essential when developing new programming and facilities.

g) Recreation Facilities as Entertainment Venues

The desire for family recreation is growing, creating the need for more multi-purpose and "destination" facilities (e.g., libraries, community centres, the Ramsey Lake ice path).

h) Multi-Pad Arena Development

Single-pad arenas are seldom built anymore due to the larger operational efficiencies made possible by multi-pad facilities. Two and four pad arenas also provide desirable sites for local, regional and national tournaments and events. As new multi-pad facilities are developed, many municipalities are also witnessing greater expectations around arena amenities (e.g., six dressing rooms per ice pad, ancillary retail outlets, etc.).

With many of the arenas in Ontario being built with government assistance in the 1960's or earlier, municipalities are beginning to look for ways to create operating efficiencies or for alternative uses for this aging infrastructure. Greater Sudbury employs effective management approaches for its single pads, however, in the longer-term, some of these facilities may provide opportunities for other indoor recreation activities (e.g. indoor soccer and other indoor turf fields, sports gymnasiums, skateboarding, etc.).

i) Soccer Fields in Short Supply

Soccer participation is still growing in many jurisdictions but is doing so at a slower pace, indicating that the "market" is nearing saturation. Given Greater Sudbury's demographic profile (aging population), demand for soccer is anticipated to decline.

Most municipalities have deficits in soccer field supplies. This translates into greater use of (and competition for) fields, resulting in overuse and poor field quality, as well as increased demand for artificial turf. In order to meet soccer field demand, many municipalities are converting ball diamonds to soccer pitches; this is an option worth considering in Greater Sudbury due to the complexity of field maintenance and the shortage of tableland.

j) Emerging Aquatic Facility Designs

The growing seniors population has resulted in increased demand for fitness swimming and therapeutic programs. Splash pads and water parks are also popular for children, although Greater Sudbury has numerous beaches that play a large role in meeting the demand for summertime aquatic programming. The City's lakes and rivers are also well suited to

specialty programs, such as rowing, sailing, triathlon, canoe and kayaking (all of which have sport tourism potential).

k) Arts and Cultural Trends

Despite a greater interest in cultural and heritage events, studies have shown that personal spending on theatrical and other artistic performances has declined in recent years. Canada's leading demographers believe that this trend will reverse itself as the senior population grows. In contrast, there is an increasing focus nationwide on multi-cultural events, art in public spaces, and arts tourism.

l) Increasing "Time Demands"

"Lack of time" is the number one barrier to recreational participation for all ages (even teens and seniors). The time-stressed population demands more multi-purpose facilities and easy access to opportunities such as parks and trails. A general "lack of time" may also indicate a looming shortage of volunteers.

m) Accessibility for People with Disabilities

With the passing of the *Ontarians with Disabilities Act* (2001), municipalities are required to improve opportunities for people with disabilities through the identification, removal and prevention of barriers to participation. As parks and leisure facilities are developed and redeveloped within the City, it is expected that they will be designed according to the barrier-free access requirements of the Ontario Building Code. This includes, but is not limited to, ramps, automatic doors, appropriate washroom facilities, lower service counter heights, easy-to-read signage, adequate parking facilities. Furthermore, all leisure programs should be designed to be inclusive and appropriate modifications should be made to accommodate people with disabilities into the City's leisure programs. The City of Greater Sudbury has implemented processes and programs to achieve these objectives in an effort to remove and prevent barriers for people with disabilities.

### 3.2.3 Service Delivery Trends

What are the major issues that recreation departments across the province are dealing with and what are the best practices being implemented? While there are a number of service delivery trends, many fall under the general umbrella of "community development". One of the most critical service delivery issues is how to better support and enhance the volunteer effort that provides the core of the City's excellent recreation and leisure opportunities. The City of Greater Sudbury (and its former municipalities) have been implementing this concept for years.

On the whole, parks and recreation facilities are underfunded in most jurisdictions. This is a reoccurring theme in the parks and leisure journals at the provincial and national level. When money is in short supply, it is difficult to decide what projects and organizations should receive the scarce funding. Identifying core users, target markets and establishing user fees based on a "benefits-based" model would allow the City of Greater Sudbury to direct limited financial resources

to the areas that serve the broadest cross-section of the community as well as those who need them the most.

a) Volunteerism in Decline

Volunteers are the heart of Greater Sudbury's recreation delivery system and seen as one of the community's greatest assets. Unfortunately, trends indicate that, on a national scale, volunteers are declining in numbers, yet those who do volunteer are doing so more often. There continues to be a need to attract new volunteers and there are concerns that the "new senior" is not going to be drawn to volunteering to the extent of previous generations, thereby creating an even greater shortage in future years. On the bright side, mandated community service at the secondary school level presents opportunities to increase volunteers and instill these values at a younger age.

b) Performance Measures for the Recreation Sector

Performance measurement has changed over the past decade, with a shift from output measures (e.g., capital cost, payroll, number of registrants, etc.) to measuring outcomes (e.g., how the program benefited the community, health indicators, etc.).

c) Community Development

Community groups play a strong role in Greater Sudbury, however, they continue to face mounting challenges and many require additional support (e.g., grant writing assistance, direct funding, insurance coverage, etc.). With many funding opportunities outside of the municipal purse, it becomes essential that groups and the City work together to obtain and maximize limited funds.

d) User & Rental Fees

User fees are rising across the province. The challenge is to maintain equity and fairness and to ensure that lower income households are not excluded. In Greater Sudbury and across the province, risk assessment and liability are key issues and concerns. Higher insurance costs are driving up the cost of facility rentals and forcing some community organizations to seek other sources of funding or reduce the scope and scale of their programming.

e) Partnerships and Usage of Schools

Schools represent an important community recreation resource, however, the traditional school-municipal relationship is changing in most jurisdictions. Although not yet a significant issue in Greater Sudbury, increasing custodial and insurance costs has forced many schools to raise fees for community usage of their fields and facilities or to close their doors completely to non-school users. As a result, many community leisure groups that have depended on school facilities over the years are having to increase their fees or find alternative venues. In response to these concerns, many municipalities are trying to revise their joint-use agreements and are revisiting their partnership approach with schools.



Some of the significant partners in Greater Sudbury include Laurentian University, Cambrian College, College Boreal, Boards of Education, YMCA, FEDNOR and other federal/provincial funding initiatives, trail-related associations (e.g., snowmobiling, cross-country, etc.), playground associations and a wide variety of neighbourhood and community partners.

### 3.2.4 Winter Sports and Other Outdoor Trends and Opportunities

Winter is a unique season bringing with it its own pleasures and challenges (not the least of which is the variability of weather from year to year). The importance of winter recreation in northern climates cannot be overstated – the need to provide recreation opportunities in a winter environment may arguably be the most important service provided on a sustained basis as it provides relief from the potential drabness of winter and day-to-day pressures and provides a strong impetus for personal and community well-being. The following analysis concentrates on winter sport trends (with the notable exception of indoor arena sports).

#### a) Skiing-Downhill and Boarding

In 2003, 14.7% of Canadians ages 12 years and over skied (*Canadian Ski and Snowboard Industry 2003 Facts and Statistics*). Although snowboarding has attracted many new participants to ski hills over the past decade, the long-term prognosis for downhill skiing and boarding is one of decline due to the aging population profile. The latest survey by the Canadian Ski Council (2003) shows a 3.2% decline in participation from 2001 in downhill and cross-country skiing and snowboarding. The Canadian Ski Council projects a 21.9% decline in ski/boarder trips over the next fifteen years.

Sports organizations are implementing various programs in an attempt to counteract this trend by attracting young children to the sport. Skiing still dominates the alpine market with two-thirds more people skiing than snowboarding. While the majority of skiers are still under the age of 25, seniors are recognized as a niche market.

Despite a decline in the number of alpine skiers, 2001 and 2002 were some of the more successful skiing years in Canada in terms of number of skier visits. In Ontario, the number of visits per skier to ski hills was up 7%. Over the past 9 years, there has been a 19% increase in the number of alpine skier/board visits in Ontario. As such, it would appear that while the total number of skiers is declining, those who do ski are doing so more often.

#### b) Cross-Country Skiing

Modest growth in cross-country skiing has been noted in many jurisdictions in recent years and, given the flexibility and informal nature of cross-country skiing, it is possible that the sport will continue to remain popular to the aging population. The fitness aspects of cross-country skiing fit well with many identified trends, including greater interest in personal fitness and wellness, as well as the desire to recreate "on one's own time".

According to the 2003 Canadian Ski Council Study, cross-country skiing participation is much lower than downhill skiing or snowboarding. Cross Country Ontario statistics,

however, show modest growth within the sport. In Ontario the number of cross-country ski clubs has grown, as have adult club membership and the number of children registered in Jack Rabbit programs (by 25% and 13% between 2002 and 2003, respectively).

c) Snowmobiling

Snowmobiling is a growth industry, with ridership growing at an estimated rate of 10% per annum in recent years. From a demographic perspective, Greater Sudbury's aging population suits the typical snowmobiler profile; according to the International Snowmobiling Manufacturing Association, the average age of a snowmobiler is 41, with 17% being 60 years and over and 37% being 50 years and over.

The Ontario Federation of Snowmobile Clubs estimates that the industry generates \$1 billion in economic activity every year in Ontario. Furthermore, a recent study on the environmental impacts of snowmobiling reported that 25,000 foreign tourists use Ontario trails. With a snowmobile trail system that is 1,300 kilometres long and managed by 8 local member clubs, Greater Sudbury is well positioned to accommodate high levels of usage by both local and tourist populations.

d) Outdoor Rinks

Greater Sudbury's outdoor rink programs were frequently identified as a "strength" during the public consultation program. The rinks and programming rely heavily on volunteers and continued support for their community partners will be required to maintain them. The City's playground hockey program embodies the essence of the national "Ice Dreams" initiative of "providing unstructured play opportunities for girls and boys of all ages to get active in the outdoors during winter by playing hockey or other games".

e) Curling

Provincially, there are an estimated 270 curling clubs, of which 65 to 70 are located in Northern Ontario (including 7 in Greater Sudbury). Curling is experiencing modest growth in Ontario, particularly due to increased participation among students and older adults (the Ontario Curling Association estimates that membership grew by 3% to 4% in over the past year). There is also an emphasis on encouraging greater female participation, which has been dropping in recent years. Greater Sudbury has hosted high profile curling events in past years, which may have created additional interest in the sport locally. The City's local curling clubs are well positioned to accommodate any foreseeable increases in participation.

Throughout the province, clubs share many of the same issues that are of concern in Greater Sudbury, namely the condition of their aging facilities. A number of curling clubs across the province have taken advantage of Trillium grants, but this requires a degree of organizational capacity not present in all clubs.

f) Fishing

Trend literature consistently shows that fishing is highly popular outdoor activity and demographers have predicted future growth in recreational fishing. Greater Sudbury's over 300 lakes offer excellent opportunities for all ages to participate in this leisure activity.

g) Mountain Biking and Extreme Adventure Opportunities

Greater Sudbury's uneven terrain and significant trail opportunities make it attractive for mountain biking and other extreme adventure sports such as triathlons and eco-challenges, which have become popular television viewing events. Throughout North America, mountain bike racing and other related adventure opportunities are becoming big business and represent significant tourism opportunities.

## SECTION 4. PUBLIC INPUT

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The Master Plan is very much a community document that is driven by consultation with stakeholders and the general public. As such, a primary goal of this project was to obtain input from all levels of the community (e.g. residents, community groups, politicians, City Staff, etc.) on current and future parks, recreation, and leisure facility and service needs. This section contains an overview of each consultation event, along with a summary of the themes and issues raised.

### 4.1 Consultation Objectives and Techniques

The consultation process for the Parks, Open Space and Leisure Master Plan was guided by the following objectives:

- a) To inform the public of the purpose and scope of the project, emphasizing how the results may affect the provision of parks, facilities and services.
- b) To encourage members of the general public and interest groups to participate in the process.
- c) To promote the many opportunities to provide input and inform the public about how, when and where they can participate and provide feedback.
- d) To identify and explore the key issues surrounding parks, open space and leisure in Greater Sudbury.
- e) To achieve consensus with the general public, stakeholder groups, City staff, and City officials around the findings of the Plan and their relative priorities.

The public and City participation process involves the following consultation initiatives:

- a) five workshops with stakeholder groups and the general public;
- b) a stakeholder group survey distributed to 450 groups;
- c) interviews with key City staff;
- d) interviews with City Councilors and the Mayor; and
- e) four public meetings to present the draft Master Plan and receive feedback.

### 4.2 Public & Stakeholder Workshops

The purpose of the workshops was to engage the community in identifying, discussing, debating, and prioritizing specific issues and expectations relating to parks and leisure in Greater Sudbury. The sessions highlighted the importance that the community places on certain issues and encouraged discussion around potential solutions. Participants were encouraged to listen to the viewpoints of others and engage in problem-solving and consensus-building.

Five workshop meetings were organized to collect the community's input for the new Master Plan. The date and location of the sessions are listed below. All workshops were held from 7 p.m. to 9 p.m.

November 18, 2003	LaSalle Secondary School	Sudbury
November 18, 2003	TM Davies Community Centre	Lively
November 19, 2003	Chelmsford Arena Community Hall	Chelmsford
November 20, 2003	Valley East CSC/Library	Hanmer
November 20, 2003	Countryside Sports Complex	Sudbury

Approximately 16 to 30 residents attended each session. The number attending was excellent for the focus group format as it allowed all attendees to express their opinions and develop a consensus on the direction to be taken.

Awareness of the workshops was widespread as nearly 450 user groups were mailed a notice a month in advance of the meetings and notices were placed in local newspapers and in the local media during the week leading up to the workshops. Posters advertising the sessions were also placed in all municipal recreation facilities during the month of October. Those who attended provided an excellent cross-section of the community, and did a very good job of putting their own vested interests aside for dialogue on all aspects of leisure.

After a brief presentation by Consulting and City staff, the participants were divided into groups of approximately 10 people and asked to provide input on three fundamental questions. The following is a summary of the input that was provided at the sessions. Comments from each of the various sessions have been combined and grouped by category.

**a) What does your community do well?**

- i) Volunteerism - Participants were very pleased with the large amount of dedicated volunteers involved in community activities, as well as the involvement of service clubs and that residents were a 'Caring Community'.
- ii) Strong Natural Assets - Lakes, open spaces, and parks, with activities year round (i.e., Junction Creek, Rainbow Routes, Ramsey, etc.) are greatly valued by participants because they understand that these areas have potential for economic growth such as tourism.
- iii) Facilities - Numerous recreational facilities, such as recreation centres, baseball and soccer fields, are found throughout the City. Furthermore, the City's ability to host events, as well as parks such as Bell Park were also mentioned.
- iv) Service delivery - The success of the City's Leisure Guide was noted. Programs are also considered to be well run. In addition, it was indicated that there were many opportunities to get involved in a wide variety of recreational programs, such as hockey, soccer, curling, and dance, with an increasing numbers of participants.

**b) What does your community need?**

- i) Funding - A primary concern for participants was the lack of funds needed for overall management and maintenance of facilities and resources, and the ability to expand or improve them.
- ii) Service delivery - Lack of communication and co-ordination between user groups has caused an imbalance of facility usage, leading to closures, the over- or under- use of certain facilities, and ice allocation problems, especially noted by participants from the Barrydowne area. In addition, playgrounds need to be made more accessible for people with disabilities. Volunteers would like more support from the City either in training or in services provided to them (e.g., clerical and grant writing).
- iii) Multi-use facilities - Participants indicated that existing facilities needed to be upgraded, or new facilities built to fulfill needs of the community and to attract business opportunities from outside of the City. For example, multi-pads and all-weather sports complexes were noted by all communities, although participants from the Walden and Countryside areas also indicated a need for the promotion and awareness of art and cultural programs through creative outlets, such as art galleries and workshops.
- iv) Parks & Trails - Participants noted the need for trail linkages throughout City, as well as better signage and creating paved trails for multi-usage, such as walking, cycling, and rollerblading. Better park maintenance and lighting to increase park safety and deter vandals was also noted.

**c) How can these needs be addressed?**

- i) Service Delivery - The City should consider corporate involvement through partnerships with private businesses, non-profit, and local organizations, to generate development incentives and provide income to manage and maintain facilities. Volunteer support from the City through liability and insurance coverage, and better training, should also be considered. In addition, more staff and access to staff is needed to facilitate management of facilities, programs, and services. Nevertheless, participants of the Valley East and Chelmsford areas both indicated the need to decentralize some services, having local issues being dealt with by the old Municipalities.
- ii) Fundraising - It was suggested that the City utilize funds generated by the Casino and Racetrack slots to maintain and enhance recreational programs and facilities. Furthermore, fundraising practices should be better organized through the planning of large-scale events such as lotteries. It bears noting, however, that the City's portion of the funding from the casino/racetrack slots is applied to the City's general revenues (and, as such, is already "allocated") and that the municipality is not allowed to receive, either directly or indirectly, funding that is raised by way of lottery.
- iii) Community involvement - Community residents understand the importance of promoting a healthy lifestyle through involvement and participation in recreational activities. It was also suggested that the City allow local neighbourhoods and user groups to be more involved in the operation and decision making of recreational

facilities through the development of committees (e.g., community action networks). Through its community development function, the City is currently working with approximately 700 local groups in support of the activities of the Leisure Services Division, which also includes regular meetings with user groups to ensure open communication and appropriate facility management.

- iv) Parks and Trails - The City should consider implementing an approach whereby a facility could be "adopted" by the community in order to extend a trail system or improve park maintenance. Engaging interest groups might also help to determine the best park and trail practices.
- v) Youth - The development of youth programs in schools and the community was suggested. Also noted, was the provision of more recreational opportunities that today's youth will enjoy, such as skateboard parks and rollerblading areas.

### 4.3 Stakeholder Group Surveys

The City's Leisure Services Department distributed surveys to approximately 450 groups, including all organizations that are affiliated with the City, as well as all identified users of City parks and leisure facilities. Although many of these same groups were involved in the stakeholder workshops, the surveys have a slightly different focus and allow for the participating of a broader selection of groups. 125 surveys were received from a wide cross-section of interests.

The survey posed a number of open-ended questions to users largely dealing with issues such as what their organization's most pressing concern and what their current and future facility needs were. Because the groups responding were as varied as the leisure interests of the population, it would not be appropriate to merely summarize their concerns in this section. Instead, specific concerns and ideas raised by the community groups have been integrated into the relevant topic-specific section of this Plan (e.g., baseball group comments are noted under ball diamonds).

There were, however, some common themes that seem to apply to most groups completing the survey, those being:

- the rising costs of insurance and the inability to continue some programs as a result;
- concerns over facility closures and the impacts this will have on groups;
- facilities and parks being poorly maintained due to a lack of appropriate funding at the municipal level;
- the need for more trails; and
- the need for more activities for youth.

Lastly, the survey contained a closed-ended question that provides an indication of how this disparate group of stakeholders views various aspects of local parks/facilities. These results are listed on the next page.

*"Using a scale from 1 to 5, where 1 is "extremely poor" and 5 is extremely good", how would you rate the facility or park that you use the most for...?"*

Location	4.32
Quality of Staff	4.27
Hours of Operation	4
Overall Adequacy	3.82
Maintenance	3.66
Cost of Use	3.53

As a group, stakeholders generally feel that the location of the facilities they use the most is the best quality, followed closely by the quality of the staff (where applicable). Cost of use and maintenance were the items that most often described as being poor to good. These are areas that the City will have to address through this Master Plan.

#### 4.4 Staff Interviews

The Consultant conducted interviews with approximately 25 Key City staff in October and November 2003. Those interviewed represent a cross-section of interests and functional departments. The majority of interviews were conducted in-person and face-to-face, while some select interviews were done in small groups or over the telephone. The following is a summary of the key issues and ideas generated by these interviews:

##### **a) Changes in Sports and Leisure Participation in Recent Years**

- i) Declining Sport Participation - Staff noted a decline in youth participation in minor hockey and baseball. On the other hand, a greater interest in individual sports, such as skateboarding was noted. Participation in cross-country skiing and downhill skiing have also increased. Generally, there is a shift to more individual activities (e.g., walking / demand for trails).
- ii) Community Focus - In the past, playgrounds and neighbourhood parks used to be the focal point of a community. Now, multi-use facilities are the gathering places.
- iii) Community Development - There is a greater need to communicate with residents and engage them in the planning of programs. The whole culture of "risk management", however, is a deterrent to involving residents more directly.
- iv) Active Aging - Seniors are more active and, as a result, the recreation needs of seniors in the past (e.g., horseshoe pits and shuffleboard) are changing.

##### **b) Issues, Obstacles, and Constraints**

- i) Inadequate Level of Service - There is a sense that there is not enough time or resources to provide an adequate level of service to the community. Given the size of the City, it is also difficult to provide the same level of service to all areas.



- ii) Aging & Surplus Infrastructure - Concerns were expressed regarding the City's aging infrastructure. It was also felt that the City has too many facilities, thereby creating a situation where there is considerable excess capacity. Despite this, the closing of facilities is heavily criticized by the communities in which they are located. Although the City is closing facilities due to high cost and under-use, many residents feel that the remaining facilities are outdated and are not generating adequate profits.
- iii) Assessment Base/Economic Development - Considerable out-migration is detrimentally impacting the City's assessment base and revenue and this concern will likely persist into the future. Most criticism related to inadequate service levels (e.g., the lack of multi-use complexes and maintenance of roads, parks, and recreational facilities) have been a result of insufficient funds needed to maintain and improve them. The City needs to grow and to create jobs in order to improve service levels.
- iv) Community Identity - No unique community identity exists yet for the City of Greater Sudbury as people very strongly identify with the settlement area in which they live (and less strongly with the former Town/City). In many ways, amalgamation has created an "us vs. them" mentality and it has been difficult to gain consensus across the new City on key matters. There is a feeling of lack of trust and alienation between communities.
- v) Declining/Small Population - The City's declining population, in particular the loss of the younger people, is a growing concern especially as it relates to the City's assessment base. Added to this is the aging population and whether the City has the resources to address their needs.
- vi) Need to Define Roles - There is a need to define the City's core mandate and the clearly define the roles of departments and staff.

### **c) Opportunities**

- i) Partnerships - The City needs to develop a process to pursue and develop partnerships with third parties for facility development and/or operation. Suggested partners for the City included community groups, the Province, the Federal Government as well as private providers.
- ii) Attracting Investment & Residents - Parks and recreation are important components of a community's quality of life and by improving/expanding leisure opportunities, the City could attract more industry and more residents, especially younger adults.
- iii) User Fees - The financial bottom line may require the City to increase user fees and move toward a system that stresses full cost recovery for its services. On the other hand, there is believed to be a direct correlation between cost and usage; if fees are raised, then fewer people will participate, making the service less affordable and accessible. Operating like a "business" and operating like a "social service" (which municipal recreation is) are mutually exclusive directions that are difficult to integrate. The City needs to develop a policy statement to guide its decision-making in this regard.

- iv) Improving Relations / Communication with the Community - With the recent facility closures, there is a need to better inform the public about the rationale behind decisions. Furthermore, key issues (e.g., user fees) could be explored with the public through the establishment of advisory groups.

**d) Improving Internal Operations**

There is a feeling that communication within the various departments, as well as between departments, could be improved. Cross- functional working groups were suggested as a possible means of enhancing internal communication and cooperation. Given the importance of economic development to the City, more cooperation with this department would also be useful to ensure that each department is working toward the same goals in an integrated manner.

Opinions regarding staffing levels were varied. There was, however, consensus that the City needed more Community Development officers, a decision that City Council backed shortly after the interviews were undertaken.

**e) Things the City needs to Improve upon with regard to Parks, Open Space and Leisure**

- i) Programming - While programs are excellent for young children, at a certain age the programs are not available; this is evident for teens (no skateboarding, basketball is limited) but is also a concern for adults. Furthermore, there is a need to blend life skills with leisure programs.
- ii) Volunteer support and recruiting
- iii) Facility budgeting
- iv) Bringing the community together
- v) Harmonizing user fees across the City
- vi) Need more skateboard facilities
- vii) Ski hill operations (should the City be re-opening them?)
- viii) Desire to develop twin-pad arenas
- ix) Need to market the City to residents/tourists (e.g., trails, Bell Park, etc.)
- x) Need to promote sport tourism and providing required tournament facilities
- xi) Need to earmark adequate funds for development of trail connections
- xii) Need to establish partnerships with community groups and private sector
- xiii) Need to maintain playfields and parks; soccer fields are over-used
- xiv) Need to refocus priorities (e.g., less emphasis on hockey and more on passive spaces like trails and lakes)
- xv) Need to redevelop playgrounds
- xvi) Need to consult more with the community

**f) Things the City does well with regard to Parks, Open Space and Leisure**

- i) Programming
- ii) Partnering with other groups (but need to do more)
- iii) Bell Park and the Boardwalk
- iv) Library services

- v) Best wilderness space in North America (Ramsey Lake, Windy Lake, Fairbank Lake Park, the Vermillion Delta Bird Sanctuary)
- vi) Rainbow Routes (non-profit organization that facilitates trail development)
- vii) Citizen Services Centres
- viii) Management of arenas, parks and trails
- ix) Maintaining the diversity of each community
- x) Community improvement projects
- xi) Beaches
- xii) Leisure Guide
- xiii) Neighbourhood ice rinks
- xiv) Ice allocation
- xv) Working relationship with the School Boards

#### **g) Gap Areas**

Many staff felt that the issue was not one of facility supply, but rather the need to make more effective use of all facilities. There may even be a need to reduce the number of facilities. There must also be a recognition that geographic equity is not feasible, nor is it desired due to the unique aspects and needs of each community.

Others indicated that there is a need to shift resources. For example, the number of baseball diamonds should be reduced and the land used to develop more soccer fields. Given the shortage of flat land, geography is a key determinant in facility location.

#### **h) Short-term Priorities** (in no particular order)

- i) address the growing interest in individual activities (e.g., gymnastics, mountain biking, cross-country running, cross-country skiing, etc.)
- ii) implement the Trans Canada Trail Master Plan; Improve trail maintenance and linkage development
- iii) tailor services meet the demographic shifts; the City needs to communicate to the public that these shifts are occurring
- iv) focus on healthy living, especially exercise for children
- v) improve facilities to capture the sport tourism market
- vi) improve soccer fields and support facilities
- vii) better define policies for special events (e.g., different costs for different users; free services vs. paid serves, etc.)
- viii) facilities are in poor condition; need to spend more on maintenance/ renovation
- ix) concentrate on doing a few things well, rather than many areas poorly
- x) develop multi-purpose facilities

## **4.5 Councillor Interviews**

The Consultant conducted interviews with the Mayor in November 2003 and all Councillors in January 2004. All of the interviews were conducted in-person and face-to-face. A list of questions similar to that covered with City staff was provided to Councillors in advance of the interviews and served as a useful guide.

The key issues identified by the Councillors reflected issues heard also from the public and staff. Although there was a concern for maintaining what exists in the peripheral communities, there was also strong support for new centralized and cost effective facilities.

**a) Trails / Bike Paths**

All Councillors supported the issue of developing better and more trails and bike paths. Suggestions ranged from the need to be able to bike to work to ensuring that trails are properly design in order to maintain the safety of users.

**b) Volunteers**

All Councillors were grateful for the strong existing volunteer base and supported the idea of providing the volunteers with community development officers, marketing assistance, and greater appreciation for their contributions. All felt the playground program was a wonderful asset.

**c) Arenas**

There was not agreement on the perfect solution to declining arena usage, yet most felt that the existing arenas, which are perceived as key community facilities, need to be maintained. Most favoured the development of a multi-pad facility, though all did not agree on the number of ice pads required at the same location (e.g., 2 or 4). Suggestions included twinning Countryside Arena, twinning Garson Arena, and building new facilities near LaSalle Blvd. and Notre Dame Ave.

**d) Teens & Older Adults**

Most Councillors believed more is needed to be done to address the leisure needs of teenagers and older adults. For older adults, the desire for more trails and programming prevailed. For teens, there were no easy answers, however, community centres were seen as the main programming locations for this age group (and older adults as well).

**e) Tourism**

All Councillors expressed great pride in the City and its wonderful natural resources and are hopeful that they can share the City with an increasing number of tourists. Specific examples for boosting tourism included the promotion of High Falls, more people-friendly commercialism of Ramsey Lake, and the development of multi-pad arena/community centre capable of accommodating tournaments and attracting families to Greater Sudbury.

**f) Pools**

There was no real consensus regarding the preferred approach surrounding the provision of indoor pools. Some expressed a concern about the closure of R.G. Dow Pool, others indicated a desire to see a new pool built in Chelmsford and others suggested developing volunteer boards to help manage, fundraise and promote pool usage in an attempt to offset the considerable operating costs.

## 4.6 Public Meetings

Public meetings were held at the following locations to present the draft Master Plan:

May 18, 2004	McClelland Community Centre/Arena	Sudbury - Copper Cliff
May 18, 2004	Dowling Civic Leisure Centre	Dowling
May 19, 2004	Le Carrefour Socioculturel Senator Rhéal Belisle Social Centre	Bleazard Valley
May 19, 2004	Garson Community Centre/Arena	Garson

Approximately 15 to 30 residents attended each meeting and were given an opportunity to express their opinions pertaining to the City's draft Master Plan. Comment sheets were provided at the sessions to enable participants to supplement their verbal comments with written correspondence. A media release posted on the City's web site also encouraged the public to provide written submissions. To facilitate review of the draft Master Plan, copies were available for viewing on the City's web site and at all Citizen Service Centres prior to the public meetings.

The key themes, issues and concerns raised through the final round of public consultation (i.e., public meetings and written submissions) were similar to those expressed during the initial round (i.e., surveys, interviews, and workshops) and have been incorporated into this version of the Plan where appropriate.

## SECTION 5. LEISURE SERVICE DELIVERY SYSTEM

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### 5.1 Overview

This section contains an assessment of the recreation and leisure delivery system in Greater Sudbury, including both municipal and non-municipal providers. Specifically, this part of the Plan addresses the City's role in the provision of recreational services, what that role has been in the past, and what it should be in the future. Considering the City's level of involvement in recreational services, three basic areas are addressed:

- departmental structure and responsibilities (who does what and what structural changes are needed);
- the services that the City has an obligation to provide (core services) and to what degree the services should be supported by taxpayers (user fees and subsidies); and
- the roles of our partners (community organizations, school boards, private sector, etc.).

The public has confirmed the importance of the City's role in the provision of recreational services. While the City has undergone considerable organizational and social change in recent years, there continues to be a need to make services more accessible and affordable to residents and, in so doing, keeping residents in a position to play a significant role in service provision.

The City of Greater Sudbury will continue to carry the responsibility for ensuring that the leisure needs of residents are being addressed. For example, there are some direct services that will continue to be a City responsibility, most notably in the area of infrastructure provision. In line with provincial and national trends, a considerable role with regard to recreation is seen for the City's partners, including community groups, the not-for-profit and voluntary sector, other public providers, and the private sector.

