

EDMONTON



RECREATION FACILITY MASTER PLAN

2005 - 2015

Approved by City Council on August 31, 2004

THE CITY OF
Edmonton COMMUNITY
SERVICES

PEOPLE • PARKS • PLACES

**CITY OF EDMONTON
RECREATION FACILITY MASTER PLAN - 2005-2015**

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We wish to acknowledge and thank the members of these groups for their ongoing input, review of report drafts, support of and active involvement in the consultation process, and preparation of the maps included in this report. A great deal of work was completed in advance of this particular document including a detailed review of best practices in master planning research and development of a *Trends and Issues Analysis Report*.

Most importantly we wish to thank all those who contributed their energy, interest and concern to ensure that recreation opportunities and benefits are available to the residents and visitors of the City of Edmonton.



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1.0 INTRODUCTION AND EXECUTIVE SUMMARY

Recreation – those things we choose to do in our leisure time, the activities that connect us to our communities whether geographic or interest based, activities that make us healthy, that are fun and personally rewarding – is the higher purpose around which the Recreation Facility Master Plan is developed. Ensuring that public recreation spaces and places are accessible, welcoming, and respond to community needs and resources, is the goal of the Recreation Facility Master Plan.

The City of Edmonton has a long history of providing recreation, sport and cultural opportunities that benefit its residents, and others far beyond its municipal borders. As the City addresses the issues and constraints facing a large city, it has embraced a philosophy that promotes health and wellness, human dignity, environmental integrity and a safe and attractive city. These values are reflected in the directions adopted in the Community Services Department's *Integrated Service Strategy*¹ (ISS): to make citizens a priority; to build strong, viable communities; to promote stewardship of the city's environment; and to focus efforts and resources to ensure all citizens enjoy the benefits the City has to offer.

The recreation facilities that are the focus of this Plan are the spaces where many of these values will be realized. They are the places where people come together in friendship, where new Canadians will learn to feel comfortable in their chosen country, where people of all ages and abilities can learn and have fun, where illness may be prevented or overcome, where this City presents itself to the Country and the world. They are truly important places.

The Recreation Facility Master Plan is a comprehensive strategy for public recreation facilities², and a key action step of the City's Integrated Service Strategy. In keeping with the intent of that document, the Recreation Facility Master Plan focuses on the way recreation facilities will be developed, redeveloped, and delivered, to ensure those things the community values can be maintained and/or achieved. The Facility Model is the first product of the Plan. The second product of the Plan is a description of the facilities that will be required over the life of this Plan (to the year 2015) – the detailed facility recommendations.

By way of definition, Recreation Facilities:

- have defined boundaries,
- managed access, and
- the prime activity involves a paid or programmed use.

Examples tend to be *indoor* facilities and include: ice pads, aquatic facilities, indoor soccer pitches, older adults' centres, fitness facilities, gymnasias, multi-purpose space, arts and cultural facilities, and citywide and specialty facilities.

¹ *Towards 2010, A New Perspective: An Integrated Service Strategy*, approved by Council in July 2000.

² The Recreation Facility Master Plan includes recreation, sport and heritage facilities and attractions managed by the Community Services Department.

The Recreation Facility Master Plan is essential for three reasons:

1. **The Plan describes the preferred future:**
 - it describes a future for public recreation facilities that contributes to Edmonton's quality of life.
 - it effectively communicates to the community and lets community organizations understand civic priorities.
2. **The Plan helps make good decisions:**
 - it charts a reasonable and balanced course of action that meets the needs of all Edmontonians.
 - it describes what the City supports and conversely what it will not support.
3. **The Plan effectively coordinates public recreation facility development:**
 - it sets long term strategic directions, in a pro-active framework.
 - it helps define the role of the City and the role of partners in development projects.

1.1 The Plan Process

The Recreation Facility Master Plan was prepared in four phases. The first phase developed a study context through review and consolidation of background documents such as the ISS, and information on anticipated growth. Phase One also identified relevant recreation participation trends, best practices in provision of recreation facilities and socio-demographic characteristics of Edmonton. Key issues were identified through interviews and workshops with staff and community representatives.

In Phase Two the inventory of public recreation facilities was evaluated, building on infrastructure reviews underway within the City of Edmonton.

Issues and preliminary scenarios that emerged from the first two phases were tested in Phase Three. Various consultation activities including surveys to facility user groups and the community at large, selected focus groups, and stakeholder and public meetings, provided quantitative and qualitative information regarding the need for various facilities.

In Phase Four a Facility Model was prepared to guide future development and redevelopment of the City's facilities. The Facility Model incorporates a Facility Continuum that identifies service levels and distribution for various facilities, and development Principles to guide future development and redevelopment. The Facility Continuum and the Principles reflect responses to the *drivers* and *values* noted in sections 1.3 and 1.4 of this chapter.

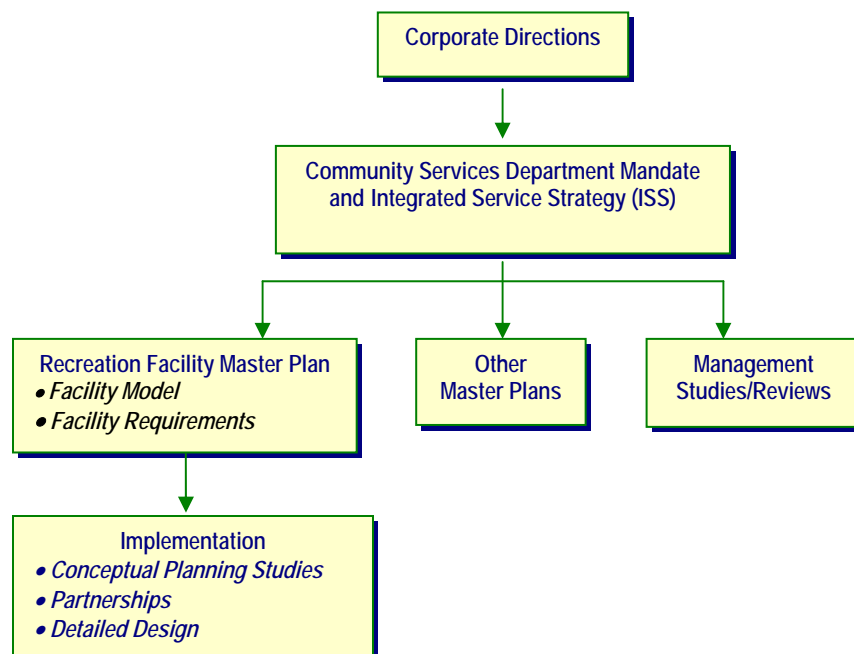
Facility recommendations were prepared using the Facility Model and the specific needs identified through the needs assessment. These recommendations are listed at the end of Chapter 1.0 to enable this chapter to serve as an Executive Summary as well as an Introduction to the Plan. A full discussion and rationale of these recommendations and the proposed timing of development, based on identified needs, was completed in Phase Four and is found in Chapter 4.0. Chapter 5.0 provides a process and criteria to

evaluate and develop future partnerships, implementation recommendations, and a high level financial strategy.

This Plan synthesizes all phases of this study. For more detail on analysis of surveys, consultation activities, facility infrastructure state, trends, and other background documentation, the reader is referred to the Needs & Market Assessment Report.

Figure 1.1 places the Recreation Facility Master Plan in the context of other initiatives the City has or will undertake. The Recreation Facility Master Plan is a key action step of the Community Services Department's ISS. Other plans, including the Urban Parks Management Plan, are also action steps of the ISS, and will round out the specific responses of that strategy. With the completion of the Recreation Facility Master Plan more focused studies will need to be undertaken for specific projects. For example, where multi-purpose recreation facilities are recommended, further assessment of the specific facility components, partnership options, business plan, and capital financing will be developed through detailed planning studies. These studies will build on the high level directions and needs assessment of the Recreation Facility Master Plan.

Figure 1.1: Recreation Facility Master Plan in Context



1.2 Plan Format

The Recreation Facility Master Plan is presented in the following sections:

- | | |
|--|---|
| 1.0 Introduction and Executive Summary | ▪ Provides an overview of the Plan Process and format. Summarizes the key drivers and values that form the foundation of this Plan and summarizes the Facility Model and recommendations. |
| 2.0 The Planning Context | ▪ Summarizes the City's projected growth and socio-demographic characteristics, leisure service and recreation facility trends. Provides highlights of the consultation activities. |
| 3.0 Facility Model | ▪ Includes the Facility Continuum that describes service levels, distribution, and Facility Development Principles. |
| 4.0 Facility Supply, Assessment and Requirements | • Based on the needs identified through the earlier phases of this study, including assessment of existing inventory, and application of the Facility Model, this section provides recommendations and rationale for future facility development. |
| 5.0 Implementation and Costing | • Outlines a process for evaluating partnerships, implementation recommendations, and the order of magnitude capital costs of recommendations. This section also includes the proposed timing of development. |

1.3 What Drives This Plan

The *Integrated Service Strategy* (ISS) is a milestone document that provides a framework to respond to the global and local forces shaping the community. The key drivers of the ISS - growing population with changing demographics, service expectations and community values, financial realities, and desire for sustainable approaches to community services - are similarly drivers of the Recreation Facility Master Plan. The strategies and recommendations of this Plan respond to specific and unique attributes of the City of Edmonton, as well as the following more global issues influencing all public recreation service providers in Canada.

- **Population growth:** The city's population, approximately 650,000 when the ISS was approved, is projected to increase by an additional 80,000 by the ISS target year of 2010. A further 30,000 people will be added by the end of the Recreation Facility Master Plan horizon. In short the city will grow by the equivalent of another mid-size city by 2015. Municipalities on Edmonton's boundaries, whose residents currently use many of the City's regional recreation, sport and culture services, will also experience significant growth, increasing demand on these services. A large part of Edmonton's growth will occur in greenfield areas that will need the entire range of public sector services. The Recreation Facility Master Plan provides recommendations for service levels and distribution, as well as the type of facilities that best respond to the anticipated population growth.
- **Changing demographics:** The gradual aging of the population, the growth of the city's Aboriginal population including many young children and youth, and recent increases in immigration from Asia and the Middle East, create new and different social issues to which the City must respond. Recreation

facilities of previous eras were often not accessible to the disabled, were largely child and youth focused, and in large part responded to the universally popular activities of the day. Consequently, Edmonton as most other Cities, developed arenas, playing fields and outdoor and some indoor pools. Today's recreation facilities must respond to the needs of males and females, all age groups, those with disabilities, and residents of all cultures. To do so, facilities must be planned, designed and appropriately distributed to ensure all residents have equitable access to recreation opportunities.

- **Aging Infrastructure:** Many of the City's recreation facilities were built more than 20 years ago. They were built to respond to a smaller city and reflected the popular facility model of the time – focusing on the large numbers of children and youth. Until the late 1970s, smaller facilities designed to meet more local needs were the norm. These facilities have now reached the stage where they require constant infrastructure maintenance. With the strong focus on children and young teens, many of these facilities are ill suited to respond to recreation interests of adults, seniors and very young children. This Plan will assist the City to identify facilities that can appropriately be redeveloped and where expenditures on redevelopment may not be cost efficient or respond effectively to community needs.
- **Patterns of Residential Development:** Edmonton is experiencing significant low-density residential development on its undeveloped edges. In the older urban areas of the city, medium and higher density infill housing is occurring. These two development models will tend to attract families with children and teens in low-density developments, and adults without children, both young and older adults, in the medium to higher density development. Higher density development in the urban core (requiring less reliance on the personal automobile) will also be attractive to families with lower incomes.

An interesting and common reality of these two residential development models is the loss of a sense of community that may have been more achievable in the past. For residents who commute from the edges of the city to the central core, and for those who live in medium and higher density dwellings, knowing ones neighbours and feeling a sense of community takes longer. This reality is not due only to where people live, and their lifestyle. The Edmonton School Board's open border policy for school attendance, the greater cultural diversity of communities, and rapid growth are also contributing factors. A sense of community is critical to the health and well-being of individuals, families and the community at large. To respond to the realities of today's communities and lifestyles, recreation facilities should be places where all ages and all members of a community feel welcome and engaged.

- **Quality of Life:** The City of Edmonton, one of the most northern large cities in Canada, has a long tradition of valuing its recreation, sport and cultural experiences. As the *City of Champions* Edmonton has hosted many national and international events bringing a sense of pride and economic benefit to its citizens. Its long cold winters are an incentive for active winter recreation – and for indoor facilities, as well as outdoor venues. Society-at-large is increasingly aware of the vital role that recreation plays in the overall health and wellness of individuals and communities. Particularly important in places with long winters, with more limited hours of sunlight, active recreation and opportunities to socialize provide documented health benefits. Children benefit immensely from out of school programs when parents are working. Youth involved in positive active and social experiences are less likely to find themselves in troubling situations. Also well documented, seniors who participate in active recreation and have

supportive social experiences are healthier, happier and make fewer demands on the expensive health care system than do less active shut-in seniors. The importance of these experiences requires a Plan that ensures the necessary facilities and program resources are available and sustainable.

- **Service Delivery Options:** For a variety of reasons including fiscal realities and emerging opportunities, the City of Edmonton has embraced partnerships with other public sector providers, community organizations, and the private sector. The availability of these options is essential to providing the range and quality of services Edmontonians desire. While the range of options available represent considerable benefit to the City's service goals, the City also has a duty to ensure that municipal resources that go into the partnership (e.g., land, financing, the potential to become the operator should the venture fail, etc.) are provided wisely and responsibly. This Plan provides some tools to assist the City to assess partnership options.

1.4 What Residents Value

The preceding section outlines the key forces behind the need for the Recreation Facility Master Plan. *Drivers* may be new ideas or opportunities such as the realization that recreation activities play an important role in the maintenance of health and wellness. Some *drivers* are issues that need to be addressed or mitigated, for example, the need to respond to growing cultural diversity or reduced financial resources. Values represent what individuals and communities want to have or to hold on to. The following values are reflected in the Integrated Service Strategy and in the responses of staff and community members who participated in developing this Plan.

1. **A Sense of Community:** A feeling of belonging, of being welcomed and engaged, where new friends are made and old friendships nurtured.
2. **Health and Wellness:** The state of being well, of feeling strong and healthy. Knowing that what you are doing is contributing to a state of better health.
3. **Inclusiveness:** Knowledge that your interests and ways will be accommodated and supported in an environment of openness and dignity.
4. **Safety:** Knowing that the environment you are in is supportive of and will not detract from physical, emotional and mental wellness.
5. **Partnerships:** Engaging partners that support fiscal responsiveness and shared contribution to community needs.
6. **Civic Pride:** The awareness that the City offers many opportunities to its citizens, that it is a good place to live, that it is a place with the capacity to attract visitors to its sites and events.
7. **Integrated Services:** Spaces and services that offer a range of opportunities that fit well into today's lifestyle and bring people together to enhance a sense of community.

1.5 New Approach to Facility Provision

The Principles and Recreation Facility Continuum outlined in the Facility Model in Chapter 3.0 will result in facilities that respond to the needs, interests and realities of today and the foreseeable future. The Facility Model adopts a strategic approach whereby principles describe high-level development directions that together or individually contribute to the type of facility that best fits the needs and realities of Edmonton's communities. The Facility Continuum acknowledges that facilities of varying scope (e.g., size, components, elements) are required to serve the different types of users in a large city. This Continuum supports the full range of facilities required in the city and provides direction for the relative number and distribution of facilities of each type. All levels in the Continuum are important and supported in the Plan. In short, the elements of the Facility Model are the ingredients that together create the facility services that result in the *new approach* to facilities.

Communities are in a constant state of change and activities that are popular today may not be in ten years. Over time, facilities can outlast their original purpose. As well, the purpose or nature of the groups that use these facilities change. Many recreation facilities are purpose built and this new model does not suggest that a pool or an arena for example, can become something else. However, through careful planning and design, facilities can be more versatile. The city's indoor soccer facilities with removable turf allowing use for inline skating is an example of such versatility. Future facilities will promote physical and creative activity as well as other leisure interests that broaden horizons, experiences and contribute to overall wellness.

Future facilities will be designed with flexibility and adaptability in mind. They will respect the diversity of communities by anticipating and providing for needs of all residents including those with disabilities, those with special (different from the recent norm) cultural interests and needs, and those whose interests include arts and cultural recreation in addition to sport and fitness.

While recreation activities are fun and enjoyable, they also contribute to general health and to renewal of health. Many social issues, such as those associated with youth-at-risk, low-income families and individuals, people who live in isolated situations etc., can be addressed in part by participation in recreation. Future facilities will incorporate spaces and programs in partnership with the city's health care, educators and social service providers. For example, partnerships with hospitals around post-cardiac care and resumption of activity, or special swim programs for teenage parents and their children are possible initiatives that fit well into a recreational setting. Partnership with schools around gymnasias and other sport and recreation facilities is currently a mainstay of Edmonton's service model. The future model supports and maintains the shared role of partners in the provision of this vital service, through well planned and executed partnerships based on strong foundations.

The key *drivers* and those things resident's *value* (noted in sections 1.3 and 1.4) are the foundation of the facility model recommended in this Plan and contribute to an approach to developing and operating recreation facilities that:

- Contribute to a sense of community and are welcoming;
- Reflect the integration of community services such as compatible recreation, health and social services;
- Incorporate inclusiveness of all ages, genders and abilities in design and operations;
- Respond to a wide range of interest and skill levels; and
- Are accessible through universal design, and locations on public transit systems and multiuse trail networks.

1.5.1 The Focal Point of the Facility Model

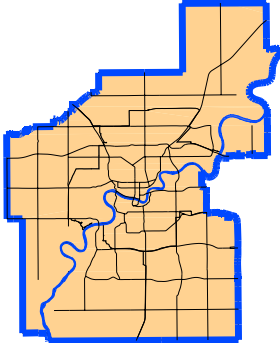
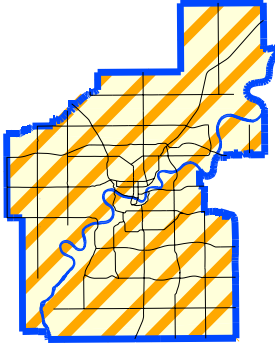
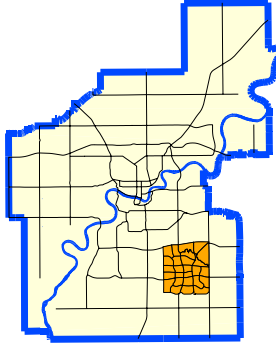
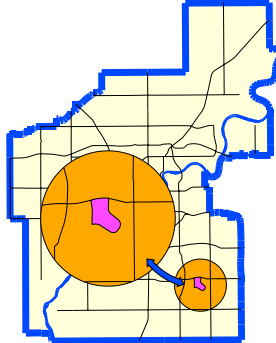
All facilities within the Recreation Facility Continuum are important and are supported in this Plan. However, many of the recommendations of this Plan, and the focal point of the new model revolves around the development of facilities that fall within the category of *District Facilities*. Facilities at the district level most completely and extensively respond to the elements of inclusiveness, integration, range of interests and skill levels. These facilities contribute to and support the creation of a sense of community that is so important to a large city.

This does not mean that facilities at other levels cannot be, should not be, welcoming, inclusive, well located on transit and pedestrian ways, etc. However, the size (small if they are neighbourhood facilities, large if specialty or citywide) and purpose (more single purpose if neighbourhood, more specialized if specialty or citywide) may mean that not all principles are appropriate. It is in district level facilities that the full extent of the new model is experienced. Facilities at the district level are truly multi-purpose recreation facilities. These facilities will be provided at service levels between 40,000 and 80,000 residents, depending on the population of each area.

District facilities provide opportunities for all ages and a wide range of interests, and support the busy lives of families and individuals with a one-stop shopping experience. They are welcoming and safe in design and operation. While durable and built for the long term, they must also be designed to be flexible and adaptable. District facilities will be a place where people meet, congregate and feel comfortable and sense they belong. This experience will in part reflect the design of facility components, and in part the multi-dimensional, integrated nature of the overall facility. Newer communities, building from scratch, may achieve this model more easily. However, existing facilities will work toward achieving the *spirit* of this state in future redevelopment.

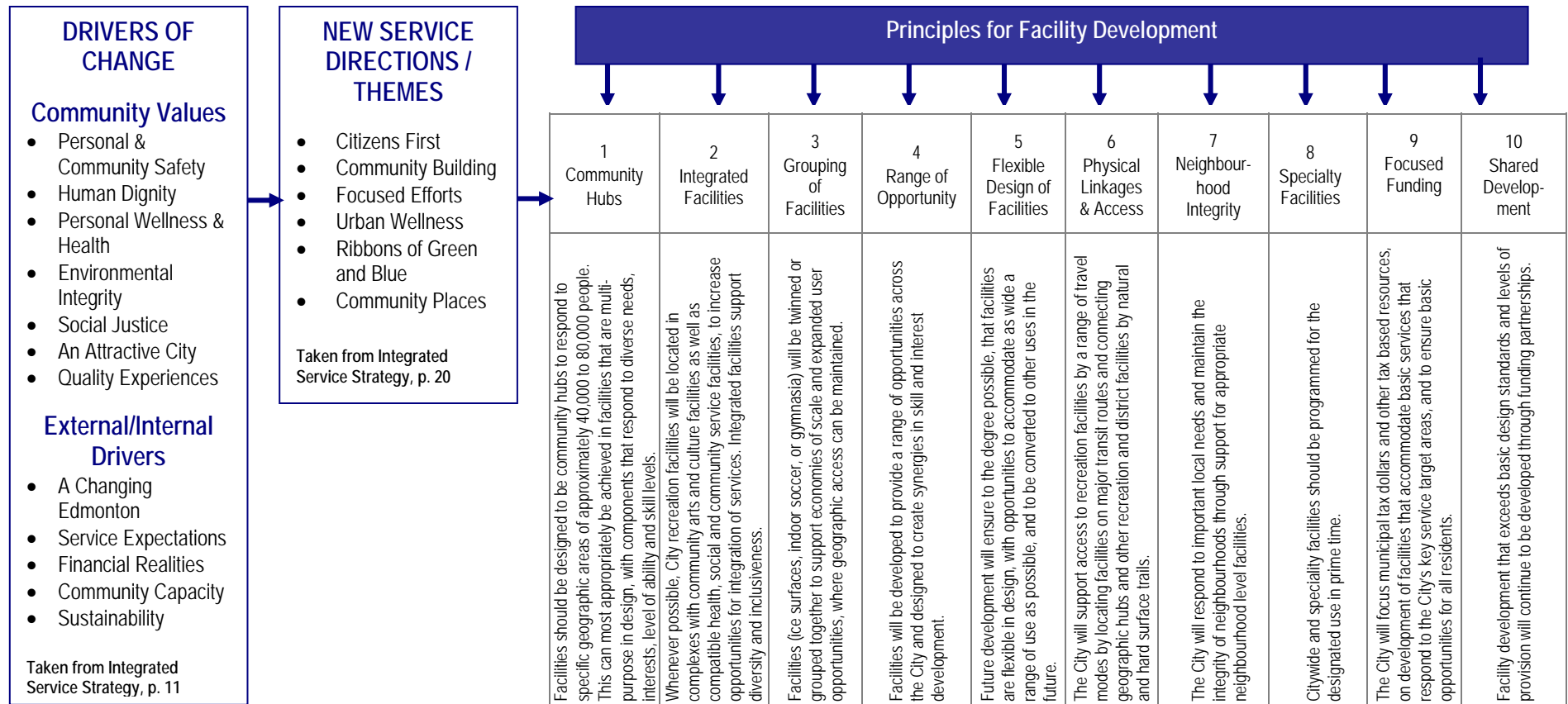
The Figures on the following two pages illustrate the key components of the Facility Model. This Model is discussed in detail in Chapter 3.0.

Figure 1.2: Recreation Facility Continuum

	CITYWIDE FACILITIES	SPECIALITY FACILITIES	DISTRICT FACILITIES	NEIGHBOURHOOD FACILITIES
Service Level/Population	over 600,000	150,000 to 200,000	40,000 to 80,000	under 20,000
Geographic Service Area				
General Characteristics	<ul style="list-style-type: none"> Highly specialized. Designed for competitive or large spectator use. Serve the entire city, and often have a regional or national focus. Responds to organized and formal activities and interests. 	<ul style="list-style-type: none"> Targeted activities and specialized interests. May be one or a few of a particular type of facility depending on market demand. Respond to specific markets and organized/structured groups. 	<ul style="list-style-type: none"> High market demand. Provides for a continuum of skill levels from introductory to advanced. Can accommodate local competition but designed with recreational use in mind. Respond to organized and informal interests. 	<ul style="list-style-type: none"> High local demand. Developed through partnerships with Community Leagues and the School Boards (through the Joint Use Agreement). Respond to local needs.
Acceptable Travel Time	<ul style="list-style-type: none"> walking / biking public transit private vehicle 	<ul style="list-style-type: none"> over 30 minutes over 30 minutes over 20 minutes 	<ul style="list-style-type: none"> 20 - 30 minutes 20 - 30 minutes 15 - 20 minutes 	<ul style="list-style-type: none"> 15 - 20 minutes 15 - 20 minutes 10 - 15 minutes
Examples of Facility Components	<ul style="list-style-type: none"> 50m competitive pool with spectator seating over 1,000 Ski facility Major spectator stadium Major heritage or entertainment site 	<ul style="list-style-type: none"> Multi-court gymnasium centre Indoor skatepark Multi-pitch indoor soccer centre A theatre or performance facility with seating under 1,000 	<ul style="list-style-type: none"> Indoor leisure pool Arena Leisure ice Gymnasium Fitness facility Multi-purpose space (e.g., arts, culture, social, meeting) 	<ul style="list-style-type: none"> Community League hall School gymnasium

Note: this table represents the future state and is not intended to reflect the allocation of existing facilities

Figure 1.3: Recreation Facility Principles



1.6 Summary of Plan Recommendations

The recommendations of this Plan reflect the facility needs identified through consultation with the public, stakeholders and service providers, and assessment and analysis of other documentation including trends, socio-demographic profiles, and current inventory. Recommendations were initially created as distinct facility components (e.g., aquatic facilities, ice pads, fitness requirements, etc.) and these are provided in Chapter 4.0. Where appropriate, individual facility components were then combined to create multi-purpose recreation facilities consistent with the major focus of the new Facility Model. Section 1.6.1 and Map 1³ present a composite picture of new and redeveloped multi-purpose recreation facilities recommended over the life of this plan (to the year 2015). New multi-purpose recreation facilities to respond to anticipated population growth (beyond 2015) are also noted.

1.6.1 Selected Facility Requirements

The multi-purpose recreation facilities in this section are described on a planning area basis in order to match boundaries used in *Plan Edmonton* and population forecast studies. This section includes a timeline, a brief description of the *primary* components, a short rationale, and a reference to specific recommendation numbers for facility components. The order of presentation does not reflect priority, but rather timing of development based on identified needs. All facilities recommended for the *short* term are considered to be of equal priority.

Recommendations refer to development in the short, medium, and long term, whereby:

- *Short Term* represents approximately to 2010,
- *Medium Term* represents 2010 - 2015, and
- *Long Term* represents 2015 and beyond.