Ultimately, the responsibility for ensuring that recreational needs are being met rests with the City. The City will directly manage the leisure system through coordination, facilitation, support, and direct programming only in areas where adequate community capacity does not exist and where the City is identified as being the best provider. Together, the City and its community partners will deliver recreational services in the City of Greater Sudbury; who does what will be based on the abilities of each partner, including the City, to deliver the service in an effective, efficient, and affordable manner.

While major roles are seen for community partners, the City of Greater Sudbury will have three key responsibilities in this "strengths-based" delivery system:

- Manager and coordinator, overseeing the entire leisure system.
- Delivering the services it does best (e.g., planning, developing, and managing parks and open spaces; community development; providing an adequate complement of community recreation facilities, etc.).
- Filling in the gaps (e.g., the City will assume responsibility for delivering services for its target markets, including people with disabilities, if no suitable community partner exists to deliver the service). Gaps can be caused by a lack of appropriate alternate service

providers due to, but not limited to, geographic, monetary, cultural, physical, communicational, attitudinal, and/or technological barriers.

This is not a new role for the City. Previous task forces have recommended that the City fully embrace a community development model for leisure services and the City has proceeded in that direction, having recently re-organized to increase the number of community development officers to properly fulfill this role. Furthermore, in developing municipal leisure programs, the City attempts to fill specific gaps in the community where volunteer capacity does not exist. Programs are developed in response to the varied needs of each community.

## 5.2 Organizational Structure & Programming

The Citizen and Leisure Services Department contains three primary operating divisions: Citizen Services, Leisure Services, and Sudbury Transit. The proponent of this Master Plan – the Leisure Services Division – is responsible for the following services:

- leisure programs, grants, special events, community development
- parks, playgrounds and playfield services
- sports and fitness centre operation
- ski hill services
- community hall operations
- waterfront/swimming pools
- community arenas/centres
- Sudbury Community Arena

Specifically, the Division is responsible for the following detailed activities:

- production of the Leisure Guide;
- maintenance and programming of 14 arenas (15 ice pads), 4 aquatic centres, numerous baseball and soccer fields, 24 community centres and halls, 6 fitness centres, 2 ski hills, etc.;
- rental of halls, pools, arenas, picnic pavilions, etc.;
- marketing of programs and activities;
- parks services;
- running Camp Sudaca and Camp Wassakwa plus specialized arts and sports camps;
- programming and activities, including:
  - a) 29 neighbourhood playgrounds
  - b) powerskating, skateboarding, tennis, and beach volleyball programs
  - c) 9 youth general interest
  - d) over 100 summer programs and lessons at five pools
  - e) 150 community events and tournaments per year
  - f) 39 adult general interest programs
  - g) facilitating the delivery of programs at 6 youth drop-in centres and 16 older adult program centres

- providing assistance to:
  - 37 arts and cultural groups
  - 3 badminton clubs
  - 34 baseball/softball organizations
  - 5 basketball leagues
  - 5 boating clubs
  - 3 bowling leagues
  - 8 curling clubs
  - 1 cycling club
  - 8 environmental groups
  - 6 fitness clubs
  - 2 football groups
  - 4 gymnasium clubs
  - 7 hiking clubs
  - 11 hobby clubs
  - 5 hunting/fishing organizations
  - 1 karaoke club
  - 1 lacrosse league
  - 52 neighbourhood associations
  - 44 older adult organizations
  - 43 hockey & ringette leagues
  - 9 skating clubs
  - 9 cross-country clubs
  - 5 downhill skiing groups
  - 18 soccer clubs
  - 2 Special Olympics organizations
  - 4 squash groups
  - 3 swing dancing clubs
  - 1 tennis club
  - 3 volleyball leagues
  - 5 youth groups

Parks Maintenance was recently transferred from the Public Works Department to Leisure Services in order to assign full control of the resources assigned to parks maintenance, together with the accountability for the use and allocation of those resources, to one department.

#### Action Plans

- ★ The City should maintain and/or increase staffing in the areas of community development, enhanced volunteer training and leadership, seniors programming, youth services (especially for youth-at-risk), arena management and maintenance where warranted.

### 5.3 Community Development

“Community” in this Plan refers both to geography (the location in the City we live) as well as “communities of interest” (e.g., individuals who share a common heritage, language, and belief or shared interest, etc.)

“Community development” in simple terms means helping or enabling communities to help themselves. In the context of this Master Plan, it is a process whereby neighbourhood, youth, seniors and volunteers in general will become more involved in deciding what should be provided and will play a more significant and direct role in service provision and creating a healthy community.

“Community capacity building” means the resources that the City will offer to individual communities in order that they can take greater responsibility for the delivery of recreational services. While every community has assets, not every community is on an equal footing with respect to community infrastructure. Some may lack a strong volunteer base or the organizational capacity to manage funds or assume programming or service responsibilities.

The emphasis in this Master Plan is on an asset-based approach to community development. This means identifying and mobilizing community assets so that the City’s partners in recreation can



play a more hands-on role in providing locally-based leisure activities that meet the unique needs of that community.

In order for community development to be effective, it must have administrative support, access to facilities, seed money, proper training opportunities, and a strong core of volunteers.

The City of Greater Sudbury currently supports community development in the following ways:

- Providing staff resources to community development initiatives (six community development officers plus one manager);
- Providing access to the City administration for local community associations to address local concerns;
- Educating and assisting volunteers in achieving their objectives; and
- Assisting on special projects.

Two additional Community Development Officers were recently added to the existing staff complement of four – this will provide one community development officer per ward and enable the City to have Community Action Networks (CAN) in each ward. CANs provide a mechanism to engage the public in civic matters and community life and to empower citizens to work together to solve concerns, pursue community development opportunities and, ultimately, to achieve a higher quality of life. CANs have been identified as an important component of the strategy to implement the Healthy Communities Model in the City. The City has set a goal of establishing at least three CANs per Ward by the end of 2004.

Some areas of the City are well on the way to assuming the expanded role in service delivery that this Master Plan envisions. Renewed efforts in community development and capacity building, however, are required so that our community partners in all geographic territories in the City may be in a position to manage local facilities and deliver programs.

Community groups indicated that the City's priorities for funding are not clear. By establishing strategic priorities, this issue has been addressed in the Master Plan. There are, however a number of non-municipal funding sources that are available and the City should ensure that those involved in the delivery of services are aware of all potential funding sources. There is also a need to make funding partners aware of the guiding principles and action plans of this Master Plan.

Another area that falls under the realm of community development is volunteer services. Volunteers are the backbone of the recreation delivery system. For example, volunteers deliver all the minor sports programs in Greater Sudbury, as well as most of the playground and outdoor ice rink programs. The public consultation process revealed that the residents of Greater Sudbury see the volunteer organization as both one of their greatest assets, but also one of their greatest concerns. Nationally, volunteerism is in decline and Greater Sudbury is not immune to this trend. As the number of volunteers declines, more resources will be needed for volunteer training and recruitment. One of the emerging issues is the need for liability insurance for volunteers acting in the public interest. School boards for example are now requiring insurance when user groups use school facilities.

The City should acquaint community partners with existing sources of funding, municipal and non-municipal and work with other funding partners to offer periodic funders forums.

The City should clearly define its responsibilities towards volunteers, including the definition of roles and responsibilities and parameters for their involvement in the delivery of City services. As a general principle, the City will support volunteers by offering training in organizational development, providing advertising and promoting increased recognition of volunteers through such organizations as the sports council.

#### Action Plans

★ The City should:

- continue to direct sufficient resources to community development;
- assist in the development of one or more Community Action Networks in each ward;
- develop training models and allocate staff resources to community capacity building;
- help groups with governance, codes of conduct for board membership, board recruitment strategies, leadership and auditing practices;
- assist in volunteer training and recruitment (recruiting from the private sector);
- assist groups in identifying alternate sources of funding; and
- provide City liability insurance where feasible and/or assist community groups in meeting insurance requirements.

### 5.4 Sport Tourism & the Public Interest

The public consultation process also revealed that the residents see the promotion of sports tourism as a desirable objective, particularly if it builds off of the natural beauty of the area. The provision of single-use facilities rather than multi-use facilities, however, is a drawback for attracting tournaments and competitions. Outlying communities also noted the absence of hotel accommodation should they attract a tournament to their area.

When pursuing major sporting, cultural or special events, the City should continue to consider the needs of local residents and the facility requirements identified in this Plan as the City's primary responsibility. Although it is recognized that special events and tournaments often provide economic benefits to local recreation organizations and the City as a whole, any new facilities that may be required should meet the recreational activity needs of Greater Sudbury citizens first and foremost.

#### Action Plans

- ★ Greater Sudbury residents should not be displaced by non-local events, be they professional sporting events or amateur events. When a major event will impact directly on a user group or on an adjacent community, every effort should be made to balance the local interest with the broader corporate goal of bringing revenue to the City. Should multiple facility development occur, it should be located sufficiently close to existing accommodations.

## 5.5 Promotion / Signage Program

Lack of awareness of local parks and facilities has been raised as an issue through the public consultation program. Despite the preparation of an excellent Leisure Guide, there is a need to further publicize the City's resources. Adding to this issue is the creation of one City and residents not being familiar with facilities in other areas of Greater Sudbury. An ideal starting point would be through the development of a park and leisure facility map to be published in the City's Leisure Guide and made available on Greater Sudbury's website.

Furthermore, City parks and leisure facilities lack appropriate, standardized directional signs, park entrance signs and park rules signs. Signs would greatly assist users and tourists in locating parks and facilities. A consistent sign design would also help to separate municipal parks from private lands, thereby mitigating safety, liability and trespassing concerns.

### Action Plans

- ★ Maps of major facilities should be published in the City's Leisure Guide and made available on Greater Sudbury's website.
- ★ A Citywide signage program should be initiated to locate and identify City parks and leisure facilities and to promote park user safety.

## 5.6 Responding to Community Requests

Every year, the City receives numerous requests from community organizations seeking financial assistance in one form or another. Given the extent of the City's aging recreational infrastructure, it is critical that the City direct its limited resources to identified priority areas.

The Leisure Services Division maintains a number of funds that are used to assist community organizations and neighbourhood groups with the delivery of services and improvement of facilities, including a Community Improvement Fund and a Neighbourhood Participation Fund. In recent and current budgets, these two programs have been allocated \$200,000 and \$150,000 per year, respectively. Additional funds (which are budgeted annually) are also available to assist community organizations, including Arts and Culture Grants (approximately \$225,000), Community Centre Grants for the five non-city-owned community centres (\$70,000), Seniors' Groups Grants (approximately \$57,000), and Neighbourhood Playground Association Grants (\$52,000).

### Action Plans

- ★ The City should assess requests for financial assistance, facilities or programs in the area of recreation giving consideration to the following decision-making framework and the availability of funds. Individuals or groups seeking assistance from the City should be able to provide answers to the following questions:
  - Does the City of Greater Sudbury have a role to play in providing the service?
  - Is the requested service area an identified core service?

- Does the project serve an identified target market or achieve a target benefit?
- How does the request fit into the Master Plan's overall priorities?
- Is there demonstrated current and long-term community need for the project? (need is generally defined by demographics, participant data and existing supply, trends)
- What is the existing service standard (if applicable)? Report on the existing supply of facilities/programs.
- Is there demonstrated community support for the project?
- Is the project intended to serve an identified high need population?
- What level of commitment (financial and human resources) does the requesting individual or organizational bring to the project?
- Could the needs be addressed by an alternate provider?
- Does the organization requesting funds have the capacity/resources to manage or run the requested program?

## 5.7 Partners in Recreation

There are over 700 community groups and organizations in Greater Sudbury involved either in the provision of recreation and leisure services as service users or as service coordinators. Amongst these organizations, there are some key partners who should be acknowledged as our major partners and who should be actively engaged in the planning and development of new facilities. These primarily public and quasi-public institutions offer partnership opportunities, either in the provision of land for development, joint use of facilities or the use of existing facilities. The City should recognize the following organizations as its major partners in recreation, including (but not limited to) Schools Boards, Greater Sudbury Public Library, YMCA, and key community-based leisure organizations. The identified "major partners" are public and quasi-public organizations which the City recognizes as partners who offer potential partnership opportunities either in the provision of land for development, joint use of new facilities or the use of existing facilities. These agencies and groups should be actively engaged in the planning and development of new and redeveloped facilities.

### Action Plans

- ★ In order to provide the best possible leisure system for residents of Greater Sudbury, the City, the not-for-profit sector, and the private sector need to work together in delivering services and facilities and ensuring that they are physically, financially, socially, and geographically accessible to the greatest extent possible. The City needs to maintain its working relationship with the School Boards, the University, the Colleges, the YMCA, community organizations and athletic associations to ensure that existing resources are maximized and that efforts are not duplicated.
- ★ Opportunities for partnerships with the public, not-for-profit, and/or private sector in the provision of major new recreation facilities should be investigated as part of the planning and development process for new and redeveloped facilities.

- ★ The City should, in consultation with its partners in recreation, identify the core competency of each partner as a means of determining new and expanded roles and consider entering into new purchase of service agreements where they are necessary and appropriate.
- ★ The City should bring its partners in recreation together for an annual forum and will seek to increase the flow of information to and from its partners in order to avoid duplication of service. The only way that the City can hope to meet the leisure needs of its current and future citizens will be to work cooperatively and proactively with its partners in recreation.

#### 5.7.1 School Boards

The Master Plan seeks to build upon the existing tradition of partnerships between the City of Greater Sudbury and other agencies and organizations in the provision of facilities for recreation. The City of Greater Sudbury and two of the local school boards (the Rainbow District School Board and the Sudbury Catholic District School Board) currently share some facilities through joint use agreements established in the 1970s under the former municipal structure. Other, less formalized agreements exist with Le Conseil Scolaire de District du Grand Nord De L'Ontario and Le Conseil Scolaire de District Catholique du Nouvel-Ontario. These agreements enable the City to gain access to school facilities and fields on evenings and weekends for recreation and leisure programs run by the City or its affiliated organizations. In turn, school boards are given free access to select indoor and outdoor City facilities. The school board is responsible for the maintenance of its facilities and fields and vice versa for the City. The agreements are renewed on an annual basis. No formal agreements exist with Laurentian University, Cambrian College or College Boreal.

The specifics of the joint use agreements with the school boards are not the subject of the Master Plan. However, it is clear that continued access to school board facilities is an important element in the City's recreation services program and efforts should be made to ensure the continuance of the joint use of facilities. As in other municipalities in Ontario, joint use agreements are essential forms of partnership to provide facilities that meet the demand from the broad range of community users. The Master Plan assumes that the City of Greater Sudbury will continue to obtain access to school facilities for its programs and that school board facilities will continue to be available, to some extent, to community user groups who may rent facilities from the boards. School boards require community groups to provide a certificate of liability insurance prior to authorizing them to use their facility. As mentioned earlier, insurance requirements at school and city facilities are a major obstacle for community organizations.

#### Action Plans

- ★ City-School partnerships are not new to Greater Sudbury, however, there is a need to continue to pursue future opportunities in order to maximize financial and community resources. For example, in 2003, the City and local soccer groups contributed toward the development of three soccer fields at a school site owned by Le Conseil Scolaire de District Catholique du Nouvel-Ontario. The new fields will be scheduled for both school and community use.

- ★ In order to maximize the effectiveness of the City-School Board partnerships, it is recommended that consideration be given to the following:
  - further discussions between the City of Greater Sudbury and the School Boards in regard to ensuring efficient and affordable access to School Board facilities by the City of Greater Sudbury (recreation programs) and user groups; and
  - the School Boards should consult with the City of Greater Sudbury when planning to develop or close schools; the City should be given the option to purchase abandoned schools/school yards.

### 5.7.2 Volunteer Playground Associations

Volunteer Playground Associations play a significant role in the delivery of neighbourhood-based programs (e.g., outdoor skating, special events, etc.). There are numerous Playground Associations in the City, each of which offer a wide range of activities without direct subsidization from the City, although different service levels existing in each area prior to amalgamation. For example, the use of volunteers for playgrounds/outdoor rinks in the former City of Sudbury and Towns of Onaping Falls and Nickel Centre were supplemented with paid staff to run the facilities and perform other duties; in other areas, municipal staff only provided a base level of maintenance. Amalgamation has required the City to harmonize these different service levels across the City of Greater Sudbury, resulting in reduced service for some areas and increased service in others.

#### Action Plans

- ★ The City should continue to work with the volunteer playground associations to ensure that this essential service (e.g., playgrounds, community events, outdoor rinks, etc.) is offered at the local level and is equitably supported.

## 5.8 Service & Facility Partnerships

### 5.8.1 Overview

Over the past decade, municipalities have experienced unprecedented change in the delivery of services and the management of leisure facilities. Pressures caused by shrinking budgets, reduction or elimination of capital funds, increasing influences of technology, shifts in participation trends, and calls for increased operating efficiencies have caused many municipalities to search for new and creative ways of doing business. Moreover, the need to adopt more financially prudent methods of leisure service delivery has caused many communities to examine new forms of alliances, agreements, and partnerships.

Recreation and parks services have traditionally been provided using a variety of alternative delivery approaches. Joint ventures and partnerships between municipalities and community groups have a long history and the contracting out of certain maintenance functions is relatively commonplace. Furthermore, joint use agreements with school boards have been instituted with varying degrees of success for many years. The difference now seems to be an increased focus on financial benefits and the emergence of new potential service providers from the private sector.

As municipalities face the challenge of providing quality leisure programs and services at the right cost, new types of alternative service delivery methods and arrangements with outside interests have become increasingly attractive. These arrangements are usually designed to share the costs, risks, and benefits of particular initiatives while remaining sensitive to the program requirements of the selected target audience. As mentioned earlier, many of these collaborative arrangements already exist. However, there appears to be mounting enthusiasm at both staff and political levels to examine non-traditional and new collaborative possibilities.

Partnerships, collaboration, and alternate service delivery models will continue as significant considerations. Given the significant evolution of partnership concepts and the emergence of new types of arrangements between municipalities and customary, as well as non-traditional partners, it may be useful to re-examine elements of the Greater Sudbury's service delivery options review framework to ensure that it is applicable to a wide range of alternatives and circumstances that might be presented to the City for consideration.

In the broadest sense, a public-private partnership is any significant relationship between a public sector entity and private sector enterprises, for which providing a product or service is the primary objective. A public-public partnership involves any collaboration between public-sector organizations or between the public sector and not-for-profit organizations. These arrangements may involve the development of facilities, products or the delivery, implementation and monitoring of services. In the sphere of recreation and leisure services, public-public partnerships may include various joint-use agreements pertaining to the use of recreation facilities. Development projects that have involved joint financing by different levels of government can also be classified as partnerships. Similarly, the development and delivery of certain public services to the community by not-for-profit groups (including recreation services and programs) is also an emerging form of partnership with the public sector.

Historically, various partnerships between the public and voluntary sectors have been more prevalent than contractual collaboration between the public and private sectors. The latter represents a more recent phenomenon in Canada and mirrors the growth in public-private partnerships in other leading economies. Indeed, the growth of public-private partnerships can be viewed as a distinct alternative to the historical role of the public and institutional sectors in building, owning and operating community facilities.

### Action Plans

- ★ The City should, where appropriate, consider entering into partnerships with public, not-for-profit, and/or private organizations in developing, financing, operating, and/or maintaining recreation facilities or services in an effort to better serve the residents of Greater Sudbury through improving cost efficiency, customer service, and accessibility.

### 5.8.2 Reasons for Partnering

The rationale for engaging in public/public or public/private partnerships is, in theory, most clearly rooted in the need to achieve resource efficiency. If properly executed, they allow for public services and facilities to be provided in a more efficient and cost effective manner, using the qualities and strengths of each partner. The role of the City in such partnerships must, however,

reflect the need for transparency of operations and accountability to the community. Such precepts may require specific business and contractual arrangements to be put in place which enable the review of performance of the partnership and which allow for penalty or reward for failing to meet, or exceeding, revenue targets or service standards.

**Table 5-1** contains a sampling of reasons for considering a public/private partnerships approach.

**TABLE 5-1: Reasons for Considering a Public-Private Partnership**

<b>REASON</b>	<b>DESCRIPTION</b>
<b>Construction Cost Savings</b>	Combining design and construction components under one private partner can result in significant cost savings through a “phased in” construction schedule, faster procurement, and a reduction in the risk of cost and time overrun.
<b>Operational Savings</b>	In some cases, private sector service providers are able to reduce operating costs through the operation of multiple facilities, the sharing of specialized labour, bulk supplies purchasing, the use of centralized administrative staff, and more flexible compensation arrangements. These savings are often enhanced when the private partner is involved at the infrastructure design stage.
<b>Faster Implementation</b>	By dealing with fewer service providers, combining the design and construction, reducing procurement time, and accelerating capital financing, required infrastructure may be introduced faster and less expensively.
<b>Risk Sharing</b>	Under traditional procurement practices, governments assume all risk associated with serviced delivery. Privatization allows the transfer of some risk such as that associated with cost overruns market fluctuations, ongoing maintenance, environmental regulatory compensation, etc.
<b>Increased Financing Options</b>	The wide range of financing options and the flexibility available to the private sector (i.e. the ability to periodically refinance debt of use financial innovation) may, in some instances, reduce the cost of project capital.
<b>Enhanced Public Management</b>	In allowing a greater role for the private sector in the provision of municipal infrastructure, local government managers are able to spend more time planning and monitoring results as opposed to managing the resources required to provide public services.
<b>Increased Public Sector Revenues</b>	Privatization may provide municipalities with new sources of revenue in the form of property taxes, lease or franchise payments, or profit sharing agreements.
<b>Realizing the Value of Under-utilized Assets</b>	Creative development projects combined with intensified marketing initiatives by private sector providers may succeed in increasing the use of a particular asset to reflect potential value.
<b>Enhanced Facility Maintenance</b>	Municipalities are often reluctant or unable to dedicate appropriate funds for ongoing maintenance of facilities despite the long term savings it may generate. Depending upon the structure of the partnership, private partners are motivated to protect the value of their assets and invest in equipment and machinery that leads to increased efficiency.
<b>True Costing and True Value</b>	The price of municipal services, in the form of user charges or the general tax rate, seldom reflects the full cost of the service (i.e. depreciation, risk capture, overhead, etc.) Among its other benefits, the PPP process forces municipalities to determine the real cost of service delivery.
<b>Arms Length Independence</b>	Privatization often facilitate the efficient and needs based delivery of services by removing political influences from day to day operations.



### 5.8.3 Partnership Opportunities Audit

An opportunity audit is a series of steps which is essentially a filtering process that helps the City narrow down to a set of high priority, well defined projects for partnerships that will be pursued.

Not only should the City identify the opportunities for which the partnership concept is a reasonable candidate, it should also identify the conditions and implications associated with each opportunity. This will involve an audit, segmenting the range of services and/or facilities that may be considered within an alternative service delivery model. The following steps may be considered:

- Identify a range of services/facilities that may be potential partnership candidates.
- Determine cost and revenue implications of the traditional municipal model.
- Determine potential partner contributions to the project.
- Identify potential partners.
- Determine appropriate public sector contribution to the project.
- Identify potential partnership models.
- Identify areas where services must fall outside identified models.
- Identify potential stakeholder concerns.
- Identify mitigating factors to stakeholder concerns.
- Identify service delivery mechanisms that fit within the model.
- Determine potential cost/value gains by applying the model.
- Determine operating improvements to the system inherent with the application of the model.
- Identify the priority of the opportunity within the leisure system.
- Identify procedures and desirable timetable for the pursuit of partners.

### 5.8.4 Partnership Framework

Once potential projects that are suitable for partnership arrangements are identified through the opportunities audit, each project and partner should be assessed according to a predetermined framework. Frameworks to guide decisions associated with service delivery alliances or facility development partnerships should provide a process of logical thinking about key issues and consequences involved in working with others toward a common goal. Effective frameworks help municipal decision-makers answer several important questions:

- Is the proposed service/facility needed in the community?
- Is the proposed service/facility consistent with municipal values?
- Who is best equipped to deliver the service/operate the facility?
- Will municipal interests be protected within the selected approach?

It should be recognized each project is unique and therefore, flexibility it is an essential ingredient in functional frameworks. Furthermore, it is quite likely a framework will evolve as the City becomes well versed in its application and/or exposed to varying types of arrangements.

Prior to developing a selection framework, it is useful to create guiding principles that establish the municipal position on the issues affected by service provision decisions. Principles generally deal with issues such as protecting the public's interest, demonstrated community need, client/service orientation, risk allocation, resource deployment, human resources management, desired levels of operating control, quality assurance, financial matters, and stakeholder involvement. Clear, succinct principle statements describing the municipality's public service philosophy, strategic priorities, and expectations of the relationship normally form a solid foundation upon which the framework can be based. While joint service delivery relationships offer certain advantages, worthwhile alliances must either be consistent with City mandates or respond to City priorities.

Determination of need is also a necessary precursor to developing service delivery relationships. This could include a community service needs analysis, investigation of the impact of the new service on existing resources, and a preliminary review of potential partners. Often, this also involves an internal review of the desirability of an alliance approach for the particular service. If need is not justifiable, or the alliance is deemed to be inappropriate, the pursuit of a relationship is generally abandoned. However, if a need exists, and a service delivery relationship seems feasible, the decision-making process proceeds to the next stage.

The next steps involve establishing minimum thresholds against which the alliance or partner concept is tested. This includes the following:

- Identification of the terms and conditions under which the City would be willing to engage in a relationship with outside interests for service delivery.
- Assessment of the necessary attributes of a partner suitable to deliver the service.
- Identification of the expected benefits arising from the potential alliance.
- Assessment of potential risks and the extent of possible risk allocation to the project partners.
- Establishment of a fair and effective method of soliciting potential partners.

As each of the steps are implemented, decision-makers should constantly be comparing the merits and drawbacks of a service alliance with the implications of a self-managed approach. Once again, there will be situations when the City is best positioned and most adequately equipped to deliver the service and absorb the risks.

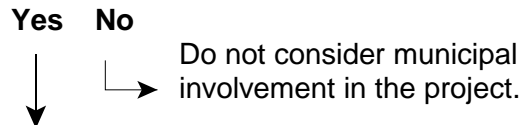
Guided by the planning principles and based upon the outcome of the opportunities audit, the City will be in a position to match potential partnership models with selected types of projects. The process of searching for an appropriate partner and establishing a productive relationship will largely hinge upon successfully completing the planning groundwork in advance of considering a particular project.

Typically, a public/private partnership search and selection process involves three stages. Stage One involves a Request For Interest (qualifications) through which partnership candidates attempt to demonstrate their worthiness for the project. This stage normally concludes with recommended short-listed proponents proceeding to Stage Two. Stage Two involves a response to a detailed Request For Proposal and varies depending upon the nature of the project. It is at this point where detailed evaluation criteria based upon the planning principles are employed to evaluate and rank the proposals. Stage Two concludes with the selection of a preferred proponent. Stage Three

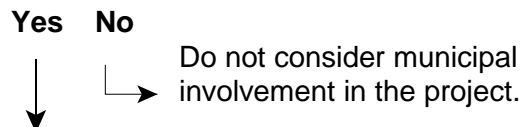
involves the negotiation of a partnership agreement largely based upon the selected proponent's proposal.

The following illustration presents a sample framework and decision process through which potential service alliances can be assessed. This framework can be applied to partnerships across the various sectors (e.g., private, public, and not-for-profit).

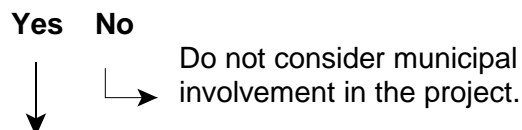
*Is the service consistent with the City's mandate and service philosophy?*



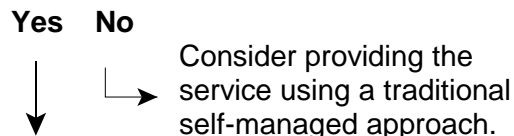
*Is there a municipal role to play in providing the service?*



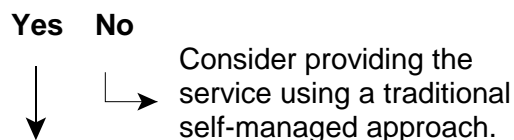
*Is there demonstrated community need for the proposed service?*



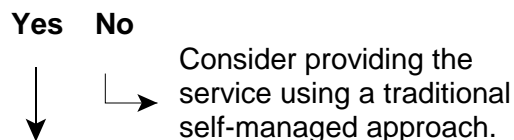
*Can operating specifications ensure adherence to the City's guiding principles?*



*Can financial and liability risks be absorbed by non-municipal partners?*



*Are there suitable and qualified partners willing to form a service alliance?*



*Can the service alliance relationship be developed on the sole source basis?*

**Yes    No**



Prepare and issue a Request For Proposal.

*Is there consensus regarding the terms and conditions of the relationship?*

**Yes    No**



Negotiate mutually acceptable operating and performance standards.

*Establish the relationship and adopt a mutually agreeable monitoring system.*

It is important that the relationship is created with a compatible partner. Not only should the partner bring the necessary skills and resources to fulfill the relative project obligations, but also demonstrate a public service attitude dictated by the project characteristics. Recognizing that all partnerships will be in response to specific circumstances, potential partners should understand the City's intent to develop an open and honest relationship where each partner's contribution is important to the success of the relationship. Furthermore, the partners must be dedicated to the pursuit of the mutually accepted objectives and endorse a philosophy of constant improvement. Finally, there must be shared commitment to provide quality leisure services in an environment consistent with the expectations of the municipality's residents.

#### Action Plans

- ★ The City should to develop a framework to guide decisions related to partnering for the delivery and provision of recreation services and facilities. The framework should establish a clear approach for identifying potential projects suitable for partnerships, for assessing the suitability of partners, and for undertaking the partnership search, selection, and monitoring tasks.

#### 5.8.5 Managing Partnership Relationships

Careful management of a service alliance relationship between the City and outside interests can address many of the issues raised earlier and can help to ensure desired results are achieved. Planned monitoring and frequent communication are critical.

It should be incumbent upon the service provider to develop a sound business plan and to adhere to it. Municipalities frequently assist service providers in developing plans in formats consistent with internal accounting protocols to ease the monitoring and performance measurement. Thoughtful planning is very important if a joint service approach or partnership model is adopted. Shared responsibilities and risks require the early development of mutually understood project expectations, results, and measurement mechanisms. Planning sets the stage for monitoring and control.

As the project unfolds, it is important to monitor progress to ensure service delivery remains on track and that problems are identified and corrected. Municipalities often require service delivery partners to report on successes and failures both in terms of financial results, participation, and other key performance indicators. This helps to identify when goals are reached, outputs are produced, levels of service are attained, and results realized. The assessment of performance compared to pre-established thresholds can indicate when adjustments to the business plan are required or when the partner could benefit from additional City support.

A sound working relationship requires good communication. Well-established and well-used two-way channels of communication between partners will minimize the incidence of unforeseen and potentially unpleasant events. Again, this is more critical when both parties have a role in service delivery.

Effective communication is necessary from the early planning stages to when results are achieved. Reports and direct contact at pre-determined dates or milestone events can facilitate the identification of emerging problems and situations requiring management attention. This is particularly true in cases where heightened visibility or interest can make the consequences of shortcomings problematic.

Certain municipalities establish a clear mutual understanding of what is expected in their relationship with outside groups by developing a formal agreement signed by both parties. The points that are covered and the amount of detail that is necessary vary depending upon the complexity of the initiative and the risks involved. Many of the concerns discussed in the previous section could be covered in an agreement, as well as others such as special provisions for protecting sensitive information, assurances of program integrity and methods of terminating the joint undertaking.

Municipalities are finding it increasingly difficult to simply turn service delivery over to a willing service delivery partner without a certain degree of control over issues associated with protecting the interests of the municipality and the service clients. This suggests that service alliances and operating agreements call for considerable staff effort and attention to the management of the relationship. This means the deployment of departmental resources. Certain municipalities with a long track record of third-party relationships include the staff time delegated to the management function as part of the cost benefit analysis used to determine the most suitable service delivery approach for new programs and services.

## 5.9 Financial Assistance

The City provides a wide range of leisure programs to the citizenry, many of which have a user fee applied to them in order to recover a portion or all of the direct costs. Although program fees are not excessive, the City does not offer financial assistance to those people that require it. Regardless of the income level of the participant or his/her household, the same fee is applied to everyone.

There are, however, mechanisms currently in place to provide assistance to those individuals who would not otherwise be able to participate in programs due to their financial circumstances. For example, many affiliated minor sports associations and community groups assist in ensuring that

additional funds and equipment are available to accommodate participants experiencing financial hardships. Furthermore, two spaces in each City day camp session and playground program are reserved as free spaces for those who are eligible for support through the PLAY program; the PLAY Program (Positive Leisure Activities for Youth) assists families with a low income to enroll their children and youth in municipal and non-municipal recreational programs.

In order to ensure that families experiencing financial difficulties are able to afford to participate in leisure programs, it is recommended that the City develop a financial assistance policy and program that partially covers the cost of registration fees, identified program materials, supplies and equipment costs, assistive devices, related supports, and/or transportation costs.

The intent of the financial assistance policy should be to:

- Ensure that all recreational programs offered by the City of Greater Sudbury Citizen and Leisure Services Department are financially accessible to all Greater Sudbury residents;
- Improve the opportunity of low-income citizens to participate in recreational activities;
- Provide a system of financial assistance that is easy to understand for all customers, and easy for staff to administer; and
- Ensure that the system of financial assistance is well known throughout the community.

#### Action Plans

- ★ The City should publicize in its Leisure Guide that financial assistance programs are available to those that qualify.
- ★ The City should develop a financial assistance policy and program that partially covers the cost of registration fees, identified program materials, supplies and equipment costs, assistive devices, related supports, and/or transportation costs for Greater Sudbury residents for whom subsidized services are essential.

### 5.10 User Fees / Reserve Funds

Prior to amalgamation in 2001, each local municipality had different user fees and rental rates for its recreation programs and facilities. The City is currently phasing-in fee harmonization for facilities/activities such as arenas (ice rentals and public skating), indoor pools (rentals, lessons and public swimming) and summer playground programs over the next few years. Harmonization will allow the City to recover a specific proportion of the operational costs associated with each program, facility or service and will also better align fees with the level of service being delivered. To this end, the City's user fee strategy includes a tiered fee structure to better reflect the differences between facilities, such as the level of amenity (e.g., Sudbury Arena) and location (e.g., Capreol Arena and J.M. Coady Arena). Harmonization through the use of tiered rates will produce cost recovery rates that are more consistent from one facility to the next while still creating an economic "incentive" for residents to utilize facilities that have a history of lower usage levels.

Different rate structures still exist for services such playfield rentals (baseball, softball, soccer, football) and fitness centres, although some of these areas are currently under examination. The

level of service and cost to maintain these facility types is generally consistent from one area to another, yet fees are based on former municipal boundaries rather than actual costs and service levels.

According to the BMA Municipal Study (2003), the City of Greater Sudbury's recreation program revenues as a percentage of total recreation program costs are amongst the lowest in the Province. Although this finding may be partially due to user fee levels, the City's fee structures for leisure services are generally on par with other Northeastern Ontario municipalities, if not slightly higher.

In order to pay for part of the proposed multi-use recreation complex, new arenas or new playfields, the City should consider the imposition of a user fee surcharge that would be directed into a reserve fund to offset capital investment in the facility. Several municipalities have, or are currently considering, charging user groups a special fee earmarked for major facility development (e.g., Innisfil, Newmarket, Barrie, Aurora, etc.). The City could also consider imposing surcharges for the repair and upgrading of existing arenas, pools, playfields, day camps, etc. Separate surcharges and accounts should be established to ensure that users are paying for improvements to the facilities that they use (e.g., arena groups will pay for arena upgrades, not soccer users). Municipalities such as Kingston and Peterborough currently charge an extra \$5 per hour or 10% that is directed to ongoing arena improvements.

Annual contributions to reserves help to ensure that the tax rate can be kept stable and not subject to large annual increases due to replacement or repair of infrastructure. The dedicated surcharge is placed in a capital reserve for the sole purpose of assisting and providing the recreation facilities for which the fund was established.

#### Action Plans

- ★ User fee levels should be developed based on the criteria of "ability to pay" (which accounts for factors such as household income, medical expenses, etc.) and should not be based simply on age (with the exception of children and teens).
- ★ Higher user fees should be considered for new facilities to better reflect operating costs and to offset costs at older, less efficient facilities.
- ★ User fees for each leisure activity type should be harmonized across the City of Greater Sudbury, with proper consideration being given to graduated fee schedules based on level of amenity and geographic accessibility, as well as phase-in periods.
- ★ The City should consider imposing a user fee surcharge to offset the costs for new facility development (e.g., multi-use recreation complex, playfields, artificial turf field, etc.) and/or leisure facility upgrades. Such surcharges would be directed to facility-specific reserve funds for capital development.

### 5.11 Cost Recovery

The increase in total operating costs for the provision of new recreation programs, services and facilities should be minimized through a phased increase in user fees to the extent that such an

increase in fees is reasonable and appropriate. Notwithstanding, the City should recognize the legitimate need to maintain an operating subsidy for certain activities, types of facilities, and specified communities in need within the City.

There is merit in pursuing full cost recovery for programs so long as costs do not result in a significantly reduced level of activity. Full program cost recovery should not, however, be pursued for programs targeted at children, youth, and at-risk individuals.

#### Action Plans

- ★ The City should develop a reporting process whereby operating costs and revenues can be tracked by type of activity to enable ongoing monitoring of the relationship between costs and revenues on an annual basis. Furthermore, the City should continue to monitor, survey and seek public opinion regarding the delivery of leisure services and maintain a database for use in performance measurement (e.g., participant registration, demographic profiles, direct and indirect costs of services, etc.).

### 5.12 Monitoring and Updating this Master Plan

The Master Plan is a long-range, strategic planning document. It will guide decision-making in the City for the next 10 to 20 years. With any document that utilizes a long-term planning horizon, the further into the future that projections are made, the more difficult it becomes to ensure accuracy. As a result, there is a need for the recommendations contained in this Master Plan to be reviewed periodically to ensure that the Plan remains reflective of current realities and responsive to the changing needs of the community.

Trends change and often unforeseen factors emerge which create unanticipated increases or decreases in participation and which, in turn, may impact substantially upon facility provision. Continued monitoring of the participation levels (as well as overall population figures) in Greater Sudbury's major recreational activities is necessary to identify significant changes and to relate the change to the corresponding impact on the facility and park provision recommendations. As a result, the direction of the Plan may need refocusing from time to time.

To properly monitor the Plan, some additional tasks are required, including the monitoring of participation levels by the City. Ongoing tracking of recommendations should also be the responsibility of staff. Tracking should include status updates at the discretion of senior management or Council. This approach will assist in keeping the Master Plan current and community responsive.

As noted previously, unanticipated circumstances may dictate the need to reassess the priorities and recommendations of the Master Plan. Through the monitoring of participation levels and qualitative considerations, adjustment of resource allocations, and implementation of shifts in political pressures and direction, it is possible that certain components of the Master Plan will require updating.

Updating the Master Plan requires a commitment from all staff involved in the delivery of leisure services, Committee's, Council, and the public. An appropriate time for an update of the Plan is



during the annual budgeting process. The following steps may be used to conduct an annual review of the Master Plan early on in the budgeting process.

- a) Review of the past year (Master Plan recommendations implemented, capital projects undertaken, success/failure of new and existing recreation initiatives, changes in participation levels, issues arising from the public and community groups, etc.).
- b) Issues impacting the coming year (anticipated financial and operational constraints, political pressures, etc.).
- c) Review of Master Plan for direction regarding recommended action plans.
- d) Staff identification of Master Plan action plans to be implemented in the short term. Due to implications identified during steps #1 and #2, the output of this task may result in the identification of projects or timing that do not correspond with the recommendations of the Master Plan.
- e) Prioritization of short term projects and determination of which projects should be implemented in the coming year based upon criteria established by staff (e.g., financial limitations, community input, partnership/funding potential, etc.).
- f) Preparation of staff report. If staff recommendations and priorities differ significantly from those recommended in the Master Plan, the report should detail the reasons for the new direction. If staff recommendations support those established in the Master Plan, the report should explain how their recommendations conform to the direction of the Plan.
- g) Communication to staff, Committee(s), and Council regarding the status of projects, criteria used to prioritize projects, and projects to be implemented in the coming year.
- h) Budget revisions as necessary.

A detailed review and update of the Plan will be required in 2014 to: (1) ensure that the Plan's long-term recommendations remain relevant; and (2) establish direction for the next ten or more years.

#### Action Plans

- ★ The City should implement a system for the regular monitoring, review and updating of the Master Plan.
- ★ In 2009, the City should reconfirm the direction, priorities and accomplishments of the Master Plan.
- ★ The City should undertake a complete review and update of the Master Plan in the year 2014.

## SECTION 6. LEISURE FACILITIES

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### 6.1 Overview / Methodology

The planning framework for determining leisure facility needs is founded on the basis of providing an equitable supply of facilities located within proximity of the population required to support them. This means that if one facility is required for every 5,000 people, then the municipality should strive to achieve this standard in all service areas (small or large) unless expressed community need suggests otherwise. Achieving an equitable supply and distribution of all leisure facilities across the geographically expansive City will be a considerable challenge and may not be able to be fully implemented during the course of this Plan.

Equitable access to leisure facilities may not be a desired objective of all communities – some may or may not wish to have a specific facility in their area. The methodology used to identify facility needs is flexible enough to accommodate the specific needs and realities of the City's individual communities, within the context of the Master Plan's guiding principles and the City's long-term ability to sustain the desired level of service across the entire municipality.

Greater Sudbury contains a number of small and medium-sized settlement areas that surround the larger, more urban former City of Sudbury. The old city is home to approximately 55% of the new City's total population. While it is true that many of the leisure facility recommendations pertain to the development of facilities within the former City of Sudbury, particularly those related to arenas, this is due to a shortage of such facilities in the area and not a desire to "centralize" community-level facilities. The disparity in facility provision between the old City and the outlying communities is compounded by the absence of government grants from senior levels of government. Arenas built in the 1960s and 1970s were greatly assisted by Centennial funds and Wintario grants that were available without cost-benefit or feasibility studies. Because these funds were distributed relatively equally to each applicant municipality, the former City of Sudbury did not receive as much not on a per capita basis as did the outlying communities.

The process for identifying facility requirements involves the development of provision standards and strategies specifically formulated to address the unique characteristics of Greater Sudbury, the distribution of facilities and their proximity to current and future populations, and other relevant matters. In establishing the provision standards, we have applied a market-driven approach that considers the following items:

- expressed demand from the public and stakeholders;
- the implication of demographic and leisure trends;
- the current level of provision;
- reasonable catchment or service areas; and
- standards used by other municipalities.

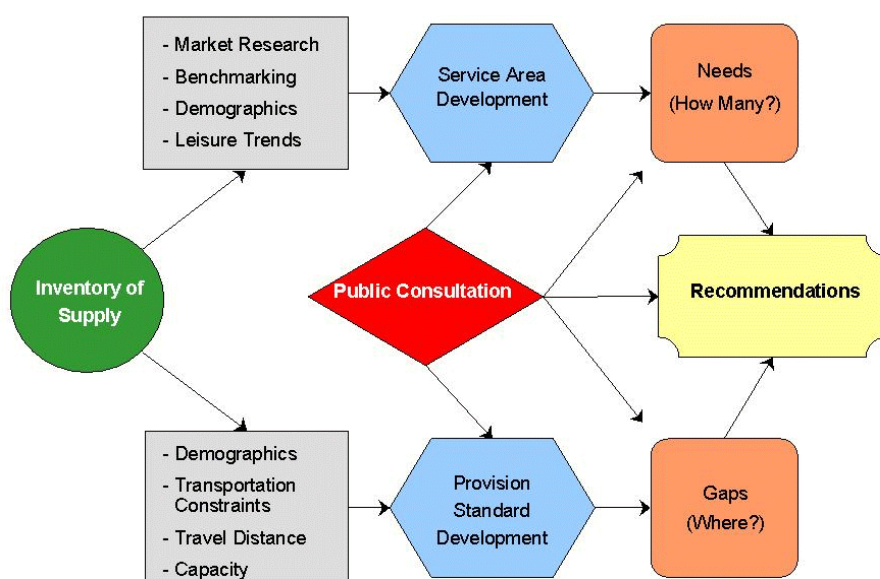
The market-driven approach incorporates – when the information is available – the number of participants by age, facility supply and capacity, together with current and future population by age cohort. This information is normally available for organized sports such as hockey, soccer, baseball, lacrosse, figure skating, etc. The more accurate the records by the associations and the existence of detailed waiting lists allows participation rates to be applied to geographic areas, to

specific age groups or to changing participation rates or trends. Population standards have been used where market-driven standards are not available or applicable. The use of standards is felt to be the most accurate, rational, and scientific approach to determining facility needs. Other contributing factors, such as demographics trends, public opinions, and user group comments have also been incorporated in order to provide an overall estimation of need.

Facility and park needs have been analyzed for the City as a whole and, where appropriate, for the various service areas in an effort to identify under-supplied and over-supplied communities.

The following schematic illustrates the relationship of the inputs and outputs in the determination of park and facility needs:

**How Park and Facility Needs are Determined ...**



Service standards have been developed for each type of recreation facility addressed in the Plan and are illustrated in **Table 6-1**. The purpose of the standards is to provide a general guideline for determining facility needs based upon population and/or participation thresholds. The facility standards have assisted in establishing facility needs for the Master Plan. On an ongoing basis, they will also guide the Leisure Services Division when they assess future facility planning initiatives. The service standards are unique to Greater Sudbury and have been developed using a number of inputs, including public and group input, current levels of provision, usage levels, trends, existing standards in other municipalities, etc.

**Table 6-1: Current and Proposed City-wide Provision Levels**

Facility Type	Inventory	Population per Facility (2001)	Recommended Provision Level
<b>INDOOR FACILITIES</b>			
Ice Pads	15	10,348	1 per 12,000 population
Indoor Pools (incl. schools & Y)	8	19,402	1 per 25,000 population
Fitness Centres	5	31,044	n/a
Gymnasiums	7	22,176	n/a
"Major" Community Centres	8	19,403	n/a
"Minor" Community Centres	8	19,403	n/a
Community Halls (incl. non-City facilities)	11	14,111	n/a
Indoor Turf Fields	1	155,230	1 per 100,000 population
<b>OUTDOOR FACILITIES</b>			
Playground Sites	159	976	800-metres from residential areas without crossing major barriers
Soccer Fields (Lit = 2; incl. schools)	71	2,186	1 per every 65 active participants (currently 1 field per 87 participants)
Ball Diamonds (Lit = 2)	70 (league) 22 (casual)	1,687	1 per every 80 active participants (currently 1 field per 80 participants)
Football Fields (incl. Schools)	16	9,702	n/a
Basketball Courts (half = 0.5)	27	5,749	1 per 750 youth (ages 10-19)
Tennis Courts	56	2,772	1 per 5,000 population
Outdoor Rinks (boarded)	45	3,449	n/a
Running Tracks (City only)	5	31,044	1 all-weather track City-wide (municipal or non-municipal)
Skate Parks	0	--	n/a

## 6.2 Multi-Use Recreation Complex

The analysis of indoor and outdoor facility components in Sections 6.3 and 6.4 has highlighted the need for a number of new facilities to serve both City-wide and community-specific markets. While many of these facilities can be accommodated within existing park sites, there is significant merit in co-locating a number of them at one multi-use recreation complex. Such a facility would not only be multi-purpose, but also multi-generational (serving all ages, including youth and seniors).

The modern day template for a community centre is a multi-purpose facility where one or more recreational activity can take place and which serves a range of ages. Large, high quality multi-use facilities provide for cross-programming opportunities allowing, for example, one family member to play hockey while other members take part in another program. From a consumer's perspective, a multi-purpose facility would partially address the "the time crunch" issue, which is one of the major factors affecting participation in activities. This type of facility allows consumers to maximize the time they have by allowing a full range of program opportunities in a single location for all household members. Furthermore, multi-purpose flexible spaces allow for a variety of programming to meet the changing activities of different age groups, as well as changing leisure trends.

Not only do multi-purpose facilities provide for cost and operational efficiencies in the way of staffing and maintenance (economies of scale), but the potential range of facilities creates the ability to engage all generations and family members and provides a more well-rounded leisure experience for both novice and competitive users. Multi-use facilities have the ability to enhance not only customer convenience, but also broad community objectives by providing a focal point in the community that promotes interaction, identity and social cohesion. Lastly, multi-use complexes are not only "destinations" for residents, but for tourists and special events as well.

Specifically, the following assessment identified the need for a multi-use recreation complex containing a range of facilities that could include:

- two ice pads;
- a gymnasium;
- multi-purpose space (including space for arts and culture);
- outdoor soccer and/or football fields;
- active living centre or indoor pool (depending on identified need and feasibility);
- other elements identified through a feasibility study/business plan.

The City's *Library Branch Space Needs Analysis* (2003) identifies the potential to develop a new Main Library in the New Sudbury area over the long term (10 years or longer), should it not be feasible or cost effective to expand the Mackenzie Street site. Such a facility may also incorporate the functions of the New Sudbury branch library. Should a new library facility be required in the New Sudbury area, the multi-use recreation centre should be considered as a potential location. Demand and need may require that the multi-use complex and library be built at different times, therefore, it is imperative that a sufficient land base be acquired to accommodate a new library facility should one be built in this area.

A specific site has not yet been identified for this proposed facility, however, a location serving the New Sudbury / Flour Mill areas is recommended (possibly along, but not limited to, the LaSalle Boulevard or Notre Dame Avenue corridors). This area offers the greatest benefits in terms of potential community usage and tournament attraction given its proximity to a large population base as well as existing hotels and restaurants. A location on or adjacent to a major arterial road is preferred, but location on a bus route is essential. With only one such facility to serve Greater Sudbury, location will be a key issue, however, it is our belief that the road network in this area (and its location in the north end of the former City) will provide excellent access to other communities within Greater Sudbury. Estimated travel times to this area from each community based on normal driving conditions are illustrated on **Map 6-1**.

It is also being recommended that the City pursue the development of this complex through a public-private partnership. Timing of development and the actual combination of facilities will depend on more detailed planning studies and the terms of the partnership.

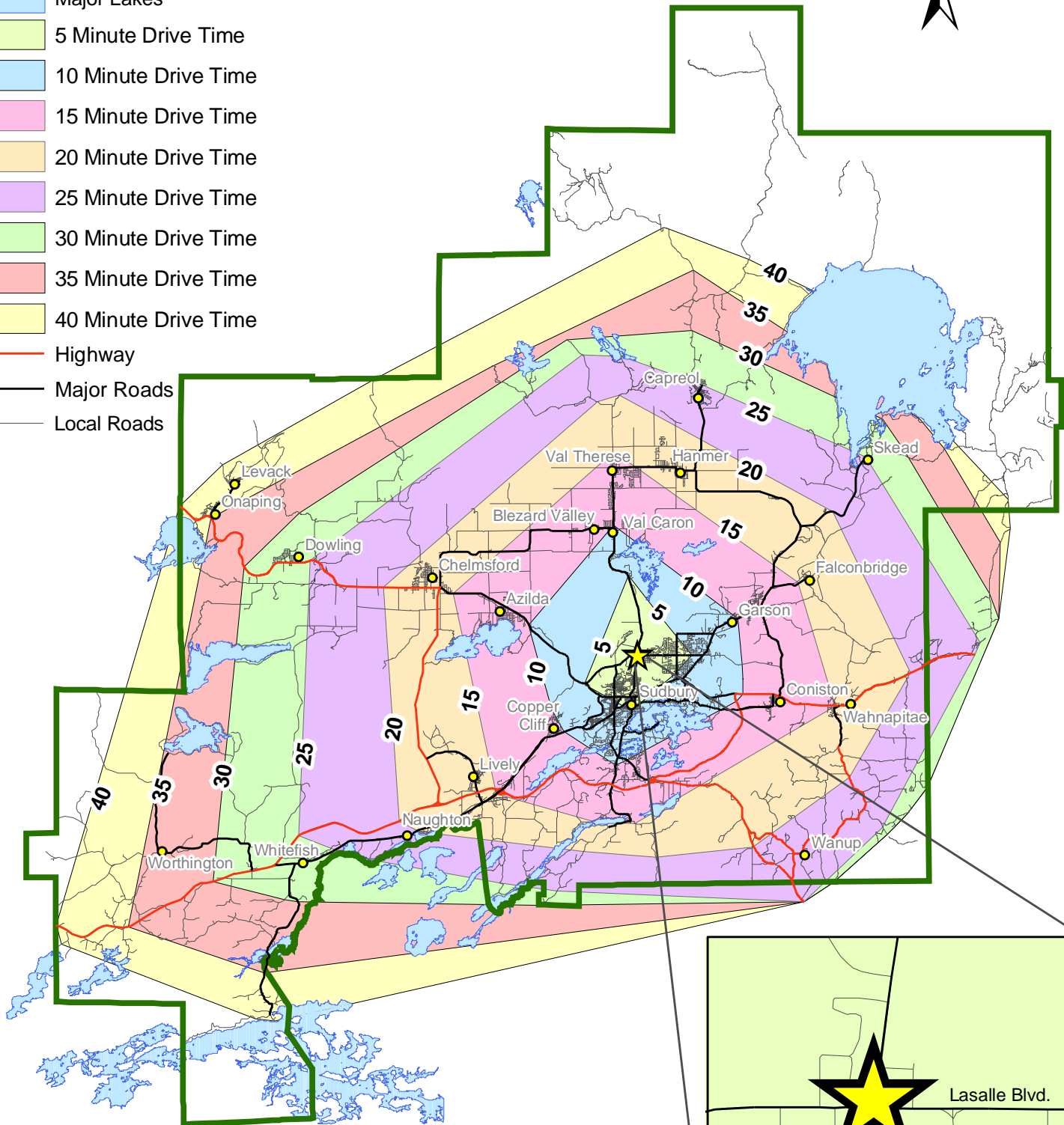
#### Action Plans

- ★ A multi-use recreation complex consisting of two ice pads, a gymnasium, multi-purpose space (including space for arts and culture), outdoor soccer and/or football fields, possibly an active living centre/indoor pool and/or library (depending on identified need and feasibility), and other elements identified through a feasibility study/business plan should be developed. A location along the LaSalle or Notre Dame corridors is preferred, although alternative sites may also be considered if they are accessible to the New Sudbury/Flour Mill areas and provide a sufficient landmass for the proposed multi-use complex. Partnerships with the private and/or non-profit sectors should be considered in the development and/or operation of the facility. The timing of development and range of facilities may depend on the terms of the partnership and the anticipated financial sustainability of the project.

# Map 6-1: Estimated Travel Times to Proposed Multi-Use Recreation Complex

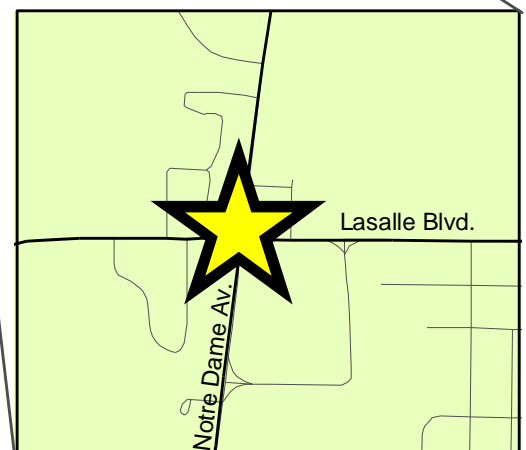
## Legend

- Communities
- ★ Multi-use Complex proposed for area of Notre Dame Av. and Lasalle Blvd.
- Greater Sudbury Boundary
- Major Lakes
- 5 Minute Drive Time
- 10 Minute Drive Time
- 15 Minute Drive Time
- 20 Minute Drive Time
- 25 Minute Drive Time
- 30 Minute Drive Time
- 35 Minute Drive Time
- 40 Minute Drive Time
- Highway
- Major Roads
- Local Roads



0 5 10 20 km

Projection: UTM NAD 83 Zone 17



## 6.3 Indoor Facilities

### 6.3.1 Arenas

#### Inventory

The City currently operates 14 arena facilities with a total of 15 ice pads (the Capreol Community Centre Arena is a twin pad). **Map 6-2** on the following page illustrates the location of the existing arenas within the City. There are no privately operated arenas in Greater Sudbury.

Arenas are currently provided at a ratio of one ice pad per 10,350 people. Arena to population ratios vary considerably throughout Ontario, with small communities typically providing one ice pad per 10,000 to 15,000 people and larger urban areas providing one rink per 15,000 to 25,000 residents. Given Sudbury's combined urban and rural characteristics, and the greater emphasis the community places on arena activities, it is reasonable to consider a provision standard somewhere at the lower end of this range (i.e., one per 10,000 to 15,000).

A review of group registration data indicates that there are approximately 700 participants per ice pad (not including shinny, public skate or tournaments/competitions), slightly over half of which are youth. This level is within the acceptable range when compared to most other municipalities in Ontario, many of which operate at levels of 600 to 900 participants per ice pad, while the highly urban Greater Toronto Area is in upwards of 1,400 participants per pad. While the City has more ice pads per capita than most municipalities, it would also appear to have a much higher participation rate to warrant this level of service. From the historic registration data that is available, participation appears to have been relatively steady in recent years and there is no data to suggest that the demand for ice time in the City is increasing beyond current levels.

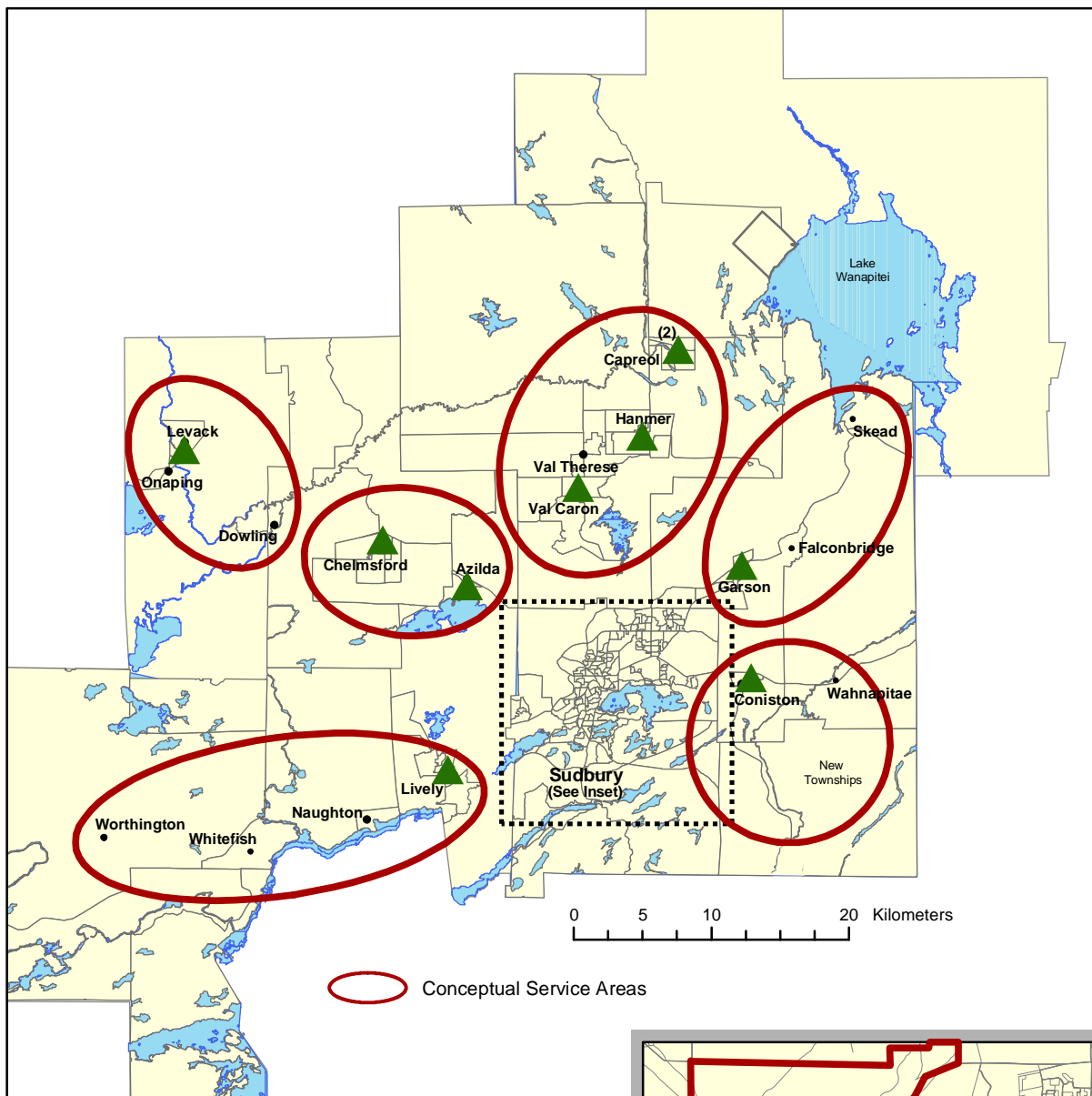
#### Background

Barrydowne and Falconbridge Arenas were closed in 2003. Both arenas were quite old by recreational facility standards and, consequently, were less energy efficient and required significant capital upgrades. Upon closure of the Falconbridge Arena, the City re-opened the second pad at the Capreol Arena to accommodate the Falconbridge bookings and take advantage of the operational efficiencies of a twin-pad facility. The City is in the early stages of implementing a Master Plan for the Adanac Park Area and surrounding lands, which will include a review of opportunities for an alternate use for the Barrydowne Arena. Consideration was also given to closing the Jim Coady Memorial Arena in Levack and studies prior to municipal amalgamation supported the closure of Cambrian and Carmichael Arenas should these ice pads be replaced within a newer facility.