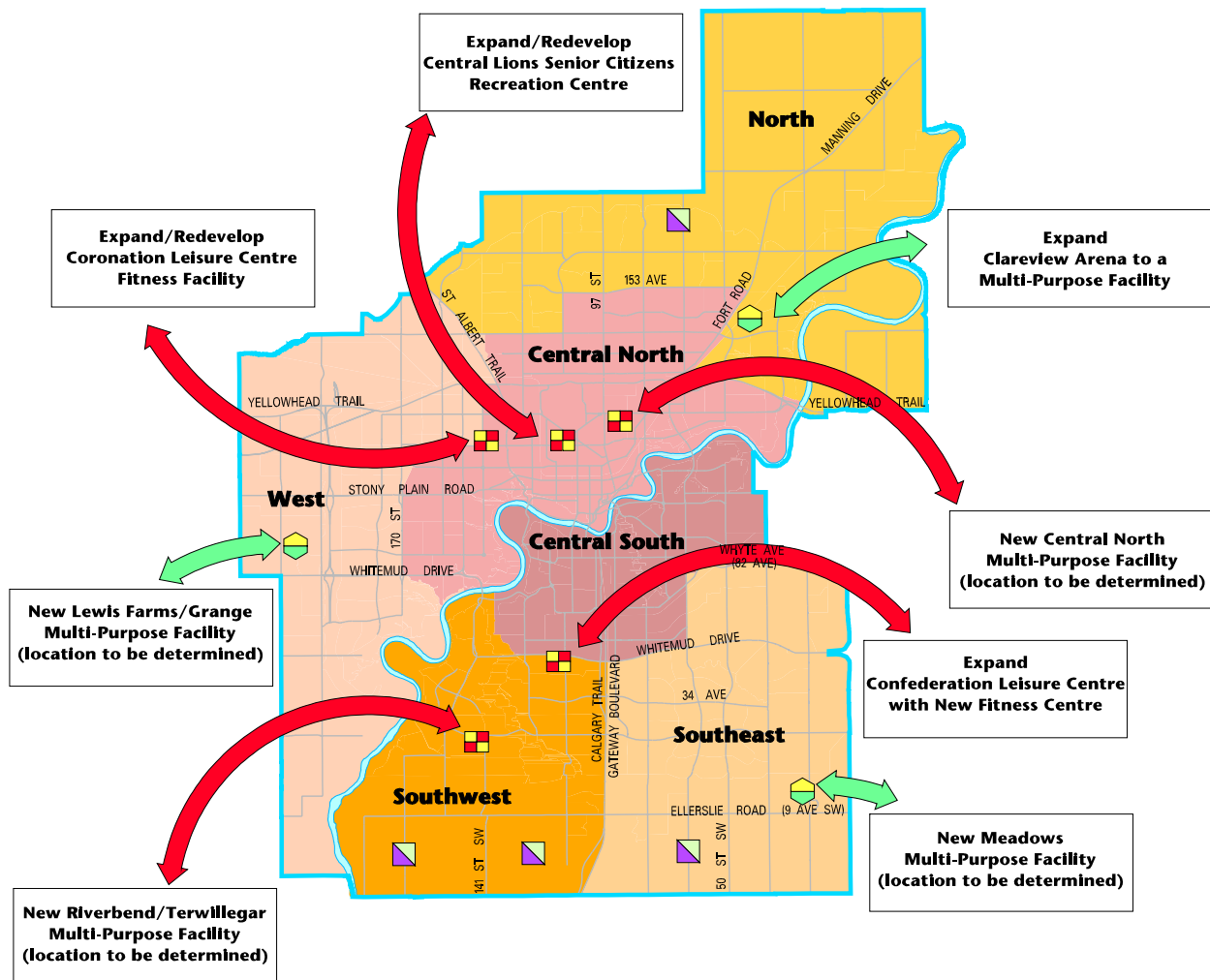
³ This section is repeated in the main body of the report where numbering of maps will be consistent with the appropriate chapter of the report.

Map 1: Proposed New and Expanded Multi-Purpose Recreation Facilities

Proposed New and Expanded Multi-Purpose Recreation Facilities

Recommendations refer to the proposed timing of development in the short, medium and long term, based on identified needs:

- **Short Term - up to 2010**
- **Medium Term - 2010 to 2015**
- **Long Term - beyond 2015**



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**THE CITY OF
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PLANNING AND DEVELOPMENT

1.6.1.1 Central North Planning Area

New Central North

Multi-Purpose Facility: Develop a multi-purpose recreation facility to include an arena component, an aquatic component, and other multi-purpose space relevant to the needs of this high needs community.

Timeline: Short

Planning Area: Central North

Rationale: There is an immediate need for more aquatic and arena related opportunities in this geographic area based on outstanding demand.

A multi-purpose facility in this location would respond to the needs of a high needs, currently underserved population. Although the ratio of pools to population in the central north is higher than in suburban areas, the traditional nature of these pools, the lack of leisure or therapeutic components, and their location relative to this high needs community leaves a geographic gap in service for aquatic opportunities.

See Recommendations 3, 10, and 32.

Central Lions Senior Citizens Recreation Centre

Expansion/ Redevelopment: Required infrastructure repairs and capital improvements to Central Lions Seniors Citizens Recreation Centre. The Central Lions Senior Citizens Centre Consolidation project includes expanded vocational programming space, the addition of a health and wellness centre, administrative area upgrades, and new space for partner groups to deliver new and enhanced services to seniors.

Timeline: Short

Planning Area: Central North

Rationale: The Centre's redevelopment will assist in meeting the needs of younger, more healthy and active seniors in an integrated facility.

Demographic trends indicate a growing seniors population, including an increasing number of healthy and active seniors.

See Recommendations 19, 20, and 21.

Coronation Leisure Centre Expansion/Redevelopment:	Expand/redevelop the fitness centre at Coronation Leisure Centre.
Timeline:	Short
Planning Area:	Central North
Rationale:	<p>There is an immediate need for more fitness opportunities based on outstanding demand.</p> <p>Expanding/redeveloping this fitness centre will help to make the facility more of a "community-hub".</p> <p>See recommendation 22.</p>

1.6.1.2 Suburban Southwest Planning Area

New Riverbend/Terwillegar Multi-Purpose Facility:	Develop a multi-purpose recreation facility to include an aquatic component, an arena component, and other multi-purpose space relevant to the needs of the community.
Timeline:	Short
Planning Area:	Suburban Southwest, Riverbend/Terwillegar
Rationale:	<p>There is an immediate need for more aquatic and arena opportunities based on outstanding demand. Current supply of these opportunities is deficient in this planning area.</p> <p>Rapid recent population growth in the planning area warrants the development of a district-level recreation facility.</p> <p>See Recommendations 3 and 9.</p>

Confederation Leisure Centre Expansion:	Add a fitness component to the Confederation Leisure Centre.
Timeline:	Short
Planning Area:	Suburban Southwest
Rationale:	<p>There is an immediate need for more fitness opportunities based on outstanding demand.</p> <p>Adding a fitness component to this existing facility with arena and pool components will help to make the facility more of a "community-hub".</p> <p>See Recommendation 22.</p>

1.6.1.3 Suburban North Planning Area

Clareview Arena Expansion/ New Multi-Purpose Facility:

Convert the Clareview Arena into a multi-purpose facility by adding an aquatic component and fitness component to the existing twin pad arena.

Timeline: Medium

Planning Area: Suburban North

Rationale: Adding aquatic and fitness components to this twin pad arena will make it more of a multi-purpose facility and a "community-hub".

Rapid population growth in this planning area over the short to medium term will warrant development of a district-based recreation facility.

See Recommendations 11 and 23.

1.6.1.4 Suburban Southeast Planning Area

New Meadows Multi-Purpose Facility:

Develop a multi-purpose recreation facility including an aquatic component, an arena component, and other multi-purpose space relevant to the needs of the community.

Timeline: Medium

Planning Area: Suburban Southeast, Meadows

Rationale: Population growth over the short and medium term in this planning area will warrant development of a district-based recreation facility.

See Recommendations 3 and 12.

1.6.1.5 Suburban West Planning Area

New Lewis Farms/Grange Multi-Purpose Facility:

Develop a multi-purpose recreation facility containing an aquatic element and other multi-purpose space relevant to the needs of the community.

Timeline: end of Medium

Planning Area: Suburban West, Lewis Farms/Grange

Rationale: Population growth to the end of the medium term in this planning area will warrant development of a district-based recreation facility.

See Recommendation 13.

1.6.1.6 Long Term Multi-Purpose Facility Requirements

New Long Term Multi-Purpose

Facilities:	New Multi-Purpose facilities may include an aquatic component, an arena component and/or indoor sports component, and other multi-purpose components. These facilities will respond to long-term population growth.
Timeline:	Long Term
Planning Area:	Suburban North, Suburban Southwest (2 multi-purpose facilities), Suburban Southeast (location of each to be determined)
Rationale:	New multi-purpose recreation facility requirements have been identified to respond to anticipated population growth beyond 2015 (beyond the life of this plan), and to ensure that facility needs are incorporated in the Area Structure Plan process. See Recommendations 16 and 47.

1.6.2 Facility Component Recommendations

Presented below are the recommendations resulting from the detailed analysis for each facility component (e.g., ice pads, aquatic facilities, etc.). Please refer to section 4.2 for the complete analysis.

1.6.2.1 Ice Pads

Recommendation 1:	Future ice pads should be built as additions to existing single pad facilities, or as new multi-pad arenas as part of multi-purpose recreation facilities, where appropriate. This will ensure a high level of operating efficiency for arena facilities.
Recommendation 2:	Existing neighbourhood-serving single pad facilities should be assessed to determine whether or not they are effectively responding to local community needs. This assessment may result in some of these facilities being redeveloped, decommissioned and replaced, or converted to other uses, (e.g., indoor soccer, indoor skateboard park, etc).
Recommendation 3:	A minimum of five ice pads should be developed over the short term (2010) to respond to outstanding demand.
Recommendation 4:	By 2015, one additional ice pad may be required. This should be developed as part of a larger multi-purpose complex serving a growing suburban area of the city. Although location appears to be less important than the overall availability of ice, new and replacement facilities should be distributed throughout the city with a focus on growing areas with lower current supply, and where land availability enables the City to provide efficient services consistent with the philosophy of service integration.
Recommendation 5:	The City should continue to monitor usage and demand for existing and new ice pads to determine if additional ice pads should be developed at each phase without compromising the viability of existing facilities.

- Recommendation 6:** New multi-pad facilities should at minimum include the following design features: a minimum of six dressing rooms for each ice pad, two referee rooms suitably sized to accommodate the number of ice pads, and designed so that one can accommodate referees under the age of majority and the other to accommodate adult referees. Dressing rooms should be sized and designed to accommodate adults of both genders, with suitable shower and washroom accommodation. At least one rink per facility should have suitable seating to accommodate minor sport tournament capacity (at least 500). All new facilities should accommodate the needs of the physically challenged. Events and tournaments should be accommodated, with the design of lobbies, community rooms, ticket booths, and other ancillary space.
- Recommendation 7:** Consideration should be given to including leisure ice surfaces in new or redeveloped ice facilities. These are free-form in design, intended for informal and recreational use and respond to emerging arena facility trends.

1.6.2.2 Aquatic Facilities

- Recommendation 8:** New aquatic facilities should be distributed in a manner that responds to priority areas, based on needs, current demand and future population growth, and is consistent with the guidelines provided by the facility continuum and the service ratios noted therein. All new aquatic facilities should be part of larger multi-purpose district-serving recreation complexes.
- Recommendation 9:** To respond to participation trends and population growth, one additional indoor aquatic facility should be provided in the short term. Based on patterns of growth, it is recommended that this new facility be developed in the suburban southwest planning area to serve the Riverbend/Terwillegar community.
- Recommendation 10:** In the short term, a new aquatic facility should be developed as part of a multi-purpose recreation complex responding to the high needs population of the central north planning area. This facility will have an aquatic component as well as other recreation and multi-purpose components as required to respond to this community.
- Recommendation 11:** By the beginning of the medium term (2010), one additional aquatic facility will be required. This new aquatic facility should be part of a larger multi-purpose, district-serving recreation complex. Based on patterns of growth, it is recommended that this new aquatic component be developed in the suburban north planning area, as a redevelopment of the Clareview Recreation Centre. Further, other recreational and multi-purpose components should be added to the existing twin pad arena to create a multi-purpose facility.

- Recommendation 12:** Over the medium term (2010 to 2015), at least one more aquatic facility will be required to respond to future population needs. This new aquatic facility should be part of a larger multi-purpose district-serving recreation complex. It is recommended that this new district-serving facility be considered for the suburban southeast planning area, to serve the Meadows community.
- Recommendation 13:** Approaching the end of the medium term (to 2015), another aquatic facility may be required to respond to future growth. This new aquatic facility should be part of a larger multi-purpose district-serving recreation complex. It is recommended that this new district-serving facility be considered for the suburban west planning area, to serve the Lewis Farms/Grange community.
- Recommendation 14:** Aquatic facility design should consider the variety of existing pool types serving the city's communities and attempt to complement existing pools. The design of new pool tanks should support a range of program opportunities (recreational swim, instructional, therapeutic, and competitive activities, from introductory to advanced), consistent with the facility hierarchy and service delivery models.

1.6.2.3 Indoor Soccer Facilities

- Recommendation 15:** Indoor soccer facilities should be provided, where there is sufficient market demand, at the speciality level of provision. Capital and operating funds for speciality level indoor sport facilities should be consistent with the practice of maximizing funding from other than municipal sources.
- Recommendation 16:** With the development (in partnership) of a new four-plex indoor soccer facility planned for 2004, the city's level of service for indoor soccer pitches by 2005 will be increased. It is recommended that an additional 2 pitches be developed by the long term (beyond 2015) to meet future population needs and be consistent with future trends. It is recommended that the suburban southwest be considered for new indoor soccer pitches.
- Recommendation 17:** The City should continue to monitor usage and demand for existing and new indoor soccer facilities to determine if additional soccer facilities should be developed at each phase without compromising the viability of existing facilities.
- Recommendation 18:** Indoor soccer pitches should always be provided in multiples, and should incorporate a range of complementary activities and be developed to accommodate a wide range of users. Further, these facilities should be consistent with relevant principles within the Facility Model.

1.6.2.4 Older Adults' Centres

- Recommendation 19:** Future development of stand-alone, older adult-only facilities is not recommended as it is not supported by trends or feedback received through this study process. Future recreation facilities should support the integration of service areas and respond to a range of needs within a geographic community. Through facility design, overall size, scheduling and programming within these facilities, the City should respond to the special space and accessibility requirements of identified target groups such as older adults.
- Recommendation 20:** The redevelopment of the Central Lions Senior Citizens Recreation Centre, to address infrastructure repairs, and include expanded vocational programming space, the addition of a health and wellness centre, administrative area upgrades, and new space for partner groups to deliver new and enhanced services to seniors, should be pursued in the short term. The Centre's redevelopment will assist in meeting the needs of younger, more healthy and active seniors in an integrated facility while ensuring that their needs for social interaction and appropriate activities continue to be met as they become older.
- Recommendation 21:** All new district-serving multi-purpose facilities should include adequate multi-purpose space for seniors programming, and should be accessible to those with mobility challenges.

1.6.2.5 Fitness Centres

- Recommendation 22:** In the short term and to alleviate outstanding demand, it is recommended that Coronation Fitness Centre be upgraded/expanded, and a new fitness centre be developed at Confederation Leisure Centre.
- Recommendation 23:** The feasibility of including a fitness facility in the redeveloped multi-purpose recreation complex being recommended for Clareview Recreation Centre in the suburban north should be assessed in the medium term.
- Recommendation 24:** Over the life of this plan, the feasibility of adding fitness components to existing recreation facilities and including fitness components as part of new multi-purpose recreation complexes in growing areas of the city should be assessed. Prior to developing new fitness centres as part of these complexes, a district-based assessment of competing fitness centre facilities (private, educational, etc.) within a 15 min. drive radius is recommended.
- Recommendation 25:** At minimum, new fitness facilities should include a weight room with cardio equipment, plus a multi-purpose, flexible aerobics/dance/gymnastics room with wood sprung floor, which can be programmed for a variety of fitness and active living activities. Indoor squash and racquetball courts are not recommended, as future trends and participation histories indicate declining interest in these activities.

1.6.2.6 Gymnasia

- Recommendation 26:** To respond to current outstanding demand, at least one full size gymnasium should be provided as part of a new multi-purpose recreation complex in the short term.
- Recommendation 27:** In the short term, the City should develop a gymnasium strategy in cooperation with Edmonton's School Boards.
- Recommendation 28:** New gymnasia should be considered as components of all new and redeveloped multi-purpose recreation complexes, including twin pad arena complexes and aquatic complexes.
- Recommendation 29:** At minimum, five more gyms will be required over the medium term as components of new or redeveloped facilities to accommodate future population growth. This number recognizes that at least part of this need will be met through gymnasia in future educational and institutional facilities.
- Recommendation 30:** Future gymnasia should be full-sized double gyms with the dimensions, floor area, ceiling height, amenities and finishes suitable for adult play and to accommodate a variety of indoor sports such as basketball, volleyball, badminton, floor hockey, etc.

1.6.2.7 Multi-Purpose Space

- Recommendation 31:** To respond to the recreation needs of future population growth, multi-purpose space should be provided in future district-serving multi-purpose recreation complexes being recommended for this study.
- Recommendation 32:** Communities with population groups who may experience reduced mobility (e.g., youth at risk, low income families, seniors, or other priority populations), should have continued access to multi-purpose spaces close to home.
- Recommendation 33:** Multi-purpose spaces in future recreation facilities should be designed to ensure maximum flexibility and adaptability to maximize the range and type of use (i.e., developing programming rooms side-by-side with movable partitions, including a stage in a gym to create a secondary banquet/performance venue, designing an exercise room to also meet dance and gymnastics needs, etc.).

1.6.2.8 Arts and Cultural Facilities

- Recommendation 34:** Future recreation facilities should accommodate multi-purpose spaces with opportunities for the performing arts, specifically in terms of basic-level training, instruction, rehearsal and production support. The specific size, distribution, and composition of these spaces should be developed with input from local arts organizations and based on confirmed facility needs. Partnerships with arts organizations are encouraged, to develop facilities, deliver programs and manage spaces.
- Recommendation 35:** To support the growing interest in the arts in general and future population growth, new visual arts space suitable for basic-level interest and instruction should be considered as part of new district-based multi-purpose facilities.

Recommendation 36: Flexible arts studio spaces should accommodate activities such as painting, drawing, sculpture, pottery, ceramics, and other activities, with a capacity of at least 45 people, and including sufficient storage and cupboard space, sinks, movable chairs and tables, large cabinets with locks for various supplies, and sufficient natural lighting. If developed as a "bank" of rooms with movable partitions, spaces can also be used for small-scale banquets, meetings, etc.

Recommendation 37: To respond to the directions of community building and community places, opportunities to include exhibit space in new multi-purpose recreation centres should be explored. These may include permanent exhibits on local heritage, travelling exhibits from other parts of the City or Province, or house exhibits from local artists and community arts groups.

1.6.2.9 Specialty Facilities

Recommendation 38: The Community Services Department should ensure that each citywide facility has a current (updated at minimum every 10 to 15 years) master plan that identifies service directions, future development plans, land requirements, operating and capital cost implications of development and service initiatives and funding sources.

1.6.2.10 Emerging Facilities

Recommendation 39: The City should confirm through further investigation, the extent of interest of the city's youth population in emerging indoor facilities such as indoor skateboard and BMX facilities, and determine an appropriate level of provision, complementary facilities and operational requirements. This assessment should be the basis for decisions on future delivery of these facilities.

1.6.3 Other Recommendations

Presented below are the other recommendations related to communicating and implementing the Recreation Facility Master Plan.

1.6.3.1 Communication and Promotion

- Recommendation 40:** On adoption of this Recreation Facility Master Plan, the City should draft a user-friendly pamphlet(s) outlining the manner in which the City will entertain future partnership initiatives, and the expectations for partner proposals. This information should be available to anyone approaching the City with a partnership proposal.
- Recommendation 41:** On adoption of this Recreation Facility Master Plan, the City should develop graphically oriented products to communicate the overall direction of the Facility Model and the Plan's recommendations. These communication products can take the form of inserts to the City's recreation guide(s), Web site page(s), or stand-alone brochures.
- Recommendation 42:** On adoption of this Recreation Facility Master Plan, the City should seek out opportunities to meet personally with potential partners, community organizations, and the media, to promote the key elements of the Recreation Facility Master Plan.

1.6.3.2 Implementation and Monitoring

- Recommendation 43:** The City should continue to apply the business-planning model (includes the development of business plans) to recreation facility development/redevelopment. Opportunities to improve cost recovery through the investigation of new/innovative operating models should be pursued for new multi-purpose recreation facilities.
- Recommendation 44:** The City should ensure that best projections of operating and capital impacts of facility development/redevelopment are submitted to the annual Long Range Financial Planning processes.
- Recommendation 45:** The City should continue to apply the protocols and methodologies provided by the Office of Infrastructure to update recreation facility infrastructure data and investment needs.
- Recommendation 46:** The City should amend the Municipal Development Plan, *Plan Edmonton*, to implement the directions set out in the Recreation Facility Master Plan.
- Recommendation 47:** Plans for new district recreation facilities should be identified during the Area Structure Plan process.
- Recommendation 48:** The City should consolidate design related elements from the Recreation Facility Master Plan and enhance these with additional elements that address such things as aesthetics, safety, siting, size, quality, accessibility, flexibility, etc. These should be developed for multi-purpose facilities as well as for specific facility components. They should be applied to new facility development and major additions, renovations and conversions.
- Recommendation 49:** The Recreation Facility Master Plan should be formally reviewed and updated every 5 years.

Recommendation 50: The City should explore the range of potential funding sources for public recreation facilities, including partnerships with other orders of government, not-for-profit organizations and the private sector; development levies, tax levy; user fees or surcharges; enterprise portfolio; tax supported debt and dedicated tax levy.

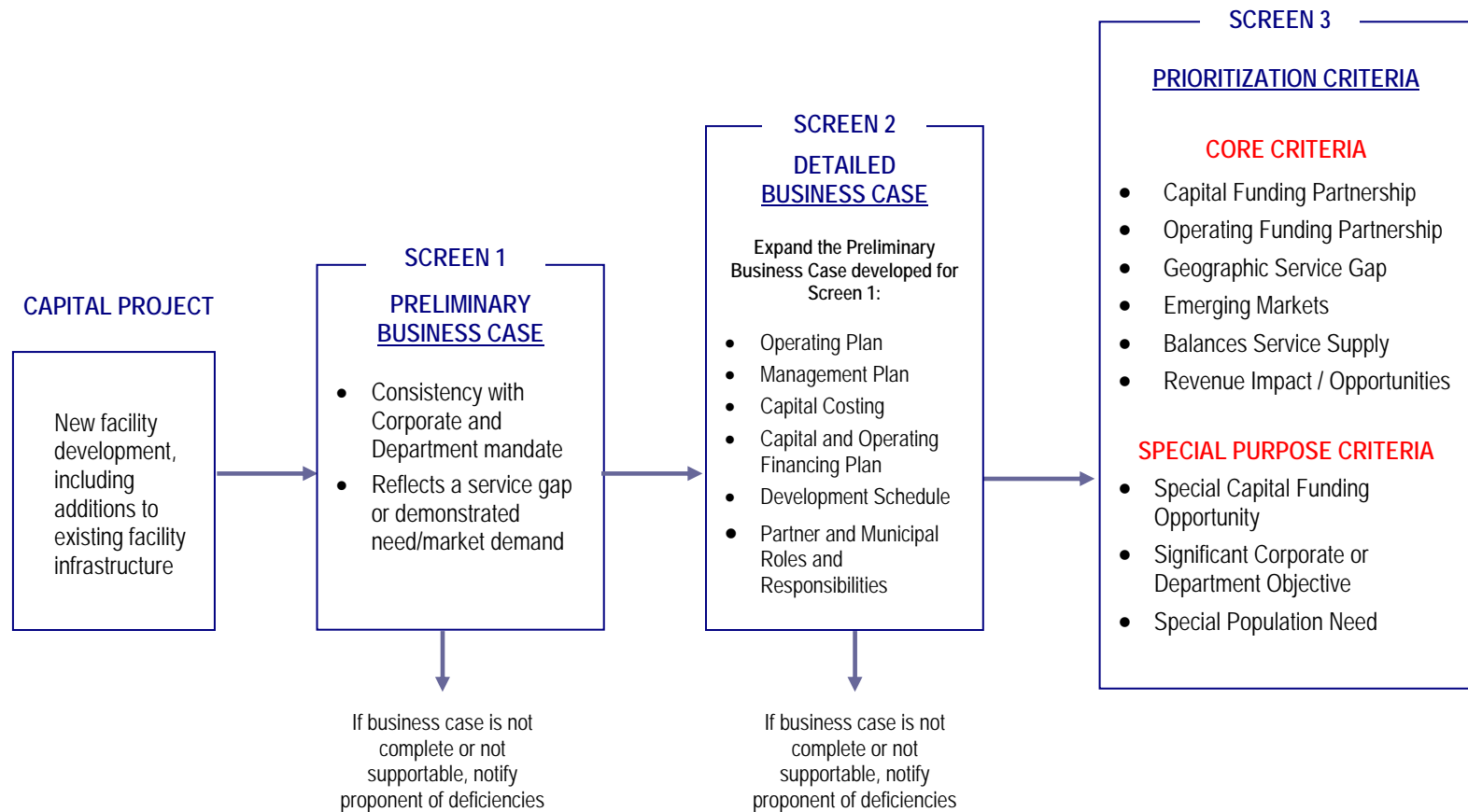
1.7 Prioritizing Projects and Implementing Partnerships

The Community Services Department frequently receives requests to provide or support new facility development/redevelopment. One of the significant tools of this Plan is a process to assist the City to prioritize projects and to support projects initiated by partners. Chapter 5.0 discusses this initiative in greater detail. A brief summary of the process is illustrated below in Figure 1.4 (Please note this is Figure 5.1 in Chapter 5.0). The City must be able to efficiently identify appropriate partner projects and clearly defend its rationale for proceeding or not proceeding with a project and/or partnership. It will do this through measurable criteria that are easy to gather and document, and reliable. The process illustrated briefly on the following page and discussed in greater detail in Chapter 5.0 is designed to ensure the process is objective, reliable and implementable. The Plan recognizes that some groups will look to the City for support to work through the prioritizing process. The Integrated Service Strategy also directs the Community Services Department to play a leadership role in facilitating partnership opportunities and *community building*.

The Community Services Department has a clearly defined vision and strategic directions (referred to as service themes) documented in the Integrated Service Strategy. Viable projects must be relevant to the Community Services Department's new directions or themes, which are a current component of the capital budget process. The process has been developed to be complementary to the City's capital budget prioritizing process.

This important initiative must be well communicated and this Plan recommends development of a series of user-friendly documents that outline this process to ensure that all current, future and potential partners clearly understand the expectations and purpose of the City's partner development objectives. (See Recommendation 40).

Figure 1.4: Capital Project Prioritizing Process



2.0 The Planning Context

The city's growth and socio-demographic profile, leisure service trends, other relevant trends, and input from facility users and the public at large defined the context for the Facility Model and facility recommendations. This section highlights the key points that define the Plan's context.