Much discussion has taken place in recent years regarding the need for additional and/or newer arena facilities in the City, particularly in the former City of Sudbury, which had undertaken a Strategic Business Plan for Arenas and initiated a process to solicit proposals for arena partners in the late 1990's.

With financial performance being a guiding principle of this Plan, it is important to provide a "snapshot" of the cost recovery levels for each arena facility (see **Table 6-2**). It is no surprise to





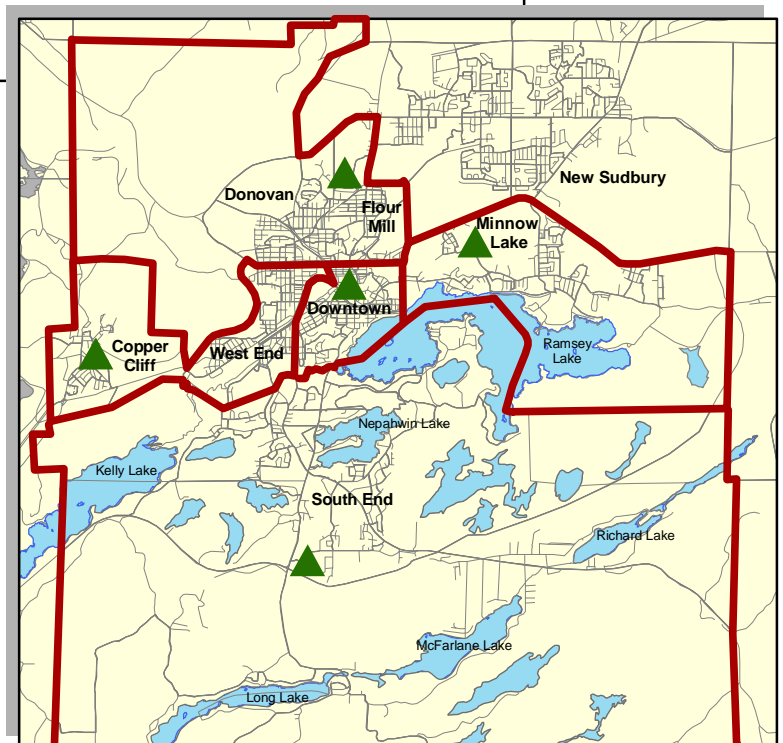
## MAP 6-2: EXISTING ARENAS

### City of Greater Sudbury Parks, Open Space and Leisure Master Plan



- Roads
- Major Lakes
- Existing Arena

Prepared by the Community & Strategic Planning Section, City of Greater Sudbury (June 18, 2003)  
Modified by Monteith Brown Planning Consultants (May 2004)  
Source: Statistics Canada; 2001 Census of Canada, 2001 Road Network File - Greater Sudbury CMA.



Inset: Former City of Sudbury

see Countryside Arena at the top of the list (with a cost recovery rate of 78%) given that it is the City's newest facility. Due to higher ice rental rates and a larger, more concentrated population base from which to draw from, the four most efficient arenas are located in the former City of Sudbury. By far, the Jim Coady Arena in Levack is the least efficient arena, followed by facilities in Coniston, Val Caron, Chelmsford, and Azilda.

**Table 6-2: Arena Cost Recovery Levels (2003)**

<b>Arena</b>	<b>Community</b>	<b>Direct Operating Cost Recovery</b>
Countryside Arena	Sudbury - South End	78%
Carmichael Arena	Sudbury - Minnow Lake	72%
Cambrian Arena	Sudbury - Flour Mill	69%
Sudbury Arena	Sudbury - Downtown	68%
Garson Arena*	Garson	62%
McClelland Arena*	Sudbury - Copper Cliff	62%
Capreol Arena (2)*	Capreol	59%
T.M. Davies Community Centre*	Lively	59%
Centennial Arena*	Hanmer	58%
Dr. Edgar Leclair Community Centre*	Azilda	56%
Chelmsford Arena*	Chelmsford	55%
Raymond Plourde Arena	Val Caron	53%
Coniston Arena	Coniston	53%
Jim Coady Arena	Levack	37%
<b>AVERAGE</b>		<b>61.3%</b>

\* Arenas with community halls. Cost recovery is lower for these facilities due to energy costs associated with the halls.

## Public Input

The recent closure of two ice pads was a dominant issue raised at the public workshops and through the user group surveys. Most participants expressed concerns about the facility closures and the impact that they would have their group (e.g., cannot get the same ice times, have to travel farther to play, etc.). Consultation occurred largely in October/November, however, and many groups were just beginning to deal with the new situation; if the meetings were held a full year after the closures the concerns may have been different.

Approximately fifty arena user groups responded to the stakeholder survey, accounting for over 40% of the responses. A number of common themes are apparent from the survey, most notably the need for additional ice time (and earlier times – many adult groups appear to be unwilling to rent ice after 10 p.m.) and the rising cost of ice rentals. It is no secret that the City has increased ice fees in recent years, however, this has been necessary to keep pace with rising operating costs; as noted in Table 6-2, no arenas fully recovery their operating costs despite the increased rental rates.

When asked about specific arenas, the most frequent complaint was that changeroom facilities are too small (or were too few), have inadequate showers, and are poorly maintained due to a lack of municipal investment resulting in insufficient staffing levels and capital replacement. Also of note, there was considerable support for the development of multi-pad facilities, including (but not limited to) the twinning of Countryside Arena.

### Analysis

Hockey and figure skating are prominent and well supported sports in the community and the issue of increasing (or decreasing) the supply of ice arenas is an emotional one for many residents. With most of the City's arenas being single pad facilities that are 25 to 30 years old, there is no question that they are less efficient to operate and program compared to newer, more modern rinks. Furthermore, new rinks developed in Canada contain a minimum of 5 to 6 change rooms per ice pad in order to better accommodate both male and female users. Most of Greater Sudbury's arena layouts include only 4 change rooms, a design which is not adequate for today's participants. The City should consider eliminating dedicated change rooms (where applicable and desirable) in order to increase the number of change rooms within existing arenas; the construction of additional change rooms may be an option within facilities that do not have dedicated rooms available for conversion.

In addition to a lack of modern amenities within many of the City's arenas, the age of the buildings and their numerous components requires the City to invest more and more capital funds into safety-related upgrades. The current 5-year building facilities audit indicates that approximately \$5.8 million in repairs and upgrades are required to the City's 14 arenas; many of these improvements have been deferred from previous years due to a lack of funds. Costly improvements to some facilities and residential growth patterns also suggest that additional facilities should be decommissioned and newer, more modern replacement arenas be built. Despite these **significant capital upgrades**, the City does not have a formal arena replacement/depreciation fund through which it can pay for these improvements or for future arena development. With many of the arenas approaching the tail-end of their functional life cycle and each arena having a minimum capital asset cost of \$5 million when replacement is taken into consideration, it is imperative that the City put in place a mechanism to ensure that sufficient monies are set aside to maintain this valuable community resource.

Single ice pads do not offer the same level of amenity or economy of scale that multi-pad and multi-purpose facilities provide, the latter of which is becoming the norm in other parts of Canada. Given these facts and that enhancing financial performance and co-locating recreation facilities are key guiding principles of this Plan, it would be prudent to consider an approach that would consolidate the City's ice pads at fewer sites.

That being said, the City and its taxpayers do not have readily available resources to simply consolidate arena facilities for the sake of financial performance or the lure of enhanced tournament benefits. There is still a lot of "life" in most municipal arena facilities and concerns over the loss of community identity, increased user fees, and longer travel times will effectively prohibit the City from closing arenas in certain communities. The age, design, and usage of the existing arenas led the City to close two facilities in 2003 and will continue to force the City to make tough decisions regarding arenas over the coming years.

Through an assessment of current and historical arena usage, facility condition audits, demographic and trend data, and input from the public and municipal staff and officials, this Master Plan provides a quantitative analysis of current and future ice demand. Out of this analysis comes a strategy to address arena facility needs within Greater Sudbury.

A review of 2003 arena schedules within Greater Sudbury shows that most facilities are well booked during prime time hours (7 a.m. to 10 p.m. on weekends and 5 p.m. to 10 p.m. on weekdays). Despite the considerable public outcry when Barrydowne and Falconbridge Arenas were closed, there are unused hours within many rinks. On average, **62 prime time hours per week were unbooked** for the 2003/04 season; with each ice pad offering 55 prime time hours per week, this amounts to a surplus of 1.13 ice pads. While it is recognized that some local groups rented ice outside of the City this past year, this is partly due to user preference and, when other factors (e.g., population thresholds, aging demographics, financial inefficiencies and costs, etc.) are considered, there is sufficient rationale to support the conclusion that there is a City-wide surplus of one arena. The arenas in Levack and Capreol have the greatest amount of unused prime time ice and, not coincidentally, these arenas are located the farthest away from the greatest concentration of residents (i.e., the former City of Sudbury). The City should consider reclassifying 5 pm to 6 pm on weekdays as non-prime hours in these remote locations due to travel time factors. Studies in other jurisdictions have shown that people are generally willing to travel up to 25 minutes in order to use an arena. In analyzing the current and future need and viability of City arenas – including those that are remotely-located – travel time, usage, cost recovery, required capital upgrades, and demographics are all key considerations.

Even though the City has closed two arenas and consolidated weekday/daytime operations at fewer locations, there remains sufficient surplus ice time within the entire system to eliminate one more facility. Furthermore, even though the City's forecasts indicate that a population of 170,000 plus could be reached within the next twenty years, the aging population will not place as much strain on arena facilities and will be more willing to use shoulder hours (daytime and later evenings). Nevertheless, this decision cannot be made without looking at the system's component parts – that being the individual arenas and the communities in which they are situated. Service areas were created around existing arenas using the transportation corridors as the dominant guide. **Table 6-3** contains a listing of each service area and the current population per ice pad.

Currently, the Levack and Coniston arenas serve the smallest “adjacent populations”, while Countryside and Cambrian have a greater critical mass from which to draw. With the greatest amount of future growth being forecasted for the South End area of the former City, the pressure for ice time at Countryside will only continue to increase.

New Sudbury does not have any active arena facilities within its boundaries. Adjacent to New Sudbury are the Flour Mill, Minnow Lake and Garson/Falconbridge service areas, each of which have sufficient population to sustain the arenas within their boundaries. With a population of over 24,000, the area of New Sudbury requires two ice pads to serve this family-oriented community.

Table 6-3: Arena Distribution

		Current Population (2001)		Future Population (2021 - high-migration)	
Community/Service Area	Ice Pads	Population	Population per Ice Pad	Population	Population per Ice Pad
Azilda, Chelmsford	2	15,046	7,523	16,806	8,403
Coniston, Wahnapiatae, New Townships	1	5,152	5,152	5,511	5,511
Dowling, Levack, Onaping	1	4,887	4,887	5,282	5,282
Garson, Falconbridge, Skead, Bowland's Bay	1	8,856	8,856	9,921	9,921
Lively, Naughton, Whitefish, Worthington	1	10,123	10,123	11,389	11,389
Sudbury - Downtown	1	6,855	6,855	7,291	7,291
Sudbury - Flour Mill	1	14,005	14,005	14,051	14,051
Sudbury - Minnow Lake	1	9,910	9,910	13,416	13,416
Sudbury - New Sudbury	0	24,183	no arena	25,498	no arena
Sudbury - South End	1	19,563	19,563	25,477	25,477
Sudbury - West End & Copper Cliff	1	10,777	10,777	11,050	11,050
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	4	25,862	6,466	29,283	7,321
<b>City of Greater Sudbury</b>	<b>15</b>	<b>155,219</b>	<b>10,348</b>	<b>174,975</b>	<b>11,665</b>

It is appreciated that the transportation system in Greater Sudbury does not contain many multi-lane roads and that the roads are shared with resource-based trucking (mining, logging, etc.) as well as cross-Canada trucking. That being said, residents within Greater Sudbury have indicated and shown a **willingness to travel** to arenas and, therefore, these service areas are conceptual only and do not necessarily reflect the communities that actually use the facilities. Furthermore, there is considerable travel amongst each of the six service areas within the former City of Sudbury. In studies undertaken elsewhere, the willingness to travel to arenas is greater than most other recreational facilities and a reasonable expectation is typically around a 25-minute drive.

Given that arena demand is not anticipated to increase proportionately with the population due to an overall aging trend, that there is currently a surplus equivalent to approximately one indoor ice pad, and that outdoor rinks provide additional opportunities for structured and unstructured ice activities, it is felt that a provision standard of one pad per 12,000 population is reasonable. This equates to a present need for 13 ice pads and a longer-term demand for 14 ice pads. Adherence to the recommended provision standard would require the immediate closure of one arena, however, **input received from the public indicates that arena closures would be unacceptable unless they are replaced with newer facilities at or prior to the date of closure.** The public has also expressed considerable concerns regarding the closure of arenas in outlying areas and the development of new arenas in the former City of Sudbury, notwithstanding the fact that 55% of the population does and will continue to live there.

It is recommended that the City **develop two twin pad arena sites** through the development of one new twin pad facility as part of a multi-use recreation complex in the New Sudbury/Flour Mill area and through the twinning of Countryside Arena. The process for developing both twin pad facilities should begin in the short term, with the intention of having at least one additional twin pad

open to the public for the 2009 season. Although the order of development will depend on funding and partnerships, every effort should be made to construct the multi-use complex first (i.e., within the short-term).

By adding three new replacement ice pads at the north and south boundaries of the former City of Sudbury, **an equivalent number of existing ice pads (3) should be closed**. Due to their location, capital requirements, usage levels, and other factors, the following arenas should be closed:

- Cambrian Arena - The location (in relation to adjacent uses), design and functionality of Cambrian Arena are poor. When the first new ice pad is developed in the former City of Sudbury, Cambrian Arena should be the first to be decommissioned.
- Capreol Arena (pad #2) - The small ice pad at Capreol Arena has significant unbooked ice time due largely to its location. Furthermore, this service area (including Hanmer, Val Therese, and Val Caron) is currently oversupplied at one ice pad per 6,500 people. This ice pad should be the second to be decommissioned.

At least one of the following arenas should also be considered for closure:

- Chelmsford Arena - The Chelmsford Arena will require significant capital improvements over the coming years due partly to the need for a new concrete floor, bleachers and boards. This area also has reasonable access to the Jim Coady (Levack) and Dr. LeClair (Azilda) arenas. Decommissioning of this arena will depend largely on how long it can be safely maintained without the City having to spend significant dollars to upgrade it and/or whether the public/City chooses to close Jim Coady and/or Raymond Plourde instead.
- Jim Coady Arena - Jim Coady Arena has significant unbooked ice time and only has 5,000 people within its immediate service area. Arena usage is not being maximized due to the considerable travel time from more populated areas.
- Raymond Plourde Arena - Val Caron will be adequately served by rinks in Hanmer, Capreol, and the new twin pad arena in the New Sudbury/Flour Mill area. In terms of arena condition and amenities, this facility received a number of complaints during the Master Plan's public consultation process.

Although the recommended provision level indicates that the City has one too many ice pads, it is not recommended that an arena be closed at this time. **The twin pad at the multi-use recreation complex should be up and running for one season before the City makes a decision on reducing the total supply of arenas.** At this time, if usage levels at existing arenas are not sufficient and if population projections are not favourable, then the City should give serious consideration to reducing the total supply of ice pads to 14 in order to meet the recommended provision standard. If significant capital upgrades are imminent for any existing arenas (e.g., Chelmsford Arena), however, the City may consider closing them before the multi-use complex is built. Should the ice pads at the multi-use complex not be built by 2009, the City should revisit these recommendations in order to reassess the strategy for arena development and closure.

It bears noting that the existence of nearby accommodations is a very important consideration for the attraction of tournaments and competitions. An arena and related facilities cannot generate an acceptable number of hotel bookings to sustain a hotel all on its own and, therefore, the location of any new multi-pad arena in Greater Sudbury should be located in proximity to existing

accommodations. While a number of options and locations for twin pad facilities were considered during the course of this Master Plan, the availability of existing hotels and restaurants was also an important consideration. Specifically, the twinning of the Garson Arena was also examined, however, the complications and potentially high costs typically associated with the retrofitting and expansion of a thirty year old structure, not to mention the likely challenges of attracting a private sector partner to the site, was felt to be too significant of an issue to overcome. Consideration was also given to the development of a twin pad facility at the Howard Armstrong Recreation Centre due to the availability of land and the synergies created by other leisure facilities at the site, however, this area is adequately served by its existing arenas.

The arena provision strategy recommended in this Master Plan is a balance between the public's needs and expectations, equity in provision and distribution amongst the City's various communities, and financial sustainability.

### Action Plans

- ★ The City should consider eliminating dedicated change rooms (where applicable and desirable) in order to increase the number of change rooms within existing arenas; the construction of additional change rooms may be an option within facilities that do not have dedicated rooms available for conversion.
- ★ The City's arenas require considerable capital upgrades in order to maintain them to an appropriate standard. Consistent and long-term investment in both existing and new arena facilities is a key recommendation of this Master Plan. A fund with regular annual contributions should be established to ensure that non-surplus local arenas are properly maintained.
- ★ **Table 6-4** on the next two pages details the strategy for arena closures and replacement.

**Table 6-4: Action Plans - Arena Development / Closure Strategy**

Action Plans	Rationale
<p>A. <u>Build two twin pad arena sites</u>, one each at the south and north ends of the former City of Sudbury. An equivalent number of ice pads should be decommissioned when new pads are opened.</p> <p>The planning process for both twin pad facilities should begin in the short term, with the intention of having <u>at least</u> one additional twin pad open to the public in the short term (for the 2009 season).</p> <p><i>Note: Although it is recommended that the City develop the twin pad in the New Sudbury/Flour Mill Area <u>before</u> twinning Countryside arena, the timing and order of development will depend on funding and/or the establishment of an appropriate public/private partnership.</i></p>	<ul style="list-style-type: none"> <li>• New arena development should be in the form of <u>twin pad facilities</u> rather than stand-alone, single pad arenas. Twin pad arenas offer operational and functional efficiencies (e.g., tournaments) and most users prefer them over single pad venues. The Master Plan's guiding principles support a strategy that calls for the development of multi-purpose facilities, which will contribute to the City's long-term financial sustainability.</li> <li>• With four ice pads at the outskirts of the former City, this "north-south strategy" will enhance arena distribution and improve accessibility across the entire City of Greater Sudbury.</li> </ul> <p style="text-align: right;">continued...</p>

...continued

**Table 6-4: Action Plans - Arena Development / Closure Strategy**

Action Plans	Rationale
<p>A1. <u>Build a new twin pad as part of a multi-use recreation complex</u> to serve the New Sudbury/Flour Mill areas (as well as the tournament market) in the short-term through a public-private partnership.</p> <p>Decommission <u>Cambrian Arena</u> and <u>Capreol Arena</u> (Pad #2).</p> <p>A2. <u>Add a second ice pad at Countryside Arena</u> in the short-term.</p> <p>Decommission either Chelmsford Arena, Jim Coady Arena or Raymond Plourde Arena.</p> <p>B. Although the City has a <u>surplus</u> of 1 ice pad, it is not recommended that the supply be reduced until the ice pads at the multi-use recreation complex are operational for one season. The need to <u>decommission additional ice pads</u> should be reassessed at this time. Potential arenas to be considered for closure include Chelmsford Arena, Jim Coady Arena and Raymond Plourde Arena. A public consultation process should be undertaken to determine which arena should be closed.</p> <p>The immediacy of the capital upgrades to <u>Chelmsford Arena</u>, however, may require the City to consider closing this arena prior to a new one being developed.</p> <p>Furthermore, should the ice pads at the multi-use complex not be built by 2009, the City should revisit these recommendations in order to reassess the strategy for arena development and closure.</p>	<ul style="list-style-type: none"> <li>• The New Sudbury area currently has no operational ice pads for a population of 25,000. The adjacent Flour Mill area has one arena for 14,000 people. A twin pad in New Sudbury would satisfy need in both of these under-served areas. This facility would also be located with a 25-minute drive of approximately 94% of the City of Greater Sudbury's population, serving the entire municipality as a tournament venue and community meeting place.</li> <li>• Partnerships with appropriate and capable private and/or not-for-profit agencies should be considered in the development and/or operation of the proposed facility, so long as the public's best interest is maintained.</li> <li>• Countryside Arena was designed to be twinned and provides excellent accessibility to other communities. The South End currently has a deficit of ice pads (1 per 20,000 population) and is a growth area.</li> <li>• The City currently has 15 ice pads. With a provision standard of one ice pad per 12,000 residents, 14 ice pads are required to meet current and long-term demand, indicating that there is a <u>surplus</u> of 1 ice pad. The public has indicated, however, that closing one or more arenas without providing a new one would not be acceptable.</li> <li>• The Chelmsford Arena will require significant capital improvements over the coming years due partly to the need for a new concrete floor, bleachers and boards.</li> </ul>



### 6.3.2 Indoor Pools

#### Inventory

There are no outdoor swimming pools in the City – aquatics programs are run out of four indoor pool facilities (Gatchell Pool, Nickel District Pool, Howard Armstrong Recreation Centre Pool, and Onaping Falls Pool) and five supervised waterfronts. The City also owns the R.G. Dow Pool, which was closed in 2003. This pool will be reopened this year with support from the Dow Pool Lifesavers on a one-year trial basis.

Other service providers in the City include the YMCA, Laurentian University (50-metre), Cambrian Fitness Centre and several hotels. There is a high degree of usage of the YMCA and post-secondary pools amongst the public, however, none of these indoor pools are currently operating at capacity. The availability of non-municipal indoor pools has a significant impact on the usage and viability of the City's facilities.

#### Background

In 2003, the City closed the R.G. Dow and Falconbridge indoor pools due to insufficient usage, capital investment requirements, and sufficient capacity within other municipal and non-municipal pools. The Falconbridge Pool was an aging facility that required significant capital upgrades, was severely under-utilized, and was considerably more expensive to operate than other municipal pool facilities. The R.G. Dow Pool was operated in partnership with the YMCA, but was under-utilized and programs were unable to recover direct costs. As mentioned earlier, the R.G. Dow Pool will be reopened this year on a one-year trial basis. Consideration was also given to closing the Nickel District Pool, however, this strategy was not implemented.

A number of requests were received during the public consultation phase of this Master Plan to reopen the R.G. Dow Pool. In January 2004, Council passed a resolution stating that the Dow Pool be re-opened for a one year trial period, subject to assistance from the Dow Pool Lifesavers (e.g., marketing, volunteering, fundraising, etc.) such that the pool breaks even in its first year.

**Table 6-5** contains a summary of 2003 registration and cost recovery data for the City's four municipal indoor pools. The Howard Armstrong and Nickel District pools are the most well used (and subsequently the most financially viable), while the Onaping pool has extremely low usage and cost recovery levels. The City has implemented a program to achieve system-wide indoor pool cost recovery rate of 50%.

**Table 6-5: Indoor Pool Registration and Cost Recovery Data**

Indoor Pool	Community	Swimming Lesson Registrations (2003)	Direct Operating Cost Recovery (2003)
Howard Armstrong Recreation Centre Pool	Val Therese	2,745	45%
Nickel District Pool	Sudbury - New Sudbury	2,511	44%
Gatchell Pool	Sudbury - West End	2,115	35%
Onaping Falls Pool	Onaping	375	8%

Part of the reason for the Onaping pool having such a low cost recovery ratio in 2003 is that user fees are not standardized across the City's indoor pools. For example, there was previously no charge for public swimming at the Onaping Falls Pool, whereas all other pools charge a fee. The City is considering the harmonization of fees in order to improve the financial performance of the pools, while recognizing the need to maintain affordable access to the pools. Council recently approved user fee increases for the Onaping Falls Pool which includes charges for public swimming along with harmonizing the instructional swim lessons to the other municipally-owned pools within three years.

### Public Input

With the exception of the Dow Pool Lifesavers group, few groups or individuals made issue of the pool closures or pool needs in general.

### Analysis

Other than walking, swimming continues to be identified as the most popular endeavour of all ages across Canada. Population and participation trends, however, suggest that there will be no natural growth in recreational swimming, children's swim lessons and related activities over the next twenty years. A significant portion of the City's aquatic programs are learn to swim opportunities that are geared toward children under the age of 14. Nevertheless, the City's aging profile could result in increased demand for therapeutic, fitness, aquafit and related swimming activities (especially during daytime hours); the City should monitor these demands and adjust its programming according over the longer-term. Increased numbers of older adults are also going to increase the pressure for enhancement at pools to include warmer temperatures, better change facilities, whirlpools/ therapeutic pools, and easier access.

With a supply of four municipal pools, the City has a current service level of one indoor pool per 19,400 people. Provision levels of one publicly-accessible indoor pool per 40,000 to 50,000 people is common for larger urban municipalities in Ontario, while ratios of one per 20,000 to 30,000 can often be sustained in smaller cities with a concentrated population base. Although Greater Sudbury's provision level is greater than that of many other jurisdictions, its abundance of public and private beaches and lack of municipal outdoor pools must also be taken into consideration when assessing the need for indoor facilities.

Given that the City's pools are operating under capacity, the issue is not one of whether or not there are enough indoor pools, but rather whether they are providing the desired level of service and are operating within financially acceptable parameters. With regard to the latter point, it is hoped that the harmonization of pool fees will increase the cost recovery levels of all municipal pools to a point where the City can afford to continue operating all four municipal facilities. Because of their considerable utility costs, indoor pools are not intended to generate profits or breakeven, however, it is essential that they not divert excessive resources from other worthy recreational facilities and services.

Two of the City's four indoor pool facilities will require significant capital improvements within the coming years. The original copper piping at the Onaping Falls pool will have to be replaced and additional improvements are required over the next five-years for a total cost exceeding \$500,000. The Onaping Falls pool is the most financially inefficient municipal pool and serves the smallest

number of people. This pool should be maintained and reinvested in as long as it is meeting or exceeding its established performance targets. Before undertaking any substantial capital improvements to the Onaping Falls pool, the City should prepare a cost-benefit analysis in order to assess its current and future usage and to determine whether or not it is feasible to proceed with the work or to close the facility. The same strategy should be applied to the Gatchell pool.

The Howard Armstrong Recreation Centre pool has a significant repair required to the exterior wall and total capital costs of nearly \$1.5 million. The Howard Armstrong pool, which is the most complete municipal pool facility and is located within a growing service area, should be maintained despite any structural problems that it may have.

The Nickel District pool should only be maintained if there is sufficient demand and if the Board of Education is willing to continue its partnership with the City.

Leisure pools (characterized by shallower water, irregular shapes, and waterplay elements such as slides and climbing walls), therapeutic pools, and kiddie pools are popular facilities that are being developed more and more by municipalities in place of the traditional lane pool. With the exception of the Howard Armstrong Recreation Centre therapeutic pool and the YMCA lane/leisure pool, all of the other indoor pools are 6-lane 20 or 25-metre lane pools. Although no new pool facilities are recommended at this time, should the need for a new or redeveloped pool be realized over the long-term and should the City develop a new multi-use recreation complex, this site should be large enough to accommodate a pool that incorporates both leisure and traditional elements. A facility-specific needs assessment and feasibility study should be prepared to determine the appropriate components and design of the recreation complex.

#### Action Plans

- ★ Maintain existing pool facilities as long as they are financially and operationally viable.
- ★ Maintain a minimum ratio of one indoor pool facility (including post-secondary and not-for-profit pools) per 25,000 people.
- ★ Should a new pool be considered in the future, it should be located at the proposed multi-use recreation complex for maximum exposure and better cost recovery and should include leisure pool design features.

### 6.3.3 Fitness Centres

#### Inventory

There are five municipal fitness centres within Greater Sudbury:

- Capreol Millennium Resource Centre (Capreol)
- Dowling Civic Leisure Centre (Dowling)
- Howard Armstrong Recreation Centre (Val Therese)
- Rayside-Balfour Workout Centre (Azilda)
- McClelland Fitness Centre (Sudbury - Copper Cliff; operated by a non-profit group)

The distribution of the five fitness centres provides good coverage across much of the City, although there are no City-run facilities in the former City of Sudbury. There are, however, nearly ten private and not-for-profit fitness and health clubs within the former City. Also of note, the Falconbridge fitness centre is currently closed and the City is currently exploring partnership arrangements in order to provide fitness opportunities in this area.

### Background

One of the City's fitness facilities (Rayside-Balfour Workout Centre) is located in the Lionel E. Lalonde Centre in Azilda. This facility also contains a dormitory, boxing academy, fire and emergency training compound, Rayside-Balfour Museum, a police storefront and training branch, trades training offices, and meeting and recreation space. Since losing INCO as a tenant in 2001, the Lionel E. Lalonde Centre has operated at a net loss and consideration has been given to closing the facility. Responsibility for the Centre has recently been shifted from the Economic Development and Planning Services Department to the Corporate Services Department, who will oversee management of the property.

### Analysis

Although the City provides fitness centres and programs, it is not in direct competition with commercial fitness centres because the City provides such services to the smaller communities, many of which cannot support a private fitness facility. With the exception of the facility it owns in Copper Cliff (and leases to a community organization), there are no municipal fitness facilities within the former City of Sudbury. Multi-purpose space in existing community centres and halls, however, provides venues for various City-run fitness programs throughout Greater Sudbury.

Provision standards are not recommended for fitness centres – they are best provided only if a gap in service exists that cannot be adequately filled by an alternate provider and if the opportunity presents itself. For example, fitness centres are excellent traffic generators within multi-purpose community centres (e.g., Howard Armstrong Recreation Centre) and should be maintained in instances where they are supportive of other facilities within a complex (e.g., Dowling Civic Leisure Centre, which has a library, gymnasium, etc.). No additional fitness facilities are recommended, however, similar to the approach taken for indoor pools, the City should: (1) consider locating an “active living centre” at the new multi-use recreation centre; and (2) conduct a cost-benefit analysis when any fitness facilities require substantial capital investment in order to determine whether or not it is feasible to actively maintain the facility. Active living centres include a combination of amenities and services that support goals of physical activity, health and wellbeing for all ages. They are not limited to the traditional fitness centre focus as they provide opportunities for social, recreational, educational, and volunteer activities. In general, active living places a greater emphasis on inclusive programs that provide less intense and informal forms of exercise, rather than elite fitness programming.