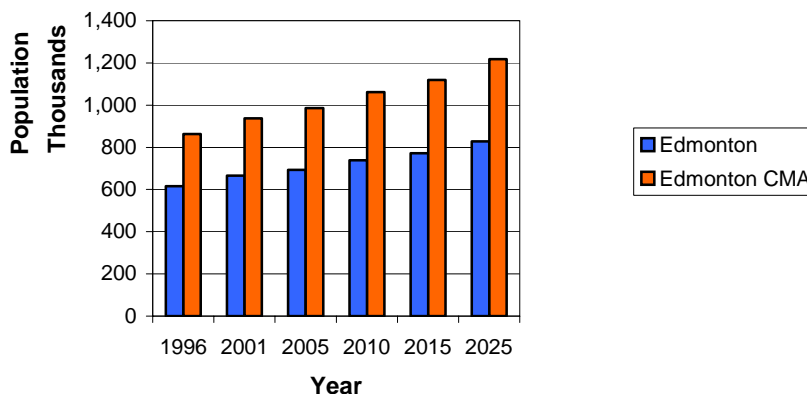
2.1 Socio-Demographics and Growth

The socio-demographic and growth data highlighted in this section combines information provided by City of Edmonton Staff and 2001 and 1996 Canadian Census data for Edmonton, Alberta and Canada (where comparisons provided). Map 2 on the following page shows population growth by planning areas referred to in this Plan.

2.1.1 Population Growth

- Between 1996 and 2001 the City of Edmonton grew approximately 8% (Figure 2.1). Growth equivalent to 1% annually will continue over the next 25 years, resulting in a 2025 population of 827,620, or an increase of almost 200,000 residents during that period, and 100,000 over the next decade.

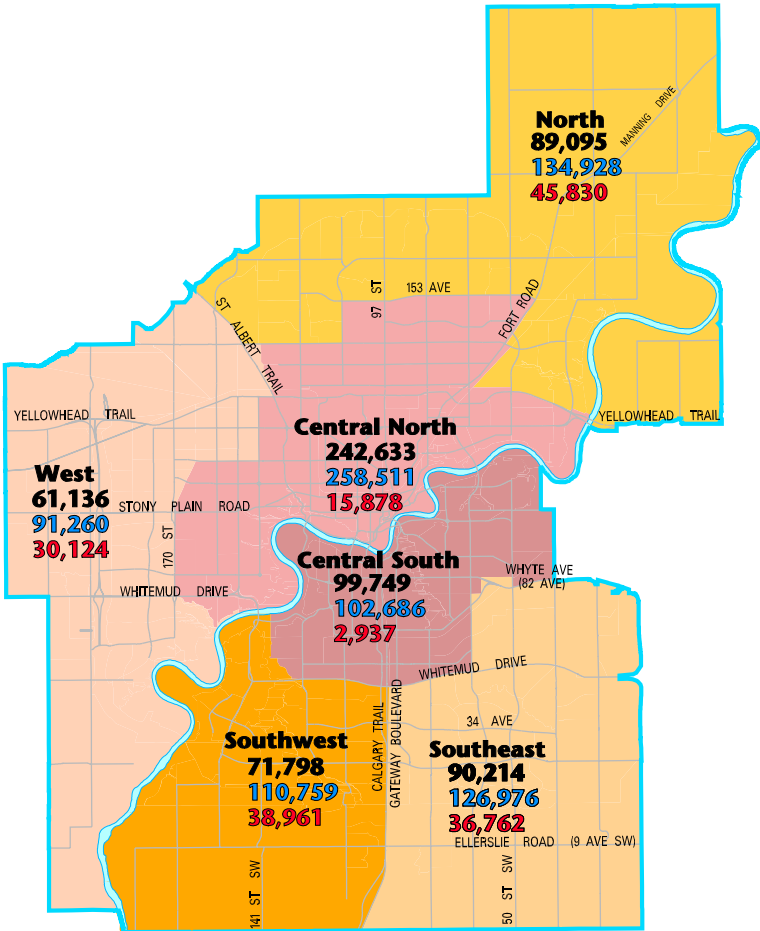
Figure 2.1: Population Growth in Edmonton and Edmonton CMA 2001-2025



Map 2: Population Growth by Area

Population Growth by Area

2000 Population
2025 Population
2000 - 2025 Population Growth



Source: **Edmonton Population, Employment Forecast
Allocation Study Technical Report, November 2001**

Map compiled by: Cartographic Group
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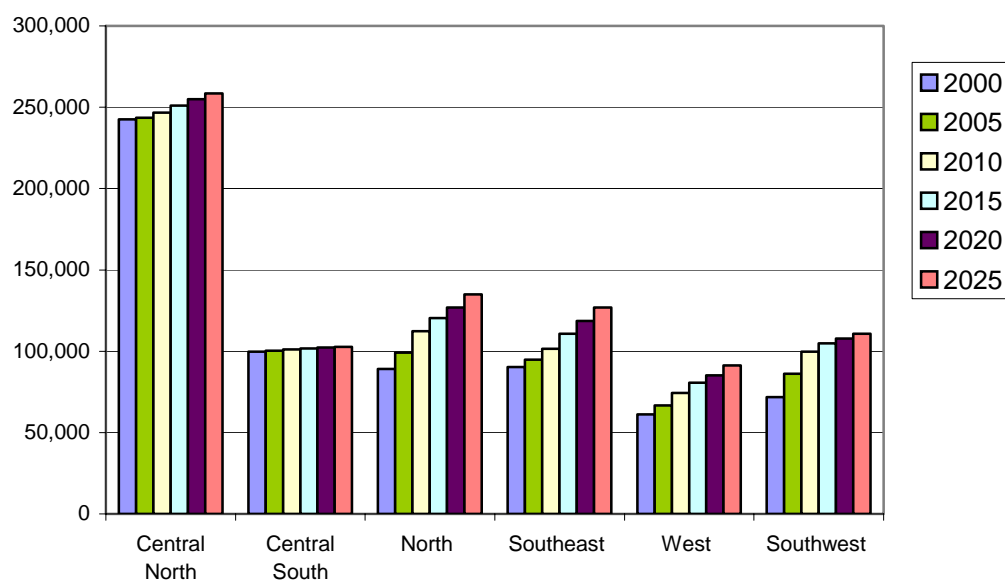
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2.1.2 Population Growth by Area

- The City of Edmonton can be divided into two central area and four suburban planning areas⁴ (Map 2 and Figure 2.2).
- The central area population is expected to grow only minimally from 2000 to 2025, whereas 93.6% of total growth expected in the City of Edmonton from 2000 to 2025 is accounted for by population increases in the suburban areas⁵. The most significant growth areas will be in the suburban north and southwest planning areas of the city, although all suburban planning areas will experience growth.
- Figure 2.2 shows that substantial growth is expected in the suburban north planning area throughout the 25-year period. Growth in the suburban southwest is expected to be very high between 2000-2010, after which time major population increases will shift to the suburban southeast planning area and increase in the suburban west. Overall, suburban population growth is distributed fairly evenly, with at least an 18% increase expected in each of the four suburban planning areas⁶.

Figure 2.2: Population Growth by Planning Area



⁴ *ibid*, p. 31-32

⁵ *ibid*, p. 33

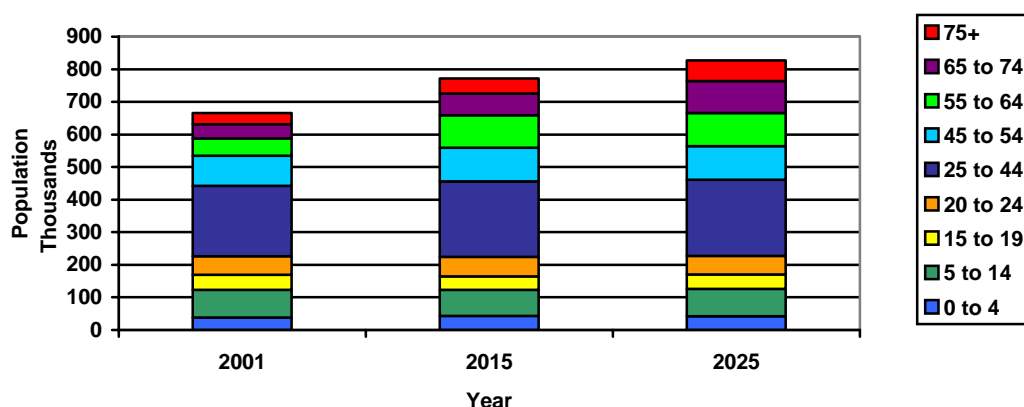
⁶ Edmonton Population & Employment Forecast Allocation Study Summary Report, November 2001, p. 33

2.1.3 Age Structure

Figure 2.3 illustrates the distribution of population by age groups in the City of Edmonton⁷.

- In 2001, the City of Edmonton had slightly fewer youth and teenagers, but a greater percentage of residents over the age of 65.
- By 2015 the population will have aged significantly⁸.
- Each of the cohorts under 55 shows a relative decline between 2001 and 2015.
- The 55 and older population increases from 19.8% to 27.5% of the total over this time period.
- The greatest decline (2.8%) is observed in the 25-54 cohort as the large segment of "Baby-Boomers" move up to the next age bracket.

Figure 2.3: Age Cohort Distribution in the City of Edmonton 2001, 2015, & 2025



This general aging of the population in the City of Edmonton is accentuated in the suburbs, the area that is expected to experience over 90% of the city's population growth in the coming decades. The percentage of the suburban population over the age of 65 is expected to increase by 11% between 2000 and 2025, while the under 19 population will decline by an almost equivalent extent over the same time period⁹. By comparison, the age composition of Edmonton's central area is projected to remain relatively constant over this time period¹⁰.

⁷ Statistics Canada Census, 2001

⁸ Edmonton Population & Employment Forecast Allocation Study, 2001, p. 24

⁹ *ibid*, p. 44

¹⁰ *ibid*, p. 43

Rapid growth in the suburban areas will result in increasing demand for recreation facilities and programs. The changing age structure of the city's population will have implications for both the types of facilities developed and the way they are provided in the future. New and redeveloped facilities must be accessible to all members of the community and responsive to a wide range of community needs. Facilities which once served primarily children and youth will be redeveloped to serve all ages, both genders, and a wider range of users.

2.1.4 Cultural Diversity and Heritage

From a cultural and ethnic perspective, Edmonton is becoming increasingly diverse. Relevant facts about the city's Aboriginal and Immigrant populations are presented below.

Aboriginal Population

In 1996, Aboriginal people comprised 4.1% of the City of Edmonton's population; in 2001, this number increased to 4.6%. The Edmonton metropolitan area reported the second highest Aboriginal population in Canada in 2001 (Winnipeg had the highest), with Metis being the predominant group.

Edmonton's Aboriginal population is young in contrast to the general population: the median age of the Aboriginal population in the City of Edmonton was 24.6, more than 10 years younger than the median age for the general population of Canada in 2001; almost one third of the Aboriginal population in the City of Edmonton in 2001 was under 15 years of age¹¹. Most Aboriginal families are larger than those of other Edmonton residents, and almost twice the percent of Aboriginal children live in lone parent families than the population of all children¹². In 2001, the average earnings of employed Aboriginals in Edmonton was almost 30% lower than for other employed city residents.

Recognizing that Aboriginal peoples comprise a diverse group of individuals, and that Aboriginal peoples do not necessarily share the same values and interests with respect to recreation and leisure as the dominant culture, there will be an increasing need for service providers to establish relationships with these groups to overcome any barriers they may face and ensure that their needs are being met.

¹¹ Statistic Canada Census, 1996 and 2001, Aboriginal Population Profiles

¹² Edmonton Social Plan, 2003, City of Edmonton Community Services Department

Immigrant Population

Immigrants who came to Canada sometime during their lives comprised over a fifth of Edmonton's population in 2001; a higher percentage than for Alberta as a whole. The majority of Edmonton's recent immigrants are from Asia and the Middle East, with the largest percentage from the People's Republic of China. Compared to the Province as a whole, Edmonton's population had a greater diversity of languages first learned and still understood: in 2001, 24.7% of Edmonton's residents noted languages other than English or French as their first language, compared to 16.9% for Alberta.

Table 2.1: Comparing First Languages for Edmonton and Alberta

	1996 Edmonton	1996 Alberta	2001 Edmonton	2001 Alberta
First Language Learned and Still Understood				
English only	73.1%	81.0%	72.9%	80.9%
French only	1.8%	1.7%	2.2%	2.0%
Both English and French	0.4%	0.4%	0.2%	0.2%
Other	24.7%	16.9%	24.7%	16.9%

As Edmonton's population becomes increasingly diverse, there will likely be implications in terms of participation and access to programs and services. Because participation rates for ethnic minorities tend to be lower, increased communication, collaboration, and support for these cultural groups will likely be required in the future¹³.

2.1.5 Family Composition

In 2001, of the total number of private households in the city, 66.7% were family households. Of those in family households, 81.6% were married or common law families and 18.4% were single parent families. Between 1996 and 2001, (Table 2.2) there was a slight increase in the number of single parent families. As well, the City of Edmonton had a higher percentage of single parent families than the province as a whole. Single parent families tend to earn less than two parent families¹⁴ and lower levels of income are considered one of the key indicators of reduced levels of participation in recreation activities¹⁵.

¹³ Recreation and Recreation Trends Analysis, 2003, City of Edmonton, Community Services Department, p.24.

¹⁴ In Edmonton the average family income of female lone-parent families was about half the average family income for families headed by couples, according to Statistics Canada.

¹⁵ Recreation and Recreation Trends Analysis, 2003, City of Edmonton, Community Services Department p.13.

Table 2.2: Comparing Family Composition

	1996 Edmonton	1996 Alberta	2001 Edmonton	2001 Alberta
Family Type				
Married or Common Law Couple	82.8%	87.1%	81.6%	85.6%
Single-Parent	17.2%	12.9%	18.4%	14.4%

2.1.6 Income, Education and Employment

In 2001, the average earnings for persons reporting income in the City of Edmonton were \$30,544, while the average family income was \$56,212.¹⁶ These figures were lower than for the province as a whole. (See Table 2.3)

LICO stands for Low Income Cut Off, figures determined by Statistics Canada based on the percentage of income spent on food, clothing and shelter, with household size factored into the calculations. In 2001, Edmonton had a higher percent of the population with incomes below the LICO than Alberta or Canada as a whole. Notably, considerably more than half of Aboriginal People and more than a third of visible minorities had incomes below LICO¹⁷.

Increasingly, the gap between the low and high-income groups is widening. The challenge to recreation service providers will be to ensure continued access to those with lower incomes.

Table 2.3: Comparing Income, Education and Employment

	1996 Edmonton	1996 Alberta	2001 Edmonton	2001 Alberta
Average Earnings (all persons reporting income)				
Total	\$24,783	\$26,138	\$30,534	\$32,603
Male	\$30,425	\$33,129	\$37,355	\$40,797
Female	\$19,209	\$18,850	\$23,013	\$23,218
Education (population 25 yrs. or over)				
% with a university degree	na	na	19.9%	17.4%
Employment				
Participation Rate	69.3%	72.4%	70.3%	73.1%
Unemployment Rate	9.0%	7.2%	6.0%	5.1%

¹⁶ Statistic Canada Census, 1996 and 2001.

¹⁷ Edmonton Social Plan, 2003, City of Edmonton Community Services Department

The number of Edmontonians with at least some post-secondary education has been increasing due to growing participation of women attending post-secondary institutions and the need by all citizens to maintain their marketability in the labour marketplace. This rapid rate of increase in post-secondary education is anticipated to level off, while the demand for lifelong learning opportunities is expected to increase¹⁸.

Higher levels of education are typically associated with higher levels of physical activity and increased participation in arts and cultural activities. A population with higher levels of education may also demand more opportunities for lifelong learning, more information, and better quality services.

In 2002, the unemployment rate for Edmonton was 5.1%, down from 6% in 2001. Overall, the total number of employed individuals in the City of Edmonton is projected to rise by approximately 26% from 2000 to 2025¹⁹. By 2005, the majority of employed individuals will be found in the suburban areas and this trend will continue through 2025. Growth in employed individuals in the suburban areas is projected to be 45% over the 25-year period, whereas central employment is expected to increase by only 8%²⁰.

The workforce will change over the years, with increasing number of workers working from home, a higher proportion of seniors in the workforce, and an increase in more part-time, temporary and contract workers²¹.

The implications of these trends for the recreation service sector are numerous: recreational interests must increasingly provide avenues for personal improvement and learning, demands for access to recreation services during the daytime may increase, and recreational opportunities that are located near the workplace may become increasingly important.

¹⁸ Edmonton Population & Employment Forecast Allocation Study, 2001, p. 49

¹⁹ *ibid*, p. 54

²⁰ Edmonton Population & Employment Forecast Allocation Study, 2001, p. 54

²¹ Recreation and Recreation Trends Analysis, 2003, City of Edmonton, Community Services Department, p.13.

2.1.7 People with Disabilities

The World Health Organization defines disability as "...any restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or within the range considered normal for a human being."²²

The following facts about people with disabilities are from the Edmonton Social Plan (2003):

- The most commonly reported disabilities of Albertans, age 15 to 64 residing in households were mobility or agility related;
- Most Edmontonians with disabilities classified them as mild;
- The largest age group with disabilities was that 65 years of age and over;
- More Canadians with disabilities have incomes below the LICO than the total population.

For persons with disabilities, reducing the barriers to participation and ensuring that facilities and services are accessible and responsive to their needs will help to improve participation levels in recreation and leisure activities.

²² International Classification of Impairments, Disabilities and Handicaps, World Health Organization.

2.2 Recreation and Leisure Trends

This section examines significant trends related to the facilities and services in this study. The information is consolidated from the consultant's trend data files as well as the City of Edmonton Community Services Department report entitled *Facility Master Plan – Leisure & Recreation Trends Analysis*²³. Other relevant sources are footnoted.

2.2.1 Why Leisure is Important

- Health is a priority for Canadians. The trend toward including health services, as a partner with other community services (e.g. leisure, information), is consistent with general public interest in maximizing health and preventing illness. Government initiatives promoting primary health care and preventative community development strategies respond to population health issues²⁴. There are a growing number of examples of facilities that integrate such services as recreation, childcare, and wellness activities. Recreation facilities play an integral role in "the population health model", in which programs and services focus on personal and collective factors that influence health (e.g. income, education, culture).
- Obesity is a problem of epidemic proportions in the developed world, according to the Worldwatch Institute. The Canadian Community Health Survey reported that the number of obese Canadians aged 20 to 64 in 2001 was 32%, up 24% from 1994²⁵. According to a study released in April 2002, 33% of Canadian boys aged 7-13 were overweight, and 30% of those were obese. For girls aged 7-13, 27% were overweight, and 33% of those were considered obese²⁶. Addressing the problems of obesity involves a multi-dimensional response, and prevention is one aspect of this response. Studies have shown that increasing physical activity can reduce the incidence of obesity, emphasizing the relationship between the recreation and health sectors.
- There is growing recognition that park and recreation services must contribute to addressing priority community issues to merit increased allocations of finite public funds²⁷. If a municipal department is perceived as benefiting only the users of its programs, widespread public support is unlikely to accrue.
- Direct public delivery is no longer the automatic choice for providing recreation facilities and services. Capital and operating partnerships with public, not-for-profit/agency, provincial sport organizations, or private sector partners are often considered when developing new facilities and programs.

²³ Prepared by City of Edmonton Community Services Staff in preparation for this study. (2002)

²⁴ Population Health Initiative, April 2000

²⁵ Recreation and Recreation Bulletin No. 6, August 2003, City of Edmonton, Community Services.

²⁶ International Journal of Obesity, April 2002.

²⁷ Crompton, 1999, Financing and Acquiring Park and Recreation Resources

2.2.2 How We Spend Our Leisure Time

The recently completed *Edmonton Recreation & Leisure Survey, 2002* provides information on **Edmonton residents' recreation participation and attitudes**.

- With respect to favourite activities, walking, reading and swimming were mentioned most frequently, by 10%, 8%, and 7% of respondents, respectively.
- Preferred new activities in which Edmontonians' indicated they would like to begin participation included downhill skiing (7.8% of total suggestions), snowboarding (7.8%), swimming (6.7%), cross-country skiing (6.1%), personal fitness (6.1%), martial arts (5.8%), ice skating (5.2%), and yoga (5.2%).
- Edmontonians' top reasons for participation in recreation were for pleasure (95% rated this as somewhat important or very important), for physical health and exercise (90%), to relax (89%), to improve skills and knowledge (81%), to be with family (81%), and to enjoy nature (80%).

Another more specific source of participation information is from the bulletin *A Look at Leisure #45: Facility-Based Pursuits*, which analyzed **Albertans' recreation behaviour based** on data collected in the 2000 Alberta Recreation Survey.

- The top-five "first favourite" facility-based activities listed by respondents were: golf (8.6%), crafts/hobbies (3.5%), swimming (2.8%), running/jogging (2.4%), and skiing (2.3%). Other ranked facility-based activities that are traditionally supported by the public sector facilities included hockey (7th), aerobics/fitness/aquasize (8th), and soccer (10th).

Table 2.4 below lists the top three favourite facility-based activities for each age cohort of Albertans.

Table 2.4: Favourite Facility-Based Activities by Age Cohort

Age Cohort	Favourite Facility-Based Activities
18-25	Basketball, ice hockey, snowboarding
26-34	Golf, running/jogging, soccer
35-44	Golf, ice hockey, swimming
45-64	Golf, crafts/hobbies, running/jogging
65+	Golf, crafts/hobbies, performing arts

For a limited number of highly-ranked facility-based activities, *A Look at Leisure #45* also provides profiles of participants who prefer these activities. **Participant profiles for popular activities** traditionally provided by public sector park and recreation departments are described in Table 2.5.

Table 2.5: Profiles of Participants in Selected Facility-Based Activities

Activity	Participant Profile
Swimming	Female; highest among 18-25 year olds, then decreases with age; households with an income level of \$10,001-\$30,000 and decreases as income rises; couples with children
Soccer	Males and females; 18-34 years; couples with children and households with two or more unrelated single adults
Aerobics/Fitness/ AquaSize	Females; highest among those with household incomes \$70,001-\$90,000; twice as popular at age 26-34 than any other age; equal across household types

The following trends pertain to **barriers that Albertans experience in their recreation participation**:

- Albertans perceive high fees for admission and equipment, lack of time, and inconvenience to be the greatest constraints affecting facility-based activity participation.
- A Community Services Department commissioned study conducted in 2000 found that low-income Edmonton residents experience particular barriers to their participation in recreation services. Several of these were directly related to facility design and location considerations, including location too far away (32%); poor public transportation (14%); and inconvenient facility hours (10%).

Other identified **general leisure participation trends include the following**:

- Value shifts towards personal growth and improved quality of life contribute to a personal wellness trend that is supportive of activities that promote an active lifestyle. For adults, this active lifestyle often focuses on individual rather than team activities, as well as activities that are less structured and therefore fit more easily into busy, unpredictable schedules.
- Competition among leisure activities, including home entertainment, video games and technology, as well as more traditional forms of recreation, is increasing.
- The decline in team sport participation²⁸ reflects a reduction in the proportion of the population most likely to participate in team activities – children and youth. The decline in active team sports has been partially offset for the short term by the growing participation by women and girls in sports, which traditionally have been dominated by males. In communities where young families are prevalent, team sports remain popular.
- Involvement in ice sports remains stable due to increased female participation. Softball/slow pitch remains stable or shows a slight increase in participation. Baseball and racquet sports (including tennis, squash and racquetball) show declining participation. Participation in basketball and other gymnasium sports is increasing, particularly where there are opportunities for unstructured or more flexible participation.
- Swimming continues to be one of the most frequently identified recreational activities on interest surveys (and Edmonton is no exception to this trend). As the population ages and older adults remain active well into their 80s and beyond, services that support this low impact, aerobic activity will be in increasing demand.

²⁸ See Boom, Bust and Echo, by David K. Foote, 1996, for a discussion about the decline in traditional team sports. Also see Gillis, Charlie, "Hockey with a fresh face: An influx of girls is giving the game a badly needed lift", Maclean's, March 8, 2004, p.49.

- Soccer participation is on the rise in many communities. The Canadian Soccer Association estimates that well over one million Canadians are active soccer players – surpassing the number of Canadians who are registered hockey players.
- Emerging sports are demanding more and different types of facilities. For example, sports such as Ultimate Frisbee, inline hockey, and recreational inline skating are growing in popularity. In some cases, these sports have provided new or additional uses for arenas during the off-season, helping to generate revenues. In other cases (e.g., Ultimate Frisbee), these new sports are putting pressure on already limited space options.
- The Family Expenditure Survey carried out annually by Statistics Canada has in recent years documented an increase in overall spending for the arts. Growth in arts and culture is further evidenced by available data that show increasing consumption of cultural products in Canada, and a visible expansion of this sector in terms of institutions and human resources.
- Participation in arts and culture activities is growing in response to greater awareness and opportunity, increasing affluence and education. Traditionally, adults aged 45 to 65 have been the most common participants in arts and culture activities and this group continues to be a major market segment.
- Exposure to the arts as a child increases the likelihood that arts will be a lifelong interest.
- Participation in arts and cultural activities is positively related to levels of education and income. As these increase, so participation in arts and culture are anticipated to increase.
- There is a trend to provide a range of services to respond to a growing need for more advanced cultural experiences and skill development opportunities.
- Statistics Canada has identified growth in commercial performing arts such as choral performances, dance performances, visits to public art galleries and museums. The new challenge will be to develop arts facilities that provide a variety of opportunities for cross programming, spectator activities, participation and skill development.

2.2.3 Some Emerging Trends

- Community recreation facilities are increasingly provided as multi-purpose facilities. There is a shift away from sole-purpose facilities to spaces that blend a multitude of services with strong links to community resources. Facilities that are flexible, both in terms of access and programming, will be more appealing than single-purposed facilities because they allow people the opportunity to meet several personal or family needs in one location.
- Facilities of the future may resemble “recreation destinations” that include traditional recreation amenities (e.g. ice rinks, fitness centres, etc.), along with expanded retail and entertainment options such as cinemas and grocery stores²⁹. A number of facilities that are moving towards this ‘entertainment’ model can already be found in the Edmonton area.
- The integration of health and recreation facilities is increasingly common as officials and residents recognize the mutual benefits of locating these services together.
- Today’s facilities are designed to be aesthetically pleasing and welcoming, rather than utilitarian, to meet the need for quality, relaxing experiences.

²⁹ A Look at Tomorrow’s Recreation Facilities, Parks & Recreation Canada, Winter 2003

- Facilities frequently incorporate revenue-generating space for ancillary uses such as ATM's, licensed food services, equipment shops, etc.
- Modified leisure pools with warmer water that accommodates swimming lessons, therapeutic use by older adults and people with disabilities, and fitness activities are increasingly popular for preventative and responsive health care activities.
- Swimming pools feature irregular shapes, waterslides, and fountains; leisure pools with spaces for disabled access, teaching beginners, and lap swimming; family change rooms; moveable floors; and aquatic environments with both indoor and outdoor components.
- Arena facilities are rarely built as single pads, but rather are twinned or provided in other multiple combinations. Arenas without summer ice are being made more useful to other sports including in-line hockey, box lacrosse, basketball and volleyball through the addition of temporary multi-purpose sectional floor boards and fans to cool non-air conditioned facilities.
- There is a trend towards including leisure ice in arena complexes, which is usually provided as ice space added to the end of a normal hockey rink. This leisure rink is generally separated from the full ice pad by the end boards, with large doors built into the boards to allow ice resurfacers access to the leisure ice surface. The leisure surface is usually one-third to one-half the size of a full ice pad and is not enclosed by boards.

2.3 Summary of Phase 1 Consultation: Needs Assessment

This section briefly describes the methods used at the needs assessment phase to consult with the community at large and stakeholder groups with an interest in the outcomes of this Plan.

2.3.1 Overview of Consultation Methods

Consultation with the citizens of Edmonton has been an important component throughout the development of this Plan. During the needs assessment phase from April to June 2003, the Community Services Department and the consultants used several methods to consult with Edmontonians:

Focus Groups - Five focus groups and one key informant interview were conducted with representatives of selected population groups to explore their views on significant issues related to the Recreation Facility Master Plan. These sessions also allowed stakeholder groups who might not otherwise provide input through a formal survey to respond to the various facility scenarios. The population groups included older adults, people with disabilities, low-income families, youth and teens, multi-cultural persons, and Aboriginal persons.

Stakeholder Forums - Two evening stakeholder forums were held to allow members of Edmonton's sport, arts and cultural communities to offer input to the Recreation Facility Master Plan. The sport stakeholder forum was co-hosted by the Edmonton Sport Council. The forum for arts and culture stakeholders was co-hosted by the Edmonton Arts Council.

Public Meetings – Two public meetings were held for members of the general public to offer their input on the Recreation Facility Master Plan and the facility scenarios presented. Meetings were held both north and south of the river.

User Group Survey - A survey was distributed to user groups that use municipal facilities in Edmonton to gain input on existing facility usage, issues, and future needs. The survey was sent to a wide variety of user groups based on a list formulated by Community Services Department staff. Responding groups included sports groups, arts and cultural groups, and other facility users such as church groups and seniors groups.

Community Telephone Survey – Under the direction of the consultants, Market Probe Canada conducted telephone interviews with 515 City of Edmonton residents in June of 2003. The survey responses were used to gauge public opinion regarding preliminary facility scenarios and how these might positively or negatively influence respondent's participation in recreation. The sample of residents was in proportion to the city's population for the six planning areas. Overall, the characteristics of respondents to the community survey were very comparable to those of Edmonton's population³⁰.

2.3.2 Public Response to Facility Scenarios

Based on key contextual considerations such as population growth and socio-demographics, emerging trends, current issues, and key informant interviews with City staff and key stakeholders, seven facility scenarios were developed. These scenarios represented *preliminary* scenarios for the future of recreation facilities in Edmonton. Through the community survey, open houses and stakeholder forums, the residents of Edmonton were provided with opportunities to comment on and respond to these scenarios. In the section that follows, the scenarios are first described, then comments and input received through the various consultation processes are presented.

Scenario #1

Multi-purpose facilities, incorporating recreation, social, and library facilities should be provided in newly developing communities: Development that integrates facility components, and that focuses on activities desired by families (traditional youth and family focused recreation and social meeting spaces) will be desirable in growing suburbs. As the City currently has limited facilities of this type in new areas, this reflects new development.

Support for this scenario was encountered through all consultation methods. Participants in all focus groups favoured multi-purpose facilities and there was general support for the "community hub" concept during public meetings. Respondents to the community phone survey indicated strong agreement with providing a number of facilities in a complex, rather than separate facilities at different locations. As well, in the user group survey, the facility design that was most preferred was *large complexes serving communities of 40,000 residents*. While there was some discussion about the size of population multi-purpose facilities

³⁰ The only exception observed was that a slightly greater percentage of older adults (55+) responded to the community survey than is found in Edmonton's general population. This is not atypical given that older adults generally have greater amounts of free time and are more likely to be at home to receive and respond to surveys

should serve, sport community stakeholders generally supported the multi-purpose concept. An emerging theme throughout all consultation methods was the willingness of Edmontonians to travel a reasonable distance to participate in their desired activities.

Scenario #2

Decommission some youth focused facilities in central urban communities: As with schools, some traditional facilities in older parts of the city (e.g. indoor arenas, that have reached the end of their lifespan) might be decommissioned, but replaced in newer communities.

There was general agreement that while *some* facilities in the central areas of Edmonton are good candidates for decommissioning or redeveloping, many could be retained and re-purposed (e.g. arenas could be redeveloped into facilities such as indoor skateboard parks or multi-purposes centres). Residents commented that many of the older facilities found in these higher need areas, where many lower income residents and diverse cultures reside, are unattractive and in need of repair. There was much discussion, however, about the continuing need for youth-focussed facilities in the central urban areas of Edmonton. For example, many sport stakeholders concurred with the need for new facilities to meet the needs of the growing suburban populations, but argued that this should not come at the expense of reduced service levels in the central areas, noting that at-risk youth are most likely to be found in the central areas. Participants in the Aboriginal focus group noted that the fastest growing youth population in the central area of the city is the Aboriginal community, and that recreation facilities are an important resource to this population. Another argument put forth was that families with low incomes are more likely to live in the central areas of the city, and require facilities nearby to help reduce transportation constraints. Overall, it was emphasized that the City needs to consider the impact and implications for the local community when considering the future of older facilities.

Scenario #3

Multi-purpose facilities, incorporating recreation, library, social, health, and cultural facilities should be provided in central urban communities: Redevelopment within the central areas of the city will focus less on traditional recreation facilities, and more on integrated facilities and services to respond to broad recreation, health, wellness, and cultural interests and needs. As the central areas of the city currently have a majority of the City's traditional youth-centred facilities, the focus will be on redevelopment and/or new development to respond to changing community needs.

The idea of integrating recreation facilities with spaces for other community services met with mixed support. Overall, residents felt that health services were a logical fit with recreation facilities, and groups were generally accepting of the inclusion of arts and cultural components. Focus group participants recommended less-traditional amenities among their desired facility components, such as a reading lounge, childcare centres, meeting rooms, spiritual healing centres, and space for education programs and cultural programming. However, many residents cautioned against combining social services and

recreation, citing privacy issues, and noted that referral services for these agencies might be a better fit with recreation services. Further, various stakeholders felt that *all* recreation facilities should embrace the principle of integration, not just those in the central areas of the city.

Scenario #4

Balance the relative priority given to recreation and sport and arts and culture, with respect to facility support and service focus: As the city's population ages there will be increasing interest and participation in arts, culture and heritage activities.

There was fairly widespread support and evidence for balancing the municipal resources allocated to artistic and sport/recreation interests, however the nature of this support may be different for arts and cultural groups than it is for sports groups. Participants at the Arts Stakeholder forum felt that the City can and should play a leadership or 'incubator' role in developing suitable cultural facilities that would serve as the hub(s) of artistic activities in Edmonton. They emphasized that support received from the City could return significant economic impacts, and that subsidization from the City might promote improved cultural opportunities and better access to and utilization of larger facilities (e.g. Winspear Centre). While many indicated that new district-serving recreation facilities should include arts and cultural components to ensure that introductory programs are available and affordable, they also felt that arts organizations could provide their own programming with financial assistance provided by the City.

Overall, sport user groups supported the municipal sector operating community sport or recreation facilities, and were less supportive of City involvement in operating arts facilities. However, arts organizations were equally supportive of having community arts facilities operated by the municipal sector or the community/not-for-profit sector, and much less supportive of private sector involvement.

Scenario #5

Consider how unstructured recreation facilities/spaces are funded: As participation in unstructured activities increases, whether due to changing interests, aging of the population, or in response to the cost of structured activities, the City will need to address the cost of providing and maintaining facilities that support these activities. These recreation opportunities are not without significant costs, but are without an easy method of financing beyond the general tax base. What are the implications of the trend to unstructured recreation activities?

This scenario received the least discussion during the various consultation activities, but some evidence was compiled which would suggest that the funding of unstructured recreation facilities/spaces merits significant consideration.

Scenario #6

Role of interest groups in financing new recreation facilities: The City has traditionally supported youth focused recreation facilities, including ice facilities, outdoor sport fields, and traditional aquatic facilities. As

the population ages the demand for these facilities will remain consistent due to growth, but will be in relatively less demand as service requirements of other age groups grow. The willingness of some groups to finance interest-specific facilities creates a precedent for the funding of other facilities. Is this a model that will only be attractive to some groups or should it be adopted more generally across the City's recreation and leisure services?

While respondents to the community survey supported the idea of user groups contributing more significantly to the financing of facilities, facility user groups disagreed; noting that one of the strongest barriers to participation in their groups was the cost of the activity. Sport stakeholder forum participants noted that user group financing might not be feasible for sports that are already costly (e.g. hockey), for facilities with expensive infrastructure (e.g. pools), for smaller or less-structured organizations, and for multi-purpose complexes in which several groups would be partners. Arts stakeholders, similarly, stated they had no capacity to support the financing of facilities. That being said, user groups were generally more in favour of contributing to operating costs than to capital expenditures, and some groups indicated a willingness to contribute additional funds to support facilities they use.

A private sector partnership for financing and operation of recreation facilities was an idea that generated discussion across all consultation methods. Some sport stakeholders cautioned that partners may bring their own agendas and mandates and that these may not be in the interest of meeting the needs of all community residents. As well, arts stakeholders felt that continued municipal involvement might promote greater accessibility and funding for introductory programs. Further, it was noted that most of the City's successful partnerships have been with, or for, communities with financial means, whereas this model has not been tested with lower-income residents or groups.

Scenario #7

The focus of tax-base funding: As the city grows, and assuming ongoing financial constraint requirements, the City will need to identify its core areas for the purpose of providing capital and operating funding. This will require determination of what constitutes core service areas, and what is additional to this. This determination may focus on demographic indicators, and service level considerations. For example, should the City focus its financial resources on facilities that support introductory programs and require users of higher level or specialized facilities to fund a greater proportion of these costs?

Support for funding introductory programs was fairly widespread, but opinions on the City's role in financing elite-level facilities varied somewhat. During the community telephone survey, the concept of directing tax dollars towards facilities that support low-income families and at-risk youth received strong agreement. In support of this, while cost of programs and transit did not appear to be a barrier to participation for the general population (as evidenced by responses to the community survey), focus group participants, particularly those with youth, low-income residents, disabled and the Aboriginal community, felt that the cost of programs and transit was a significant barrier to participation.

For respondents to the community survey, the idea of using tax dollars to support elite athletes and performers received a lower level of agreement, especially among upper income residents. Nonetheless, sport stakeholders felt the City does have a role to play in elite development and that specialized sport facilities should be for citywide and specialized use, and should not have to compete with the general public for access. They also suggested that consideration be given to constructing the types of sport facilities that might attract international or regional events.

2.4 Summary of Phase 2 Consultation: Draft Recreation Facility Master Plan

Consulting with the community at large and stakeholder groups with an interest in public recreation facilities has been an important component throughout the development of the Plan. Phase 1 of the consultation process, the needs assessment phase, occurred over April, May and June 2003. The Community Services Department's project team and the consulting firm of dmA Planning & Management Services used several methods to consult with Edmontonians. As noted earlier, activities included interviews with staff and community representatives; five focus groups with representatives of older adults, people with disabilities, low income families, youth and teenagers, and Aboriginal persons; two stakeholder forums co-hosted with the Edmonton Sport Council and the Edmonton Arts Council; two public meetings; a survey mailed to 381 recreation facility user groups, and a city-wide 10-minute telephone survey with 515 residents. A summary of the results of the phase 1 consultation was distributed to participating stakeholders in a September 2003 report. The needs identified through the consultation activities and earlier research (i.e. the analysis of the existing inventory, trends and population forecasts) became the basis for directions set out in the March 2004 Draft Recreation Facility Master Plan.

2.4.1 Overview of Consultation Methods

In phase 2, the Community Services Department updated its contact list of interested citizens and groups. In November 2003, a letter and response form was mailed to over 600 groups to reconnect and encourage their participation in the next phase of consultation. The Department heard from a broad range of individuals representing interested sport groups, arts groups, schools and post secondary institutions, non-profit service groups, community leagues and area councils, other providers of community and recreation services, neighbouring municipalities, and groups serving special populations such as seniors and persons with disabilities.

Over March, April and May 2004, stakeholders were invited to review a copy of the Draft Recreation Facility Master Plan, attend meetings presenting highlights of the Plan, and provide feedback. Two public meetings on May 10 and 11 provided opportunities for all Edmontonians to hear about the Draft Plan and talk to Community Services staff. Notices of the public meetings were advertised in three Edmonton newspapers and on the City Web site. Seventy-five persons attended the May public meetings.

The Draft Plan was also circulated and presented to staff in the Community Services Department, other City Departments and the City's Senior Management Team. Copies of the Draft Master Plan were provided to several advisory groups and partners, with offers to meet and present highlights of the Master Plan. Feedback was provided to the Community Services Department at the meetings and in some cases, through follow-up letters. These groups included:

- Community Services Advisory Board
- Sounding Board (established for the project)
- Joint Use Agreement Steering Committee
- Edmonton Public Schools
- Edmonton Catholic Schools
- Edmonton Arts Council
- Edmonton Sport Council
- Enterprise Steering Committee
- Urban Development Institute
- Edmonton Federation of Community Leagues

Stakeholders interested in reviewing the Draft Plan were encouraged to fill out a detailed comment form to provide their views on key components in the Plan. For each question, respondents were asked to rate their level of agreement or disagreement on the proposed direction using a 6-point scale. A rating of 1, 2 or 3 was supportive of the Plan's direction, whereas a rating of 5 or 6 reflected non-support. For each question respondents were encouraged to provide written comments to clarify the number circled.

1 Endorsement	2 Endorsement with a minor point of contention	3 Agreement with reservations	4 Abstain	5 Disagreement	6 Oppose
"I like it"	"Basically I like it"	"I can live with it"	"I have no opinion"	"I want my disagreement noted and considered before I support the direction"	"I oppose this direction"

The last question in the comment form was open ended, to encourage respondents to provide feedback on specific recommendations or any other aspects of the Draft Plan.

An open-ended comment form was provided at the May public meetings and on the City's Web Site to encourage feedback on any aspect of the Draft Plan.

2.4.2 Findings from the Consultation

Stakeholder reviews of the Draft Recreation Facility Master Plan have been supportive. The following represent an overall summary of the feedback:

- There is overwhelming support regarding the need for a long-range plan that identifies Edmonton's public recreation facility needs and priorities.
- Stakeholders felt the development of further public recreation facilities was overdue.
- There is support for the facility continuum, the focus on district level multi-purpose recreation facilities, and the community hub concept.
- There is support for tax based funding for meeting basic service levels in facility development and partner funding for enhanced/specialty facilities.
- There were questions and discussion regarding the timing and funding of the major multi-purpose recreation facilities identified on the Map, and encouragement to move forward with funding and implementation.
- Areas of the Plan dealing with specialty facilities and partnering generated questions that required clarification in the Plan. Advocates for specialty facilities were looking for tax levy funding and leadership/assistance from the City to work through the partnering process.
- Several groups brought forward their specific needs. The overriding theme presented in comments is stakeholders' interests in a broad range of activities and experiences, and requests to respond to these needs in new facility development and redevelopment.
- Many stakeholders encouraged the Community Services Department to seek approval of the plan and funding for its implementation.

The Community Services Department made minor changes to the Draft Master Plan in response to the feedback provided. A summary of the Phase 2 consultation results was provided to participating stakeholders in a June 2004 report.

3.0 FACILITY MODEL

3.1 New Approach to Facility Provision

The approach taken to developing and operating recreation facilities has changed significantly over the past two decades. Many of the recreation facilities in Edmonton and elsewhere in the Country were built during the mid 1960s through the early 1980s to respond to the large number of children, and within the context of an emerging public recreation sector. In addition to a youth oriented society, the environment of that day typically included one-car families, one parent at home, and relatively homogeneous communities whose daily life focused on their neighbourhood. Consequently, youth-oriented public recreation facilities were located so that youth could walk to the rink, playground, tennis-court, or pool.

Limited attention was given to the recreation interests of adults and seniors. Virtually no attention was paid to the needs of the disabled population, and the benefits of recreation were not widely considered or known. Recreation referred predominantly to active sports and play. Arts, culture and heritage as part of the recreation experience were hardly on anyone's radar, with related groups finding little in common with the sport and play services of the municipal sector. The facility model of the day was illustrated by the single purpose, youth-centred, neighbourhood-focused sport and play facilities built during those years. This model responded well to those communities and the expectations of the time.

We now accept that recreation is important for all ages and incorporates passive leisure, and arts, culture and heritage experiences as well as active sport, play and fitness. We understand that a range of recreation activities and opportunities are integral to the health, wellness and prosperity of individuals, and communities. Society in general recognizes the importance of responding to the needs of the disabled and disadvantaged.

Increased access to personal transportation, and day-to-day activities of families, now dispersed widely across cities and regions, has impacted the neighbourhood focus. Larger cities reflect increasing ethnic diversity, with large numbers of residents from countries with different recreation interests and experiences. Greater mobility, larger and more diverse communities, and significant population growth have reduced the sense of community found in neighbourhoods of the past.

The benefits of recreation to individuals, families and communities are well documented. While not the only provider of these benefits, public recreation services have a significant role to play in the health and stability of communities. To respond to residents of all ages and interests, to the lifestyles and diversity of today's communities, and to bring the full range of recreation benefits within the public sector's interests, a different facility model is needed. The facility model of the future must support inclusiveness, contribute to re-

establishing a sense of community, reflect the integration of recreation, health and community services, and respond to a wide range of needs and interest for all ages. Facilities built today must be welcoming and comfortable, with lobbies that invoke interaction and a sense of belonging. Table 3.1 compares the facility model of the past (much of which remains today) with the model recommended in this report. Models are compared with respect to component parts and the environment to which they respond(ed).

Table 3.1: Facility Models Compared

Considerations	<i>Previous/Current Facility Model</i>	Considerations	<i>Recommended Facility Model</i>
1. Youth oriented community	Child and youth focused facilities	1. Recreation important to all age groups	Facility components for all age groups
2. One car families; neighbourhood focus for school, one parent at home	Facilities built to "walk-to" and have a neighbourhood focus	2. Greater personal mobility; families dispersed throughout the city during the day, more families where both parents working	Facilities more widely dispersed with access by car and public transit the norm Recreation facilities are a major contributor to creating a sense of community focus
3. Limited organized community response to needs of disabled	Facilities not accessible to the disabled	3. Public facilities and services must be fully accessible to the disabled	Facilities fully accessible regardless of mobility, hearing, sight disabilities.
4. Limited community diversity	Facility components very consistent in all communities	4. Large community diversity	Facility components designed to respond to diversity displaying a wider range of design, signage, and usage considerations that respond to the needs of a diverse population.
5. Recreation as play and sport	Facilities accommodate sport and play activities	5. Recreation includes all things people do in their leisure time	Multi-dimensional facility components to respond to a very wide range of interests
6. Introductory skill level and fun the focus of recreation	Facilities provide limited opportunity for advanced skill development	6. While the public sector may focus resources on introductory levels, recognition that skill development is on a continuum from introductory to advanced	Facilities incorporate facilities that support a full range of skill development, with more advanced skill level facilities provided on a citywide scale and facilities supporting introductory skills provided more often
7. Limited sense of broader benefits of recreation	Facilities intended to serve the play and introductory skill development in a limited number of activities	7. Recreation recognized to have broad benefits to individual and community health, wellness, economic prosperity, and overall quality of life	Recreation facility components integrated with health, social, education and other community services

The contextual considerations noted in Table 3.1 were discussed in the preceding chapters of this Plan. Together these chapters describe the community and facility model that exists today, and factors that contribute to the new facility model recommended in this Recreation Facility Master Plan. Chapter 3.0 describes in detail the components of the new facility model and the rationale for adopting this new approach to the development and delivery of public recreation facilities. The recommendations in Chapter 4.0 are based on the Facility Model described here.

The Facility Model has three major components, two of which are developed in this Plan and the third – facility design standards, to be developed more fully over time. The first component of the Facility Model is a group of Facility *provision* Principles to guide new facility development and redevelopment. The second element is a Facility *service* Continuum that defines service-levels-to-population, geographic distribution, and relationships among facility components.

Detailed design standards should address elements such as *aesthetics* (e.g., future development and redevelopment will ensure that entrance areas are welcoming, conducive to congregating and interaction), *siting* (e.g., major municipal facilities will be located adjacent to public transit, will include sufficient parking, complete accessibility for the hearing, sight, physical, mentally impaired, etc.), *size*, and ensure that facilities meet the requirements of various groups including seniors, children, youth, cultural diversity, etc. Facility design standards must reflect current and anticipated legislation, municipal policy, building code, the parkland development process, strategic directions and resources, etc. While design standards require further development beyond the scope of this Plan, many of the Principles provide the basic design considerations through provision levels and other descriptive points.

The new Facility Model responds to the needs of today's communities and communities of the foreseeable future. In adopting this Model the City is taking a strategic approach to responding to community needs and realities.

3.2 Facility Development Principles

The first component of the Model is a set of Principles that define key development directions. In all cases Principles describe a preferred course of action in situations where the City has choices. Principles guide decisions regarding facility development and are not intended to be "regulations". Principles are designed for use in combination, although not all may apply to every project. Principles apply to both the refurbishment of existing facilities and to new facility development.

Principles strategically support the City and the Community Services Department's *New Directions* within the Integrated Service Strategy of: *community building, community places* (the concept of urban villages), *urban wellness, citizens' first, focused efforts* and *ribbons of green and blue*. They also reflect the objectives of financial sustainability and healthy individuals and communities that are basic to the Integrated Service Strategy (ISS) document.

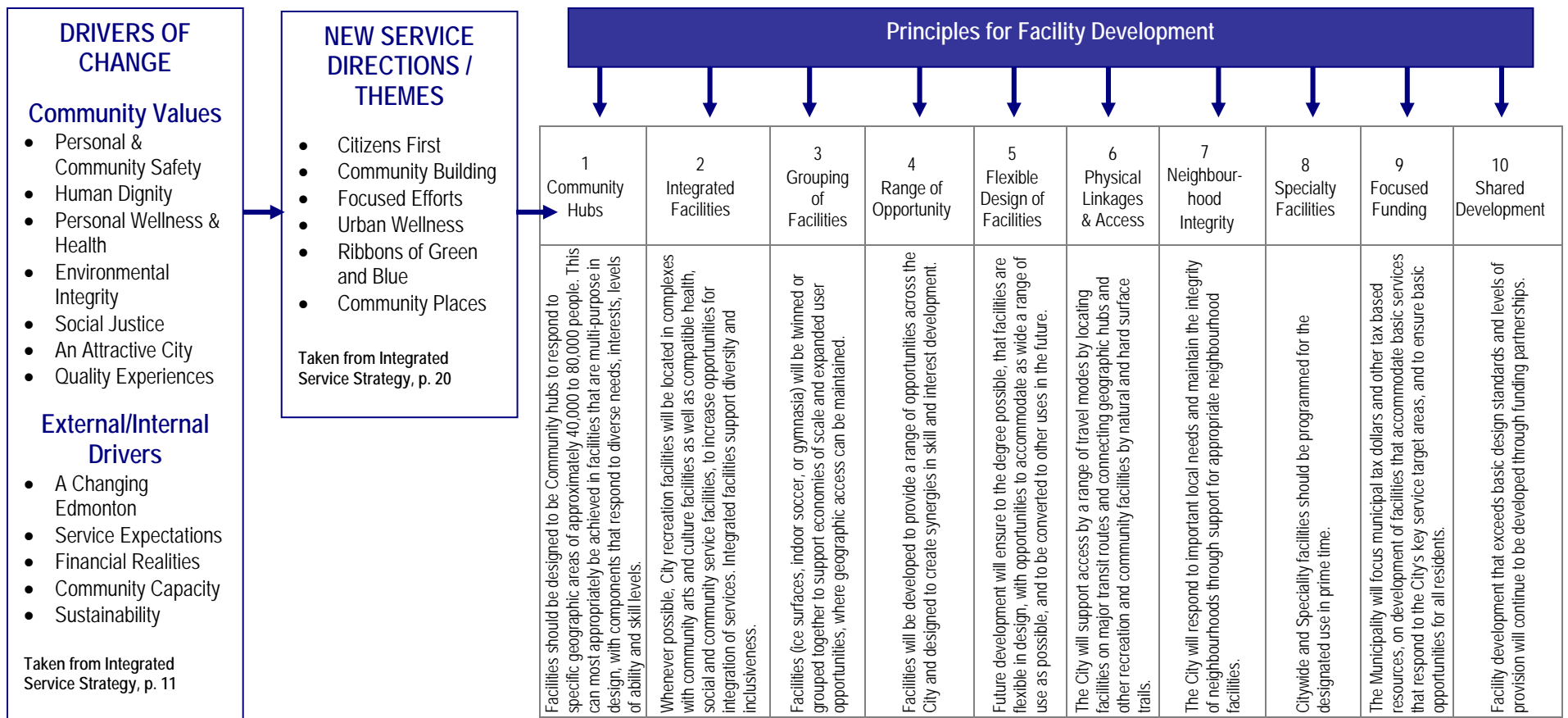
Figure 3.1³¹ on the following page illustrates the relationship of Principles to elements of the ISS. Drivers of Change (Page 11 in the Integrated Service Strategy) are the community values, external and internal considerations, that are encompassed in the philosophy of the integrated organization. The Principles guide development of facilities that contribute to achieving the Department's service themes. In the discussion of each Principle the new direction/theme(s) to which the Principle most closely responds, is noted.

Principles guide decisions concerning facility provision, management and financing. They represent a "best practice" and should be the basis for future planning. However, the application of the Principles must be tested against other considerations including unique needs and opportunities, important local issues, and other service goals. The Principles should only be abandoned when a strong rationale exists for another course of action. Consequently, while Principles should be the starting point for all decisions concerning public recreation facilities, special circumstances and the development of strategies focusing more specifically on some of the broad service areas included in this study, may indicate a course of action not consistent with these Principles.

The Principles are grouped into design/development Principles that refer to how facilities should be built, and operational Principles that focus on such things as funding and use to ensure cost efficiency and containment.

³¹ Figure 3.1 was titled 1.3 in Executive Summary and Introduction Chapter. These are the same Figures.

Figure 3.1: Recreation Facility Principles



3.2.1 Design Principles

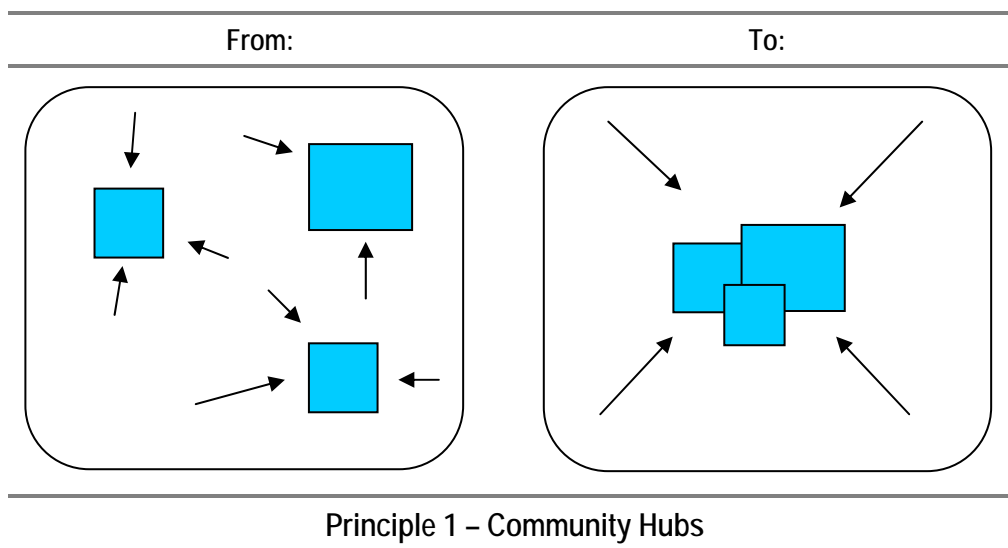
Principle 1: Community Hubs

Facilities should be designed to be community hubs to respond to specific geographic areas of approximately 40,000 to 80,000 people. This can most appropriately be achieved in facilities that are multi-purpose in design, with components that respond to diverse needs, interests, level of ability and skill levels.