### Action Plans

- ★ Maintain existing fitness centres as long as they are financially and operationally viable.

### 6.3.4      Gymnasiums

#### Inventory

There are seven municipally-owned and operated gymnasiums in the City:

- Capreol Millennium Resource Centre\* (Capreol)
- Dowling Civic Leisure Centre\* (Dowling)
- Falconbridge Recreation Centre\* (Falconbridge)
- Lionel E. Lalonde Centre\* (Azilda)
- Naughton Community Centre (Naughton)
- Onaping Community Centre / Pool (Onaping)
- Minnow Lake Place (Sudbury - Minnow Lake)

\* associated with a municipal fitness centre

Distribution of gymnasiums across the City is good, although there are no municipal gymnasiums in the Val Caron / Val Therese / Hanmer area and only one within the former City of Sudbury. In addition to this list, the City and community organizations utilize numerous local school gymnasiums for their leisure programming.

#### Analysis

Today, indoor gymnasiums are desired facilities due to their ability to accommodate a wide variety of activities ranging from active team sports to banquets to day camps. In particular, youth basketball, volleyball and badminton, as well as many adult team sports, have grown in popularity in recent years, placing additional demands on the City's gymnasiums.

Traditionally, there has been a heavy reliance by both the municipality and community groups on school gyms, however, funding formulas have caused a reduction in public access or have resulted in pricing and operating decisions that have become cost prohibitive for many of the City's community organizations. Furthermore, the threat of school closures creates uncertainty for many groups that are trying to expand their programs. With multi-purpose gymnasium space being a facility capable of serving the needs of youth, it will be important for the City to continue to place an emphasis on gymnasium provision and assisting groups in accessing school facilities. Because of the heavy reliance on school facilities, provision standards are not appropriate for gymnasiums.

#### Action Plans

- ★ Maintain existing gymnasiums as long as they are financially and operationally viable.
- ★ Continue to program school gymnasiums to the greatest extent possible.
- ★ Work with community groups to secure reasonably affordable access to school gymnasiums where capacity does not exist within municipal facilities.
- ★ If a new multi-use recreation complex is built, the City should consider including a gymnasium in its design.

### 6.3.5 Community Centres & Halls

#### Inventory

The City of Greater Sudbury operates 8 “major” community centres, 8 “minor” community centres, and 6 community halls. 5 more community centres/halls are provided by non-profit organizations.

“Major” community centres are generally considered to contain community space that is capable of being programmed for a wide range of recreation activities, serving the full age and ability spectrum of residents within a specified radius or area of accessibility. Due to their ability to serve multiple user groups, recreation/community centres are prominent and essential facilities that provide focal points for both recreation and social interaction. Most community centres are staffed full-time and are characterized as facilities that contain multiple indoor recreational spaces, such as an indoor pool, fitness centre, gymnasium, or ice pads. These include:

- Trillium Centre / Lionel Lalonde Centre (Azilda)
- Millennium Centre (Capreol)
- Dowling Civic Leisure Centre (Dowling)
- Howard Armstrong Recreation Centre Pool (Val Therese)
- Falconbridge Community Centre (Falconbridge)
- Onaping Community Centre/Pool (Onaping)
- YMCA/Centre for Life (Sudbury - Downtown)
- McClelland Community Centre Arena (Sudbury - Copper Cliff)

“Minor” community centres, on the other hand, provide a more limited range of recreational facilities, most often just meeting or multi-purpose rooms and storage space. Minor community centres are not staffed full-time and some have functions similar to that of a fieldhouse. Minor community centres include:

- Chelmsford Senior Craft Shop (Chelmsford)
- Whitefish Community Centre/Firehall (Whitefish)
- O'Connor Community Centre (Sudbury - Flour Mill)
- Carmichael Community Centre (Sudbury - Minnow Lake)
- Twin Folks Community Centre (Sudbury - New Sudbury)
- Westmount Community Centre (Sudbury - New Sudbury)
- Lo-Ellen Community Centre (Sudbury - South End)
- Delky Dozzi Community Centre (Sudbury - West End)

Community halls are similar to minor community centres, however, each hall contains a large room capable of accommodating banquets, weddings, and other community events and functions. There is a wide range in the size, quality and amenities within each hall. These include:

- Azilda Lions Club Den (Azilda)
- Carrefour Senator Rheal Belisle (Bleazard Valley)
- Ben W. Moxam Community Centre (Lively)
- Kinsmen Hall (Lively)
- Naughton Community Centre (Naughton)
- Minnow Lake Place (Sudbury - Minnow Lake)

There are also five non-municipal community halls owned and operated by local volunteers: Beaver Lake Sports and Cultural Club, Penage Road, Carol Richard Park, Skead and Wahnapiatae Community Centres. Four of these facilities are located within smaller, more remote communities. All five of these community centres provide programs and services to the communities in which they are situated similar to those provided at municipally-owned playground and neighbourhood sites. The City assists these organizations through an annual grant of approximately \$14,000 each. A number of these groups have approached the City in the past to take over their buildings and/or provide additional capital funds for infrastructure improvements (including the need to meet insurance and water requirements).

While these non-municipal community halls play important roles in the communities in which they are situated, it is recommended that the City assume ownership of such community halls only if:

- the organization requests the City to take ownership of their facility;
- the community organization(s) enters into a long-term lease from the City; and
- there is a substantiated long-term need for the facility.

Under this scenario, the groups would be exempt from property taxes, but would be responsible for 100% of the operating costs, while the City would be accountable for all capital improvements related to health and safety. Discretionary capital works would be funded by the tenant(s), with or without the assistance of the City.

Youth centres also exist in Capreol (Millennium Centre), Dowling (Dowling Civic Leisure Centre), Onaping (Onaping Community Centre), Hanmer (Valley East Youth Centre), Lively (Earl Mumford CSC), and Chelmsford (Cote Park Youth Centre). Places where teens can go to socialize, access services, participate in activities, or just “hang out” are important in every community. Youth centres can take different forms in different communities (e.g., skate parks, space within community centres or libraries, after-hour programs in schools, etc.) and do not necessarily have to be stand-alone dedicated facilities such as those in Hanmer and Chelmsford. In fact, the more these spaces are integrated with other community facilities (e.g., Capreol, Dowling, etc.) the better due to operational efficiencies. A similar approach is preferred for the City’s older adult centres, one of which is associated with the Sudbury YMCA. There are approximately ten older adult facilities in Greater Sudbury, most of which are owned and operated by community organizations.

### Background

During the 2003 budget, consideration was given to closing the Falconbridge and Onaping Community Centres. Both community centres are aging facilities that will require significant capital upgrades and are under-utilized and expensive to operate.

If new multi-purpose community centres are envisioned as part of the leisure facility strategy, it is important to note that the Greater Sudbury Public Library may be looking to build a new Main Library in 10 or more years time if it cannot feasibly expand upon its current site.

### Public Input

The public consultation program solicited input from a variety of groups that rely on community centres and halls to deliver their programs and services. Most were generally pleased with the

facilities themselves, although some did suggest that they be made more accessible to people with disabilities. The most significant issues pertaining to community facilities relate to the groups' abilities to attract and retain volunteers to run them, to obtain sufficient liability insurance to offer their programs, and to afford the rental charges or operating costs. Unfortunately, these issues are unavoidable when operating within a community development model because more is being asked of volunteers and community members, whose resources are already stretched thin.

### Analysis

Large, high quality multi-purpose and multi-generational facilities are generally preferred over stand-alone or neighbourhood facilities. This type of facility allows for a broad range of programming (structured and unstructured activities) for all ages (preschool to seniors), as well as cross-programming opportunities, which partially addresses the "shortage of time issue". Multi-purpose facilities also allow for a number of service agencies to be co-located, thereby creating "one-stop shopping" opportunities. Community recreation complexes create greater financial economies of scale and allow for a much higher level of customer service. To this end, it is recommended that the City not build any single-purpose community halls.

The current ratio of community centres to population is approximately 1:19,400. Many municipalities provide one community centre for every 40,000 to 50,000 residents, however, there is a wide discrepancy in the quality and features of community recreation facilities, therefore, this standard is not applicable for all communities. The dispersed nature of Greater Sudbury's population, however, does not lend itself well to the application of provision standards for community centres. With the exception of the new multi-use recreation complex, no additional community centres are required during the course of the planning period.

The public consultation process revealed suggestions that the City upgrade existing community centres, many of which are over thirty years old and in need of new "life" to reflect the changing needs and demographics. An emphasis should be placed on maintaining and upgrading existing facilities as long as they remain financially viable and meet established performance targets.

### Action Plans

- ★ Coordinate facility development between Leisure Services and the Sudbury Public Library.
- ★ No additional community centres are required over the course of this Plan, with the exception of the new multi-use recreation complex. The City should, however, place an emphasis on maintaining and upgrading existing facilities to serve all ages (including the increasing number of older adults) as long as the facilities remain financially viable and meet established performance targets.
- ★ No additional community halls should be developed by the City.
- ★ The City should only assume ownership of community halls in cases where: (1) the community organization approaches the City to do so; (2) there is a substantiated long-term need for the facility; (3) the community organization is willing to enter into a long-term lease; and (4) the tenant assumes responsibility for all operating, maintenance, and discretionary capital costs.



### 6.3.6 Indoor Turf Facilities

#### Inventory

The City works in partnership with the Sudbury Regional Soccer Association to provide the only indoor turf facility in Northern Ontario (“Suburnia” at the Exhibition Centre in New Sudbury). The City leases the facility and subleases it to the soccer organization to operate their indoor soccer program, which had over 900 users in 2003. As part of the Adanac Park Master Plan, consideration is being given to relocating the Indoor Soccer Centre to the Barrydowne Arena, which could also be comprised of outdoor fields.

#### Public Input

Through the user group survey, soccer organizations expressed the desire for another indoor turf complex within the City, as did football groups.

#### Analysis

City Council has recently directed that the City’s lease at the Exhibition Centre not be renewed upon its expiry in September 2004 and that the indoor turf field be relocated to Barrydowne Arena should the Sudbury Regional Soccer Association lease this facility. Moving the field from leased space to municipally-owned space at Barrydowne Arena is expected to result in significant financial efficiencies and will also make use of a vacant building. Should the indoor field be relocated to this site, the adjacent lands should be considered for the development of outdoor soccer fields.

As the popularity of soccer has taken off over the past decade, so too has the demand for additional outdoor fields which, in turn, has spurred demand for year-round indoor facilities. In many cases throughout the Province, however, indoor turf facilities are being provided by non-profit or private sector interests, often in partnership with municipalities. To maximize use of these indoor turf facilities, many are also made available for football and lacrosse training and leagues, among other activities. Within many of the municipalities surrounding Toronto – most of which contain diverse ethnic compositions that create greater demand for soccer activities – there is an actual supply of approximately one indoor turf facility per 100,000 residents. Translating this standard to Greater Sudbury, this would result in a need for 2 indoor facilities (rounded off from 1.55). Given that indoor turf facilities are more valuable in northern climates due to the shorter summer season and the difficulties this poses to outdoor field maintenance, a supply of two indoor turf facilities is reasonable.

There is no one ideal template for the development of an indoor turf facility. Some are outdoor artificial turf fields that are covered in the winter, others are air-supported domes that double as driving ranges, while others are steel structures containing multiple fields that accommodate a variety of field sports. Because indoor turf facilities have largely been developed in quick response to the escalating demand for soccer activities, many jurisdictions have made use of the resources at their disposal at that time, such as the re-use of a surplus single-pad arena. This is a concept that could work well in Greater Sudbury and is something that should be evaluated if and when existing arenas are decommissioned. Because indoor turf facilities are often provided by non-municipal agencies and are often developed when the opportunity to re-use an existing structure arises, no provision standard is recommended.

## Action Plans

- ★ Redevelop Barrydowne Arena as an indoor turf venue pending the outcome of the Adanac Park Master Plan and appropriate support and partnerships with local organizations.
- ★ Over the medium-term, the City should consider redeveloping one additional surplus arena into an indoor turf venue (soccer, football, etc.) in partnership with the non-profit and private sectors, subject to a favourable business plan. Present participation rates suggest that the City can support one additional indoor field venue (for a total of two).

### 6.3.7 Arts & Culture Facilities

#### Inventory & Analysis

The Leisure Services Division does not provide any dedicated arts and culture facilities, but does manage community and recreation centres that are capable of accommodating a wide range of arts and cultural activities, as well as parks which host outdoor events (e.g., Grace Hartman Amphitheatre). As the City develops and redevelops its multi-purpose complexes and community centres, the need for multi-purpose arts space should be investigated with the local arts and cultural community.

Other divisions and departments within the City are responsible for the provision of museums and libraries, while the not-for-profit and private sectors operate galleries, theatres, and other specialized arts and cultural facilities. The major arts venues in the City are the Sudbury Theatre Centre (which opened in 1982 and is operated by non-profit board of directors) and the Art Gallery of Sudbury. Various smaller scale arts facilities, including school-based performing arts auditoriums, exist throughout the City's many communities.

Of note, the Greater Sudbury Development Corporation and community stakeholders are currently considering the development of a multi-use community auditorium that would further the City's economic profile through enriching the community's cultural, artistic, entertainment and tourism portfolios. Justification for new or expanded arts and cultural venues (such as the aforementioned auditorium) should be established through detailed planning studies prompted by a formal request by a community group or identified through community development channels.

Input received through the public consultation process made it clear that arts and culture are valued in the daily lives of Greater Sudbury residents and are necessary for the City's development as a mature and diverse community. Like many other leisure pursuits, there are a number of active volunteer organizations that provide arts and cultural activities within the community. The City should continue to support these groups through its grant programs (managed by the Arts and Culture Advisory Panel) and community development functions. The City should also continue to offer introductory level arts and cultural programs (e.g., affordable programs for children, special events, etc.) where community volunteer capacity does not exist. Like it does for all leisure activities, however, the City will rely on community groups to deliver the majority of the programming.

Demographic changes paint a somewhat optimistic picture of future demand for arts and cultural services. Although trend data indicates that participation in and attendance at performing and visual arts activities and events is stable or even declining slightly through the Province, the aging of the population may create increased demand, especially for theatrical events and arts/ crafts programs.

In 2005, the City will be developing a new Civic Arts and Culture Policy that will give consideration to both traditional elements of arts planning as well as new trends such as community-based art, art in public places, etc.

#### Action Plans

- ★ Although no new dedicated arts and cultural facilities within the scope of the current mandate of the Leisure Services Division are recommended, the need for multi-purpose arts space should be considered when renovating/upgrading community centres and when developing the new multi-purpose complex in the New Sudbury / Flour Mill area.

### 6.4 Outdoor Facilities

#### 6.4.1 Playgrounds

##### Inventory

The City has 117 creative play structures in 107 parks for a ratio of one play structure for every 1,327 persons. Furthermore, 131 parks contain traditional play equipment (e.g., slides, swings, teeter totters, climbers, etc.). Combined, there are 159 park sites containing some form of creative and/or traditional play structures (not including most school sites) – this translates into one site per 976 residents and one per 127 children ages 5 to 14. Although it is helpful to consider all playground equipment, it is important to note that creative play structures are designed to be used by all ages of children (e.g., from 2 to 14), whereas traditional play structures cater mostly to a slightly older age group (e.g., from 5 to 14).

The supply of playgrounds in Greater Sudbury is far and away amongst the highest that we have seen within Ontario municipalities. The City's numerous small settlement areas and dispersed geographic landscape are part of the reason for the considerable supply, as is the fact that the City's various communities have experienced incremental growth that has resulted in the municipality accepting small parkland dedications that are suitable for playgrounds and not much else.

**Table 6-6** illustrates the distribution of playgrounds by service area.

**Table 6-6: Playground Distribution**

<b>Community / Service Area</b>	<b>Creative Play Structures</b>	<b>Population per Structure</b>	<b>0-19 Population per Structure</b>	<b>Total Play Sites (Creative or Traditional)</b>	<b>0-19 Population per Site</b>
Azilda, Chelmsford	11	1,368	372	18	228
Coniston, Wahnapiatae, New Townships	5	1,030	262	5	262
Dowling, Levack, Onaping	8	611	155	11	113
Garson, Falconbridge, Skead, Bowland's Bay	12	738	236	13	218
Lively, Naughton, Whitefish, Worthington	14	723	188	19	138
Sudbury - Downtown	2	3,428	615	4	308
Sudbury - Flour Mill	3	4,668	1,028	10	309
Sudbury - Minnow Lake	7	1,416	374	11	238
Sudbury - New Sudbury	13	1,860	442	20	287
Sudbury - South End	12	1,630	380	13	350
Sudbury - West End & Copper Cliff	8	1,347	282	10	226
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	22	1,176	312	25	275
<b>City of Greater Sudbury</b>	<b>117</b>	<b>1,327</b>	<b>329</b>	<b>159</b>	<b>241</b>

Excellent playground to population ratios exist in all communities, however, there are some inequalities. For instance, the Downtown and Flour Mill/Donovan areas of the former City of Sudbury have the fewest municipal creative play sites per capita, although the Downtown area has fewer children, thereby mitigating the apparent under-supply. Although the Flour Mill/Donovan area has fewer creative play sites, when parks with traditional play equipment are considered, it is generally in line with the City average.

### Public Input

The City's numerous volunteer Playground Associations play a significant role in the delivery of neighbourhood-based programs (e.g., outdoor skating, special events, etc.). A number of playground associations completed the user group survey. Among their chief concerns were the outdated and outmoded play equipment within their parks, as well as their limited ability to fundraise for the replacement and upgrading of the structures (partially due to the lack of volunteers and burnout). Similar comments were received through the public workshop sessions and interviews. Other suggestions include the need to create playgrounds that are accessible to people with disabilities and to improve maintenance within playgrounds.

### Analysis

Over the past decade, new playground safety requirements have been developed, thereby encouraging municipalities and schools to replace certain play apparatuses and install additional safety measures on others. In some cases, these standards have resulted in the replacement of traditional play equipment with creative play structures. In other cases, the antiquated play structures remain in service because the resources have not been available to replace them. The City has one certified playground safety inspector (seasonal) that is responsible for evaluating all play equipment and identifying necessary repairs and upgrades during the summer months.

Despite these efforts, more funding is needed to repair and replace outdated play structures. The Sudbury & District Health Unit has raised concerns about this issue and has suggested that the City allocate more budget dollars to providing safe/updated equipment within community playgrounds and for adequate staffing to maintain and regularly inspect the nearly two hundred municipal playgrounds.

The recommended level of service for play structures is not based on population, rather it requires that one play structure be provided within an 800-metre radius of every residential neighbourhood (without crossing a major arterial road or physical barrier). Although the City has not prepared a map illustrating the locations of playgrounds and the associated radius, there is little doubt that this standard is being met in nearly all concentrated residential areas. It is recommended that, when the City has its Geographic Information System in place, a map illustrating the 800-metre requirement be prepared and that the City endeavour to acquire or gain access to playgrounds within gap areas (if any).

A cursory review of the existing parks mapping finds that there are a number of parks within less than 400-metres of each other and it is recommended that consideration be given to declaring these sites to be surplus (see Section 7.0). Removal of play sites should only occur in instances where two or more structures are located in proximity to each other (i.e., 400-metres or less) and where the structures require upgrading/replacement. Consultation with the local community should be required before removing any play sites from the inventory. Although a decrease in population does not necessarily warrant the removal of a play site, significant decreases in the child population of a neighbourhood may warrant the replacement of existing play equipment with smaller structures at the time that major repairs are required.

Lastly, additional playgrounds accessible to children with disabilities should also be provided. Currently, Bell Park and Cedar Park in the former City of Sudbury are the only two playground sites with accessible equipment. At least two additional accessible playgrounds in Greater Sudbury should be developed over the short-term to ensure reasonable access for all residents of the City. One location in each the Val Caron / Val Therese / Hanmer area and the Chelmsford / Azilda area should be considered for the installation of accessible equipment.

#### Action Plans

- ★ Increase the budget allocation for playground equipment repair, upgrades and replacement in order to comply with the Canadian Standards Association playscape standards.
- ★ An additional playground inspector is required to inspect and assess the City's municipal and school-agreement playgrounds.
- ★ Consideration should be given to declaring playgrounds within 400-metres or less of another playground to be surplus (see Section 7.0 for more information). Equipment in good repair should be moved to other sites.
- ★ When the City has its Geographic Information System in place, a map illustrating the 800-metre requirement should be prepared in order to identify any geographic service gaps within urban residential areas. The City should endeavour to acquire or gain access to playgrounds within gap areas (if any).

- ★ Playgrounds accessible to children with disabilities should also be provided at two additional sites over the short-term, preferably in the Val Caron / Val Therese / Hanmer and Chelmsford / Azilda areas.

## 6.4.2 Soccer Fields

### Inventory

There are 27 soccer pitches of varying sizes within municipal parks (4 have lights). To supplement this supply, the City facilitates community usage of 40 School Board fields for a total of 67 pitches. Because lit fields can accommodate extended evening play, they are counted as a factor of two, which increases the supply to the equivalent of 71 fields. **Table 6-7** contains a summary of the soccer inventory by service area and by field type.

The City-wide ratio of soccer fields to population is 1:2,186. The distribution of fields is not ideal, as some areas are considerably deficient, especially in Minnow Lake and Coniston-Wahnapiatae where only 1 publicly accessible field exists. The Copper Cliff / West End area of the former City of Sudbury also has a significantly lower than average supply. Garson/Falconbridge, Lively/Naughton, Onaping/Levack/Dowling, New Sudbury, and Downtown have the most favourable per capita ratios.

**Table 6-7: Soccer Field Distribution**

Community / Service Area	Lit Soccer (Lit=2)	Unlit City Soccer		Unlit School Soccer		Total Fields		Population per Field (all)
	Full	Full	Mini	Full	Mini	Full	Mini	
Azilda, Chelmsford	0	1	0	1	4	2	4	2,508
Coniston, Wahnapiatae, New Townships	0	0	0	0	1	0	1	5,152
Dowling, Levack, Onaping	0	0	1	0	2	0	3	1,629
Garson, Falconbridge, Skead, Bowland's Bay	0	0	4	0	2	0	6	1,476
Lively, Naughton, Whitefish, Worthington	0	3	1	1	1	4	2	1,687
Sudbury - Downtown	1 = 2	2	1	0	0	4	1	1,371
Sudbury - Flour Mill	0	0	0	4	3	4	3	2,001
Sudbury - Minnow Lake	0	0	0	1	0	1	0	9,910
Sudbury - New Sudbury	0	0	5	4	5	4	10	1,727
Sudbury - South End	0	0	2	2	5	2	7	2,174
Sudbury - West End & Copper Cliff	1 = 2	0	0	0	0	2	0	5,389
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	2 = 4	2	1	2	2	8	3	2,351
<b>City of Greater Sudbury</b>	<b>4 = 8</b>	<b>8</b>	<b>15</b>	<b>15</b>	<b>25</b>	<b>31</b>	<b>40</b>	<b>2,186</b>

Notes: Each lit field is considered to be equivalent to two unlit fields due to its extended hours of availability.  
Some full size fields are divided into multiple mini fields for minor league play (e.g., Howard Armstrong fields).  
Cambrian College has a full size field lit field which is frequently used for competitive community league play.  
Laurentian University has 2 full size unlit fields that are occasionally used for high school and league play.

## Public Input

The responses from stakeholders from the user group survey indicated that the maintenance standards for fields is not meeting their expectations and many groups do not feel that they are receiving value for their money. Much of this sentiment is tied to the fact that some fields are shared with football (e.g., Lilly Creek Sports Complex and Queen's Athletic Field), which causes problems with regard to field quality. In general, there is a sense among many councillors, staff and user groups that the existing soccer fields are overused and not able to be properly rested, thereby further impairing field conditions. One solution raised was to provide lighting on select fields (e.g., Lilly Creek Sports Complex). Another issue that was raised on more than one occasion was the desire to develop a multi-field complex to accommodate both tournaments and league play.

## Analysis

Soccer has surpassed hockey and figure skating as the most popular youth team sport in Greater Sudbury. Participation data indicates that there are over 5,500 children (as well as over 500 adults) playing organized outdoor soccer in the City, capturing well over 20% of the youth population. National trend data indicates that growth in soccer is beginning to slow, however, this may be a factor of field supply rather than demand. In Sudbury, user groups have indicated that there is sufficient demand to expand their programs, but they are currently constrained by the lack of game fields.

Like many other sports requiring playing fields, children and youth remain the dominant participants in soccer. Participation amongst adult populations is expected to increase over the course of the planning period as the number of children and youth decline and more fields become available for other users.

Because participation rates can vary significantly from one jurisdiction to another due to local trends and preferences, it is recommended that the City apply a soccer field provision standard that is based on the actual number of participants (and people on waiting lists, where applicable) rather than just total population. In this way, field needs will better reflect the City's demographic profile and participation rates. Through past studies, we have determined that the a ratio of one field per 50 to 80 active participants will provide sufficient opportunities for games and practices and also the resting of fields. A standard of one field per 65 players is recommended for Sudbury. There are approximately 6,000 active soccer players in the City (2003 data). It is recommended that the City implement mechanisms to accurately measure and monitor use of soccer fields.

By applying a provision standard of 1 field (both full-size and mini) per 65 active participants, there is a current need for 92 fields. With a current supply of 71 soccer fields, this results in a shortage of 21 fields. Long-term demand for soccer is expected to remain relatively steady as participation rates are beginning to stabilize and population projections indicate that the number of people ages 0 to 34 (the primary age for soccer participation) are expected to remain quite stable as well. Therefore, current demand soccer fields should approximate future demand.

With the number of current deficiencies, a range of solutions should be considered. Installing lighting on existing fields (where there are few impacts on surrounding uses, such as at three fields at Lily Creek) will help to extend the hours of use. Furthermore, the City should consider

developing three or more lit fields at either Countryside Arena or the proposed multi-use recreation complex in the New Sudbury/Flour Mill area. Other opportunities include soccer field development in the Adanac/Rotary Park area (especially if an indoor field is installed in Barrydowne Arena), at the Lionel E. Lalonde Centre in Azilda, and conversion of the ball diamond and tennis courts at Lily Creek Sports Complex. The current users of the Lily Creek ball diamond can be accommodated at other high quality ball diamonds within the former City of Sudbury.

If the aforementioned strategies are implemented, a range of 15 to 19 additional fields could be provided (depending on the number of fields at Adanac/Rotary Park), leaving only approximately 2 to 6 more to be developed. As the next subsection of this Plan notes, there is a surplus of baseball diamonds. Because flat tablelands are valuable commodities in the City, the redevelopment of existing ball diamonds presents a viable solution to addressing the soccer field shortage. It is suggested that the City identify ball fields (on City or school lands) that are suitable for redevelopment as soccer pitches in areas that have a shortage of soccer fields (e.g., Coniston, Minnow Lake, Copper Cliff, Garson, etc.) and underutilized ball diamonds.

#### Action Plans

- ★ The City should work with the Board of Education to properly convert the under-utilized ball diamond at Chelmsford High School to a soccer field (equivalent to 2 mini fields). These fields have been included within the current inventory as they are being used for soccer at this time.
- ★ Develop three new mini fields at the Lionel E. Lalonde Centre in Azilda.
- ★ Develop a soccer complex with three or more full size lit fields at either Countryside Arena or the proposed multi-use recreation complex in the New Sudbury/Flour Mill area. Should the twin pad site in the New Sudbury/Flour Mill area be selected for soccer field development, consideration should be given to developing one pitch as an artificial turf field (see Section 6.4.3).
- ★ Pending the outcome of the Adanac Park Master Plan and the reuse of the Barrydowne Arena as an indoor turf venue, an outdoor soccer field complex should be developed within the Adanac/Rotary Park area.
- ★ Install lights on the Lily Creek Sports Complex soccer fields and investigate the possibility of converting the ball diamond and tennis courts at this site into a soccer pitch.
- ★ Continue to upgrade existing soccer fields to meet local needs, including the identification of additional fields suitable for lighting installation. Additional funds may be required to maintain and upgrade fields to the appropriate standards. The City should work with local Boards of Education to improve school fields in areas without municipal fields, subject to a community use agreement regarding the improved fields.
- ★ Identify surplus ball diamonds (on City or school lands) and redevelop them as soccer fields, where feasible and appropriate.



- ★ The City should collect accurate and complete data on soccer participation on a yearly basis, similar to how it obtains information for hockey and figure skating through its ice allocation process.

### 6.4.3 Football Fields

#### Inventory

There are no dedicated football fields in the City, however, the City owns 2 fields at Lily Creek Sports Complex and 1 field at Queen's Athletic Field that are shared between football and soccer organizations. Similarly, the City has agreements with School Boards to allocate 12 football/soccer fields. Football groups also use the field at Cambrian College.

In total, there are a minimum of 16 football fields available for shared use with soccer. Of these, all but two are located in the former City of Sudbury. Other communities, especially those with secondary schools, also likely have football fields, but the City does not have agreements with the school boards for their use.

#### Public Input

The message from the football organizations was clear and consistent: the current fields are in poor condition and suffering from overuse, and there are not enough fields to meet demand for their growing programs. Most of the groups indicated that there has been a long-standing need for an exclusive controlled access facility for football in the City and suggested a variety of locations, including Countryside Arena, Adanac/Barrydowne area, and along Notre Dame Avenue.

#### Analysis

Data provided by the City indicates that there are just under 800 youth participating in high school and community league football. The inception of the Sudbury Northerners and an increase in the number of senior high school football teams has created an upward trend in football in recent years. There is also one adult football team consisting of approximately 50 players.

Because of the uncertainty associated with joint use fields (e.g., how much time will be allocated to football versus soccer), a population-based provision standard is not recommended for football. Although groups have indicated a need for an exclusive use venue, the short season of the sport does not make this option feasible as the field would be under-utilized from May through August, which is soccer's primary season.

Artificial field turf could be a solution for solving the conflicts between soccer and football at venues such as Queen's Athletic Field; this particular field is not regulation size and has parking issues and, therefore, is not considered to be an ideal candidate for artificial turf. Over the past ten years, artificial turf materials have evolved and improved greatly. The resilient synthetic surface allows for a variety of year-round activities and is not subjected to the usual closures of natural grass fields due to heavy usage or poor weather. Other options include the development of an artificial turf field (with only limited seating) for football and other field sports, such as soccer, field lacrosse and field hockey at the proposed multi-use recreation complex in New Sudbury/Flour Mill area or replacing

one of the recommended grass soccer fields at Countryside with artificial turf. The estimated cost for such a field is in the \$1.2 to \$1.5 million range. An outdoor running track makes an excellent combination with an artificial turf field and its associated amenities; the City should consider developing a track at this location if the redevelopment of Laurentian University track is not feasible. The development of such an artificial turf field (with or without a running track) would increase Greater Sudbury's attractiveness to the sports tourism market and would create an excellent opportunity to promote the City as the regional centre for sporting events.