This principle responds to the ISS directions of *community building* and *community places*. In large urban areas, such as the City of Edmonton, residents benefit from communities that focus their home and leisure lives at the district and neighbourhood levels. The ISS concept of “urban villages” is furthered by creation of a meeting place or “hub”. In developing new recreation facilities, or redevelopment where land and other opportunities exist, future facilities should be designed to function as recreation and service hubs that meet the specific needs of the community and stakeholder groups it serves. In existing central areas of the city, the *spirit* of the community hubs concept will be applied as appropriate, based on resident input. These facilities should include multiple components. Where possible a minimum of three major recreation components (e.g., pool, ice rink, indoor soccer, large multi-purpose or gymnasium space, etc) should be included. Additionally other community facilities such as a library, health and wellness related facilities, and appropriate social serving facilities will be combined in this centre. Community League halls, neighbourhood parks, local schools or other places can also function as community hubs.

A multi-purpose facility should be large enough to provide a range of opportunities and services and yet small enough to provide a community focal point, or hub, where people meet, congregate, feel comfortable and sense they belong. Typically, a facility that is neither too big nor too small will serve populations of 40,000 to 80,000, a size consistent with most district-level facility components. The size of a community hub will be dependent on the existing or projected population in each specific area. In most cases, this will be in the lower range of 40,000 to 60,000 residents.

Figure 3.2: Illustration of Community Hubs Principle



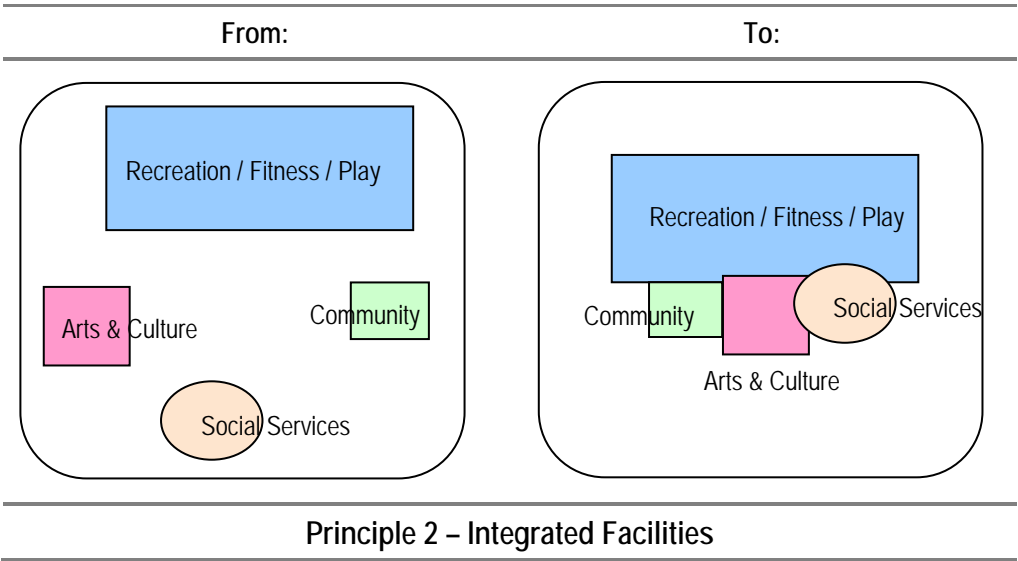
Principle 2: Integrated Facilities

Whenever possible, City recreation facilities will be located in complexes with community arts and culture facilities as well as compatible health, social and community service facilities, to increase opportunities for integration of services. Integrated facilities support diversity and inclusiveness.

This principle supports the ISS directions for *urban wellness*, *community building* and *community places* that give rise to sustainable and healthy communities. An integrated facility is one that combines a variety of service opportunities. While related to principle #1, community hubs, this principle directs the development of not only recreation complexes, but complexes that integrate recreation with other compatible services such as libraries, health services, and access to a range of civic services (e.g., purchasing dog tags/bus pass, receiving municipal service information, etc.). Determining which services are physically integrated in a facility is an important consideration that will require further community and stakeholder input at the conceptual planning stage. Consultation activities suggested that residents were comfortable with combining recreation, library, arts, heritage and health services, but less comfortable with integrated social services, where there was a desire to retain an element of confidentiality. However, some social services such as youth employment centres, well-baby clinics, nutrition classes, etc., can appropriately and beneficially be integrated within the City's recreation facilities. Residents also indicated support for a balance of community sport and arts facilities within public multi-purpose recreation facilities.

This principle raises the opportunity to expose facility users to a broad range of activities and experiences in an inclusive environment. Through design and programming, facilities will welcome, accommodate and support residents of all ages, both genders, various skill levels, persons with disabilities, those with varying income levels and those from different cultures. Inclusiveness also requires that the needs of participants, spectators, instructors and coaches be considered in designing facilities.

Figure 3.3: Illustration of Integrated Facilities Principle

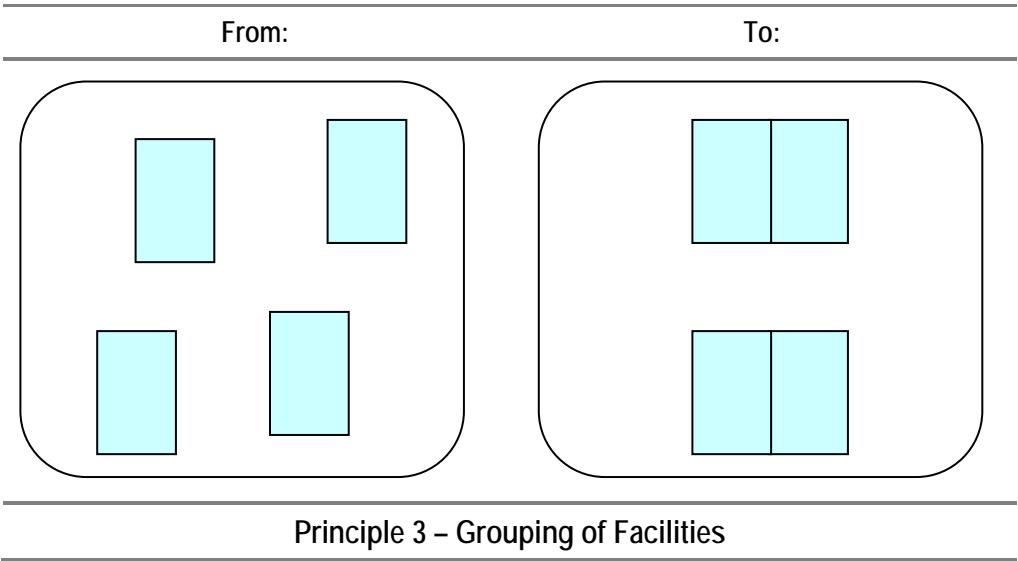


Principle 3: Grouping of Facilities

Facilities (ice surfaces, indoor soccer, or gymnasias) will be twinned or grouped together to support economies of scale and expanded user opportunities, where geographic access can be maintained.

This principle responds to one of the key drivers of change – *financial realities*, and recognizes the economies of scale that contribute to financial and other resource efficiencies, with grouped rather than single facilities. Facilities will be twinned or grouped together to support economies of scale and expanded user opportunities. Grouped facilities expand the range of opportunities available to user groups and residents (e.g., multiple arenas are more conducive to tournaments). In applying this principle consideration must be given to key elements of the Facility Continuum and the appropriate mix and balance of facility components to meet specific area needs.

Figure 3.4: Illustration of Grouping of Facilities Principle



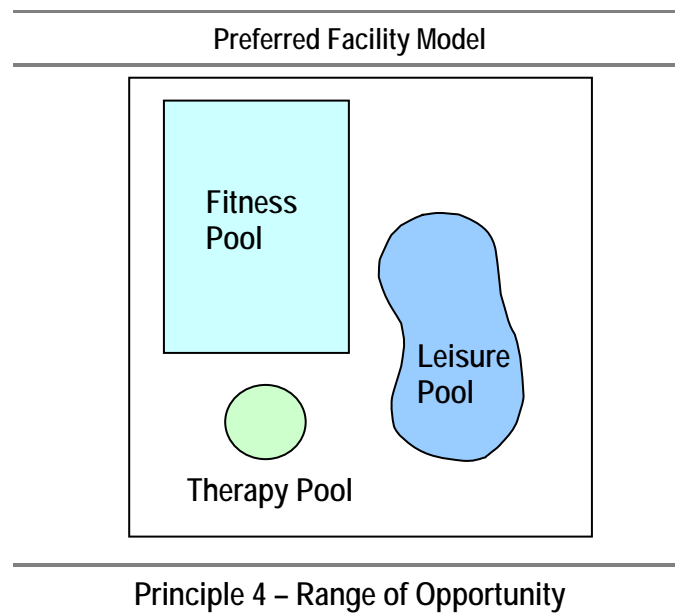
Principle 4: Range of Opportunity

Facilities will be developed to provide a range of opportunities across the city and designed to create synergies in skill and interest development.

This principle responds to the ISS directions of *urban wellness* and *citizens first*, and combines two concepts. The first is the development of a range of opportunities on a citywide basis. The principle recognizes that there are differing uses for some facilities (e.g., indoor pools that support lessons, recreation, aquatherapy and competition). For facilities with high capital and operating costs it is not always possible, or appropriate, to provide all types in one or each location. It is possible however, to provide this range on a citywide or speciality basis (e.g., therapeutic, lesson, recreational pools at different facilities, and geographically spaced through the city).

The second concept in this principle acknowledges the benefits to users of a particular activity where there are opportunities to develop skills at all levels of the skill spectrum within one facility. This principle is particularly relevant for speciality, district and neighbourhood facilities. Of course not all facilities will or should provide this range. However, where a *speciality facility* such as a premier soccer facility can be located with district level soccer and outdoor neighbourhood soccer facilities, this is beneficial. This principle recognizes that mixing levels within some facilities can enhance synergies, skill development, and interests.

Figure 3.5: Illustration of Range of Opportunity Principle



Principle 5: Flexible Design of Facilities

Future development will ensure to the degree possible, that facilities are flexible in design, with opportunities to accommodate as wide a range of use as possible, and to be converted to other uses in the future.

This principle supports *financial sustainability* and the ISS themes of *urban wellness* and *community building*. As the city grows, ages, becomes more diverse, and new leisure activities appear, interests change at increasingly faster rates. It is imperative that the City's facilities are designed and built to accommodate change and ensure as wide a range of use as possible. Comprehensive elements of universal design need to be considered early in the conceptual planning process to anticipate the needs of individuals with varying levels of abilities and disabilities. This principle is largely a design issue that recognizes and accommodates ongoing changes to facilities that are expensive and not easily changed or removed once in place. Examples of this might be:

- indoor soccer pitches with removable turf that allows for other sports
- well designed flexible art spaces that can accommodate painting, sculpture, pottery, or ceramics and have the storage and lighting needed. Flexible exhibit space might also be integrated into a multi-purpose recreation facility.
- multi-purpose space designed with movable partitions, perhaps a stage, and special flooring – the right design elements would allow the space to be used for a variety of programming opportunities (e.g. dance, theatre, exercise, meeting, banquets).

- designing facilities that can accommodate activities developed for persons with disabilities (e.g. sledge hockey, wheelchair sports).
- incorporating elements of universal design early in the planning process to ensure public recreation facilities are accessible and avoid the need for retro-fits later.

Principle 6: Physical Linkages & Access

The City will support access to recreation facilities by a range of travel modes by locating facilities on major transit routes and connecting geographic hubs and other recreation and district facilities by natural and hard surface trails.

This principle supports ISS themes of *urban wellness*, *community building* and *ribbons of green and blue*. Edmonton is a large and growing city. It encompasses former villages, and the term *urban village* is a concept embedded in its various strategies. To ensure that a focus on urban villages does not negate the sense of citywide attachment, these communities should be connected via natural and hard surface trails. Such physical linkages respond to individual and environmental health and wellness, build local communities, and connect communities through positive physical form. They provide opportunities for transportation, recreation and general health. Facilities should be located on appropriate transportation and transit routes to ensure a high level of accessibility. By locating facilities on major transit routes and connecting, where possible, by natural and hard surface trails, the City supports access by a range of travel modes.

3.2.2 Operational Principles

Principle 7: Neighbourhood Integrity

The City will respond to important local needs and maintain the integrity of neighbourhoods through support for appropriate neighbourhood level facilities.

This principle supports the ISS directions for *community building* and *urban wellness*. Edmonton has a long and rich history of community leagues and school boards whose facilities and programs support services at a neighbourhood level. These, along with local parks, outdoor neighbourhood sport fields, playgrounds, water parks, outdoor rinks, tennis courts and other seasonal play courts, provide opportunities for residents to walk-to and enjoy services without the use of an automobile or public transit. Further, there are neighbourhoods in Edmonton with specific and unique needs that the City has deemed a priority (e.g., youth at risk, low-income families, Aboriginal groups). To support the ongoing quality of life of local neighbourhoods, and to enhance the quality of life for residents with greater need, appropriate facilities at the neighbourhood level should be provided. In the past, under former development models, some single purpose facilities (e.g., single pad arenas) have been built as neighbourhood level facilities. In the absence

of clearly identified need, future development of these facilities should be at the district level of service³². However, for those that currently exist, and where existing indicators of need are present, such facilities should be retained or converted as appropriate. This will require consultation with impacted communities and stakeholder groups.

Principle 8: Specialty Facilities Should Maximize Use for Designated Activities

Citywide and specialty facilities should be programmed for the designated use in prime time.

As with principle three, this principle responds to *financial realities*. *Citywide* and *specialty* facilities have special design features to accommodate unique programs and activities that often involved special events, high-level competitions and spectator activities. For example, a 50m swimming pool with spectator seating, and amenities that support competitions such as training rooms, pro shops, and restaurants, is not being used for its designated use when scheduled for introductory swim lessons during prime time. A 5,000-seat arena, with trade show, convention and/or performance capabilities, is not being used for its designated use with minor hockey programs.

Many of the facilities in Edmonton that fall into these categories are defined as Enterprise Facilities, recognizing the higher costs to operate, and higher potential to attract fees and other forms of financial support. Facilities of this type should be programmed to take full advantage of the unique features they provide during prime time. Outside of prime time, all efforts to utilize the space are appropriate. Designated uses may change over time, therefore, for this principle, designated use is a reflection of the current reality.

These facilities usually have very significant capital and operating costs. This principle responds to a financial reality – specialty facilities will not be duplicated until existing facilities are at capacity for their designated use in prime time.

³² In the future arenas should not generally be developed as single element facilities.

Principle 9: Focused Funding

The City will focus municipal tax dollars and other tax based resources, on development of facilities that accommodate basic services that respond to the City's key service target areas, and to ensure basic opportunities for all residents.

This principle supports the ISS theme of *focused efforts* that seeks to support high priority communities, equity and accessibility, social and skill development for children, seniors at risk, etc. Facilities that provide basic services, for example, children's play groups, vacation camps, general interest activities, basic instructional and recreation programs, etc. are required by all communities. These are important and should be available regardless of level of financial need, and should be the major focus of municipal tax dollars. The City has a number of unique facilities (most termed Enterprise Facilities) that are equally valuable to the City and its residents, and this principle does not underestimate their importance. However, these facilities have greater capacity to attract other sources of funds including foundations, legacy funds associated with grants from other orders of government, etc. For this reason this principle (and the *focused efforts* theme of ISS) support the primary focus of tax dollars and resources to services considered to be basic to community health, safety and quality of life.

Principle 10: Shared Development

Facility development that exceeds basic design standards and levels of provision will continue to be developed through funding partnerships.

This principle responds to *financial realities*, and the ISS theme of *focused effort*. The principle does not exclude development of funding partnerships for facilities that are considered to be basic service levels or design standards. Other directions throughout the City, and historic precedent, indicate strong support for such partnerships. Public recreation facilities have historically been funded by leveraging tax levy dollars with other funding sources and /or with funding from partners. This principle deals specifically with facilities that go beyond basic levels, either by virtue of enhancing the supply, or adding unique or specialized facility components, or provide amenities that are not required for basic programs and services. Those receiving the enhanced level of service should fund, or contribute to the funding, of these facilities. This principle requires the development and adoption of basic design standards and provision levels, for which tax base funding is not only appropriate, but also may remain the typical funding method.

3.3 Recreation Facility Continuum

The Recreation Facility Continuum is a planning tool developed with consideration to trends in facility preference, an understanding of the Edmonton market, and the need to maximize cost efficiency. It describes the *typical* population required to support a specific type of facility, a reasonable geographic distribution (based on acceptable travel time) for a particular type of facility and, the relationship of facility levels. While the Facility Continuum encompasses service ratios, sometimes considered to be limiting if understood as “standards”, these *guidelines* in fact reflect market demand and reasonable distribution of resources. The Continuum incorporates not strict standards, but common-sense and reasonableness, providing the City with a template to assist the provision of services. The Facility Continuum incorporates four *types* of facilities – neighbourhood, district, speciality and citywide. All levels in the Continuum are recognized and supported in the Plan.

Neighbourhood facilities serve small local areas and are very specific to each neighbourhood. As a general rule residents should be able to walk to neighbourhood facilities. Land requirements will be more limited, often a hectare or two, perhaps less. The walk-to nature implies limited need for parking. Facilities such as Community League buildings, or a gymnasium in an elementary school are examples of indoor neighbourhood facilities. These facilities respond to local needs and while this Plan indicates that they may be provided at levels up to 1:20,000 this does not suggest that “one” should be provided for every 20,000. For example, while neighbourhoods with many young children should have outdoor play equipment to serve neighbourhoods with populations of 5,000 to 10,000 it would be unreasonable to provide such equipment in areas with no young children – at least not at that level. Unlike *specialty facilities* that also respond to targeted interests, neighbourhood facilities respond to geographic areas, rather than communities-of-interest.

Many of Edmonton’s indoor recreation facilities were built to respond to the former facility model and are in fact neighbourhood facilities. If built today, the Plan proposes that indoor pools and arenas would not be neighbourhood facilities, and where these facilities can be redeveloped to serve larger community needs, this Plan recommends redevelopment as appropriate. However, single purpose facilities exist as remnants of past planning practices and due to design and land constraints relative to today’s services may continue to operate more as neighbourhood facilities in spite of the new model. As well, there are neighbourhoods in Edmonton with very special needs relative to income and culture, where neighbourhood specific indoor facilities continue to be viable, even most appropriate. The key to the provision of neighbourhood facilities is to determine if, for reasons of access or responsiveness, these facilities are most appropriately (based on need, cost and benefits) provided at a neighbourhood level.

District Facilities are the foundation of the new Facility Model. They are designed to integrate a much wider variety of recreation interests and skill levels and service areas, respond to the needs of all ages and abilities, and they are intended to contribute to a sense of community. The types of facilities included within the district category reflect high-market demand and broad appeal. To support the goal of integration, inclusiveness, broad interests and community focus, these facilities incorporate multiple indoor and outdoor components. Participation in district facilities includes both structured and organized, and informal and unstructured activities.

Participants will generally access these facilities by car or public transit, factors that must be considered for landbase size and siting. The landbase will be reasonably large, particularly where district facilities are designed to meet the upper level populations of 80,000. The landbase for district facilities in new developments – where land is more readily available and where use of the personal automobile is the norm - should be approximately 8-10 hectares at minimum, to support indoor facilities and parking requirements.

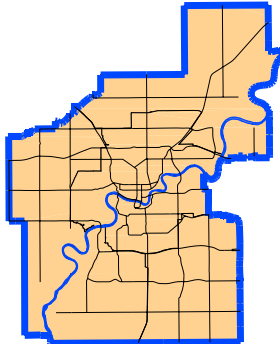
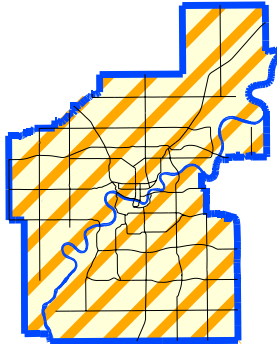
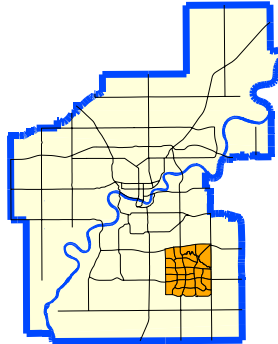
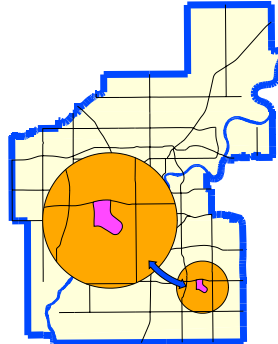
Not all areas of the City have the landbase to develop or redevelop facilities to this scale. Long-standing communities have existing networks that should often be preserved, and where the sense of community remains strong. The important elements of district facilities are their multi-purpose nature, their strengthening (or preserving of) a sense of community, and their ability to integrate ages, interests, and activities. Where appropriate and possible to achieve this goal through redevelopment, though perhaps on a smaller scale than in greenfield development, district facilities in central areas will serve populations at the lower range of 40,000 to 60,000 residents, depending on the population served.

Specialty Facilities respond to special interests and targeted markets. These facilities respond to organized and structured groups with the size of the market (size of organized groups) determining whether there is one or several of a *type* of specialty facility (e.g., gymnastic centre or indoor skate park). Where neighbourhood facilities respond to informal geographic interests, specialty facilities can be said to respond to organized communities-of-interest. These facilities are (at least for the present) outside the City's core recreation services and as such are provided in response to sufficient market demand and external funding. Often they can represent emerging interest. Over time as recreation trends change some activities that are considered special interests may become more mainstream. Chapter 5.0 will discuss monitoring demand and provision of facilities along the Facility Continuum.

Citywide Facilities are highly specialized facilities and may operate as a City or regional service hub. As described in their name, there is usually only one per city. Access to these facilities will almost invariably be by personal automobile or public transit. These facilities have the capacity to draw participants and/or spectators from across the city, region and beyond, and often fall within Edmonton's Enterprise Facilities. While participation in the services of these facilities may be informal (e.g., visitors to Fort Edmonton) or formal (e.g., a national swim competition at The Kinsmen Sport Centre) the operations of these facilities are highly structured with respect to scheduling and access.

Facilities in Edmonton have not historically been provided along the Continuum described here, and for existing facilities this Continuum will not always apply. Combining facilities at different levels of the Continuum is acceptable, and often advisable, as long as it does not result in reduced access to appropriate facilities in other areas due to consolidation, or result in undue compromise of the Principles. Figure 3.2 illustrates the key points of the Continuum and provides some examples.

Figure 3.6: Recreation Facility Continuum

	CITYWIDE FACILITIES	SPECIALITY FACILITIES	DISTRICT FACILITIES	NEIGHBOURHOOD FACILITIES
Service Level/Population	over 600,000	150,000 to 200,000	40,000 to 80,000	under 20,000
Geographic Service Area				
General Characteristics	<ul style="list-style-type: none">◆ Highly specialized.◆ Designed for competitive or large spectator use.◆ Serve the entire city, and often have a regional or national focus.◆ Responds to organized and formal activities and interests.	<ul style="list-style-type: none">◆ Targeted activities and specialized interests.◆ May be one or a few of a particular type of facility depending on market demand.◆ Respond to specific markets and organized/structured groups.	<ul style="list-style-type: none">◆ High market demand.◆ Provides for a continuum of skill levels from introductory to advanced.◆ Can accommodate local competition but designed with recreational use in mind.◆ Respond to organized and informal interests.	<ul style="list-style-type: none">◆ High local demand.◆ Developed through partnerships with Community Leagues and the School Boards (through the Joint Use Agreement).◆ Respond to local needs.
Acceptable Travel Time	<ul style="list-style-type: none">◆ walking / biking◆ public transit◆ private vehicle	<ul style="list-style-type: none">◆ over 30 minutes◆ over 30 minutes◆ over 20 minutes	<ul style="list-style-type: none">◆ 20 - 30 minutes◆ 20 - 30 minutes◆ 15 - 20 minutes	<ul style="list-style-type: none">◆ 15 - 20 minutes◆ 15 - 20 minutes◆ 10 - 15 minutes
Examples of Facility Components	<ul style="list-style-type: none">◆ 50m competitive pool with spectator seating over 1,000◆ Ski facility◆ Major spectator stadium◆ Major heritage or entertainment site	<ul style="list-style-type: none">◆ Multi-court gymnasia centre◆ Indoor skatepark◆ Multi-pitch indoor soccer centre◆ A theatre or performance facility with seating under 1,000	<ul style="list-style-type: none">◆ Indoor leisure pool◆ Arena◆ Leisure ice◆ Gymnasia◆ Fitness facility◆ Multi-purpose space (e.g., arts, culture, social, meeting)	<ul style="list-style-type: none">◆ Community League hall◆ School gymnasium

Note: this table represents the future state and is not intended to reflect the allocation of existing facilities

3.4 Applying the Model

The final section of this chapter describes how the Facility Model can be used to develop new facilities and redevelop existing facilities.

Through the Recreation Facility Continuum, the Model describes the approximate populations for specific types of facilities. In the case of citywide facilities these are clearly “one of a kind”. Specialty facilities are provided on an “as appropriate basis” although in general there will be one to perhaps four of the same type of specialty facility. These facilities respond to the needs of special interest groups or market segments and will often be the type of facility for which the City is sought as a partner. Discussion of how the City will proceed to develop and facilitate these partnerships is found in Chapter 5.0.

Neighbourhood facilities are often informal and while they are provided to respond to relatively lower population numbers, this does not mean that there should be “one” of each type of neighbourhood facility for these lower population numbers. As noted earlier, communities with many young children will need outdoor play equipment, and splash pads, some communities will have a high demand for tennis courts. Community League facilities are currently provided at a neighbourhood level where the local community has an interest in operating such facilities. None of these facilities however, should be considered standard in every neighbourhood. Rather they should be considered “standard where needed”.

District facilities are the core facilities within this Plan, and the facilities to which the majority of the principles apply. The following comments briefly describe how to apply this model in the case of new and redeveloped facilities. In all cases, community and stakeholder input will be sought at the conceptual planning stage to ensure public recreation facilities meet the wide range of needs of a diverse population.

3.4.1 New District Facilities

In new, generally green-field or large brown-field re-development, multi-component recreation centres should be provided at a level of one to populations of 40,000 to 80,000. The larger population to centre ratio will be appropriate where sufficient land is available, where the district needs and interests are relatively similar, and particularly where there are no significant geographic separations within that district. Facilities that are too large (because they serve very large populations) will be counter-productive to the interests of the first principle – to develop a sense of community through community hubs. In existing planned areas, the population tends to be in the 40,000 to 60,000 range.

New recreation facilities should incorporate at minimum three major recreation facility components (e.g., aquatic, arena, indoor soccer, double gymnasias, fitness facility) as well as meeting room and general program space. Program space should be suitable for a range of passive and active recreation and social activities, including activities that support the visual and performing arts. Where possible, individual facility

components should incorporate opportunities for a range of skill levels (e.g., a leisure pool and a pool suitable for length swim and advanced instruction; leisure, community and spectator ice). Where appropriate other community components should be included such as a community library, health centre, drop in centre for seniors, etc. Complementary outdoor facilities should be provided where there are similar indoor facilities (e.g., soccer pitches outside where there are indoor soccer facilities). With respect to siting, district facilities should be located to enhance visual street appeal, to demonstrate municipal services and to access public transit. They should where possible be connected to the City's trail systems.

Design should be consistent with a facility that is welcoming and responsive to the unique needs of each district. In all cases design should be as flexible as possible to respond to changes in interests over time and ensure access for those with disabilities. That said, many facilities have very specific design requirements and it is acknowledged that too much flexibility will not always be in the best interest of the requirements of each facility component. Common sense should dictate.

3.4.2 Redeveloped Recreation Facilities

In redevelopment of facilities that are deemed to have the potential to meet a district level need, these principles will continue to apply. However, with the likelihood of a smaller landbase with which to work, district facilities in existing communities will not be the same as those in new developments – nor will new neighbourhoods have the same services as much older neighbourhoods. The intent should not be to wipe the slate clean, rather where possible, to implement the *spirit* of the new facility model.

In older communities, particularly those that have more seniors, or more residents who use public transit, the distribution of multi-component recreation centres should be at the lower level of population (e.g., 40,000 residents). Particular effort should be made in redevelopment to preserve the integrity of the community spaces, while providing high quality and responsive facility services.

3.4.3 Operational Principles

Depending on the specific opportunities and community needs, principles such as neighbourhood integrity, maximize use of specialty facilities, focused funding, and shared development, are operational principles rather than design principles.

Specific application of the Facility Model to the needs identified through consultation with the community and stakeholders, trend and population analysis, and assessment of current facility supply is presented in the following section of this Plan.

4.0 FACILITY SUPPLY, ASSESSMENT, AND REQUIREMENTS

Section 4.0 begins with an overview of the future state of recreation facilities for the City of Edmonton over the life of this plan (to 2015). The recommendations of this Plan were initially created as distinct facility components (e.g., aquatic facilities, arenas, fitness requirements, etc.). Where appropriate, individual facility components were then combined to create multi-purpose recreation facilities consistent with the major focus of the new facility model. Map 3 presents a composite picture of the new and redeveloped *multi-purpose recreation facilities* recommended to the year 2015. The facility components within these multi-purpose recreation facilities reflect the needs identified through consultation with the public, stakeholders and service providers, and assessment and analysis of other documentation including trends, socio-demographic profile, and current inventory.

Section 4.2 describes these facility requirements in more detail, describing the recommended components, and providing an overview of the rationale for each and the detailed analysis that led to these facility recommendations. For each facility component (e.g., ice pads, aquatic facilities, etc.), the City's current inventory is presented, along with key findings from the facility assessment conducted for the Needs & Market Assessment Report³³, the application of the Facility Model described in Chapter 3.0, and the resulting recommendations.

4.1 Facility Requirements

Map 3³⁴ illustrates a composite picture of new and redeveloped multi-purpose recreation facilities recommended over the life of this plan (to the year 2015). These facilities are consistent with the Facility Model described in the preceding chapter. The focus of these recommendations is the development of multi-purpose, integrated, district-level facilities that play a role as "community hubs", and that respond to a geographic area with populations ranging from 40,000 to 80,000 people, depending on the specific area.

In the developing suburbs, this will result in new multi-purpose facilities that contain a mix of components to meet district needs and reflect the eventual built-out populations. Conceptual planning studies will be prepared in conjunction with the communities involved to verify the mix of facility components and other aspects (location, access, etc.).

As a starting point, all new or redeveloped recreation facilities should consider including the following elements: an aquatic component, an arena component *or* indoor sports/indoor soccer venue, a fitness centre, flexible space for the performing and visual arts, a gymnasium, and general multi-purpose space which responds to local community needs. As well, in all cases of new facility development and

³³ Completed November 2003

³⁴ This map is repeated in the Executive Summary of the report. Numbering of maps will be consistent with the appropriate chapter of the report.

redevelopment, the needs of the disabled will be considered through barrier free design and accessible programming. Consideration must also be given to responding to the more specific needs of the local community with respect to unique characteristics of those communities (e.g., ethnicity, age, income levels etc.). Both principle one – Community Hubs, and principle two – Integrated Facilities are consistent with the philosophy of inclusion and inclusiveness of age, ethnic diversity, ability and interest.

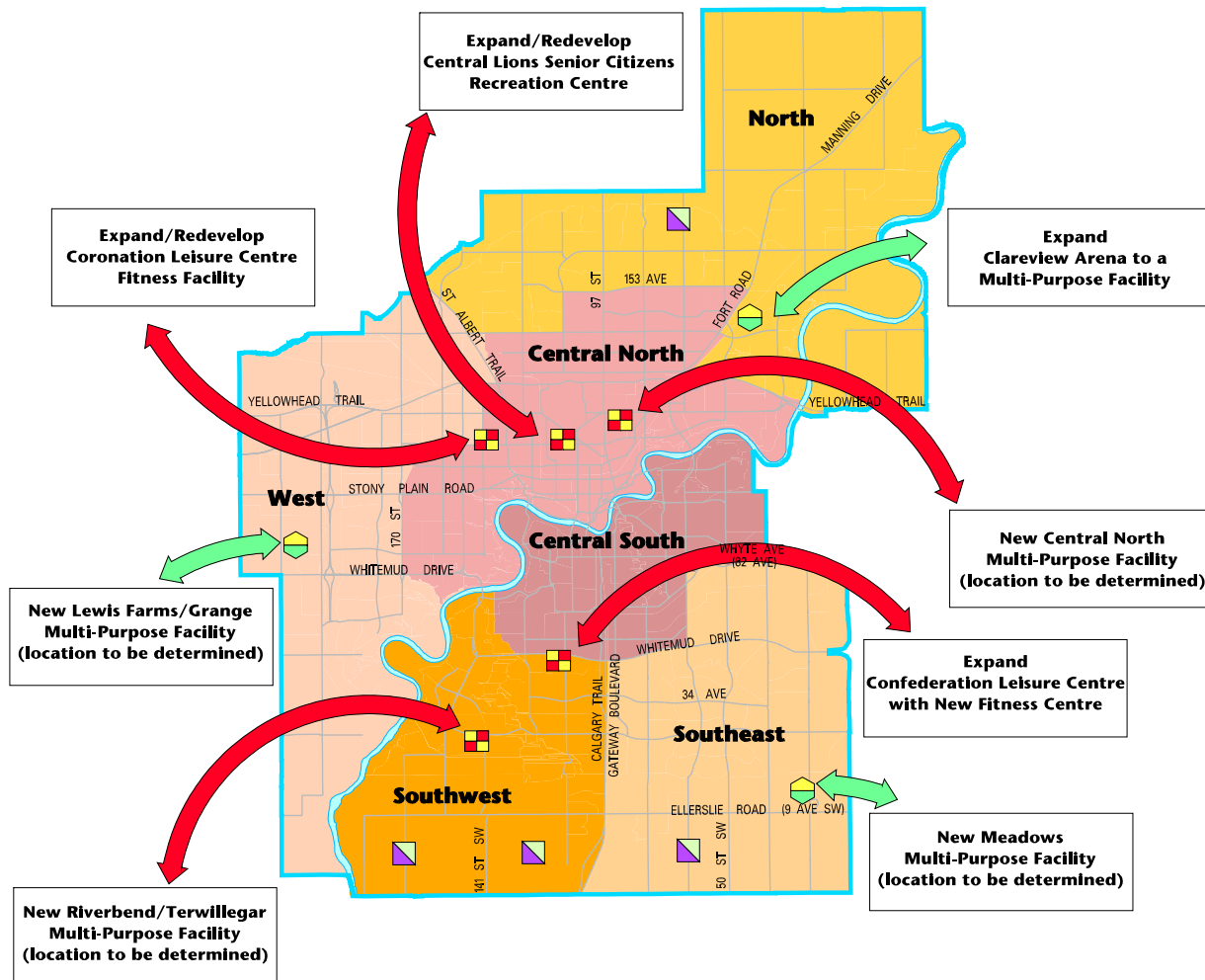
New facilities to respond to anticipated population growth (beyond 2015) are also noted. These have been located in Windermere, Heritage Valley, Ellerslie and Lake District/Pilot Sound, though exact locations would still respond to growth actually taking place as projected. The Plan proposes in recommendation 47 that new district recreation facilities should be identified during the Area Structure Plan process. This will ensure that appropriate land is set aside early in the planning process.

Map 3: Proposed New and Expanded Multi-Purpose Recreation Facilities

Proposed New and Expanded Multi-Purpose Recreation Facilities

Recommendations refer to the proposed timing of development in the short, medium and long term, based on identified needs:

- **Short Term - up to 2010**
- **Medium Term - 2010 to 2015**
- **Long Term - beyond 2015**



Map compiled by: Cartographic Group
Planning and Policy Services Branch

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THE CITY OF
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PLANNING AND DEVELOPMENT

In the central planning areas and at existing facilities where additional or redeveloped facility components are recommended, these additions and redevelopments will wherever possible, result in multi-purpose facilities embracing the principle of “community hubs” and “integration”. This may also be an option for facilities that are facing the end of their lifecycle – in these cases redevelopment or replacement would also embrace the principles of “community hubs”, “multi-purpose” and “integration”.

The following recommendations represent the composite view of new and redeveloped multi-purpose recreation facilities recommended over the life of this plan. They are presented on a planning area basis and include a timeline, a brief description of the *primary* components, a short rationale, and a reference to specific recommendation numbers for facility components. The order of presentation does not reflect priority, but rather timing of development based on identified needs. All facilities recommended for the *short* term are considered to be of equal priority.

Recommendations refer to development in the short, medium, and long term, whereby:

- *Short Term* represents approximately to 2010,
- *Medium Term* represents 2010 - 2015, and
- *Long Term* represents 2015 and beyond.

4.1.1 Central North Planning Area

New Central North

Multi-Purpose Facility:

Develop a multi-purpose recreation facility to include an arena component, an aquatic component, and other multi-purpose space relevant to the needs of this high needs community.

Timeline:

Short

Planning Area:

Central North

Rationale:

There is an immediate need for more aquatic and arena related opportunities in this geographic area based on outstanding demand.

A multi-purpose facility in this location would respond to the needs of a high needs, currently underserved population. Although the ratio of pools to population in the central north is higher than in suburban areas, the traditional nature of these pools, the lack of leisure or therapeutic components, and their location relative to this high needs community leaves a geographic gap in service for aquatic opportunities.

See Recommendations 3, 10 and 32.

**Central Lions Senior Citizens
Recreation Centre
Expansion/ Redevelopment:**

Required infrastructure repairs and capital improvements to Central Lions Seniors Citizens Recreation Centre. The Central Lions Senior Citizens Centre Consolidation project includes expanded vocational programming space, the addition of a health and wellness centre, administrative area upgrades, and new space for partner groups to deliver new and enhanced services to seniors.

Timeline: Short

Planning Area: Central North

Rationale: The Centre's redevelopment will assist in meeting the needs of younger, more healthy and active seniors in an integrated facility.

Demographic trends indicate a growing seniors population, including an increasing number of healthy and active seniors.

See Recommendations 19, 20 and 21.

**Coronation Leisure Centre
Expansion/Redevelopment:**

Expand/redevelop the fitness centre at Coronation Leisure Centre.

Timeline: Short

Planning Area: Central North

Rationale: There is an immediate need for more fitness opportunities based on outstanding demand.

Expanding/redeveloping this fitness centre will help to make the facility more of a "community-hub".

See recommendation 22.

4.1.2 Suburban Southwest Planning Area

**New Riverbend/Terwillegar
Multi-Purpose Facility:**

Develop a multi-purpose recreation facility to include an aquatic component, an arena component, and other multi-purpose space relevant to the needs of the community.

Timeline: Short

Planning Area: Suburban Southwest, Riverbend/Terwillegar

Rationale: There is an immediate need for more aquatic and arena opportunities based on outstanding demand. Current supply of these opportunities is deficient in this planning area.

Rapid recent population growth in the planning area warrants the development of a district-level recreation facility.

See Recommendations 3 and 9.

Confederation Leisure Centre

Expansion:	Add a fitness component to the Confederation Leisure Centre.
Timeline:	Short
Planning Area:	Suburban Southwest
Rationale:	<p>There is an immediate need for more fitness opportunities based on outstanding demand.</p> <p>Adding a fitness component to this existing facility with arena and pool components will help to make the facility more of a "community-hub".</p> <p>See Recommendation 22.</p>

4.1.3 Suburban North Planning Area

Clareview Arena Expansion

To New Multi-Purpose Facility:	Convert the Clareview Arena into a multi-purpose facility by adding an aquatic component and fitness component to the existing twin pad arena.
Timeline:	Medium
Planning Area:	Suburban North
Rationale:	<p>Adding aquatic and fitness components to this twin pad arena will make it more of a multi-purpose facility and a "community-hub".</p> <p>Rapid population growth in this planning area over the short to medium term will warrant development of a district-based recreation facility.</p> <p>See Recommendations 11 and 23.</p>

4.1.4 Suburban Southeast Planning Area

New Meadows Multi-Purpose

Facility:	Develop a multi-purpose recreation facility including an aquatic component, an arena component, and other multi-purpose space relevant to the needs of the community.
Timeline:	Medium
Planning Area:	Suburban Southeast, Meadows
Rationale:	<p>Population growth over the short and medium term in this planning area will warrant development of a district-based recreation facility.</p> <p>See Recommendations 3 and 12.</p>

4.1.5 Suburban West Planning Area

New Lewis Farms/Grange Multi-Purpose Facility:	Develop a multi-purpose recreation facility containing an aquatic element and other multi-purpose space relevant to the needs of the community.
Timeline:	end of Medium
Planning Area:	Suburban West, Lewis Farms/Grange
Rationale:	Population growth to the end of the medium term in this planning area will warrant development of a district-based recreation facility. See Recommendation 13.

4.1.6 Long Term Multi-Purpose Facility Requirements

New Long Term Multi-Purpose Facilities:	New Multi-Purpose facilities may include an aquatic component, an arena component and/or indoor sports component, and other multi-purpose components. These facilities will respond to long-term population growth.
Timeline:	Long Term
Planning Area:	Suburban North, Suburban Southwest (2 multi-purpose facilities), Suburban Southeast (location of each to be determined)
Rationale:	New multi-purpose recreation facility requirements have been identified to respond to anticipated population growth beyond 2015 (beyond the life of this plan), and to ensure that facility needs are incorporated in the Area Structure Plan process. See Recommendations 16 and 47.

4.2 Detailed Facility Analysis and Recommendations

The facility requirements documented in this section respond to the needs identified through the previous phases of the study.

The Needs & Market Assessment Report concluded with a high level assessment of facility requirements based on individual facility components. With preliminary facility needs identified, a gap analysis was undertaken to determine where, when, and how (combinations) facilities should be provided over the study period. The gap analysis involved the following steps:

1. Existing facilities were categorized according to the Facility Continuum into citywide, specialty, district, and neighbourhood-serving facilities. Existing facilities were then mapped and service gaps for each facility component were noted.
2. Using the results from the Needs & Market Assessment and the Facility Continuum, recommended service ratios³⁵ for each major facility component were developed for the short and medium term. See Table 4.1 below.
3. Population projections were reviewed, and the areas with changing population were mapped. Applying the recommended service ratios for each facility component to the citywide population increases provided a general idea of how many of each component would be required and when. Timing of population increases within the four suburban and two central planning areas allowed for a general estimate of where new facilities might be required in the future.
4. Based on the results of the preceding steps, and the application of the Facility Continuum described in Chapter 3.0, opportunities to meet current and future needs by redeveloping existing facilities were identified, and new facility requirements were noted.

The resulting facility recommendations are those that respond best to the Facility Continuum and Principles described in the preceding sections while meeting the identified needs and service gaps.

³⁵ We recognize that facility provision ratios are not standards. Further, we understand that the City has formally determined that service ratios should not be the sole basis for providing facilities. This is a prudent direction given the many factors that contribute to facility and service needs. However, in concert with other indicators, these can be useful first step in identifying future needs, and for this reason they are included in this assessment.

Table 4.1 Recommended Service Ratios for Facility Components

	Current # of Facilities*	2005 Service Ratio	Recommended 2005 Service Ratio Pop. 690,580	# Needed	Recommended 2010 Service Ratio Pop. 735,997	# Needed	Recommended 2015 Service Ratio Pop. 769,519	# Needed
Facility Component								
Ice Pads	25	1:27,623	1:24,500	3	1:24,500	2	1:25,000	1
Aquatic Facilities	16	1:43,161	1:40,000	1	1:40,000	1	1:40,000	1
Indoor Soccer Pitches	12	1:57,458	1:55,000	1	1:55,000	1	1:55,000	-
Fitness Centres	12	1:57,548	1:50,000	2	1:50,000	1	1:50,000	-
Gymnasias	8	1:86,322	1:90,000	1	1:50,000	6	1:50,000	-

*includes partner operated facilities.

4.2.1 Facility Component Recommendations

Analysis is presented by specific facility component (e.g., ice pads, aquatic facilities, etc). Each sub-chapter includes the current inventory and preliminary assessment for the facility component, (from the Needs & Market Assessment Report), followed by a discussion of how new/redeveloped facilities will be provided in the future, based on the Model presented in Chapter 3.0. Design elements are also noted. Specific recommendations for each facility component are presented at the end of each facility component section.

Definition of Terms:

Service Ratio: shown as 1 facility per number of residents

Capacity Rating: AC (at capacity) – the facility is scheduled or used for more than 90% of prime time hours, and the best use is being made of the facility during this period

NC (near capacity) – the facility is being used 70-90% of prime time

UC (under capacity) – the facility is being used less than 70% of prime time

Physical Condition: A–Very Good; B–Good, C–Fair, D–Poor, F–Critical

Facility Trends: the consistency of Edmonton's facilities with facility trends is assessed as high, medium and low consistency

Participation Trends: if participation in conventional activities at that facility type is increasing, ↑ is shown; stable participation is →, and decreasing participation is ↓.

4.2.1.1 Ice Pads

Edmonton's arenas are reasonably supplied relative to other similar size municipalities. All are at capacity, leaving little or no capacity to accommodate growth. Ice facilities in the central parts of the city are generally in fair or poor physical condition, whereas most ice facilities in the suburbs are in good physical condition. While the general aging of the population will reduce demand on ice facilities, this will be mitigated in suburban areas by population growth and the somewhat higher numbers of younger people moving into these communities. Map 4 illustrates current provision of municipal indoor ice facilities in Edmonton.

Table 4.2: Ice Pad Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	9	27,071	AC	C-D	Low in	→
Central South	100,278	5	20,056	AC	C	Inner	In short-term
North	99,067	4	24,767	AC	B	City;	↓
Southeast	94,785	2	47,393	AC	B	Higher	as
West	66,709	2	33,355	AC	B	in	Population
Southwest	86,105	3	28,702	AC	A-C	Suburbs	Ages
Total	690,580	25	27,623				

Table 4.3: Municipal Ice Pad Provision in Selected Alberta Municipalities

Municipality	2001 Population	Current # of Facilities	Current Service Ratio (1 to)
Edmonton	666,104	25	26,644
Calgary	878,866	40 ³⁶	21,972
Red Deer	67,707	5	13,541
Lethbridge	67,374	6	11,229
Medicine Hat	51,249	5	10,249
Average			21,583

Indicators of Facility Need

Service Levels

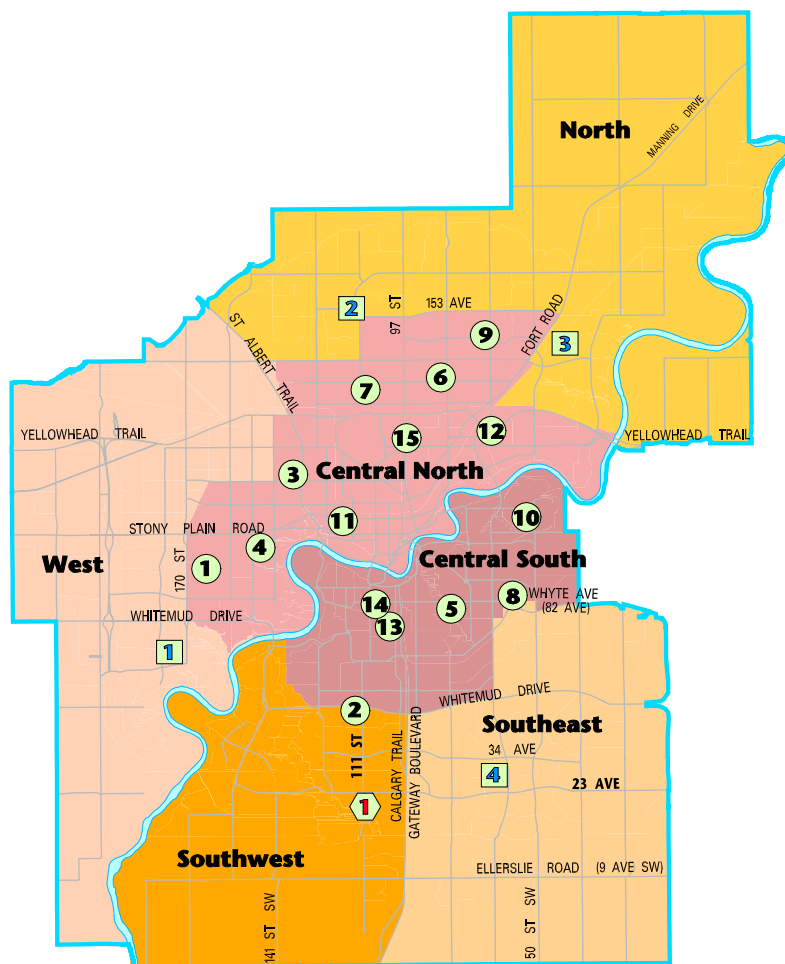
- At 1 ice pad per 26,644 residents (as of 2001), Edmonton's level of service for municipal or partnered facilities is consistent with many large municipalities across the Country. Where this level of supply is enhanced by non-public facilities this becomes more acceptable. Often a somewhat higher level is found to be preferable, particularly where ice sports are popular, and where there is a larger population of children, youth and younger adults.
- The levels of service for ice pads in the southeast and west areas of the city are substantially lower than the citywide average, although the arenas in these areas are in better condition and are more consistent with trends (e.g., twinned, developed in partnership, located with other recreation components, etc.).
- Without new facilities, suburban service levels for arenas will drop over the next ten years as the suburban population increases, while the central area population remains relatively stable.
- Suburban populations will have higher percentages of children, youth and younger adults than the central areas of the city, although they will continue to have lower real population numbers in these age groups. The central north area in particular will have high real populations under the age of 54.

³⁶ Facility counts for the City of Calgary include 18 ice pads, which are City owned and operated (as confirmed in conversations with Calgary municipal staff), in addition to 22, which are community owned and operated (PERC, 2000, City of Calgary – Ice Arena Study, p.4). Not included in these counts are 6 private facilities with 7 sheets of ice, including 3 sheets, which are available for rent to organized ice users or the general public.

Map 4: Distribution of Indoor Ice Pads

Ice Pads

- 1 City Operated Single Pads**
- 1 City Operated Twin Pads**
- 1 Partner Operated Twin Pad**



City Operated Single Pads

- 1 Bill Hunter Arena
- 2 Confederation Arena
- 3 Coronation Arena
- 4 Crestwood Arena
- 5 Donnan Arena
- 6 Glengarry Arena
- 7 Grand Trunk Arena
- 8 Kenilworth Arena
- 9 Londonderry Arena
- 10 Michael Cameron Arena
- 11 Oliver Arena
- 12 Russ Barnes Arena
- 13 South Side Arena
- 14 Tipton Arena
- 15 Westwood Arena

City Operated Twin Pads

- 1 Callingwood Arena
- 2 Castledowns Arena
- 3 Clareview Arena
- 4 Mill Woods Arena

Partner Operated Twin Pad

- 1 Kinsmen Twin Arena

Conditions of Current Supply

- The majority of central arenas are rated as fair (C) or poor (D). The newer suburban arenas are generally in good (B) shape, with the Kinsmen Twin Arenas receiving an A rating.
- Most of the central arenas are single-pad facilities that are mostly less than NHL-size ice surfaces and often consist of a simple shell construction.
- While all of the suburban rinks are capable of summer ice, this is the case for only about half of the central arenas.
- Staff indicate that all arenas are operating at capacity and have been that way for several years. They further state that over the past two years, City arenas have only been able to accommodate 78% of the total demand for prime ice time and have had to turn away requests.
- With the exception of Bill Hunter Arena and South Side Sports Arena none of Edmonton's municipal arenas, including the newer facilities in the suburbs, have the capacity to seat over 1,000 spectators.
- Ten of the ice pads in the City are neighbourhood level facilities, as described in the facility continuum. These are all located in the central north and south planning areas. The remainder of the ice pads available are district-level facilities, located in the suburban planning areas.

Stakeholder needs

- User groups surveyed report outstanding demand equivalent to approximately 9 to 10 additional ice surfaces based on prime-time hours.
- The majority of hours were requested by groups that currently use facilities across the entire city, suggesting that location of ice is less important than the availability of ice.
- Dressing rooms *that are too small* was the primary reason identified by user groups for their dissatisfaction with existing facilities.
- Of the 55% of households responding to the community telephone survey who say they use municipal facilities, 37% use Edmonton's arenas, with no significant differences between areas of the city.
- Of the 33% of phone survey respondents who believed additional community facilities are needed, 12% suggested more arenas. Again, suggestions regarding arenas did not differ significantly by area of the city.

Trends

- Trends indicate that use of traditional ice arenas will remain stable in the short to medium term and then slowly decline as the population ages and the demographics of Canadian communities become increasingly multi-cultural.
- Trends also indicate a number of communities that have developed "leisure ice" that, like "leisure pools" are free-form in design, and intended for informal and recreational use. Both the Trans Alta Tri Leisure Centre in Spruce Grove and Millennium Place in Strathcona County, Sherwood Park, to the west and east of Edmonton respectively have leisure ice pads in conjunction with more traditional arenas.

- Hockey was ranked 7th among “first favourite” facility-based activities in the 2000 Alberta Recreation Survey. Generally, participation in team sports, including hockey, is declining as the population ages, but ice use should remain relatively stable in the short to medium term due to increased female participation in ice hockey.

Distribution of New Ice Surfaces

Existing neighbourhood-serving single pad ice facilities within the central areas of the City should be assessed to determine whether or not they are effectively responding to local community needs. This assessment may result in some of these facilities being redeveloped, decommissioned and replaced, or converted to other uses, (e.g., indoor soccer, indoor skateboard park, gymnasias, etc.).

New or redeveloped multi-pad ice facilities, and the required parking, will have land requirements that may preclude development within the central areas of the city where additional land is unavailable, or where land is very expensive. Those arenas that have land base available for twinning, may in fact not be the most financially feasible. Further assessment (structural; other land development constraints; impact on sports fields; parking or outdoor facilities; traffic considerations; etc.) must be conducted before confirming the appropriateness of these sites. If feasible, twinning the most appropriate arenas may alleviate some of the outstanding demand, currently and in the short term.

Growth related facilities should be located in the suburban areas.

New Arena Facility Design

To be consistent with the facility model described in the preceding section, future ice pads should either be provided by adding an additional ice surface to an existing facility, or as new multi-pad facilities combining other recreation components (e.g., multi-purpose space, dry-land training, etc.). Ensuring that arena facilities are appropriate for use by adults will be increasingly important in the future. Therefore, new ice facilities should provide dressing rooms to accommodate adult users of both genders, with suitable shower and washroom accommodation. Providing a minimum of six dressing rooms for each ice pad would be an adequate starting point. In addition, two referee rooms should be considered, ensuring they are suitably sized to accommodate the number of ice pads, and designed so that one can accommodate referees under the age of majority³⁷ and the other to accommodate adult referees. At least one rink per facility should have suitable seating to accommodate minor sport tournament capacity (at least 500). All new or redeveloped facilities should accommodate the needs of the disabled in barrier-free facilities. Consideration should be given to including leisure ice surfaces in new or redeveloped ice facilities. These are free-form in design and intended for informal and recreational use.

³⁷ Guideline now recommended as a consequence of the Sheldon Kennedy inquiry.