### Action Plans

- ★ The City should consider developing an artificial turf field (with only limited seating) for football and other field sports, such as soccer, field lacrosse and field hockey at the proposed multi-use recreation complex in New Sudbury/Flour Mill area or replacing one of the recommended grass soccer fields at Countryside with an artificial turf field.

### 6.4.4 Baseball / Softball Diamonds

#### Inventory

There are a total of 70 municipal ball diamonds in the City (most of which are softball fields and 22 of which are lit). Like soccer fields, ball diamonds with lights can accommodate extended play and are considered to be equivalent to two diamonds each, raising the supply to 92 diamonds. The ratio of diamonds to population is one per 1,687 people, with Garson/Falconbridge and Minnow Lake having the largest per capita supplies and West End/Copper Cliff, South End, Downtown and New Sudbury having the lowest ratios (see **Table 6-8**).

**Table 6-8: Ball Diamond Distribution**

Community / Service Area	Lit Baseball	Unlit Baseball	Lit Softball	Unlit Softball	Practice Baseball/ Softball	Total Diamonds (Lit=2)	Population per Diamond
Azilda, Chelmsford	0	0	2	3	2	9	1,672
Coniston, Wahnapiatae, New Townships	0	0	1	1	0	3	1,717
Dowling, Levack, Onaping	0	1	0	2	1	4	1,221
Garson, Falconbridge, Skead, Bowland's Bay	0	0	2	2	4	10	886
Lively, Naughton, Whitefish, Worthington	0	1	2	1	1	7	1,446
Sudbury - Downtown	0	0	1	0	0	2	3,428
Sudbury - Flour Mill	1	0	2	4	2	12	1,167
Sudbury - Minnow Lake	0	0	2	4	2	10	991
Sudbury - New Sudbury	0	0	1	2	3	7	3,455
Sudbury - South End	0	1	1	1	2	6	3,201
Sudbury - West End & Copper Cliff	0	0	1	0	0	2	5,389
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	2	0	4	3	5	20	1,293
<b>City of Greater Sudbury</b>	<b>3</b>	<b>3</b>	<b>19</b>	<b>23</b>	<b>22</b>	<b>92</b>	<b>1,687</b>

## Public Input

User groups are largely concerned about the condition of existing diamonds – it would appear that the issue is one of quality and not quantity. Poor field maintenance resulting from inadequate municipal funding, unreliable lighting, lack of outfield fencing, and benches/backstops in disrepair topped the list of concerns. It was felt that ball groups were not getting value for their money and should not be charged higher fees for less than adequate facilities. One organization suggested that poor quality and under-utilized diamonds be decommissioned, including the two fields at Farmdale Playground in Hanmer. Another group suggested that the City develop a third lit ball diamond on the vacant land at the Centennial Arena in Hanmer.

## Analysis

Despite national and provincial trends that have shown considerable declines in baseball and softball registration figures in recent years, the number of participants in Greater Sudbury has remained surprisingly steady over the past few seasons. For 2003, it is estimated that there were 1,000 youth ball players and 4,730 adults for a total of 5,730 players. Baseball (or more precisely fastball and slo-pitch) is very much an adult-dominated sport as the numbers show and there is an expectation that participation will decrease in future years because there are fewer younger players entering the system. This phenomenon is due partially to the City's demographic profile – which is an aging one – and partially to the popularity of soccer. As such, demand for ball diamonds will decline in future years.

A provision standard of one diamond per 5,000 residents is considered to be a common measure. With a current population around 155,000, this translates into a demand for 31 diamonds (there are 70 diamonds if the lower quality scrub diamonds are not included, resulting in a considerable surplus). Another measure requires the examination of local participation rates through the application of a standard of one diamond per 80 to 100 active participants. Like soccer, the participant-based standard is preferred over the population-based standard because it is better able to reflect local leisure preferences. Using the lower end of this range (1:80 players), there is a need for 71 diamonds. The inventory data indicates that there are 70 diamonds in the City if only the better quality diamonds are counted and lit fields are considered to be equivalent to two unlit fields. With a demand for 71 diamonds and a supply of 70 diamonds, there is a need for one additional ball field.

Although the area has a generally sufficient number of ball diamonds, there is an excellent opportunity to develop an additional lit softball diamond on the vacant land at the Centennial Arena in Hanmer. This site already has two lit fields and has space cleared for another; a grouping of three diamonds would result in more efficient league operation and would create a more viable tournament site. The development of a ball diamond at this location should be contingent upon receiving an acceptable level of financial assistance from local user groups. Once this field is constructed, no new diamonds should be developed.

The demand and supply equation does not account for the City's 22 practice/scrub diamonds. In some cases, these fields provide for unorganized community use, but in others they are merely poorly maintained diamonds that are severely under-utilized due to their location, condition, or design. No provision standard is recommended for these lower quality diamonds, rather the City

must examine their quality and location on a field-by-field basis. The Garson/Falconbridge, Minnow Lake, and Val Caron/Val Therese/Hanmer/Capreol service areas have the most practice diamonds and each should be evaluated to determine if they should be declared surplus and the land redeveloped for other recreational uses. Other service areas may warrant an evaluation as well. We suggest that the City decommission some of its poorer quality ball diamonds in the short term to allow for the land to be used for alternative uses, such as soccer fields.

When considering which diamonds should be decommissioned or redeveloped for other uses, the following criteria (among others) should be considered during the decision making process:

- Are there any better quality diamonds in the immediate area (e.g., within approximately 800-metres)? Are there any multiple diamond sites within 1.5 kilometres?
- Are there any schools in the area that provide practice diamonds? Are the appropriate agreements in place with the school boards to ensure that the community can use these diamonds? Is the City positioned to assume the school park should the school close?
- What is the condition of the diamond and what resources would it take to rehabilitate it?
- What level of usage does the diamond attract in its current state?
- Is the site suitable for conversion to soccer fields?
- How many children/youth live in the area?
- What other uses are in the park and would a new use better complement the existing facilities?

Despite the adequate supply of diamonds, there remains a need to ensure that existing diamonds are maintained and enhanced to a level that is suitable to meet the changing needs of baseball and softball activities within Greater Sudbury, including upgrades to adult and tournament standards. This issue then becomes one not of quantity, but of quality. It is understood that a number of municipal diamonds are in poor condition due to a lack of proper municipal funding and do not meet the needs of users, especially older youth that require a higher standard of facility. It is recommended that for every existing facility that has new lights installed (as is a requirement for many adult ball groups), one existing unlit diamond be removed from the parks system.

### Action Plans

- ★ A third lit softball diamond should be developed at the Centennial Arena in Hanmer, contingent upon receiving an acceptable level of financial assistance from local user groups. Once this field is constructed, no new diamonds will be required in the City.
- ★ Lower quality “practice” or “scrub” diamonds should be evaluated and redeveloped for other uses where appropriate (e.g., soccer fields).
- ★ In cooperation with local organizations, the City should undertake an assessment of ball diamonds in order to identify necessary repairs and upgrades to the diamonds. Upgrades should be made to the select diamonds with the assistance of local organizations. If lights are added to any diamond, one existing unlit diamond should be eliminated from the inventory. Additional funds may be required to maintain and upgrade diamonds to the appropriate standards.

#### 6.4.5 Outdoor Basketball Courts

##### Inventory

In terms of outdoor basketball courts in municipal parks, there are 14 full courts and 26 half courts (for a total of 27 equivalent full courts). The supply results in a per capita ratio of 1:5,749 and a ratio of one court per 785 teens ages 10-19 (who are the primary users of basketball courts). With the exception of the Downtown and South End areas (which have no court facilities) and the Flour Mill area (which has only one half court), distribution and supply is quite good across the rest of the City (see **Table 6-9**). The inventory does not include outdoor courts at schools that the City does not have a playground agreement with.

**Table 6-9: Outdoor Basketball Court Distribution**

Community / Service Area	Full Court	Half Court	Total Courts (half courts = 0.5)	Population per Court	10-19 Population per Court
Azilda, Chelmsford	3	4	4.5	3,344	504
Coniston, Wahnapiatae, New Townships	0	1	0.5	10,304	1,470
Dowling, Levack, Onaping	2	2	3.0	1,629	222
Garson, Falconbridge, Skead, Bowland's Bay	0	4	2.0	4,428	663
Lively, Naughton, Whitefish, Worthington	3	6	6.0	1,687	228
Sudbury - Downtown	0	0	0.0	--	--
Sudbury - Flour Mill	0	1	0.5	28,010	3,050
Sudbury - Minnow Lake	1	0	1.0	9,910	1,340
Sudbury - New Sudbury	2	3	3.5	6,909	970
Sudbury - South End	0	0	0.0	--	--
Sudbury - West End & Copper Cliff	1	2	2.0	5,389	538
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	2	3	3.5	7,389	1,199
<b>City of Greater Sudbury</b>	<b>14</b>	<b>26</b>	<b>27.0</b>	<b>5,749</b>	<b>785</b>

##### Public Input

Although the public consultation process did not yield any specific suggestions related to the provision or condition of outdoor basketball courts, there was a general theme that the City and its communities do not provide enough facilities and services for youth. Basketball courts, along with skate parks, mountain biking trails, snowboarding venues, and youth centres are just a few of the types of facilities that appeal most to youth.

##### Analysis

The trends research indicates that basketball is a growing sport in which younger ages are beginning to participate to the point that it is one of the most favoured activities for both children and youth. The flexibility of the sport (e.g., it can be played indoors or outdoors, individually or on teams, and at no "fixed" time) and its low cost only add to its appeal. Not only do asphalt courts provide a venue for basketball or tennis, but they can also be used for other unstructured activities such as street hockey.

Per capita standards for basketball courts per capita range widely from one court per 1,000 to 10,000. Outdoor courts appeal mostly to youth, therefore, the service standard should be correlated with the size of this age group rather than the population as a whole. The present supply appears to be meeting the needs of the overall population, although there are some geographic areas that are without adequate supplies. Since basketball is considered to be a growth sport, the standard should be set slightly lower than the existing provision level. A level of service standard of one municipal basketball hoop per 750 youth (ages 10 to 19) is recommended for Greater Sudbury.

Using a standard of 1 full court equivalent to 750 youth (ages 10 to 19), there is a current demand for 28 courts (a deficiency of 1 court). Projections indicate, however, that Greater Sudbury's youth population is declining, therefore, the demand for basketball courts will drop over time as well (see **Table 6-10**).

**Table 6-10: Outdoor Basketball Court Requirements**

Year	10-19 Population	Basketball Court Requirements (@ 1:750)
2001	21,200	28
2006	20,576	27
2011	18,944	25
2016	16,652	22
2021	16,380	22

Although it is typically not recommended that the City plan for a peak in population (as the youth age group is currently experiencing), the fact that several communities within the City are void of accessible basketball facilities should take precedent over total City-wide supply. Basketball courts are neighbourhood-level facilities, as are playgrounds, and distribution is a key determinant in assessing current and future requirements. As such, it is recommended that basketball courts be developed in the following areas over the short-term (half courts are preferred over full courts as they reduce conflicts):

- 2 half courts in the Flour Mill / Donovan Area;
- 1 half court in the Downtown / Kingsmount area; and
- 2 half courts and 1 full court in the South End area.

These projects will bring the City-wide total to 30 equivalent total courts and will significantly improve accessibility to basketball facilities for youth.

#### Action Plans

- ★ In the short-term, the City should develop 2 half courts in the Flour Mill / Donovan Area, 1 half court in the Downtown / Kingsmount area, and 2 half courts and 1 full court in the South End area.
- ★ New basketball court development should be designed as half courts rather than full courts, where appropriate. The development of multi-purpose pads in non-residential areas should also be considered as an alternative to reduce evening usage conflicts with residential areas.

#### 6.4.6 Outdoor Tennis Courts

##### Inventory

There are 56 public tennis courts in the City of Greater Sudbury, half of which are lit for evening play. The supply provides for a court to population ratio of 1:2,772. The New Sudbury, Flour Mill/Donovan, and South End areas have the lowest per capita supply, while the Dowling/Levack/Onaping, West End/Copper Cliff, and Lively/Naughton areas have the most favourable supplies (see **Table 6-11**).

**Table 6-11: Outdoor Tennis Court Distribution**

Community / Service Area	Lit Tennis	Unlit Tennis	Total Courts	Population per Court
Azilda, Chelmsford	3	0	3	5,015
Coniston, Wahnapiatae, New Townships	3	0	3	1,717
Dowling, Levack, Onaping	0	5	5	977
Garson, Falconbridge, Skead, Bowland's Bay	2	2	4	2,214
Lively, Naughton, Whitefish, Worthington	4	5	9	1,125
Sudbury - Downtown	4	0	4	1,714
Sudbury - Flour Mill	0	2	2	7,003
Sudbury - Minnow Lake	2	0	2	4,955
Sudbury - New Sudbury	0	3	3	8,061
Sudbury - South End	0	3	3	6,521
Sudbury - West End & Copper Cliff	4	6	10	1,078
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrear Heights, Capreol	6	2	8	3,233
<b>City of Greater Sudbury</b>	<b>28</b>	<b>28</b>	<b>56</b>	<b>2,772</b>

The City is also home to a 4-court indoor tennis centre located at Queen's Athletic Field. The Sudbury Indoor Tennis Centre was established by a local non-profit organization in partnership with the City and is now fully owned and operated by the tennis club and its 150-plus members.

##### Public Input

There were no complaints or suggestions relating to tennis courts raised during the Master Plan's public consultation process.

##### Analysis

There are conflicting viewpoints regarding the future outlook for tennis – some feel that it is currently in decline, while others suggest that it will be a popular sport among the aging adult population. Our experience is that the sport has remained popular in communities with greater ethnic diversity, whereas its popularity has waned in areas with a more homogenous population profile. Greater Sudbury's community profile supports the latter scenario, therefore, we would

expect that there is little, if any, demand for additional tennis courts. This assertion is supported by the lack of interest generated around this issue during the public consultation program.

In many communities, tennis courts are provided at a ratio around one per 5,000 population; Greater Sudbury's current service level of 1 court per 2,772 greatly exceeds this theoretical standard. If this provision standard were applied to the City, there would be a long-term surplus of approximately 20 courts. Like playgrounds and basketball courts, however, public tennis courts are a facility that should be made available at the neighbourhood level. The distribution shows that some areas within the former City of Sudbury have per capita supplies that are lower than the proposed standard, however, these areas are not severely deficient and no additional courts are recommended in any area of the City.

Tennis courts and basketball courts both require similarly-sized asphalt pads, therefore, the conversion of tennis courts (which are oversupplied) to basketball courts (which are undersupplied in some area) is a viable option. Availability of basketball courts at area schools should also be considered before deciding to convert tennis courts. Unfortunately, this alternative only applies to the Downtown/Kingsmount area because the Flour Mill/Donovan and South End areas – which are basketball court deficient – have good, but not spectacular, tennis court supplies. Consideration should be given to converting under-utilized tennis pads in over-supplied areas (e.g., West End, Lively, etc.) to other alternative uses, such as neighbourhood-level skate parks.

#### Action Plans

- ★ No additional courts are required in any area of the City.
- ★ Consideration should be given to converting under-utilized tennis pads in over-supplied areas (e.g., West End, Lively, etc.) to other alternative uses.

#### 6.4.7 Outdoor Aquatics / Beaches

##### Inventory

The City has two artificial outdoor aquatic sites (the spray pads at Memorial Park and Coniston Confederation Park) and five supervised beaches:

- Kalmo Beach (Val Caron)
- Nephawin Lake Park (Sudbury - South End)
- Meatbird Lake Park (Lively)
- Bell Park (Sudbury - Downtown)
- Moonlight Beach (Sudbury - Minnow Lake)

Approximately 16,000 swimmers use the supervised waterfront beaches. Unsupervised beach areas also exist in a number of other park locations.



## Public Input

There were no complaints or suggestions relating to beaches or outdoor aquatic facilities raised during the Master Plan's public consultation process.

## Analysis

Beaches provide a valuable recreational experience and a medium for swim lessons as well as fun. There should continue to be supervised beaches within the City to ensure there is an opportunity to participate in this form of summer time recreation. Supervised beach locations should continue to be limited to the five existing sites, which are well distributed and in proximity to concentrated populations.

Spray or splash pads (like the one in Memorial Park, which is quite small) are outdoor aquatic facilities comprised of a series of interactive water play features, such as spouts, jets, water walls, fountains, water guns/cannons, water buckets, etc. Spray pads contain no standing or pooled water and typically use recirculated or recycled water. The size and number of features per spray pad can vary tremendously, depending on the neighbourhood that it is intended to serve. The core user of such facilities is children ages 2 to 14. Unlike an indoor pool, a spray pad allows children to do more than just swim – they can run, jump, climb, and swing all in a water setting. Older children enjoy the interactive aspect of waterplay, while smaller children enjoy the ground sprayers. If the spray facility is located within a major destination park or facility, the entire family can benefit from the experience. In its future planning, it is recommended that the City consider installing outdoor waterplay features (i.e., spray/splash pads) at one or more major City parks and/or facilities.

## Action Plans

- ★ Maintain the five existing supervised beaches.
- ★ In its future planning, the City should consider installing outdoor waterplay features (i.e., spray/splash pads) at one or more major City parks and/or facilities.

### 6.4.8 Outdoor Rinks

#### Inventory

The City of Greater Sudbury assists in the operation of approximately 50 outdoor winter rinks that are maintained and run by a dedicated corps of community volunteers. Over 80,000 visitors attend activities at these sites over the course of the winter. Not only are the rinks used for public skating and special events, but they are also scheduled for organized hockey and figure skating (Tyke hockey, power skating, CanSkate) and used extensively by local schools.

The number of active rinks can vary slightly from year to year and the field work conducted for this Master Plan identified a total of 45 boarded outdoor ice rinks (see **Table 6-12**), not including the skating path on Ramsey Lake at Bell Park. The supply of 45 rinks translates into one facility per 3,449 people or one per 839 children and youth. Approximately eight unboarded rinks are also

provided (mostly within the old City), depending upon volunteer support from year to year. The distribution of rinks throughout the City is excellent, although the Chelmsford/Azilda area has a significantly lower per capita supply than all other areas of the City.

**Table 6-12: Outdoor Hockey Rink Distribution**

<b>Community / Service Area</b>	<b>Outdoor Rink</b>	<b>Population per Rink</b>	<b>0-19 Population per Rink</b>
Azilda, Chelmsford	1	15,046	4,100
Coniston, Wahnapiatae, New Townships	2	2,576	655
Dowling, Levack, Onaping	2	2,444	620
Garson, Falconbridge, Skead, Bowland's Bay	3	2,952	945
Lively, Naughton, Whitefish, Worthington	9	1,125	292
Sudbury - Downtown	1	6,856	1,230
Sudbury - Flour Mill	4	3,501	771
Sudbury - Minnow Lake	3	3,303	872
Sudbury - New Sudbury	4	6,046	1,435
Sudbury - South End	5	3,913	911
Sudbury - West End & Copper Cliff	3	3,593	752
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	8	3,233	858
<b>City of Greater Sudbury</b>	<b>45</b>	<b>3,449</b>	<b>839</b>

### Public Input

Volunteer playground associations are responsible for the operating of most of the City's outdoor rinks and many of these groups provided input for this Plan. Suggested improvements of the quality and operation of the rinks was varied and included: the installation of lighting (although approximately 75% of the existing rinks are lit), paving dirt rinks so they can be used in summertime for bike/skate parks, putting a roof over the rinks, extending the supervised hours so more programs can be offered, building more rinks, and improving maintenance at existing rinks. Vandalism and lack of money were cited as the key issues affecting the long-term viability of outdoor rink programs and facilities.

### Analysis

The benefits of outdoor rinks are many: they alleviate some of the pressure placed upon indoor arenas, offer a cost-effective alternative to indoor facilities, provide neighbourhood-level programs and open skating/shinny opportunities, and help to foster community spirit through the reliance on local volunteers. There is just something that is fundamentally "Canadian" about outdoor rinks. They do, however, have a short season (usually late December to early March) and are subject to the elements and usage tends to drop when temperatures get too low.

The outdoor rink programs were frequently identified as a "strength" during the public consultation program. The rinks and their related programming rely heavily on volunteers and if they are to be maintained, continued support financial and operating support from the City will be required. The

City provides staff for supervision within set hours (25 hours per week) and some volunteer associations choose to supplement the paid hours with volunteers

Greater Sudbury's high ratio of outdoor hockey rinks per capita is nearly the same as the City of Ottawa and nearly twice that of the City of Montreal (the latter of which has seen a dramatic decline in the number of outdoor rinks in recent years). Both of these municipalities are also dealing with amalgamation issues and the harmonization of outdoor rink operations. Like Greater Sudbury, the City of Ottawa's outdoor rink operational model encourages service partnerships with local community groups and supports them with funding, tools and access to the necessary infrastructure such as water supply and lighting. Unlike Greater Sudbury, however, volunteers are wholly responsible for supervising Ottawa's rinks and not all are required to have supervision.

The City of Ottawa has classified all of its rinks based upon the level of amenity provided (e.g., no boards, just end boards, full boards, etc.) and it provides financial assistance to its community partners based on these classifications. The operation of each outdoor rink is reviewed annually through the evaluation of user statistics and community involvement in order to determine the level of future support.

#### Action Plans

- ★ Similar to the approach taken in some of its Towns prior to amalgamation, it is recommended that the City only provide supervision at select locations and that local organizations be responsible for supervising the balance of the rinks. The City should continue to supply all volunteer associations with the necessary equipment and should provide additional funds to groups providing supervisory duties. The level of funding should, however, be less than what it would cost the City to provide direct supervision, otherwise the City should not adopt this approach.

#### 6.4.9 Running Tracks

##### Inventory

There are five outdoor running tracks within municipal parks:

- Centennial/Doug Mohns Park (Capreol)
- Howard Armstrong Recreation Centre Park (Val Therese)
- Queen's Athletic Field (Sudbury - West End)
- Lo-Ellen Park Community Centre (Sudbury - South End)
- Lionel E. Lalonde Centre (Azilda)

In addition, many elementary and secondary schools provide track facilities, as does Laurentian University. In fact, the Laurentian track, which is the only all-weather track surface in Northeastern Ontario, is operated under a third-party agreement between the City, University and a school board.

## Public Input

A local track group, along with City staff, have indicated that the 400-metre track at Laurentian University is no longer suitable for competitions due to its poor condition. Another group also mentioned the need to improve the existing track or develop a new one. One additional suggestion was to cover the adjacent 200-metre track in order to provide a suitable indoor running venue.

## Analysis

The Laurentian track and its supporting facilities (e.g., fieldhouses, bleachers, etc.), which the City has an agreement to use, are deteriorating and will not be useable for athletic competition within a few years without major investment. Another drawback to the site is that it does not have nearly parking facilities for major events. This site has hosted many provincial, national and even international events in the past, as well as numerous local track and field competitions through the schools and other organizers. Adjacent to the 400-metre track is a 200-metre outdoor track, extensive cross-country trails, and an indoor fitness complex containing a 50-metre pool, fitness centre and gym. The City had an estimate a few years back of approximately \$1 million to resurface the track and correct the drainage issues at the Laurentian track facility. This estimate is dated, however, and does not include funds to improve the associated track buildings and infield.

With Greater Sudbury being a regional centre within Northeastern Ontario for sporting competitions, it is important that the City have an appropriate track and field venue. Because of the multi-purpose nature of the complex and the existing stadium venue, the preferred option is to improve the existing facilities at Laurentian University in partnership with the school and community to the mutual benefit of all users.

If improvements to the Laurentian track prove to be neither feasible nor viable, another option is to develop a track in conjunction with the proposed multi-use recreation complex in the New Sudbury/Flour Mill area (but only if the City decides to install an outdoor artificial turf field at this location). Although this location would not be ideal for the University, it would provide a nearby facility for Cambrian College Athletes and would also benefit from the proposed artificial turf field and other amenities at the complex (e.g., indoor ice pads, gymnasium, support features, larger parking lot, etc.).

## Action Plans

- ★ In partnership with local groups and institutions, the 400-metre outdoor running track at Laurentian University should be upgraded, along with the necessary support facilities. If improvements to the Laurentian track is not feasible or viable, the development of a 400-metre all weather track in conjunction with the proposed multi-use recreation complex in the New Sudbury/Flour Mill area should be considered should an outdoor artificial turf field be installed at this location.

#### 6.4.10 Skate Parks

##### Inventory

There are currently no permanent skate parks within the City of Greater Sudbury, however, there are approximately 8 neighbourhood-level seasonal skate parks that use movable equipment placed in parks and arenas. Furthermore, the City is currently planning to build its first permanent skate park in partnership with a local service club. To be located next to Carmichael Arena in the Minnow Lake area, this skate park facility is expected to be 8,000 to 10,000 square feet in size.

##### Public Input

The public workshops and staff/Councillor interviews all raised the issue of not having enough options and activities to engage local youth. The development of skate parks was a common suggestion in this regard. The user group survey also yielded interest in skate parks, noting that one is desired in a variety of communities (e.g., Onaping-Levack, Dowling, Lively, Chelmsford, Garson, Falconbridge, etc.).

##### Analysis

Skate parks offer paved areas with specially constructed ramps, quarter pipes, rails, and other structures for skateboarding and freestyle skating and cycling within a controlled environment. Skateboarding is one of the fastest growing sports in Canada and the demand for skate parks is high. These activities are not fads that will fade away, rather they are continuing to grow in popularity, particularly amongst older children and teenagers – a demographic that has traditionally been challenging to serve. Furthermore, because skateboarding and similar activities often occur in open public plazas or on private lands resulting in conflicts with other activities (not to mention vandalism and injuries), skate parks offer an important alternative to this problem.

Permanent concrete or polyboard skate parks and ramps provide a higher standard of construction and safety than do the temporary/movable equipment currently being used at the neighbourhood-level skate parks. Permanent structures should be professionally designed to offer opportunities for both the novice and experienced user; the existing sites within the City currently cater more toward novice users due to their small size and standard of construction.

The preferred approach to skate park development for Greater Sudbury would be to build a series of small and modestly sized permanent parks around the City, rather than building one large centralized facility. This concept better serves individual communities, substantially decreases overcrowding at any one park, and may also create increased opportunities for community fundraising and stewardship. Throughout the preparation of this Master Plan, the public has identified the need for skate parks in each community due to the inability of children and youth to travel to other areas of the City to use them.

Because skate parks are viewed as being neighbourhood-level facilities that should be easily accessible to youth, one permanent skate park in each service area outside of the former City of Sudbury (for a total of six) is recommended. Furthermore, a total of three permanent skate parks should be provided in the former City of Sudbury (fewer sites are required in this area due to the density of development and additional transportation options). Four of the nine parks should be

modestly-sized (approximately 6,000 to 8,000 square feet) and the remainder should be smaller (approximately 2,000 to 4,000 square feet). This strategy should not preclude the development of more skate parks should local community groups wish to provide funding or maintenance in order to make the development of a new park possible.

Skate parks should be placed in centrally located areas, close to other recreational activities, and highly visible from the street. Public amenities such as telephones, water fountains, and washrooms should also be in close proximity. Furthermore, skate parks should be accessible to non-drivers, preferably along a bus route or within easy walking distance to residential areas. Parking is not a major issue, though some should be provided along with bicycle racks. The preferred location for a skate park is within an existing park or recreational area.

One of the most important criteria for a successful skate park is the commitment from the community. For example, often the development of a skate park is the result of a grassroots fundraising effort. Even if a municipality provides the funding for the ramps and space for the facility, the community is usually relied upon to enforce proper behaviours within the park and to assist with maintenance efforts. Municipal supervision is not required at “skate at your own risk” parks, while supervised parks often require registration, waivers, and approved safety equipment in order to reduce risk or liability concerns. Most participants are respectful of the opportunity to use such a facility and, as a result, the parks are kept in good condition due to a sense of pride and community stewardship. Generally, the greater the commitment from the community, the greater the success of the project.

#### Action Plans

- ★ Provide one permanent skate park in each service area outside of the former City of Sudbury (for a total of six). Provide a total of three permanent skate parks in the former City of Sudbury. Four of the nine parks should be modestly-sized (approximately 6,000 to 8,000 square feet) and the remainder should be smaller (approximately 2,000 to 4,000 square feet).
- ★ Local communities and skateboarders (as well as inline skaters, BMX and trick cyclists) should be consulted prior to determining the location and design of each new facility. The community and local playground association should also be encouraged to sponsor the facilities and assist in fundraising, supervision, and/or maintenance.

#### 6.4.11 Ski Hills

##### Inventory

The City owns 2 ski hills (Lively and Capreol), but is only operating the Capreol facility at present. The City also operated the Adanac Ski Hill (on lands owned by the Nickel District Conservation Authority) until 2003, at which time it was closed due to the significant capital costs associated with the mandated replacement of the ski lift system. A fourth community-based ski hill exists within the City and is located in Levack on privately owned lands (Inco). The Lively Ski Hill was also run by volunteers, but has been closed due to financial and volunteer constraints. No decision has been made regarding the potential future re-opening of the ski hill. A fifth ski hill is located in the Onaping/Levack area and is owned and successfully operated by the private sector.

## Public Input

The public consultation program found modest interest in re-opening either the Adanac or Lively ski hills. There is some indication that downhill and cross-country skiing participation has risen in recent years, partly as a result of the community's demographic profile.

## Analysis

Ski Hills are high risk, high liability operations that are heavily regulated. With the number of active ski hills down to two there is a concern that the City will no longer be able to provide the same level of technical and operational assistance that it was able to in past years, resulting in potentially greater safety and liability risks.

Capital costs for upgrading equipment at the Adanac Ski Hill are estimated at \$1.4 million. The City is currently in the early stages of implementing a Master Plan for the Adanac Park area and surrounding lands (including the Barrydowne Arena), which will include a review of opportunities for an alternate use of the Adanac hill. The Adanac Ski Hill attracted approximately 10,000 skier visits per season and the public consultation program generated some support for re-opening the facility. With this area being such an important recreational and community resource, it is important that the redevelopment proposal be consistent with the direction of this Master Plan and its guiding principles (see Section 2.2.6), especially that it be properly planned, reflective of community needs, and financially sustainable. Potential uses for the site could include (but may not be limited to) winter carnival activities, downhill and/or cross country skiing, snowboarding and/or a snowboard terrain park, tobogganing and/or tubing, outdoor skating rink, indoor and outdoor soccer, skateboarding and inline skating, non-motorized trail activities, and summer/winter day camp programs.

Until the study is completed for Adanac Park and the associated ski hill, it would not be prudent to fully assess the market demand for downhill ski and snowboarding facilities in the Greater Sudbury area. Once a decision is made regarding Adanac Ski Hill, the City should determine whether or not to maintain its interest in the Capreol and Lively ski facilities. In any case, any assessment of market demand for a ski hill or snowboarding/tubing venue should consider all similar facilities available in the entire City of Greater Sudbury.

In terms of the need for a multi-use all-season recreation facility with hill-based activities within the community, it is quite possible that there would be sufficient demand for such a facility if it contains the appropriate mix of facilities at reasonable prices. A hill-based, multi-use, all-season recreation facility is not, however, considered to be a core service and the City should only become involved if there is a suitable partnership and if the business plan indicates that the operations will be self-sustaining. Hill-based activities cater predominantly to a small market comprised largely of younger age groups; the City's demographic profile is an aging one and its average income levels are not conducive to the promotion of such a facility as a core municipal service.

## Action Plans

- ★ Consider the findings of this Master Plan when undertaking the Master Plan and Business Plan for Adanac Park.

- ★ A hill-based, multi-use, all-season recreation facility is not a core municipal service and the City should only become involved if there is a suitable partnership and if the business plan indicates that the operations will be self-sustaining.



## SECTION 7. PARKLAND & TRAILS

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City of Greater Sudbury parks and playgrounds provide a variety of recreational, social, educational, historic, interpretative, and cultural opportunities to citizens and visitors alike. A balanced and well maintained park system engages people of all ages, interests, and backgrounds and enhances the overall quality of life. This section contains an assessment of the City's parks and trail system and provides direction for the continued management of this valuable community resource.

### 7.1 Parkland

Public parkland is the land base required for recreational activities and outdoor facilities. Among other benefits, parks and open space also contributes to the preservation and conservation of natural features, provides opportunities for passive recreational activities, provides physical linkages for the movement of humans and animals, and contributes to the aesthetic value of the community. Within Greater Sudbury, developed parks are provided primarily by the City, schools, and some community organizations, while undeveloped open space is owned by both public agencies and private individuals.

Two of the key elements of any parks system are equity and accessibility. In this regard, it is imperative that the City strive to provide parkland in populated areas that are void of any park facilities, as well as those that are under-supplied.

#### 7.1.1 Park Classification System

The definition of a park classification system that encourages a broad range of park types and facility combinations is an important first step in meeting the varied needs of the public. A parks hierarchy typically defines that various aspects of each park type, including such items as the general intensity of development, intended service area, and potential complement of facilities. In most municipalities, decisions relating to the future planning, acquisition, and development, of park resources are guided by park classification systems in their Official Plans (and to a different degree by parks master plans, if applicable).

Park classifications are important because they help to focus planning, development and management efforts in a manner that balances public needs and expectations with dimensions related to physical, natural and financial resources. Through a classification framework, a consistent management approach can be created that improves equity and responsiveness to community needs.

The City of Greater Sudbury is currently operating under a series of Official Plans and Secondary Plans that predate amalgamation and there is no one policy regime that is applicable to the parks system. Fortunately, the City is presently developing a new Official Plan for all of Greater Sudbury that will provide consistent direction on a number of parks and leisure related matters, such as high-level parkland needs, the classification of parks, the integration of natural areas into the parks system, parkland acquisition, dedication, and disposal, etc. Although this Master Plan contains

commentary and suggestions on some of these matters, it is expected that the new Official Plan will contain more detailed policies that will affect the way in which the City's park system evolves over the next twenty years.

Of note, the *Planning Act* allows a municipality to apply the one hectare per 300 unit standard if they have undertaken a parks and recreation master plan. This standard provides more parkland than the traditional application of 3 hectares per 1,000 people for any development with a density greater than 6 units per acre.

At present, there are multiple park classification systems within the City (see **Table 7-1**), neither of which is complete nor provides detailed definitions. The City's forthcoming new Official Plan will serve to reconcile these and establish a more formalized park hierarchy.

**Table 7-1: Current Parkland Classification Systems in the City of Greater Sudbury**

Source	Leisure Services Budget Reporting	Leisure Services Parks Mapping	Various Secondary Plans
<b>Park Classifications</b>	<ul style="list-style-type: none"> <li>Major Community Parks</li> <li>Local and Linear Parks</li> <li>Athletic Fields</li> <li>Playgrounds and Tot Lots</li> </ul>	<ul style="list-style-type: none"> <li>Parks</li> <li>Playgrounds</li> <li>Tot Lots</li> </ul>	<ul style="list-style-type: none"> <li>Local / Neighbourhood Parks</li> <li>Community parks</li> <li>Greenbelt</li> </ul>
<b>Classifications are Based on</b>	<ul style="list-style-type: none"> <li>Park Function</li> </ul>	<ul style="list-style-type: none"> <li>Park Size</li> </ul>	<ul style="list-style-type: none"> <li>Park Function &amp; Size</li> </ul>
<b>What's Missing</b>	<ul style="list-style-type: none"> <li>Greenspace</li> </ul>	<ul style="list-style-type: none"> <li>Greenspace</li> <li>Linear Parks/Trails</li> </ul>	<ul style="list-style-type: none"> <li>Linear Parks/Trails</li> </ul>

### 7.1.2 Inventory

Two standards are generally used to assess the supply and distribution of parks: (1) that a minimum of 3 hectares of parkland per 1,000 residents is provided; and (2) that parks are generally located within 800-metres of residential areas within urban communities (without having to cross a major barrier such as a rail line, river, or highway). The first benchmark is examined below.

Parkland per capita is a useful tool in monitoring how well the City is serving residents and achieving its goals in comparison to both historical measurements, as well as future projections. **Table 7-2** translates the park acreage data into provision levels per 1,000 residents using 2001 population estimates and acreage figures collected by the Consulting Team.

**Table 7-2: Existing Parkland Inventory by Service Area (acres / hectares)**

<b>Community / Service Area</b>	<b>Park Sites* (acres)</b>	<b>City Park Hectares per 1000 population</b>	<b>Greenspace (acres)</b>	<b>Non-City Park Sites** (acres)</b>	<b>Recreation Facility Sites (acres)</b>	<b>Total (acres)</b>	<b>Total Hectares per 1000 population</b>
Azilda, Chelmsford	70.59	1.9	0	0.12	42.68	113.39	3.05
Coniston, Wahnapiatae, New Townships	23.59	1.85	0	0.00	0.00	23.59	1.85
Dowling, Levack, Onaping	41.38	3.43	14.62	0.00	3.63	59.63	4.94
Garson, Falconbridge, Skead, Bowland's Bay	70.10	3.2	13.82	3.00	18.12	105.04	4.8
Lively, Naughton, Whitefish, Worthington	461.71	18.46	6.07	14.18	15.66	497.62	19.89
Sudbury - Downtown	136.58	8.06	0	0.00	2.93	139.51	8.24
Sudbury - Flour Mill	30.57	0.88	0	0.00	2.94	33.51	0.97
Sudbury - Minnow Lake	294.37	12.02	34.26	0.00	3.70	332.33	13.57
Sudbury - New Sudbury	46.97	0.79	34.11	6.75	0.00	87.83	1.47
Sudbury - South End	27.66	0.57	30.04	22.08	25.54	105.32	2.18
Sudbury - West End & Copper Cliff	45.67	1.71	0.00	0.00	2.67	48.34	1.82
Val Therese, Hanmer, Val Caron, Blezard Valley, McCreah Heights, Capreol	220.86	3.46	42.6	18.68	15.89	298.03	4.66
<b>City of Greater Sudbury</b>	<b>1,470.05</b>	<b>3.83</b>	<b>175.52</b>	<b>64.81</b>	<b>133.76</b>	<b>1,844.14</b>	<b>4.81</b>

\* does not include acreage associated with ski hills

\*\* includes lands owned by community organizations containing parks or playgrounds, excluding all lands owned by the Nickel District Conservation Authority and schools

The City provides a ratio of 3.83 hectares of developed parkland per 1,000 population. This figure increases to 4.81 hectares/1000 when municipally-owned greenspace and recreational facility sites, as well as parks/facilities owned by City-affiliated organizations are included.

With the exception of the Minnow Lake area (which contains Moonlight Beach) and Downtown (which contains Bell Park and Lily Creek), all of the other planning areas within the former City of Sudbury have considerably low levels of municipal parkland provision and are below the benchmark of 3 hectares per 1000 population. Sudbury South End does, however, have the sizeable Lake Laurentian Conservation Area within its boundaries. The Coniston/Wahnapiatae and Azilda/Chelmsford areas also have lower than average provision levels. At the other end is the Lively/Naughton service area, which has a supply of nearly 20 hectares/1000 people due largely to the Naughton Trail Centre and Camp Wassakwa.

### Inventory Limitations

As part of this project, we were charged with the task of identifying municipal park parcels, their features/contents, and various locational information including park acreage. The City does not have an accurate database or map of all its parks or facilities and, therefore, we had to rely on assessment information, zoning maps, and aerial photography to identify many of the City's parks. While identifying developed parks is relatively straightforward, tracking ownership and acreage without detailed parcel fabric mapping (as many are located adjacent to school grounds) is an

inexact task. Acreage and ownership information was not able to be collected for approximately fifteen parks, nearly all of which are believed to be relatively small landholdings.

In addition, the identification of undeveloped open space or greenspace parcels is even less accurate as it relies solely on zoning maps (parcels zoned “Park”) and assessment information to confirm whether or not the City owns the parcel. In many cases, however, ownership could not be confirmed due to incomplete legal descriptions. Lastly, the City owns several hundred small, vacant parcels that essentially function as greenspace, but are zoned for residential purposes. Because we are unable to confirm which of these lots have been acquired through the parkland dedication process for the purposes of park development, these residentially-zoned lands have not been counted within the inventory. Each of these aforementioned factors indicate that the total acreage of municipal parkland is somewhat greater than what is reported in Table 7-2. Once the City completes its Geographic Information System (which will ultimately integrate parcel fabric mapping, assessment information such as ownership and acreage, aerial photos, and even an inventory of municipal assets such as park features), it is recommended that the park inventory / database created for this Plan be updated.

#### Action Plans

- ★ Through its new Official Plan, the City should develop and adopt a formal parkland classification system for the future acquisition, dedication, and management of municipal parks and open spaces.
- ★ The City’s park inventory / database should be updated once the City’s new Geographic Information System is operational.

#### 7.1.3 Parkland Requirements

The public and staff consultation program found strong support for the acquisition of more greenspace and the expansion of passive, nature-oriented recreation activities (e.g., walking, hiking, nature appreciation, etc.).

**Table 7-3** contains the current and forecasted (for the year 2021 using the high-migration scenario) parkland service levels by planning area for all municipally-owned recreational lands. This table illustrates the impact that projected population growth will have on existing park supplies if no additional land is added to the inventory. Please note that the land area data in Table 7-2 is recorded in “acres”, while the data in Table 7-3 is measured in “hectares”.

**Table 7-3: Current and Forecasted Parkland Provision Levels**

Community / Service Area	City Parkland* (hectares)	Current Population (2001)		Future Population (2021 - high-migration)	
		Population	Hectares per Population	Population	Hectares per Population
Azilda, Chelmsford	45.8	15,046	3.05	16,806	2.73
Coniston, Wahnapiatae, New Townships	9.5	5,152	1.85	5,511	1.73
Dowling, Levack, Onaping	24.1	4,887	4.94	5,282	4.57
Garson, Falconbridge, Skead, Bowland's Bay	41.3	8,856	4.66	9,921	4.16
Lively, Naughton, Whitefish, Worthington	195.6	10,123	19.33	11,389	17.18
Sudbury - Downtown	56.5	6,855	8.24	7,291	7.74
Sudbury - Flour Mill	13.6	14,005	0.97	14,051	0.97
Sudbury - Minnow Lake	134.5	9,910	13.57	13,416	10.02
Sudbury - New Sudbury	32.8	24,183	1.36	25,498	1.29
Sudbury - South End	33.7	19,563	1.72	25,477	1.32
Sudbury - West End & Copper Cliff	19.6	10,777	1.82	11,050	1.77
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrear Heights, Capreol	113.0	25,862	4.37	29,283	3.86
<b>City of Greater Sudbury</b>	<b>720.1</b>	<b>155,219</b>	<b>4.64</b>	<b>174,975</b>	<b>4.12</b>

\*includes all municipally owned parkland, greenspace zoned "P", and land upon which recreation facilities are situated

The City as a whole is not deficient in parkland ratios to population, particularly true given the park-like setting of the local landscape in many areas. With much of the City's future population growth forecasted to occur in the South End area, however, more pressure is expected to be placed upon the already low parkland supply in this community.

Despite City-wide park ratios, certain areas of the Greater Sudbury community are deficient in overall parkland supplies. Using a common benchmark of 3.0 hectares per 1,000 residents, parkland acquisition efforts (rather than parkland disposal) should be considered in the following communities (in order of priority):

1. Sudbury - Flour Mill/Donovan area
2. Sudbury - New Sudbury area
3. Sudbury - South End
4. Sudbury - West End & Copper Cliff
5. Coniston, Wahnapiatae & the New Townships
6. Chelmsford & Azilda

Efforts to acquire additional lands should be in the 10 or more acre parcel size, while continuing to ensure that the playground standard of 1 within 800-metres of residential units within an urban settlement area is maintained. The City's planning documents should identify in greater detail potential locations for new parkland.

In addition, park sites suitable for “off leash” or “leash free” dog play are needed within the urban areas of the City. “Off leash zones” are parks or areas within parks where dog owners can run their dogs off of their leashes. For such parks to be successful there must be significant involvement by a community group in both the creation of the park and the ongoing maintenance of the park. The establishment of at least one such park as a test case should be undertaken. Sites that are not appropriate include lands that are considered environmentally sensitive, parks that attract a large number of users, or back on to residential lots. The portion of a park established for the leash free area must also be clearly delineated by either natural or manmade barriers and be well signed. The area must also be associated with an affiliated group who will assume responsibility for the added maintenance.

### Action Plans

- ★ In an effort to achieve a more favourable per capita ratio of parkland, the City should capitalize on available opportunities to acquire park sites for both active and passive recreation that are 10 or more acres in size in the following areas (in priority order):
  - Sudbury - Flour Mill/Donovan area
  - Sudbury - New Sudbury area
  - Sudbury - South End
  - Sudbury - West End & Copper Cliff
  - Coniston, Wahnapiatae & the New Townships
  - Chelmsford & Azilda
- ★ Determine if a park exists that would be suitable as a leash free park or acquire suitable lands.
- ★ Work with a community group to establish rules and maintenance schedules for the park.

### 7.1.4 Disposal of Surplus Parkland

One significant issue is the considerable number of small, undeveloped park sites within the City. A query of the City’s assessment system indicates that there are over 1,600 parcels classified as “Vacant Land”. Some of these lots are “developed” parks without buildings, others contain various municipal infrastructure, but the vast majority are undeveloped properties. Over 1,100 of these lots are less than one acre in size and many have been acquired by the City through a variety of means, including its parkland dedication policies. Furthermore, most of these lots are zoned R1 or R2, although some are designated for parkland purposes in the City’s various planning documents. In some cases, local neighbourhoods have expectations that these lots will one day be developed as parks or, at the very least, that they will remain in their natural state and not sold as residential lots. Before deciding whether or not these unclassified, residentially-zoned “park” parcels should be declared surplus, the City should identify and evaluate them on a site-by-site basis. Preference should be given to maintaining parks that are already developed, contain important natural heritage features, and/or that provide public access to local water bodies.

The magnitude of Greater Sudbury’s geographic area and the dispersal of residential areas results in the need for more play areas (in order to ensure physical accessibility by all residents) compared to more concentrated urban areas. Despite this fact, some of the City’s developed and

undeveloped park and playground sites could be sold for building lots and the funds used to maintain the remaining facilities.

Standards for the provision of playgrounds in urbanized areas are usually one City or school site with play equipment within 800 metres of residential development without barriers in the way (e.g., river, railway line, or a major arterial road). Application of this standard to the City of Greater Sudbury reveals that the sites identified in **Table 7-4** (in no particular order) could potentially be eliminated because: (1) they are situated within a community that has an above average supply of parkland; and (2) there is a significant overlap with another City park in their 800-metre service radius; or (3) contains no or very few significant recreational features. The City may identify additional parks not listed in **Table 7-4** based upon the aforementioned criteria.

**Table 7-4: Potential Surplus Parks**

Park	Community	Acreage	Existing Features	Rationale for Disposal
Shawn	Azilda	0.66	creative play (can be moved to different site)	near Rick McDonald Complex
Catherine	Garson	1.24	open field	vacant; near Saturn Park
Beech	Garson	–	practice diamond	near Penman Park - Garson has enough ball diamonds
Pine & Fir	Onaping	1.32	woodlot; 2 swings	close to Onaping Community Centre
Rosemarie Playground	New Sudbury	0.73	traditional play equipment fieldhouse	very close to larger and better Twin Folks
Redfern	New Sudbury	1.25	traditional play equipment	close to Ridgecrest
Rodrigue Street Playground	Chelmsford	0.29	traditional play equipment	poor condition; near David Street Playground
Byng P.H.	West End	--	traditional play equipment	near Byng tot lot
<p>Any other park parcels that satisfy <u>all</u> of the following criteria:</p> <ul style="list-style-type: none"> <li>(1) has an overlapping service area with another City park or playground (the smaller or more poorly supplied park should be declared surplus);</li> <li>(2) contains no facilities or is severely under-utilized;</li> <li>(3) does not provide important ecological or environmental functions;</li> <li>(4) is located within an area that has an oversupply of existing or planned parkland; and</li> <li>(5) is not needed for future parks or municipal infrastructure requirements.</li> </ul>				

## Action Plans

- ★ The city has potentially hundreds of small, undeveloped park parcels that are zoned for residential purposes. Before deciding whether or not these “parks” should be declared surplus, the City should identify and evaluate them on a site-by-site basis. Preference should be given to maintaining parks that are already developed, contain important natural heritage features, and/or that provide public access to local water bodies. Consultation with adjacent and nearby landowners should also be a requirement in the decision-making process.
- ★ The City should consider declaring surplus any park sites that satisfy all of the following criteria:
  - i) has an overlapping service area with another City park or playground (the smaller or more poorly supplied park should be declared surplus);
  - ii) contains no facilities or is severely under-utilized;
  - iii) does not provide important ecological or environmental functions;
  - iv) is located within an area that has an oversupply of existing or planned parkland; and
  - v) is not needed for future parks or municipal infrastructure requirements.
- ★ In cases where the City has larger park blocks that are only partially developed and that meet above-noted criteria iii), iv), and v), such as Flake Playground adjacent to the former Our Lady of Fatima School in Blezard Valley, the undeveloped and unneeded portions of these sites may be declared surplus. It is important, however, that the developed park portions be maintained under municipal ownership if there are no better quality parks within the immediate area.
- ★ Many of the City’s developed park sites are not designated as such in its land use planning documents (e.g. Walden Cross Country Fitness trails in Naughton). Those sites that the City intends to keep (e.g., not declare surplus and dispose of) should be identified as parkland in the Official Plan and Zoning By-law.

## 7.2 Trails

### 7.2.1 Inventory

The City works in partnership with the Rainbow Routes Association and local community groups in the development of trails across Greater Sudbury. At present, there are approximately 156 kilometres of off-road nature and paved trails available for walking, cycling, inline skating, and cross-country skiing. The trail network continues to grow, particularly since 2001 when substantial grants were secured through the Northern Ontario Heritage Fund.

The following are non-motorized trails of varying surfaces that are formally recognized as municipal/public trails. The source of this information is Trans Canada Trail Master Plan (2001) and may require updating by the City. An extensive network of snowmobile trails also exists within the City and is not reflected in the inventory due to the inherent conflicts with non-motorized use.



Former City of Sudbury (85 kilometres)

- Junction Creek Waterway Park (8 km)
- Nolin Creek Trail (2 km)
- Twin Folks Trail (2 km)
- Rotary Park Trail (2 km)
- Mallard's Landing Trail (1 km)
- Ramsey Lake Greenway Trail:
  - Bell Park Walkway (3 km)
  - Lake Laurentian Conservation Trail Network (50 km)
  - Blueberry Hill Trail (2 km)
  - Oak Forest Park Trail (3 km)
  - Camp Sudaca Trails (2 km)
  - Laurentian University Trails (10 km)

Former City of Valley East (4 kilometres)

- Recreational Trail (1 km)
- Dominion Drive / Pinecrest / Carol Richard Trail (3 km)

Former Town of Capreol (2 kilometres)

- River Trail (2 km)

Former Town of Onaping Falls (25 kilometres)

- A.Y. Jackson Lookout Trails (10 km)
- Windy Lake Cross Country Ski Trails (15 km)

Former Town of Rayside-Balfour (12 kilometres)

- Chelmsford Trail (6 km)
- Azilda (6 km)

Former Town of Nickel Centre (1 kilometre)

- Jane Goodall Trail (1 km)

Former Town of Walden (27 kilometres)

- Meatbird Lake Trails (2 km)
- Fielding Park Trail Network (2 km)
- Naughton Trails (19 km)
- Centennial Park "Mosquito Trail" (1.5 km)
- Hillcrest to Fielding Park Trail (2.5 km)

In addition to the aforementioned multi-use trails, the City's five volunteer cross-country skiing clubs (located in Dowling, Naughton, Capreol, Sudbury and Azilda) operate and maintain an extensive series of ski trails totalling approximately 90 to 100 kilometres. The Naughton and Azilda clubs are located in City-owned lands and the City provides grants to all five organizations to assist in their annual operation. Cross-country skiing is a significant winter recreational activity in Greater Sudbury, with approximately 3,000 members between the five clubs.

In 2001, Rainbow Routes prepared the "Trans Canada Trail Master Plan" in partnership with the City. The plan identifies a Trans Canada Trail route as well as conceptual trail links to communities

not on the proposed route in an attempt to connect the disjointed and disparate network of existing trails. Connections to major recreational, educational, residential, and commercial points of interest played an important role in determining the proposed route. When completed, the Trans Canada Trail through the City of Greater Sudbury will be approximately 133 kilometres in length, more than half of which exists in the form of developed trails and rights-of-way.

While the Trans Canada Trail will provide valuable linkages between communities both within and outside of Greater Sudbury, other significant trails exist within the City. For instance, the Master Plan for Greenway Park, which is situated on Lake Ramsey (a community and tourist focal point), proposes a continuous linked trail around Ramsey Lake and the purchase of additional acreage to create a 430 hectare park (the City's largest) at the east end of the lake. Trails at Ramsey Lake and Bell Park were the most frequently mentioned projects at the public workshops, as was the general need for additional trails throughout the City.

### 7.2.2 Analysis

Trends research and surveys undertaken in other municipalities indicate that **walking is the second most popular leisure activity**, behind only reading. Furthermore, as age increases, so too does the propensity to identify walking as a favourite leisure time activity. This bodes well for future demand given that the 55+ age group is expected to grow substantially over the course of the planning period. Although bicycling and walking are somewhat limited as modes of transportation in the City due to the length and severity of the winter climate, the topography of some areas and the dispersed nature of land use patterns, they are important parts of a sustainable and efficient transportation system.

The public consultation process has provided strong support for the expansion of Greater Sudbury's trail network. Several individuals have also provided input regarding the need for a comprehensive cycle/pedestrian transportation system consisting of trails, bike lanes, and on-street routes.

Trail development has many positive benefits for local residents in addition to recreation, including increased community livability, an increase in transportation options, patronage to trail-side businesses, an increase in personal health and fitness, tourism development, scenic beautification, and improved air and water quality (Rails to Trails Conservancy 1999). Furthermore, trails provide opportunities for both residents and visitors to travel to and experience local heritage, recreation, and cultural attractions.

The most easily identifiable benefits of a multi-use recreational trail program involve recreational opportunities. Leisure trends suggest an increasing demand for "unprogrammed" active living recreational opportunities that are more compatible with the lifestyles of the aging population. The use of trails is unorganized and spontaneous and thus more attractive for busy individuals whose leisure time is at a premium and often unplanned. Trails appeal to people of all ages and abilities because of their flexibility, low cost, and accessibility. Skill is not a factor – the same trail is equally attractive to people with varying levels of fitness and expertise.

The increasing age of the average user will influence fitness program structure and provision. As a result, the City of Greater Sudbury will need to reassess its programming concentrations to

include a stronger focus on seniors' leisure and recreational activities. Though people over the age of 55 continue to pursue active lifestyles, it is in a more passive fashion (e.g., walking is replacing jogging for many individuals). Trails are an especially flexible and responsive type of facility as they permit "unprogrammed" fitness or "active living" activities for both older adults and the young.

The City's current multi-use recreational trail system is comprised of three classes as defined in the Trans Canada Trail Master Plan and identified below:

Class I - Path/Trail

A trail designated for the use of the recreation user that is separated from the traveled portion of existing roadways. "Major Trails" are typically linear, goal-oriented, hard-surfaced, and are designed for a wide range of users. "Hiking / Nature Trails" are located in natural environment areas and designed for aesthetic enjoyment and nature appreciation.

Class II - Walk/Bicycle Lane

Comprised of a designated lane within a street or roadway designed for one-way pedestrian or cyclist use (e.g., painted strip, wider paved shoulder, etc.).

Class III - Signed Route

A trail route local along a road right-of-way or public open space which is signed including, but not limited to, sidewalks.

Action Plans

In 2001, it was estimated that nearly \$5 million is required to fully implement the recommendations of the Trans Canada Trail Master Plan over a 10-year period, exclusive of property acquisition and easement costs. The Leisure Services Division has budgeted approximately \$1 million over the next ten years for general trail development and an additional \$250,000 for Junction Creek trails. Given the substantial support expressed by the public for the expansion of the trail network, the health and transportation-related benefits to such as system, and the potential link with tourism initiatives, the City needs to allocate more money to trail development over the coming years.

- ★ Trails are as much of a recreational "facility" as arenas, parks, and sports fields. The City should recognize the importance of this "facility" by making multi-use trail development a high priority, as reflected by annual and long-range budgets.
- ★ The extension and maintenance of trails should be a high priority in the City. Priority should be given to completion of existing trails and creating bicycle routes from the two major growth areas of New Sudbury and South End to the City core and major points of attraction and/or employment lands.
- ★ The proposed route and recommendations contained within the Trans Canada Trail Master Plan should be implemented over time, with an immediate focus on over/underpass crossings at major physical obstacles.

The City cannot achieve a comprehensive multi-use trail system without partnerships with community organizations, local and provincial agencies, and landowners. For example, the Rainbow Routes Association is the lead advocate for the development, management, use and

preservation of the Trans Canada Trail within the City of Greater Sudbury. The Nickel District Conservation Authority (NDCA) is also a major landowner and trail provider in the municipality. The City needs to continue to support the efforts of these organizations and encourage them to expand their trail networks in the interests of all Greater Sudbury residents. For example, the NDCA owns a 30-acre park parcel along the Whitson River in Blezard Valley; this site could be expanded to accommodate walking trails within a natural setting, which are desired amenities for all ages, including the growing number of older adults.

- ★ The development of an extensive and comprehensive trail network is a significant undertaking and the City cannot do it alone. The City should continue to work in co-operation with local, provincial, and national organizations to develop and maintain the trail network.

The issue of cyclists in City streets has been a source of controversy in the former City of Sudbury for a number of years. In 1997, the City of Sudbury's Bicycle Advisory Committee prepared a Reference Manual to present a vision for improving the opportunities for cycling in Sudbury. This document chronicles the extensive work undertaken during the 1990's to make the former City of Sudbury more bicycle-friendly and also outlines the key values, barriers, benefits, operating principles, and issues associated with cycling in the City. The study also developed a conceptual bicycle path system combined of various street and path routes throughout the former City of Sudbury. Many of the document's six strategic directions – including the development of a bicycle route system master plan – have not yet been fully implemented. There remains merit in developing and implementing an integrated system of trails, lanes and routes for bicycles and pedestrians.

- ★ Through guidance provided by the City's Official Plan, the Trans Canada Trail Master Plan, and the work of the former City of Sudbury's Bicycle Advisory Committee, Class II (Walk/Bicycle Lane) and Class III (Signed Route) trails should be integrated with existing and planned Class I (Path/Trail) trails in order to provide a connected and destination-oriented multi-use trail system.

The issue of poor trail maintenance was raised as a concern during the public consultation program. Despite the fact that the cost to maintain most trails represents a fraction of the cost of many other facilities, the City does not allocate enough staff or financial resources to this matter. This is a common issue in many other municipalities – a balance is required between trail maintenance and expansion because both are desired and essential to a successful trail system.

- ★ In consultation with Rainbow Routes and other City Departments, the Leisure Services Division should develop a Trail Maintenance Policy. This Policy would establish maintenance standards and scheduling practices to ensure that trails are kept in good repair and that the maintenance budget is maximized.
- ★ The addition of a City employee responsible for both trail development and playground safety should be considered.

## SECTION 8. SUMMARY OF RECOMMENDATIONS

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This section provides a summary of the Plan's recommendations relating to the Greater Sudbury leisure system including land acquisition, facility development, programming, and delivery of services. The action plans contained in this Section of the report have been described in detail throughout the report and are a culmination of extensive information and research. The City of Greater Sudbury has many challenges to face and it is hoped that, through a coordinated strategy for leisure, the needs of the community will be met in a financially responsible manner.

### 8.1 Overview

As noted in Section 1, this Parks, Open Space and Leisure Master Plan addresses a broad variety of issues related to parks, open space, and leisure facilities, programs and services and makes recommendations regarding a strategy that will guide the ongoing provision and management of municipal parks and leisure services and facilities.

One of the major challenges facing the City's Leisure Services Division is the impact of changing demographics, recreational activity patterns, and aging and outdated facilities (most facilities are between 25 and 30 years old) on the viability and sustainability of municipal infrastructure. In recent years, these and a variety of other factors have contributed to the closure of major recreation facilities.

Unfortunately, the infrastructure renewal and facility development needs of the Leisure Services Division over the next ten years far outstrip the resources currently allocated in the City's capital program. Residents at the focus group sessions identified the number one constraint to be a lack of funds to manage and maintain facilities or to help volunteers. Tough choices will have to be made to make sure limited resources are applied to the facilities and programs that will achieve the greatest return for the greatest number of people. Partnerships will have to be pursued in order to maximize the limited dollars available within the community and a better deal is needed from the Province to deal with the aging infrastructure.

A normal reaction to studies of this kind is that the money to realize the recommendations is not available. The current climate of fiscal restraint exacerbates this response. Despite this perspective, the methodologies employed in this study are fundamentally sound and will remain appropriate for many years to come. The challenge facing the Plan's implementation, as always, is generating the political will to achieve the objectives. The money will be available when community pressure overcomes taxpayer resistance.