Recommendations

- Recommendation 1:** Future ice pads should be built as additions to existing single pad facilities, or as new multi-pad arenas as part of multi-purpose recreation facilities, where appropriate. This will ensure a high level of operating efficiency for arena facilities.
- Recommendation 2:** Existing neighbourhood-serving single pad facilities should be assessed to determine whether or not they are effectively responding to local community needs. This assessment may result in some of these facilities being redeveloped, decommissioned and replaced, or converted to other uses, (e.g., indoor soccer, indoor skateboard park, etc).
- Recommendation 3:** A minimum of five ice pads should be developed over the short term (2010) to respond to outstanding demand.
- Recommendation 4:** By 2015, one additional ice pad may be required. This should be developed as part of a larger multi-purpose complex serving a growing suburban area of the city. Although location appears to be less important than the overall availability of ice, new and replacement facilities should be distributed throughout the city with a focus on growing areas with lower current supply, and where land availability enables the City to provide efficient services consistent with the philosophy of service integration.
- Recommendation 5:** The City should continue to monitor usage and demand for existing and new ice pads to determine if additional ice pads should be developed at each phase without compromising the viability of existing facilities.
- Recommendation 6:** New multi-pad facilities should at minimum include the following design features: a minimum of six dressing rooms for each ice pad, two referee rooms suitably sized to accommodate the number of ice pads, and designed so that one can accommodate referees under the age of majority and the other to accommodate adult referees. Dressing rooms should be sized and designed to accommodate adults of both genders, with suitable shower and washroom accommodation. At least one rink per facility should have suitable seating to accommodate minor sport tournament capacity (at least 500). All new facilities should accommodate the needs of the physically challenged. Events and tournaments should be accommodated, with the design of lobbies, community rooms, ticket booths, and other ancillary space.
- Recommendation 7:** Consideration should be given to including leisure ice surfaces in new or redeveloped ice facilities. These are free-form in design, intended for informal and recreational use and respond to emerging arena facility trends.

4.2.1.2 Aquatic Facilities

Edmonton demonstrates a level of service for indoor pools that is consistent with other Alberta municipalities, and with other cities of comparable size across Canada. A majority of the City's pools are located in central areas, with relatively fewer indoor aquatic facilities in the suburban areas. The City has been successful in providing pools in partnership with the YMCA. Although the newer YMCA pools in suburban areas are in good repair, the majority of the City's other indoor pools are rated in only fair condition. Map 5 illustrates the distribution of the City's aquatic facilities.

Table 4.4: Indoor Pool Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	7	34,805	AC	C		→ for traditional pools
Central South	100,278	4	25,070	NC-AC	C		
North	99,067	1	99,067			Low to Medium	
Southeast	94,785	1	94,785	AC	B		↑ for leisure & therapeutic pools
West	66,709	1	66,709				
Southwest	86,105	2	43,053	AC	C		
City Total	690,580	16	43,161				

Table 4.5: Indoor Pool Provision in Selected Alberta Municipalities

Municipality	2001 Population	Current # of Facilities	Current Service Ratio (1 to)
Edmonton	666,104	16	41,631
Calgary	878,866	14	62,776
Red Deer	67,707	4	16,926
Lethbridge	67,374	3	22,458
Medicine Hat	51,249	3	17,083
Average			32,175

Indicators of Facility Need

Service Levels

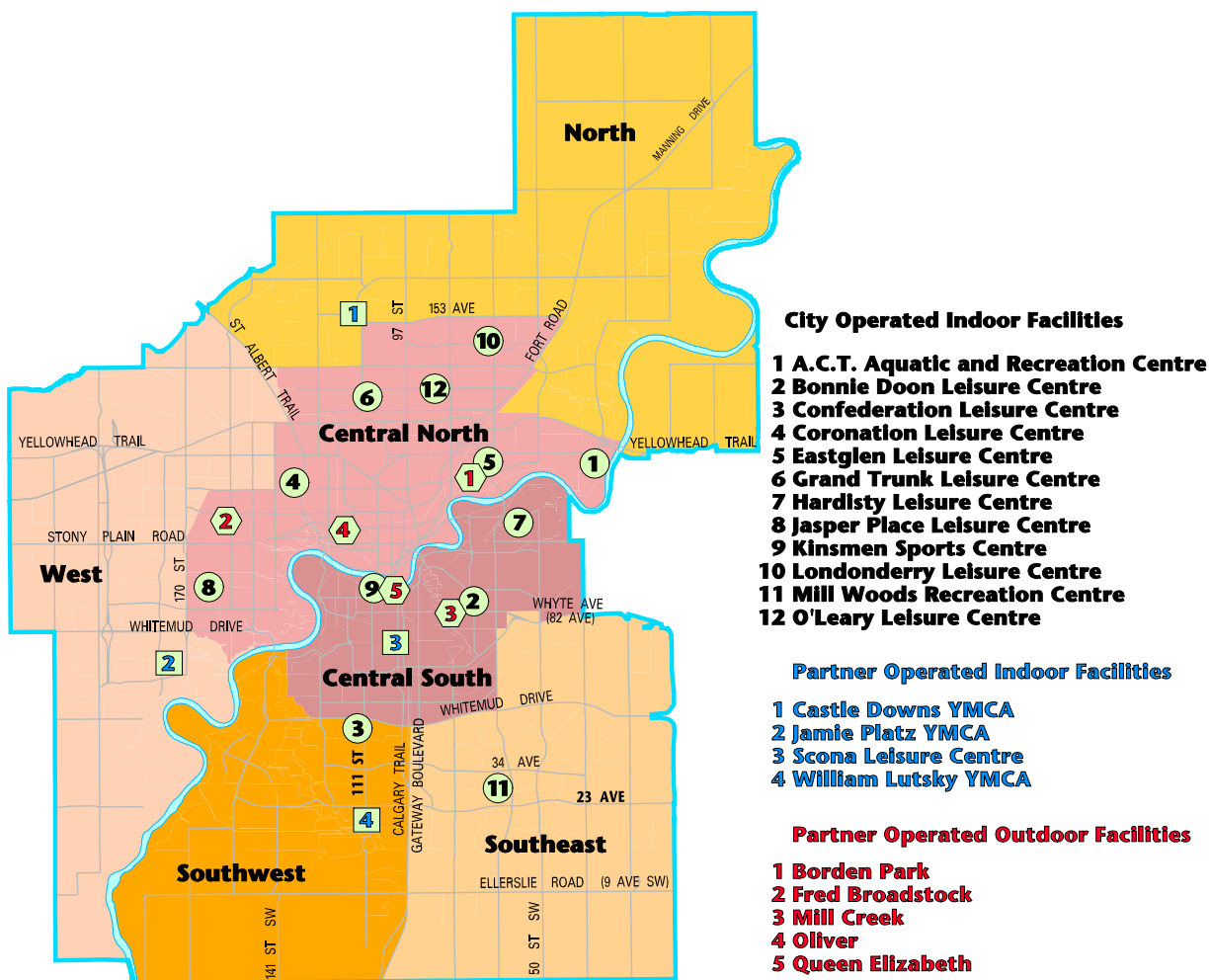
- At 1 indoor aquatic facility per 40,000³⁸ plus residents, Edmonton's per capita supply of municipally-operated or partnered indoor pools is consistent with other large municipalities. However, this service ratio is not evenly distributed across the city.
- The central areas are fairly well served with aquatic facilities with one pool for every 25,000 residents in the central south and one for every 35,000 residents in the central north. In contrast, only one pool is found in each of the north, west, and southeast suburban quadrants (with two located in the southwest), providing service ratios in excess of 1:60,000 in each of these areas.

³⁸ All discussion of aquatic facility supply in this section includes the suburban YMCA pools in facility counts.

Map 5: Distribution of Aquatic Facilities

Aquatic Facilities

- 1 City Operated Indoor Facilities**
- 1 Partner Operated Indoor Facilities**
- 1 Partner Operated Outdoor Facilities**



Conditions of Current Supply

- Aquatic facilities in suburban quadrants are in better condition, though the aggregate bather load that can be accommodated in the central areas of the city is superior to that of suburban pools.
- The relative suburban deficit will grow as the population in these areas increases.
- Waiting lists that were available for the two municipally-operated suburban pools showed a large number of excess participants (southeast=484 and southwest=222), while 7 pools in the central north had total waiting lists of over 1,000 potential participants.
- Community Services staff indicated that the majority of indoor pools operate at capacity (no information on capacity was available for the three suburban YMCA pools). One major exception to this generalization was the Kinsmen Sports Centre pools, which operates at only "near capacity" for much of the facility's prime time hours.
- The City's inventory assessment report places the physical condition of most indoor pools in the City at the C level, with the exception of Strathcona Pool in the central south area which was given a D rating, and the Mill Woods Recreation Centre pool in the southeast quadrant which was given a B rating. No information on physical condition was available for the newer YMCA pools, but it was assumed these are in at least "good" (B) condition.
- Many of Edmonton's indoor pools are provided at sites that contain other recreation facilities, such as fitness centres and arenas provided by both the City and its partners.
- The ACT pool operates at higher temperatures and has an hydraulic lift to accommodate individuals with disabilities, providing the City with one therapeutic-type aquatic facility.

Stakeholder needs

- Of the sport groups that use pools primarily, the majority indicated that there is insufficient pool time in Edmonton to accommodate all participants interested in their programs. However, none of these groups indicated that they maintain waiting lists.
- Outstanding demand for pool time resulted in a need approximately equal to 1 1/2 pools based on prime time use only, placing this facility in the middle of the list in terms of extra time requested. Additional pool time requests were somewhat evenly spread between groups that use facilities across the entire city, north of the river-west of 97 Street, and south of the river-east of 99 Street.
- User groups' satisfaction with indoor pools was slightly below average of all groups responding. *Insufficient lanes, pools that are too small, water temperature concerns* (both too cold and too warm), and *insufficient spectator seating*, were the main facility-related reasons cited for this dissatisfaction.
- Of the 55% of community survey respondents who use municipal facilities, 76% use indoor pools. This percentage was significantly lower (55%) in the central south area of the city, notably the location of the Kinsmen pool currently not operating at capacity.
- Of the 33% of residents who believe additional community facilities are needed, 31% suggested an indoor pool, making this the most requested facility. This is likely an indication of the broader general appeal of aquatics facilities as opposed to, for instance, ice surfaces.

Trends

- Participation trends in Alberta show that swimming is ranked third among “first favourite” activities, and in the 2002 Edmonton Recreation & Leisure Survey, swimming was the third-most-frequently mentioned favourite activity. Further, 6.7% of respondents indicated that they would like to begin participation in swimming, which was again the third most popular activity mentioned.
- Overall demand for traditional indoor pools is likely to remain relatively stable, while the popularity of leisure pools is growing. Although leisure pools can be found at West Edmonton Mall and in neighbouring communities, the only leisure pools provided by the City of Edmonton include the wave pool at Mill Woods Recreation Centre in the city’s suburban southeast and Londonderry Pool in the central north.

Distribution of New Aquatics Facilities

New aquatic facilities should be distributed in a manner that responds to current priority areas, outstanding demand and growth areas, and is consistent with the guidelines provided by the facility continuum described in the preceding chapter. Growth in the southwest is expected to be very high up to 2010, after which time the major population increase will shift to the southeast and west. Population growth in the north suburban quadrant will be substantial through 2015 and beyond. The timing of future aquatic facility development should correspond to these population changes.

New Aquatic Facility Design

All new aquatic facilities should be developed as part of larger, multi-purpose district-serving recreation complexes. Where appropriate, other community facilities such as libraries, employment resource centres, etc. could also be included. The design of each new aquatic facility should depend on the variety of existing pool types currently serving the community for which it is recommended and attempt to complement existing pool types. The design of new pool tanks should support a range of program opportunities (recreational swim, instructional, therapeutic, and competitive activities, from introductory to advanced), consistent with the facility continuum and service delivery approach.

Recommendations

- Recommendation 8:** New aquatic facilities should be distributed in a manner that responds to priority areas, based on needs, current demand and future population growth, and is consistent with the guidelines provided by the facility continuum and the service ratios noted therein. All new aquatic facilities should be part of larger multi-purpose district-serving recreation complexes.
- Recommendation 9:** To respond to participation trends and population growth, one additional indoor aquatic facility should be provided in the short term. Based on patterns of growth, it is recommended that this new facility be developed in the suburban southwest planning area to serve the Riverbend/Terwillegar community.

- Recommendation 10:** In the short term, a new aquatic facility should be developed as part of a multi-purpose recreation complex responding to the high needs population of the central north planning area. This facility will have an aquatic component as well as other recreation and multi-purpose components as required to respond to this community.
- Recommendation 11:** By the beginning of the medium term (2010), one additional aquatic facility will be required. This new aquatic facility should be part of a larger multi-purpose, district-serving recreation complex. Based on patterns of growth, it is recommended that this new aquatic component be developed in the suburban north planning area, as a redevelopment of the Clareview Recreation Centre. Further, other recreational and multi-purpose components should be added to the existing twin pad arena to create a multi-purpose facility.
- Recommendation 12:** Over the medium term (2010 to 2015), at least one more aquatic facility will be required to respond to future population needs. This new aquatic facility should be part of a larger multi-purpose district-serving recreation complex. It is recommended that this new district-serving facility be considered for the suburban southeast planning area, to serve the Meadows community.
- Recommendation 13:** Approaching the end of the medium term (to 2015), another aquatic facility may be required to respond to future growth. This new aquatic facility should be part of a larger multi-purpose district-serving recreation complex. It is recommended that this new district-serving facility be considered for the suburban west planning area, to serve the Lewis Farms/Grange community.
- Recommendation 14:** Aquatic facility design should consider the variety of existing pool types serving the city's communities and attempt to complement existing pools. The design of new pool tanks should support a range of program opportunities (recreational swim, instructional, therapeutic, and competitive activities, from introductory to advanced), consistent with the facility hierarchy and service delivery models.

4.2.1.3 Indoor Soccer Pitches

Indoor soccer participation is growing rapidly in the Edmonton area and the City has partnered successfully with the Edmonton Soccer Association to meet this demand. The new 4-plex facilities that have been constructed provide flexible field and use options that are consistent with current trends. Nonetheless, some areas of the city, including the expanding southwest suburb, remain without an indoor soccer facility. Map 10 (page 105) includes the distribution of indoor soccer facilities.

Table 4.6: Indoor Soccer Pitch Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	0					↑
Central South	100,278	0					
North	99,067	4	24,767	NC-AC	A	Medium	particularly
Southeast	94,785	4	23,696	new in 2004		to High	due to multi-
West	66,709	4	16,677	NC-AC	A		functional
Southwest	86,105	0					nature of
Total	690,580	12	57,548				these facilities

Table 4.7: Indoor Soccer Pitch Provision in Selected Alberta Municipalities

Municipality	2001 Population	Current # of Facilities	Current Service Ratio (1 to)
Edmonton	666,104	12	55,509
Calgary	878,866	9 ³⁹	97,652
Red Deer	67,707	2	33,853
Lethbridge	67,374	2	33,687
Medicine Hat	51,249	1	51,249
Average			43,574

³⁹ The Calgary Soccer Centre is not a municipal facility but is open to the public for use. The Centre "caters to all who wish to play soccer, whatever age, skill or gender, at recreational, competitive and elite levels of play", according to its website. Facilities include 9 indoor soccer fields (including 2 mini fields), 4 outdoor pitches, 14 dressing rooms, a restaurant and a concession and free parking.

Indicators of Facility Need

Service Levels

- With the opening of a third 4-plex in 2004, Edmonton will have a total of 12 indoor soccer pitches. However, at 1 pitch per 55,509 residents, Edmonton's per capita level of service remains somewhat lower than other Alberta cities with the exception of Calgary.
- All of the current or planned facilities are located in the suburban areas of the city, but with none in the southwest or central areas of the city. These locations reflect the availability of land at the time these facilities were developed. Central areas of the city that have large youth populations, for some of whom the cost and availability of transit may be a barrier to participation, do not have easy access to these facilities.

Condition of Current Supply

- The soccer centres are relatively new, industrial-type buildings that are in excellent physical condition.
- They are flexible (e.g., removable turf playing surfaces) and provide additional amenities such as plentiful seating, food services, and meeting space. However, none have been constructed as part of a multi-purpose facility with other recreation or service components.
- The Community Services Department has enjoyed a great deal of success in providing indoor soccer facilities via partnerships with the Edmonton Soccer Association.

Trends

- Soccer participation is increasing across Canada and this trend seems to be especially noticeable in the Edmonton area. All of the new recreation mega-complexes that have been built in surrounding communities have included at least two indoor soccer pitches.

Stakeholder Needs

- The Edmonton Soccer Association estimates that an additional two pitches on top of the new four-plex planned for 2004 would satisfy the city's demand for indoor soccer facilities.
- Of the sport groups that use primarily indoor soccer facilities, half related that insufficient facility time is available in Edmonton facilities. User groups requested the equivalent of approximately one prime time indoor soccer facility to meet their current needs.
- Of the 55% of community survey respondents who use community facilities, 26% use indoor soccer centres, with no significant differences in usage levels between different areas of the city.
- Of the 33% of residents who believe additional community facilities are needed, 21% suggested an indoor soccer centre, which was the second-most requested facility.

Distribution of New Indoor Soccer Facilities

The City's existing and planned indoor soccer facilities are all located in the suburban areas, and are considered speciality facilities, according to the facility continuum discussed in the previous chapter. Central areas of the city with large youth populations, a large portion of which may be constrained by available funds and adequate transportation, do not have easy access to these suburban indoor soccer facilities. As part of an assessment of neighbourhood-level arena facilities, the potential to create additional indoor soccer pitches or other indoor multi-purpose sports components in decommissioned arenas in the central areas of the city should be assessed. Map 10 (page 105) illustrates distribution of the City's three partnered indoor soccer facilities.

New Indoor Soccer Facility Design

Consistent with the facility continuum, new indoor soccer facilities should be provided at the speciality level of provision. As such, capital and operating funds for these facilities should be consistent with the practice of maximizing funds from other than municipal sources. The City has had success with providing indoor soccer facilities in partnership with the Edmonton Soccer Association, and this partnership should be considered for new facility development. Indoor soccer pitches should always be provided in multiples, should incorporate a range of complementary activities and be developed to accommodate a wide range of users and age groups.

Recommendations

- Recommendation 15:** Indoor soccer facilities should be provided, where there is sufficient market demand, at the speciality level of provision. Capital and operating funds for speciality level indoor sport facilities should be consistent with the practice of maximizing funding from other than municipal sources.
- Recommendation 16:** With the development (in partnership) of a new four-plex indoor soccer facility planned for 2004, the city's level of service for indoor soccer pitches by 2005 will be increased. It is recommended that an additional 2 pitches be developed by the long term (beyond 2015) to meet future population needs and be consistent with future trends. It is recommended that the suburban southwest be considered for new indoor soccer pitches.
- Recommendation 17:** The City should continue to monitor usage and demand for existing and new indoor soccer facilities to determine if additional soccer facilities should be developed at each phase without compromising the viability of existing facilities.
- Recommendation 18:** Indoor soccer pitches should always be provided in multiples, and should incorporate a range of complementary activities and be developed to accommodate a wide range of users. Further, these facilities should be consistent with relevant principles within the Facility Model.

4.2.1.4 Older Adults' Centres

Edmonton's older adult population is growing and will require increased levels of services and facilities over the next decade⁴⁰. Residents age 55-64 and 65 years and older comprised 8.1% and 11.7% of the population, respectively in 2001. By 2015, these proportions will increase to 12.8% and 14.7%, respectively. Further, greater numbers of Canadians are retiring earlier than age 65 and leisure participation among older adults is growing. All of these factors indicate that in the near future Edmonton will need to ensure that its recreation facilities respond to the needs of older adults. It is noted that senior-specific facilities are less prevalent now than in the past with many communities, regardless of size, only providing one or two centres per municipality. More common is the development of senior-compatible spaces within larger multi-purpose centres. Map 6 illustrates the distribution of Older Adult Centres in Edmonton.

Table 4.8: Older Adults' Centre Provision by Area of Edmonton

Area	2005 65+ yrs	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	37,505	8	4,688	AC	C-F	Low	↑
Central South	15,257	2	7,628				due to
North	7,283	0					aging
Southeast	6,484	0					population
West	6,142	0					
Southwest	10,052	0					
Total	82,723	10	8,272				

Table 4.9: Older Adults' Centre Provision in Selected Alberta Municipalities

Municipality	2001 Population	Current # of Facilities	Current Service Ratio (1 to)
Edmonton	666,104	10 ⁴¹	66,610
Calgary	878,866	25 ⁴²	3,515
Red Deer	67,707	1	67,707
Lethbridge	67,374	2	33,687
Medicine Hat	51,249	2	25,624
Average			115,018

⁴⁰ The Central Lions Senior Citizen's Recreation Centre has a 2001 Design Development Report for its expansion, recognizing the need to update the facility and add a fitness centre and a vocation centre. At the time of writing this Plan, funding is being sought for this project through the Tax Supported Debt program, and partner groups have begun fund-raising efforts.

⁴¹ This includes 2 senior focused recreation centres and 8 other centres that receive FCSS (Family and Community Support Services) funding from the City for senior programs, but which are not operated directly by the Community Services Department.

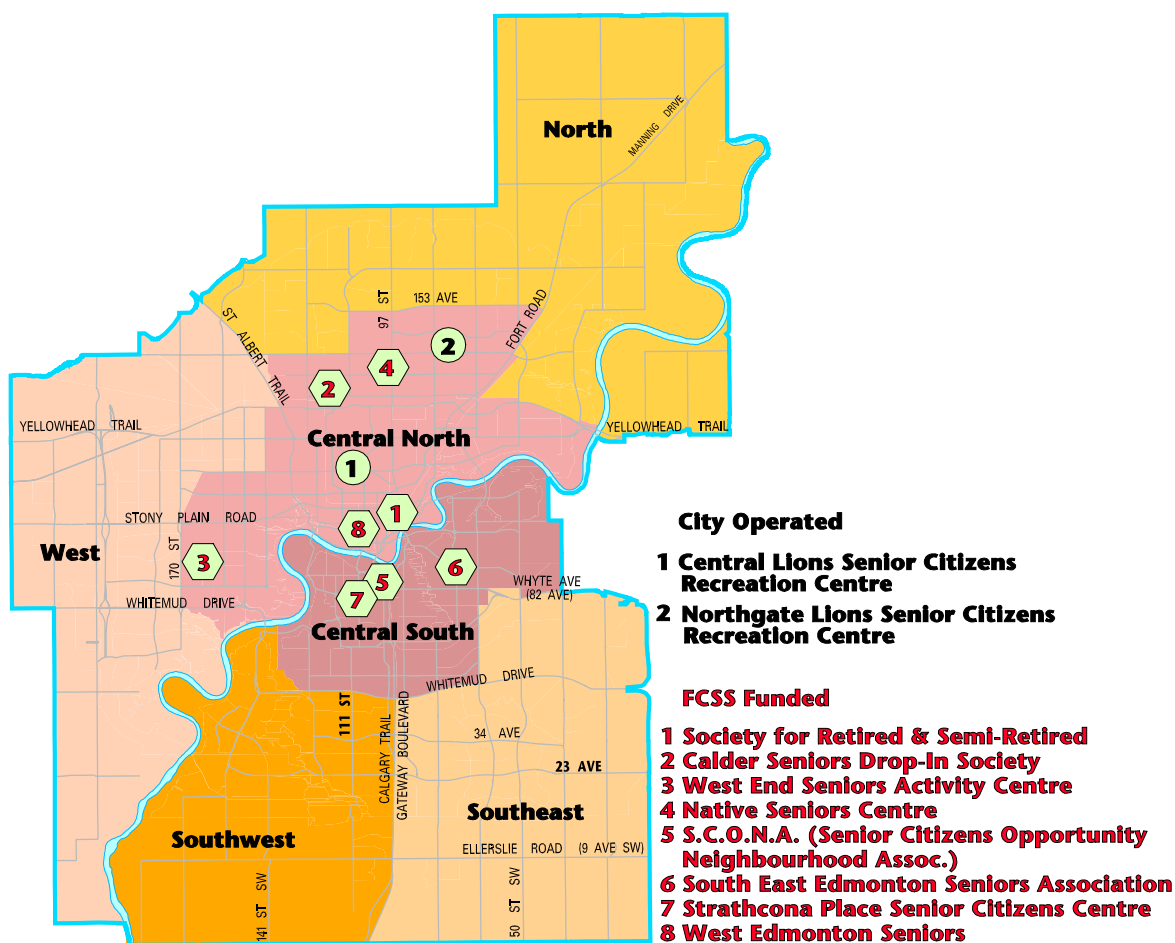
⁴² The City of Calgary does not provide seniors centres directly, however 25 seniors-oriented facilities receive FCSS funding. This number is high in comparison to other municipalities, in part because it includes "special allocations" such as resource libraries.

Map 6: Distribution of Older Adult Centres

Older Adult Centres

1 City Operated

1 FCSS Funded



Map compiled by: Cartographic Group
Planning and Policy Services Branch

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PLANNING AND DEVELOPMENT

Indicators of Facility Need

Service Levels

- Edmonton has a total of 10 centres catering to older adults, with two operated directly by the City, for a total-population service ratio of 1 centre per 66,610 residents (2001 figures) or 1 centre per 8,272 persons who are over the age of 65 (2005 figures). This level of provision is comparable to that found in Red Deer, lower than Lethbridge and Medicine Hat, and lower than that of Calgary when facilities provided through FCSS were included.
- All ten centres in the city are located in the central areas, whereas almost 30,000 or 36% of Edmonton's older adults reside in the suburbs. Moreover, the percentage of the suburban population comprised of seniors is projected to continually grow over the next 20 years.
- The two facilities operated by the City (located in the central north area) are both listed as at capacity (AC). No capacity information was available for the eight centres funded by Family and Community Support Services (FCSS).

Condition of Current Supply

- Of the two City-run facilities, one received a fair (C) rating and the other a critical (F) rating for physical condition.
- Senior-oriented programs are also provided in most municipal facilities and older adults also participate in programs oriented to adults "of any age".
- At present, however, most municipally-operated or partnered seniors' centres are stand-alone facilities that are not integrated with other recreation or service components.

Stakeholder Needs

- Demand for a seniors-only facility was negligible among current user groups. Stakeholders in the phase 2 consultation were interested in the maintenance or redevelopment of existing seniors centres, including Central Lions and Northgate Lions Senior Citizens Recreation Centres.
- Of the 55% of community survey respondents who use municipal facilities, only 7% use older adults' centres, with no significant differences in usage levels observed between different areas of the city.
- Of the 33% of residents who believe additional community facilities are needed, 4% suggested a seniors' centre.

Trends

- Seniors-only facilities are less prevalent now than in the past. Most municipalities are responding to seniors needs with the development of seniors-appropriate spaces in multi-purpose recreation centres.

Distribution and Design of New Seniors-Serving Facilities

Consistent with trends and feedback received through the development of this plan, future multi-purpose district-serving facilities should be multi-generational in direction, while ensuring that programs, instruction and facilities are sensitive to the needs of residents as they become older. This has perhaps more to do with design of facilities and programming than with the number of facility components. Future development of older adult-only centres is not supported by trends or feedback received through this study process. All new district-serving recreational facilities being recommended in this report should include multi-purpose spaces capable of accommodating seniors programming.