The City has witnessed considerable fluctuations in population levels over the years and, although the optimism for future growth is warranted, a flexible and market-driven approach to parks and facilities planning is essential to allow the City to adjust to emerging population characteristics. At the same time, the City's parks, open space and leisure system provides an integral contribution to the overall quality of life in Greater Sudbury and, in combination with other initiatives, can be used to attract and retain residents. This Plan supports the municipality's strategy to increase the City's population through the use of a planning framework that balances both current and future needs, as well as local and regional needs, in a fiscally responsible manner.

The recommended action plans, although designed for the entire Greater Sudbury community, have taken into account the geography of the City, existing settlement areas, and future population projections and age characteristics of those settlement areas. The City of Greater Sudbury has numerous settlement areas that have been grouped (for the purposes of this Master Plan) into twelve service areas. Map 1-1 earlier in this report graphically illustrates the conceptual boundaries of these service areas.

## 8.2 Summary of Trends & Public Input

As noted in Section 3, the majority of future population growth within the City (58%) is expected to occur within the former City of Sudbury. The following list illustrates population growth by service area as a percentage of City-wide growth to the year 2021. Most of the communities expected to experience moderate to high levels of growth also have higher than average concentrations of children 0-19 years of age and young adults.

- 30% - Sudbury: South End
- 18% - Sudbury: Minnow Lake
- 17% - Val Therese / Hanmer / Val Caron / Blezard Valley / McCrea Heights / Capreol
- 9% - Azilda / Chelmsford
- 7% - Sudbury - New Sudbury
- 6% - Lively, Naughton, Whitefish, Worthington
- 5% - Garson, Falconbridge, Skead, Bowland's Bay
- 2% - Sudbury - Downtown
- 2% - Dowling, Levack, Onaping
- 2% - Coniston, Wahnapiatae, New Townships
- 1% - Sudbury - West End & Copper Cliff
- 0% - Sudbury - Flour Mill

As noted in Section 4 of the report, public opinion is also important in determining recommendations for the future. The following is a summary of the input that was provided from the various focus groups sessions held throughout Greater Sudbury. Comments from each of the various sessions have been combined and grouped by category.

Residents feel that Greater Sudbury ( the “corporation” and the “community”) are **good** at:

Volunteerism - dedicated volunteers involved in community activities, involvement of service clubs.

Strong Natural Assets - year round; greatly valued; potential for economic growth such as tourism.

Facilities - recreation centres, baseball and soccer fields throughout the City, plus Bell Park and ability to host events.

Residents feel that Greater Sudbury needs to **improve**:

Funding - lack of funds for overall management and maintenance of facilities and resources, and the ability to expand or improve them.

Service delivery - lack of communication and co-ordination between user groups; playgrounds need to be made more accessible for people with disabilities; volunteers want support from the City either in training or in services provided to them (e.g., clerical and grant writing).

Multi-use facilities - existing facilities need to be upgraded or new facilities built to fulfill needs of the community and to attract business opportunities from outside of the City; need to promote and increase awareness of art and cultural programs through creative outlets, such as art galleries and workshops.

Parks & Trails - need for trail linkages throughout the City; better signage; create paved trails for multi-uses, such as walking, cycling, and inlining; designated bike lanes; better park maintenance and lighting to increase park safety and deter vandals.

Residents are supportive of **potential solutions** such as:

Service Delivery - partnerships with private businesses, non-profit, and local organizations; City assistance for volunteers through liability and insurance coverage and better training; more staff and access to staff to facilitate the delivery of facilities, programs, and services; decentralization of some services.

Fundraising - greater access to funds generated by the Casino and Racetrack slots to maintain and enhance recreational programs and facilities; better organization of fundraising practices through the planning of large-scale events such as lotteries. A note of clarification: the City's portion of the funding from the casino/racetrack slots is currently applied to the City's general revenues (and, as such, is already "allocated") and that the municipality is not allowed to receive, either directly or indirectly, funding that is raised by way of lottery.

Community involvement - promoting a healthy lifestyle; allowing local neighbourhoods and user groups to be more involved in the operation and decision-making of recreational facilities (e.g., through community action networks).

Parks and Trails - implementing "adoption" programs to extend a trail system or improve park maintenance.

Youth - development of youth programs in schools and the community; provision of more recreational opportunities that today's youth will enjoy, such as skateboard parks and rollerblading areas.

The 125 community groups that responded to the survey identified some common themes that seem to apply to most groups completing the survey, those being:

- the rising costs of insurance and the inability to continue some programs as a result;
- concerns over facility closures and the impacts this will have on groups;
- facilities and parks being poorly maintained;
- the need for more trails; and
- the need for more activities for youth.

### 8.3 Strategic Framework

The Vision and Mission Statements of the City of Greater Sudbury and its Citizen and Leisure Services Department provide high-level direction for this Plan:

#### **City of Greater Sudbury - Philosophy**

Vision: The City of Greater Sudbury is a growing, world-class community bringing talent, technology, and a great northern lifestyle together.

Mission: We provide excellent access to quality municipal services and leadership in the social, environmental and economic development of the City of Greater Sudbury.

#### **Citizen and Leisure Services Department - Philosophy**

Vision: To deliver great service that consistently exceeds the citizen's expectations and enhances our northern lifestyle.

Mission: To support a physically, intellectually, socially and ecologically healthy community that nurtures local values, volunteers and community partnerships.

To further refine the Master Plan's strategic framework, 11 key guiding principles have been developed (see next page). To the greatest extent possible, the Plan's recommendations are consistent with these principles. These principles are largely complementary, but no one principle takes priority over another – they should be read and interpreted as a set, rather than as separate, isolated statements. Clearly, some principles will be more difficult to achieve than others, however, they should be interpreted as being goals to which the City and community aspire.



### **Master Plan - Guiding Principles**

- a) Long-term financial sustainability will be ensured through the cost-effective and efficient management of resources, the appropriate and reasonable application of user fees, and the maximization of community resources.
- b) Generally speaking, the City's parks and leisure infrastructure is aging and is in need of additional investment. The use of existing facilities will be maximized, however, increased investment in infrastructure for parks and leisure is necessary to build a physically, intellectually, socially, ecologically, and economically healthy community.
- c) The City will continue to implement a community development approach to leisure service delivery through the support of volunteers and community capacity building.
- d) The City will continue to be the primary provider of infrastructure for parks and leisure within the community.
- e) The City will be an indirect provider of leisure programs, except in cases where no community capacity exists to deliver a program that provides a core benefit to a core market.
- f) Multi-purpose facilities are preferred over single purpose facilities, although they are not appropriate for all communities. Where appropriate and feasible, future infrastructure investments will give due consideration to the development of multi-purpose facilities.
- g) The City's natural environment is a key contributor to a healthy community and this asset will be protected and integrated into the leisure system wherever possible.
- h) Partnerships with outside parties in the provision and delivery of facilities and services are desired where there is sufficient benefit to the City and community.
- i) All citizens are deserving of appropriate leisure and recreation opportunities, however, children will continue to be a priority target group.
- j) The City will strive to provide an affordable, accessible and equitable distribution of parks and leisure facilities and services, recognizing the City's large geographic area and the unique local values of Greater Sudbury's distinct ethnic, cultural and geographic communities.
- k) All decisions with respect to parks and leisure will be based on a balance between the impact on quality of life and financial sustainability.

## 8.4 Priority Assessment of Recommendations

Throughout the Master Plan there are detailed Action Plans at the end of each section or topic area. In order to assist the City in developing an implementation plan it is important that these numerous action plans be placed in order of priority.

### 8.4.1 Core Services

The first priority is to identify and commit to the core services that Greater Sudbury will provide to the residents. In defining its role in a strength-based delivery system, it is recommended that the City be responsible for providing the following core services:

- the provision of services and programs where the City is the agency that is the best positioned to deliver them; priority should generally be assigned to those programs and services serving the greatest number of residents;
- the supply and maintenance of appropriate buildings and structures capable of serving City residents;
- the supply and maintenance of appropriate areas of open space/parkland for passive and active pursuits; and
- the provision of staff to co-ordinate and program core services, including planning, research, facility allocation, customer service, community development functions, etc.

In addition, the City may become involved:

- when, for reasons of legislation or public safety, the services are best provided by the City;
- when the program is seen as a priority by the public and operation by an alternative provider will not be acceptable to the public; or
- when revenue-generating opportunities are significant to the overall operation of the Department.

### 8.4.2 Service Delivery Strategies

The following action plans related to the service delivery system and are not listed in order of priority – each recommendation is important in its own right and should be pursued at the earliest possible opportunity.

Strategies necessary to implement the core services of the Leisure Services Division will require that the City:

1. Maintain and/or increase staffing in the areas of community development, enhanced volunteer training and leadership, seniors programming, youth services (especially for youth-at-risk), arena management and maintenance where warranted.
2. Continue to direct sufficient resources to community development.
3. Assist in the development of one or more Community Action Networks in each ward.

4. Develop training models and allocate staff resources to community capacity building.
5. Assist groups with governance, codes of conduct for board membership, board recruitment strategies, leadership and auditing practices.
6. Assist in volunteer training and recruitment (recruiting from the private sector).
7. Assist groups in identifying alternate sources of funding.
8. Provide City liability insurance where feasible and/or assist community groups in meeting insurance requirements.
9. Assess requests for financial assistance, facilities or programs in the area of recreation by giving consideration to the decision-making framework contained within Section 5 of the Master Plan and the availability of funds.
10. Identify partners capable of meeting the recreational needs of Greater Sudbury residents.
11. Bring its partners in recreation together for an annual forum and seek to increase the flow of information to and from its partners in order to avoid duplication of service. The only way that the City can hope to meet the leisure needs of its current and future citizens will be to work cooperatively and proactively with its partners in recreation.
12. In consultation with its partners in recreation, identify the core competency of each partner as a means of determining new and expanded roles and consider entering into new purchase of service agreements where they are necessary and appropriate.
13. Work with the not-for-profit and private sectors to deliver services and facilities, ensuring that they are physically, financially, socially, and geographically accessible to the greatest extent possible.
14. Consider entering into partnerships (where appropriate) with public, not-for-profit, and/or private organizations in developing, financing, operating, and/or maintaining recreation facilities or services in an effort to better serve the residents of Greater Sudbury through improving cost efficiency, customer service, and accessibility.
15. Maintain its working relationship with the School Boards, the University, the Colleges, the YMCA, community organizations and athletic associations to ensure that existing resources are maximized and that efforts are not duplicated.
16. Pursue City-School partnerships in order to maximize financial and community resources. This may include (but should not be limited to):
  - further discussions between the City and the School Boards to ensure efficient and affordable access to School Board facilities by the City and its user groups; and
  - consultation between the School Boards and the City when planning to develop or close schools; the City should be given the option to purchase abandoned schools/school yards.

17. Continue to work with the volunteer playground associations to ensure that this essential service (e.g., playgrounds, community events, outdoor rinks, etc.) is offered at the local level and is equitably supported.
18. Develop a comprehensive framework to guide decisions related to partnering for the delivery and provision of recreation services and facilities.
19. In providing leisure facilities and coordinating events, balance community interests with the broader corporate goal of attracting revenue and tournaments to the City.
20. Publish maps of major facilities in the City's Leisure Guide and make them available on Greater Sudbury's website.
21. Initiate a Citywide signage program to locate and identify City parks and leisure facilities and to promote park user safety.
22. Develop a financial assistance policy and program that partially covers the costs of participation for Greater Sudbury residents for whom subsidized services are essential. The availability of these programs should be publicized in the City's Leisure Guide.
23. Establish user fee levels based on the criteria of "ability to pay", rather than simply a person's age (with the exception of children and teens).
24. Consider implementing higher user fees for new facilities to better reflect operating costs and to offset costs at older, less efficient facilities.
25. Harmonize user fees for each leisure activity type across the City of Greater Sudbury, with proper consideration being given to graduated fee schedules based on level of amenity and geographic accessibility, as well as phase-in periods.
26. The City should consider imposing a user fee surcharge to offset the costs for new facility development (e.g., multi-use recreation complex, playfields, artificial turf field, etc.) and/or leisure facility upgrades. Such surcharges would be directed to facility-specific reserve funds for capital development.
27. Develop a reporting process whereby operating costs and revenues can be tracked by type of activity to enable ongoing monitoring of the relationship between costs and revenues on an annual basis.
28. Continue to monitor, survey and seek public opinion regarding the delivery of leisure services and maintain a database for use in performance measurement (e.g., participant registration, demographic profiles, direct and indirect costs of services, etc.).
29. Implement a system for the regular monitoring, review and updating of the Master Plan.
30. Reconfirm the direction, priorities and accomplishments of the Master Plan in 2009.
31. Undertake a complete review and update of the Master Plan in the year 2014.

### 8.4.3 Facility and Parkland Strategies

**Table 8-1** provides a "snapshot" of the current leisure facility adequacies and deficiencies within each area. To arrive at this list, each facility type in each service area was compared to City-wide average provision levels. In most cases, the planning areas within the former City of Sudbury have fewer facilities per capita, while the smaller communities in the former Towns tend to have more favourable per capita supplies.

**Table 8-1: Comparison of Service Areas to Average City-wide Provision Levels**

Community / Service Area	Population	Above Average Provision	Below Average Provision
Azilda, Chelmsford	15,046	Basketball Courts, Community Facilities	Tennis Courts
Coniston, Wahnapiatae, New Townships	5,152	Tennis Courts, Outdoor Rinks, Arenas	Basketball Courts, Soccer Fields
Dowling, Levack, Onaping	4,887	Ball Diamonds, Soccer Fields, Basketball Courts, Tennis Courts, Outdoor Rinks, Playgrounds, Arenas	--
Garson, Falconbridge, Skead, Bowland's Bay	8,856	Ball Diamonds, Soccer Fields	--
Lively, Naughton, Whitefish, Worthington	10,123	Soccer Fields, Basketball Courts, Outdoor Rinks, Playgrounds, Community Facilities	--
Sudbury - Downtown	6,855	Tennis Courts, Soccer Fields	Ball Diamonds, Creative Play
Sudbury - Flour Mill	14,005	Ball Diamonds	Basketball Courts, Tennis Courts, Creative Play, Arenas, Community Facilities
Sudbury - Minnow Lake	9,910	--	Soccer Fields, Basketball Courts, Tennis Courts
Sudbury - New Sudbury	24,183	Soccer Fields	Arenas, Ball Diamonds, Tennis Courts, Outdoor Rinks, Community Facilities
Sudbury - South End	19,563	--	Ball Diamonds, Tennis Courts, Playgrounds, Arenas, Community Facilities
Sudbury - West End & Copper Cliff	10,777	Basketball Courts, Tennis Courts	Ball Diamonds, Soccer Fields, Outdoor Rinks
Val Therese, Hanmer, Val Caron, Blezard Valley, McCrea Heights, Capreol	25,862	Ball Diamonds, Arenas	--

Supplying and maintaining appropriate buildings and facilities to meet the leisure needs of the local residents within the parameters of the City's core services will require the implementation of this Plan's recommended action plans. The action plans described in **Table 8-2** are largely budget/capital oriented. In order to assist the City in moving this Plan into its implementation phase, each action plan has been classified as either a high or medium priority requirement and by a short or medium-term time frame. Given the current funding limitations and state of the City's leisure and parks infrastructure, implementation of each of the high and medium priority action plans over the

course of the next ten years will be a challenging pursuit. “Long term” and “low” priority projects were not recommended as these could potentially take resources away from higher priority items, the latter of which should be the focus of the City’s attention for the next five to ten years.

### Priority

- High Priority: Immediate attention is recommended.
- Medium Priority: Attention is required when high priority actions have been initiated/completed or when suitable partners have been identified for funding.

### Timing

- Short-term: 2004 to 2008
- Medium-term: 2009 to 2013
- Ongoing: 2004 and beyond

The action plans have been based on existing and proposed service delivery practices, the condition and design of existing facilities, issues raised by residents and geographic distribution issues. Section 6 of this Plan should be cross referenced for further insight into the action plans and the rationale for their level of priority and proposed timing.

**Table 8-2: Leisure Facility and Parkland Action Plans**

Facility Type	Action Plan	Priority	Timing
<b>Trails</b>	Trails are as much of a recreational “facility” as arenas, parks, and sports fields. The City should recognize the importance of this “facility” by making multi-use trail development a high priority, as reflected by annual and long-range budgets.	High	Ongoing
	The extension and maintenance of trails should be a high priority in the City. Priority should be given to completion of existing trails and creating bicycle routes from the two major growth areas of New Sudbury and South End to the City core and major points of attraction and/or employment lands.	High	Ongoing
	The City should continue to work in co-operation with local, provincial, and national organizations to develop and maintain the trail network.	High	Ongoing
	The proposed route and recommendations contained within the Trans Canada Trail Master Plan should be implemented over time, with an immediate focus on over/underpass crossings at major physical obstacles.	Medium	Ongoing

Facility Type	Action Plan	Priority	Timing
<b>Trails (continued)</b>	Through guidance provided by the City's Official Plan, the Trans Canada Trail Master Plan, and the work of the former City of Sudbury's Bicycle Advisory Committee, Class II (Walk/Bicycle Lane) and Class III (Signed Route) trails should be integrated with existing and planned Class I (Path/Trail) trails in order to provide a connected and destination-oriented multi-use trail system.	High	Ongoing
	The addition of a City employee responsible for both trail development and playground safety should be considered.	High	Short Term
	In consultation with Rainbow Routes and other City Departments, the Leisure Services Division should develop a Trail Maintenance Policy. This Policy would establish maintenance standards and scheduling practices to ensure that trails are kept in good repair and that the maintenance budget is maximized.	High	Medium Term
<b>Parkland</b>	Through its new Official Plan, the City should develop and adopt a formal parkland classification system for the future acquisition, dedication, and management of municipal parks and open spaces.	High	Short Term
	The City's park inventory / database should be updated once the City's new Geographic Information System is operational.	Medium	Short Term
	In an effort to achieve a more favourable per capita ratio of parkland, the City should capitalize on available opportunities to acquire park sites for both active and passive recreation that are 10 or more acres in size in the following areas (in priority order): <ul style="list-style-type: none"> <li>• Sudbury - Flour Mill/Donovan area</li> <li>• Sudbury - New Sudbury area</li> <li>• Sudbury - South End</li> <li>• Sudbury - West End &amp; Copper Cliff</li> <li>• Coniston, Wahnapiatae &amp; the New Townships</li> <li>• Chelmsford &amp; Azilda</li> </ul>	High	Ongoing
	Determine if a park exists that would be suitable as a lease free park or acquire suitable lands and work with a community group to establish rules and maintenance schedules for the park.	Medium	Short Term

Facility Type	Action Plan	Priority	Timing
<b>Parkland (continued)</b>	The City has potentially hundreds of small, undeveloped park parcels that are zoned for residential purposes. Before deciding whether or not these “parks” should be declared surplus, the City should identify and evaluate them on a site-by-site basis. Preference should be given to maintaining parks that are already developed, contain important natural heritage features, and/or that provide public access to local water bodies. Consultation with adjacent and nearby landowners should also be a requirement in the decision-making process.	Medium	Short Term
	<p>The City should consider declaring surplus any park sites that satisfy <u>all</u> of the following criteria:</p> <ul style="list-style-type: none"> <li>• has an overlapping service area with another City park or playground (the smaller or more poorly supplied park should be declared surplus);</li> <li>• contains no facilities or is severely under-utilized;</li> <li>• does not provide important ecological or environmental functions;</li> <li>• is located within an area that has an oversupply of existing or planned parkland; and</li> <li>• is not needed for future parks or municipal infrastructure requirements.</li> </ul>	High	Medium Term
<b>Multi-Use Recreation Complex</b>	<p>A multi-use recreation complex consisting of two ice pads, a gymnasium, multi-purpose space (including space for arts and culture), outdoor soccer and/or football fields, possibly an active living centre/indoor pool and/or library (depending on identified need and feasibility), and other elements identified through a feasibility study/business plan should be developed.</p> <p>A location along the LaSalle or Notre Dame corridors is preferred, although alternative sites may also be considered if they are accessible to the New Sudbury/Flour Mill areas and provide a sufficient landmass for the proposed multi-use complex.</p> <p>Partnerships with the private and/or non-profit sectors should be considered in the development and/or operation of the facility. The timing of development and range of facilities may depend on the terms of the partnership and the anticipated financial sustainability of the project.</p>	High	Planning should begin in short term, but timing of development depends on funding & partnership



Facility Type	Action Plan	Priority	Timing
Arenas	<p>Build a new twin pad as part of a multi-use recreation complex to serve the New Sudbury/Flour Mill areas (as well as the tournament market) in the short-term through a public-private partnership. Decommission Cambrian Arena and Capreol Arena (Pad #2).</p> <p>Add a second ice pad at Countryside Arena in the short-term. Decommission either Chelmsford Arena, Jim Coady Arena or Raymond Plourde Arena.</p> <p>The planning process for both twin pad facilities should begin in the short term, with the intention of having <u>at least</u> one additional twin pad open to the public in the short term (for the 2009 season). Although it is recommended that the City develop the twin pad in the New Sudbury/Flour Mill Area <u>before</u> twinning Countryside arena, the timing and order of development will depend on funding and/or the establishment of an appropriate public/private partnership.</p>	High	Planning should begin in short term, but timing of development depends on funding & partnership
	<p>Although the City has a surplus of 1 ice pad, it is not recommended that the supply be reduced until the ice pads at the multi-use recreation complex are operational for one season. The need to decommission additional ice pads should be reassessed at this time. Potential arenas to be considered for closure include Chelmsford Arena, Jim Coady Arena and Raymond Plourde Arena. A public consultation process should be undertaken to determine which arena should be closed.</p> <p>The immediacy of the capital upgrades to Chelmsford Arena, however, may require the City to consider closing this arena prior to a new one being developed.</p> <p>Furthermore, Should the ice pads at the multi-use complex not be built by 2009, the City should revisit these recommendations in order to reassess the strategy for arena development and closure.</p>	High	Dependent upon timing of new arena development
	The City should eliminate dedicated change rooms (where applicable and desirable) in order to increase the number of non-dedicated change rooms within existing arenas; the construction of additional change rooms may be an option within facilities that do not have dedicated rooms available for conversion.	High	Ongoing
	Consistent and long-term investment in both existing and new arena facilities is a key recommendation of this Master Plan. A fund with regular annual contributions should be established to ensure that non-surplus local arenas are properly maintained.	High	Short Term

<b>Facility Type</b>	<b>Action Plan</b>	<b>Priority</b>	<b>Timing</b>
<b>Outdoor Rinks</b>	City supervision should only be provided at select outdoor rink locations; local organizations be responsible for supervising the balance of the rinks. Continue to supply all volunteer associations with the necessary equipment and (where financially justified) provide additional funds to groups providing supervisory duties.	High	Ongoing
<b>Aquatic Facilities</b>	Maintain existing indoor pool facilities and supervised beaches as long as they are financially and operationally viable.	High	Ongoing
	Maintain a minimum ratio of one indoor pool facility (including post-secondary and not-for-profit pools) per 25,000 people. Should a new pool be considered in the future, it should be located at the proposed multi-use recreation complex for maximum exposure and better cost recovery and should include leisure pool design features.	Medium	Ongoing
	In its future planning, the City should consider installing outdoor waterplay features (i.e., spray/splash pads) at one or more major City parks and/or facilities.	Medium	Ongoing
<b>Gymnasiums</b>	Maintain existing gymnasiums as long as they are financially and operationally viable.	High	Ongoing
	Continue to program school gymnasiums to the greatest extent possible. Work with community groups to secure reasonably affordable access to school gymnasiums where capacity does not exist within municipal facilities.	High	Ongoing
	If the proposed multi-use recreation complex is built, the City should consider including a gymnasium in its design.	Medium	Dependent upon timing of multi-use complex
<b>Fitness Centres</b>	Maintain existing fitness centres as long as they are financially and operationally viable.	High	Ongoing
<b>Community Centres</b>	No additional community centres are required over the course of this Plan, with the exception of the new multi-use recreation complex. The City should, however, place an emphasis on maintaining and upgrading existing facilities to serve all ages (including the increasing number of older adults) as long as the facilities remain financially viable and meet established performance targets.	High	Ongoing

<b>Facility Type</b>	<b>Action Plan</b>	<b>Priority</b>	<b>Timing</b>
<b>Community Centres (continued)</b>	The City should only assume ownership of community halls in cases where: (1) the community organization approaches the City to do so; (2) there is a substantiated long-term need for the facility; (3) the community organization is willing to enter into a long-term lease; and (4) the tenant assumes responsibility for all operating, maintenance, and discretionary capital costs.	Medium	Ongoing
<b>Indoor Turf Facilities</b>	Redevelop Barrydowne Arena as an indoor turf venue pending the outcome of the Adanac Park Master Plan and appropriate support and partnerships with local organizations.	Medium to High	Short Term
	Over the medium-term, the City should consider redeveloping one additional surplus arena into an indoor turf venue (soccer, football, etc.) in partnership with the non-profit and private sectors, subject to a favourable business plan. Present participation rates suggest that the City can support one additional indoor field venue (for a total of two).	Medium	Medium Term
<b>Arts and Culture Facilities</b>	Although no new dedicated arts and cultural facilities within the scope of the current mandate of the Leisure Services Division are recommended, the need for multi-purpose arts space should be considered when renovating/upgrading community centres and when developing the new multi-purpose complex in the New Sudbury / Flour Mill area.	Medium	Ongoing
<b>Playgrounds</b>	Increase the budget allocation for playground equipment repair, upgrades and replacement in order to comply with the Canadian Standards Association playscape standards.	High	Ongoing
	An additional playground inspector is required to inspect and assess the City's municipal and school-agreement playgrounds.	High	Short Term
	Consideration should be given to declaring playgrounds within 400-metres or less of another playground to be surplus. Equipment in good repair should be moved to other sites.	High	Ongoing
	When the City has its Geographic Information System in place, a map illustrating the 800-metre requirement should be prepared in order to identify any geographic service gaps within urban residential areas. The City should endeavour to acquire or gain access to playgrounds within gap areas (if any).	Medium	Short Term

Facility Type	Action Plan	Priority	Timing
<b>Playgrounds (continued)</b>	Playgrounds accessible to children with disabilities should also be provided at two additional sites, preferably in the Val Caron / Val Therese / Hanmer and Chelmsford / Azilda areas.	Medium	Short Term
<b>Soccer Fields</b>	The City should work with the Board of Education to properly convert the under-utilized ball diamond at Chelmsford High School to a soccer field (equivalent to 2 mini fields).	High	Short Term
	Develop three new mini fields at the Lionel E. Lalonde Centre in Azilda.	Medium	Short Term
	Develop a soccer complex with three or more full size lit fields at either Countryside Arena or the proposed multi-use recreation complex in the New Sudbury/Flour Mill area. Should the location in the New Sudbury/Flour Mill area be selected for soccer field development, consideration should be given to developing one pitch as an artificial turf field (see Section 6.4.3).	Medium	Dependent upon timing of multi-use complex
	Pending the outcome of the Adanac Park Master Plan and the reuse of the Barrydowne Arena as an indoor turf venue, an outdoor soccer field complex should be developed within the Adanac/Rotary Park area.	High	Short Term
	Install lights on the Lily Creek Sports Complex soccer fields and investigate the possibility of converting the ball diamond and tennis courts at this site into a soccer pitch.	High	Short Term
	Continue to upgrade existing soccer fields to meet local needs, including the identification of additional fields suitable for lighting installation. Additional funds may be required to maintain and upgrade fields to the appropriate standards. The City should work with local Boards of Education to improve school fields in areas without municipal fields, subject to a community use agreement regarding the improved fields.	High	Ongoing
	Identify surplus ball diamonds (on City or school lands) and redevelop them as soccer fields, where feasible and appropriate.	Medium	Ongoing
	The City should collect accurate and complete data on soccer participation on a yearly basis, similar to how it obtains information for hockey and figure skating through its ice allocation process.	High	Ongoing

Facility Type	Action Plan	Priority	Timing
<b>Football / Other Field Sports</b>	The City should consider developing an artificial turf field (with only limited seating) for football and other field sports, such as soccer, field lacrosse and field hockey at the proposed multi-use recreation complex in New Sudbury / Flour Mill or replacing one of the recommended grass soccer fields at Countryside with an artificial turf field.	Medium	Dependent upon timing of multi-use complex
<b>Baseball/ Softball Fields</b>	A third lit softball diamond should be developed at the Centennial Arena in Hanmer, contingent upon receiving an acceptable level of financial assistance from local user groups. Once this field is constructed, no new diamonds will be required in the City.	Medium	Short Term
	Lower quality “practice” or “scrub” diamonds should be evaluated and redeveloped for other uses where appropriate.	High	Ongoing
	In cooperation with local organizations, the City should undertake an assessment of ball diamonds in order to identify necessary repairs and upgrades to the diamonds. Upgrades should be made to the select diamonds with the assistance of local organizations. If lights are added to any diamond, one existing unlit diamond should be eliminated from the inventory.	Medium	Ongoing
<b>Outdoor Basketball Courts</b>	The City should develop 2 half courts in the Flour Mill / Donovan Area, 1 half court in the Downtown / Kingsmount area, and 2 half courts and 1 full court in the South End area.	High	Short Term
	New basketball court development should be designed as half courts rather than full courts, where appropriate. The development of multi-purpose pads in non-residential areas should also be considered as an alternative to reduce evening usage conflicts with residential areas.	Medium	Ongoing
<b>Tennis Courts</b>	No additional courts are required in any area of the City.	High	Ongoing
	Consideration should be given to converting under-utilized tennis pads in over-supplied areas (e.g., West End, Lively, etc.) to other alternative uses.	Medium	Ongoing
<b>Outdoor Running Track</b>	In partnership with local groups and institutions, the 400-metre outdoor running track at Laurentian University should be upgraded, along with the necessary support facilities. If improvements to the Laurentian track are not feasible or viable, the development of a 400-metre all weather track in conjunction with the proposed multi-use complex in the New Sudbury/Flour Mill area should be considered should an outdoor artificial turf field be installed at this location.	Medium	Short Term

Facility Type	Action Plan	Priority	Timing
<b>Skate Parks</b>	Provide one permanent skate park in each service area outside of the former City of Sudbury (for a total of six). Provide a total of three permanent skate parks in the former City of Sudbury. Four of the nine parks should be modestly-sized (approximately 6,000 to 8,000 square feet) and the remainder should be smaller (approximately 2,000 to 4,000 square feet).	High	Short Term
	Local communities and skateboarders (as well as inline skaters, BMX and trick cyclists) should be consulted prior to determining the location and design of each new facility. The community and local playground associations should also be encouraged to sponsor the facilities and assist in fundraising, supervision, and/or maintenance.	High	Ongoing
<b>Ski Hills</b>	Consider the findings of this Master Plan when undertaking the Master Plan and Business Plan for Adanac Park.	High	Short Term
	A hill-based, multi-use, all-season recreation facility is not a core municipal service and the City should only become involved if there is a suitable partnership and if the business plan indicates that the operations will be self-sustaining.	Medium	Ongoing