Recommendations

- Recommendation 19:** Future development of stand-alone, older adult-only facilities is not recommended as it is not supported by trends or feedback received through this study process. Future recreation facilities should support the integration of service areas and respond to a range of needs within a geographic community. Through facility design, overall size, scheduling and programming within these facilities, the City should respond to the special space and accessibility requirements of identified target groups such as older adults.
- Recommendation 20:** The redevelopment of the Central Lions Senior Citizens Recreation Centre, to address infrastructure repairs, and include expanded vocational programming space, the addition of a health and wellness centre, administrative area upgrades, and new space for partner groups to deliver new and enhanced services to seniors, should be pursued in the short term. The Centre's redevelopment will assist in meeting the needs of younger, more healthy and active seniors in an integrated facility while ensuring that their needs for social interaction and appropriate activities continue to be met as they become older.
- Recommendation 21:** All new district-serving multi-purpose facilities should include adequate multi-purpose space for seniors programming, and should be accessible to those with mobility challenges.

4.2.1.5 Fitness Centres

Edmonton's fitness facilities are in good overall condition although strained by high levels of use. Participation in fitness activities will be influenced by increasing concerns for overall health, child and adult obesity, and the interests of active seniors who have resources and time to focus on their health. The City has three successful partnerships with the YMCA in three of the four suburban quadrants. There are also a number of private sector operations meeting this need, including traditional clubs with fitness classes and weight training, as well as golf and country clubs which include fitness centre components. The supply of fitness facilities in the City is also augmented by those found in secondary and post secondary educational facilities across the city. The City of Edmonton's future provision of fitness facilities must take all of these issues into consideration. Map 7 illustrates the distribution of municipal fitness centres throughout Edmonton.

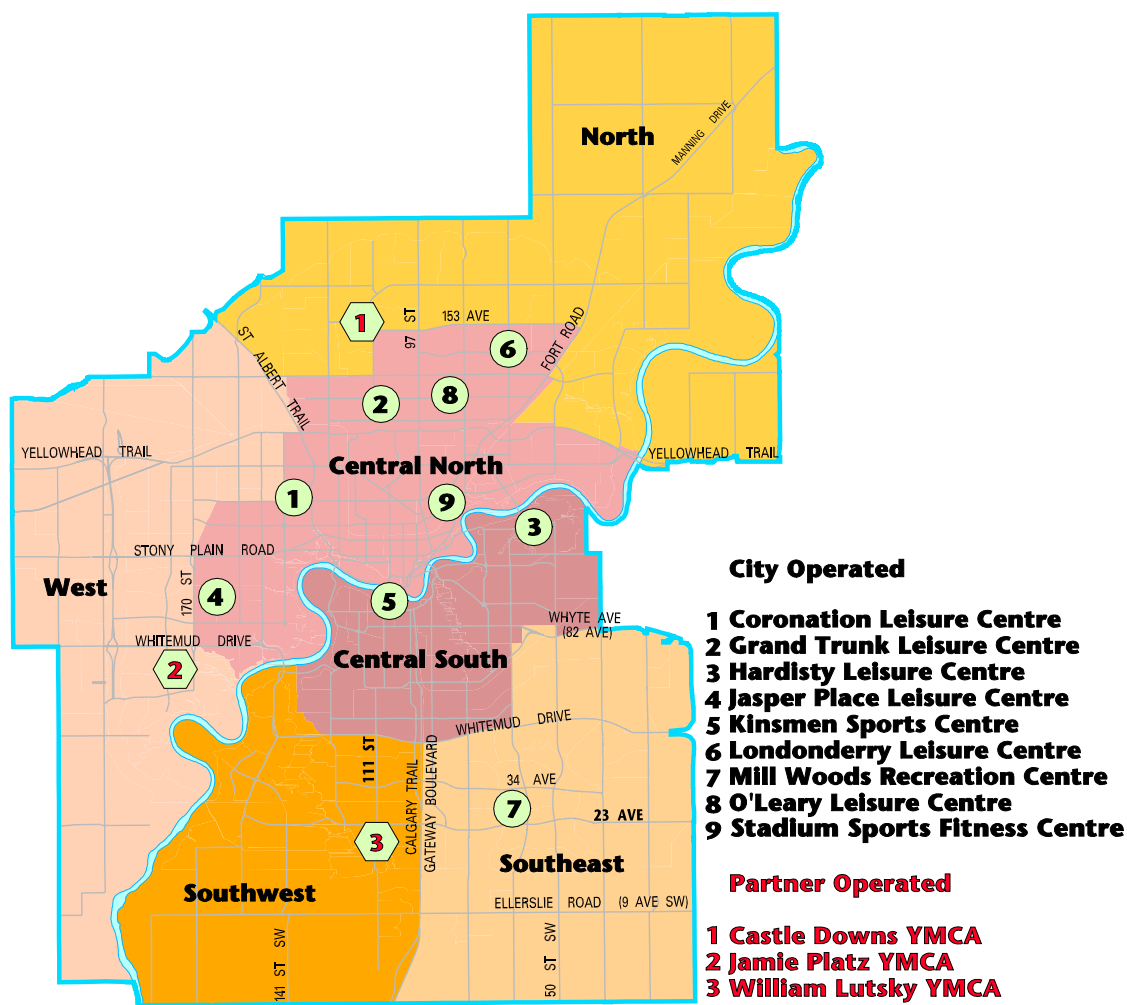
Table 4.10: Fitness Centre Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	6	40,606	AC	C		↑
Central South	100,278	2	50,139	NC	C		
North	99,067	1	99,067			Medium	slightly
Southeast	94,785	1	94,785	AC	B		due to
West	66,709	1	66,709				increased
Southwest	86,105	1	86,105	AC	B		health focus
Total	690,580	12	57,548				

Map 7: Distribution of Fitness Centres

Fitness Centres

- 1** City Operated
- 1** Partner Operated



Indicators of Facility Need

Service Levels

- Edmonton has 12 fitness centres that are operated by the municipality or in which the City is involved as a major partner (e.g. joint YMCA-municipal arena complexes). Overall, this produces a citywide service ratio of 1 fitness centre per 57,548 residents.
- Eight of the centres are located in the central areas of the city (including the large Keltie Byrne centre in the central south), while four are located in the four suburban quadrants. These suburban centres, three of which are found in YMCAs, are generally larger and in better condition. Nonetheless, service ratios in the west, southeast, southwest and north suburban quadrants remain substantially poorer than in the central areas of the city, and this gap will continually widen over the next ten years.

Condition of Current Supply

- Although in fair physical condition at worst, staff note that most fitness centres are currently at capacity. The Kinsmen Sports Centre was rated as near capacity on weekday evenings.
- The majority of fitness centres are small facilities located in complexes with pools and sometimes other recreation amenities.

Stakeholder Needs

- In the user group survey, fitness centres were the third-most requested facility, with groups identifying a need for the equivalent of approximately 3 new fitness centres. Groups that use facilities across the entire city requested almost all of this time.
- Of the 55% of community survey respondents who use municipal facilities, 53% use fitness centres, giving this facility the second-highest frequency of usage. Fitness centre usage was found to be significantly lower in the north area of the city.
- Of the 33% of residents who believe additional community facilities are needed, 11% suggested a fitness centre. A significantly greater percentage of requests for this facility were received from respondents in the west area of the city.
- The supply of fitness centres in the City will continue to be augmented by the private sector and educational facilities.

Trends

- An increasing trend towards healthy living has and will continue to contribute to the burgeoning demand for fitness facilities.
- However, few of the City's fitness centres integrate other health-related services (education, massage, etc.) that provide residents with a holistic approach to healthy living.

Distribution and Design of New/Upgraded Fitness Facilities

Based on current usage and future trends supporting healthy and active lifestyle opportunities, fitness facilities in a winter city such as Edmonton will continue to be important district-level recreation resources, and should be provided in future multi-purpose facilities in growing areas of the city. Staff note that the Coronation Fitness Centre is most in need of upgrades, and that there is a fitness Centre planned for the Confederation Leisure Centre. Upgrading the Coronation Fitness Centre and developing a new fitness centre at Confederation Leisure Centre in the immediate term will help to respond to current outstanding demand. Where new multi-purpose recreation centres are being planned for growing neighbourhoods, the feasibility of including fitness facility components should be assessed. This assessment must be district-based and include an assessment of competing fitness centre facilities (private, educational, etc.) within a 15 min. drive radius⁴³.

New and redeveloped fitness facility design should consider the variety of existing fitness facility types serving the city's communities and attempt to complement facilities. The design of new facilities should support a range of program opportunities (recreational fitness and weight training, instructional, therapeutic, and competitive-level training, from introductory to advanced), and be consistent with the facility hierarchy and service delivery models. At minimum, new fitness facilities should include a weight room with cardio equipment, plus a multi-purpose, flexible aerobics/dance/gymnastics room with wood sprung floor, which can be programmed for a variety of fitness and active living activities. Indoor squash and racquetball courts are not recommended, as future trends and participation histories indicate declining interest in these activities.

Recommendations

Recommendation 22: In the short term and to alleviate outstanding demand, it is recommended that Coronation Fitness Centre be upgraded/expanded, and a new fitness centre be developed at Confederation Leisure Centre.

Recommendation 23: The feasibility of including a fitness facility in the redeveloped multi-purpose recreation complex being recommended for Clareview Recreation Centre in the suburban north should be assessed in the medium term.

⁴³ Fitness industry data suggests that where the products are not differentiated significantly by price, programming, or range of facilities, the single most determining factor for choosing a fitness facility is accessibility from home/work. A 15 minute drive time is considered the outer limit of acceptability.

Recommendation 24: Over the life of this plan, the feasibility of adding fitness components to existing recreation facilities and including fitness components as part of new multi-purpose recreation complexes in growing areas of the city should be assessed. Prior to developing new fitness centres as part of these complexes, a district-based assessment of competing fitness centre facilities (private, educational, etc.) within a 15 min. drive radius is recommended.

Recommendation 25: At minimum, new fitness facilities should include a weight room with cardio equipment, plus a multi-purpose, flexible aerobics/dance/gymnastics room with wood sprung floor, which can be programmed for a variety of fitness and active living activities. Indoor squash and racquetball courts are not recommended, as future trends and participation histories indicate declining interest in these activities.

4.2.1.6 Gymnasia

Municipal gymnasia, especially in the central areas of Edmonton, appear to be at capacity and in fair physical condition at best. City operated gymnasium space includes a gym at the A.C.T Aquatic and Recreation Centre, the Commonwealth Stadium, the Kinsmen Sports Centre, the Central Lions Senior Citizens Centre, and the Northgate Lions Senior Citizens Recreation Centre, as well as three gyms in suburban YMCA operated facilities. Map 8 illustrates the distribution of selected gymnasia facilities. This supply is augmented by the availability of school gymnasia throughout the city. (See Table 4.11.)

Table 4.11: School Gymnasia in Edmonton

Size Ranking	# of Gymnasia	Percentage of Total Gymnasia
AA	22	6.9%
A	11	3.4%
B	91	28.5%
C	83	26.0%
D	112	35.1%
Total Gymnasia	319	100.0%

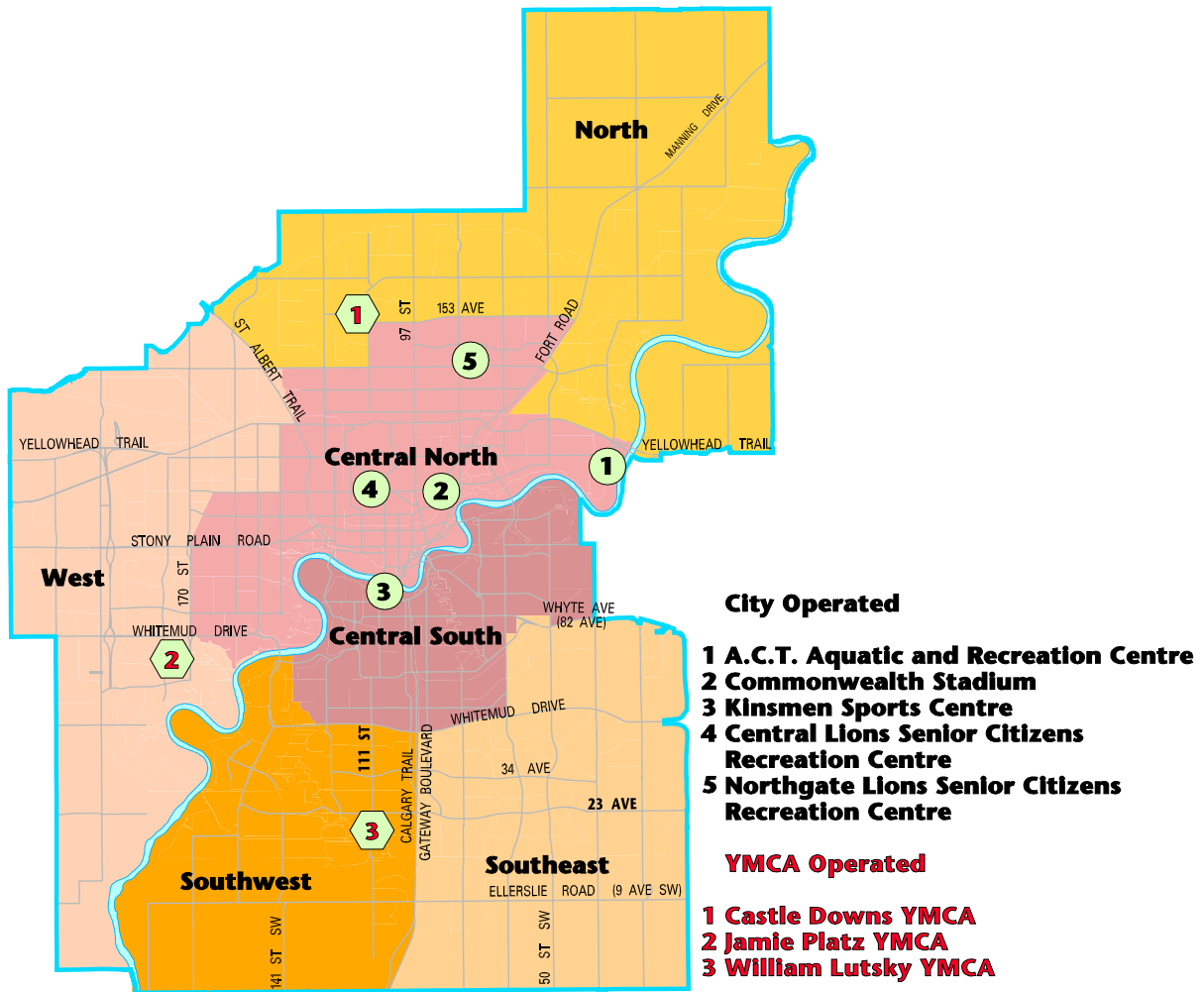
Map 8: Distribution of Gymnasias

Gymnasias

1 City Operated

1 YMCA Operated

Note: 210 school gymnasias are currently booked under the Joint Use Agreement



Indicators of Facility Need

Service Levels

- Gymnasias are included in five of the City's recreation centres in the central areas. They are also found in each of the YMCAs that are partnered with municipal facilities, all of which are located in the suburbs.
- The Joint Use Agreement enables the municipality to gain access to 210 school gymnasias throughout Edmonton. However, only about 12% of these fall into the top two size categories (of 5 total categories), while almost half are ranked in the bottom two size categories.

Conditions of Current Supply

- Most of the municipally-operated gymnasias in the central areas are in fair (C) physical condition and at capacity. The exceptions to this is the Kinsmen Sports Centre field house, which was rated as under capacity from May-December, and the Commonwealth Stadium, which was rated as being in good (B) physical condition.
- The suburban YMCA gymnasias are in at least good (B) physical condition while their capacity rating is unknown.

Stakeholder Needs

- Of the sport groups who use primarily gymnasium facilities, the majority stated that insufficient facility time is available in Edmonton to accommodate all of their needs. Based on outstanding demand, user groups require the equivalent of approximately 3 gymnasias capable of accommodating adults during prime time.
- Gyms were the second-most requested facility next to arenas.
- User groups' satisfaction with gymnasias was the second-lowest among all facilities. *Too small for our activity* and *ceiling too low* were the primary reasons for dissatisfaction.
- Of the 55% of community survey respondents who use municipal facilities, 36% use gymnasias, with significantly higher usage occurring in the southwest area of the city.
- Of the 33% of residents who believe additional community facilities are needed, 11% suggested gymnasias. As with fitness centres, a significantly greater percentage of requests for this facility were received from respondents in the west area of the city.

Distribution and Design of New Gymnasium Facilities

Based on current demand and future trends gymnasias will continue to be important district-level facilities, and should be provided in future multi-purpose facilities in growing areas of the city. While school facilities will continue to complement the supply of gymnasias in growing areas, school gyms are often inadequate to meet the needs of teen or adult sports groups, and continued access through Joint Use Agreements is not guaranteed. The gyms that will continue to meet the needs of these groups will be full sized double gyms with the dimensions, floor area, ceiling height, amenities and finishes to accommodate a variety of indoor sports such as basketball, volleyball, badminton, floor hockey, etc. Gyms should provide active programming space to support other community recreation programs (e.g. teens' programs; older adults programs, family programming, etc.). Flexible components such as a dividing wall to allow for 2 different

activity areas at any given time and a stage area should also be considered. Gyms may also serve as an occasional hall/auditorium facility or venue for community meetings, banquets, open houses, etc., during non-prime time and when not programmed for their primary uses. They should be considered as components of all new recreation facilities being recommended in this report, such as twin pad arena complexes and aquatic complexes.

Recommendations

- Recommendation 26:** To respond to current outstanding demand, at least one full size gymnasium should be provided as part of a new multi-purpose recreation complex in the short term.
- Recommendation 27:** In the short term, the City should develop a gymnasium strategy in cooperation with Edmonton's School Boards.
- Recommendation 28:** New gymnasia should be considered as components of all new and redeveloped multi-purpose recreation complexes, including twin pad arena complexes and aquatic complexes.
- Recommendation 29:** At minimum, five more gyms will be required over the medium term as components of new or redeveloped facilities to accommodate future population growth. This number recognizes that at least part of this need will be met through gymnasia in future educational and institutional facilities.
- Recommendation 30:** Future gymnasia should be full-sized double gyms with the dimensions, floor area, ceiling height, amenities and finishes suitable for adult play and to accommodate a variety of indoor sports such as basketball, volleyball, badminton, floor hockey, etc.

4.2.1.7 Multi-Purpose Space

The majority of Edmonton's major recreation facilities currently contain some space for flexible programming and this has been integrated well with other community services and amenities. Multi-purpose space will increasingly be needed in Edmonton's suburban areas as these neighbourhoods develop.

Table 4.12: Multi-Purpose Space Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	9	27,071	NC-AC	B-C		
Central South	100,278	2	50,139	NC-AC	B-C		
North	99,067	2	49,534	NC	B-C	Medium	→
Southeast	94,785	1	94,785	AC	B		
West	66,709	1	66,709				
Southwest	86,105	1	86,105		C		
Total	690,580	16	43,161				

Indicators of Facility Need

Service Levels

- Multi-purpose space is heavily concentrated in the central areas, in the Commonwealth Stadium complex, Rundle Park Family Recreation Centre, ACT Aquatic and Recreation Centre, Grand Trunk Leisure Centre, the two older adults' centres, the Kinsmen Sports Centre and the City Arts Centre. Suburban multi-purpose space includes Mill Woods Recreation Centre in the southeast quadrant, and hall spaces at Clareview and Castledowns Arenas. There are also multi-purpose spaces in specialty facilities such as Fort Edmonton Park and the Prince of Wales Armouries and Archives that augment the supply of multi-purpose spaces.
- Many of the 144 independent Community Leagues throughout Edmonton also operate halls on City land for residents' use.

Conditions of Current Supply

- Most of this flexible space is rated as in good (B) or fair (C) condition and "at capacity".

Stakeholder Needs

- Participants in the multi-cultural and Aboriginal focus groups mentioned various forms of multi-purpose space as desired facility components.
- Facility user groups reported outstanding demand equivalent to approximately one large multi-purpose space during prime time. Much of this request came from groups that use facilities in the central north planning area.
- Multi-purpose rooms and meeting rooms were the two highest-rated facilities in terms of user satisfaction. Of the small number of groups that indicated dissatisfaction, the main reason cited was that the rooms are *too small*.

- Of the 55% of community survey respondents who use municipal facilities, 12% indicated using meeting rooms, with usage not differing significantly across the city.

Distribution and Design of New Multi-Purpose Spaces

To respond to the recreation needs of future population growth, multi-purpose space should be provided in all future district-serving recreation complexes being recommended for this study. This space will complement other facility components and become a valuable resource for community use. New or redeveloped multi-purpose recreation facilities with an aquatic component, an arena component, a double gym, and/or creative arts studio would also likely include flexible multi-purpose space to meet programming needs. As a general guideline, one such facility to serve a district of 40,000 to 80,000 residents should be adopted. Flexibility, adaptability, and accessibility should be the guiding principles for future multi-purpose spaces. Maps 1 and 3 (duplicate maps) illustrate distribution of proposed multi-purpose facilities.

Recommendations

- Recommendation 31:** To respond to the recreation needs of future population growth, multi-purpose space should be provided in future district-serving multi-purpose recreation complexes being recommended for this study.
- Recommendation 32:** Communities with population groups who may experience reduced mobility (e.g., youth at risk, low income families, seniors, or other priority populations), should have continued access to multi-purpose spaces close to home.
- Recommendation 33:** Multi-purpose spaces in future recreation facilities should be designed to ensure maximum flexibility and adaptability to maximize the range and type of use (i.e., developing programming rooms side-by-side with movable partitions, including a stage in a gym to create a secondary banquet/performance venue, designing an exercise room to also meet dance and gymnastics needs, etc.).

4.2.1.8 Arts and Cultural Facilities

In addition to the City Arts Centre that is owned and operated by the Community Services Department, there are a number of facilities located on City land which have been developed through a variety of partnerships. For example, the Citadel Theatre, the Francis Winspear Centre for Music, the Arts Barn, and a number of smaller performance and arts venues operated by community organizations. Edmonton provides a comparable level of service to other communities.

Table 4.13: Arts and Cultural Facility Provision by Area of Edmonton

Area	2005 Population	# of Facilities	Service Ratio (1 to)	Capacity Rating	Physical Condition	Facility Trends	Participation Trends
Central North	243,636	0					↑
Central South	100,278	1	100,278	AC	B	Low	Mainly due to aging of the population but also in response to growing accessibility of arts and culture for all age groups.
North	99,067	0					
Southeast	94,785	0					
West	66,709	0					
Southwest	86,105	0					
Total*	690,580	1	690,580				

*The total number does not include theatres, galleries and a number of smaller performance and arts venues owned by the City and operated by community organizations.

Table 4.14: Arts and Cultural Facility Provision in Selected Alberta Municipalities

Municipality	2001 Population	Current # of Facilities	Current Service Ratio
Edmonton	666,104	1	666,104
Calgary	878,866	2	439,433
Red Deer	67,707	2	33,853
Lethbridge	67,374	1	67,374
Medicine Hat	51,249	n/a	n/a
Average			301,691

Indicators of Facility Need

Service Levels

- The City Arts Centre is located in the central south area of Edmonton. Visual arts activities are also provided in the two older adults centres and through some of the City's heritage attractions.
- 86% of Edmontonians age 55-64, prime consumers of artistic activities live in an area where no municipal arts centre exists (36% in the central north and 50% in suburban quadrants).
- Edmonton has a reputation as being a "festival city".

Conditions of Current Supply

- The City Arts Centre is used to capacity and is in good physical condition.

Stakeholder Needs

- There are differing points of view across arts user groups as to whether or not the supply of arts-related facilities is adequate to meet needs.
- Most visual arts groups indicated that sufficient facility time is available in Edmonton to accommodate all interested participants.
- User groups requested additional time each week of 143 hours in dance studios, 100 hours in rehearsal space, 65 hours in creative arts rooms, and 12 hours in performance space. Groups using facilities across the entire city requested much of this time.
- User groups' satisfaction with arts and cultural facilities was mixed. Creative arts spaces and performance spaces were rated quite highly, dance studios were rated slightly lower than the mean of all facilities, and rehearsal space was the lowest-rated of all the facilities. *Inadequacies in storage space, seating, and overall size of the facility* were problems cited frequently by dissatisfied groups.
- Of the 55% of community survey respondents who use municipal facilities, 8% indicated using a craft studio.
- Of the 33% of residents who believe additional community facilities are needed, 4% suggested an arts and craft room.
- In the phase 2 consultation, arts groups were seeking opportunities for more arts and cultural activities.

Trends

- Participation in arts and cultural activities is growing due to such factors as higher levels of education, greater awareness of the arts, increased affluence among the Canadian population, and an aging population with more passive and spectator-oriented leisure interests.

Distribution and Design of New Arts and Cultural Facilities

As the participant level becomes more advanced, purpose-built facilities become more desirable to arts and cultural groups and community multi-purpose spaces less so. However, there will be a growing need for the City to provide opportunities for basic-level training, instruction, rehearsal, and production support due to growing interest in the arts in general and future population growth. The specifics of the spaces required should be developed with input from local arts organizations and based on community needs, however facility components which support these types of initiatives should continue to be considered for all new multi-purpose recreation complexes. Spaces that support the performing arts, the visual arts, and provide exhibition opportunities should all be considered for new recreation facilities. Map 9 on page 103 includes the City Arts Centre.

Recommendations

Performing Arts

Recommendation 34: Future recreation facilities should accommodate multi-purpose spaces with opportunities for the performing arts, specifically in terms of basic-level training, instruction, rehearsal and production support. The specific size, distribution, and composition of these spaces should be developed with input from local arts organizations and based on confirmed facility needs. Partnerships with arts organizations are encouraged, to develop facilities, deliver programs and manage spaces.

Visual Arts and Exhibit Space

Recommendation 35: To support the growing interest in the arts in general and future population growth, new visual arts space suitable for basic-level interest and instruction should be considered as part of new district-based multi-purpose facilities.

Recommendation 36: Flexible arts studio spaces should accommodate activities such as painting, drawing, sculpture, pottery, ceramics, and other activities, with a capacity of at least 45 people, and including sufficient storage and cupboard space, sinks, movable chairs and tables, large cabinets with locks for various supplies, and sufficient natural lighting. If developed as a "bank" of rooms with movable partitions, spaces can also be used for small-scale banquets, meetings, etc.

General

Recommendation 37: To respond to the directions of community building and community places, opportunities to include exhibit space in new multi-purpose recreation centres should be explored. These may include permanent exhibits on local heritage, travelling exhibits from other parts of the City or Province, or house exhibits from local artists and community arts groups.

4.2.1.9 Specialty Facilities

The Community Services Department operates facilities that fall under several categories (e.g. heritage, attractions, golf, and one-of-a-kind facilities) and are generally intended for citywide use. These facilities contribute significantly to the quality of the City and to its economy. The recent (November 2003) NHL Oldtimers and regular season hockey games played on an outdoor rink created in Commonwealth Stadium drew a crowd of over 57,000 spectators. The Muttart Conservatory features more than 700 plant species in four separate pavilions. Fort Edmonton is a living history museum of the City through four historical periods. These sites and those listed below provide important recreation opportunities for Edmonton's citizens, create a strong sense of pride, and are the tourist attractions that bring visitors to the city.

Some of the attractions have current Master Plans that guide the development and service directions. Others do not. As a general rule facility master plans should be updated on a ten to fifteen year cycle. Attractions with current Master Plans include Fort Edmonton Park, John Janzen Nature Centre and the Muttart Conservatory. The Valley Zoo Master Plan Implementation Strategy was prepared in the 1990s; evolving from the 1984 Council approved Master Plan. The John Walter Museum Rehabilitation Plan was prepared in 1995. Both should be updated in the short term.

City operated specialty and citywide facilities are illustrated in Map 9 and include:

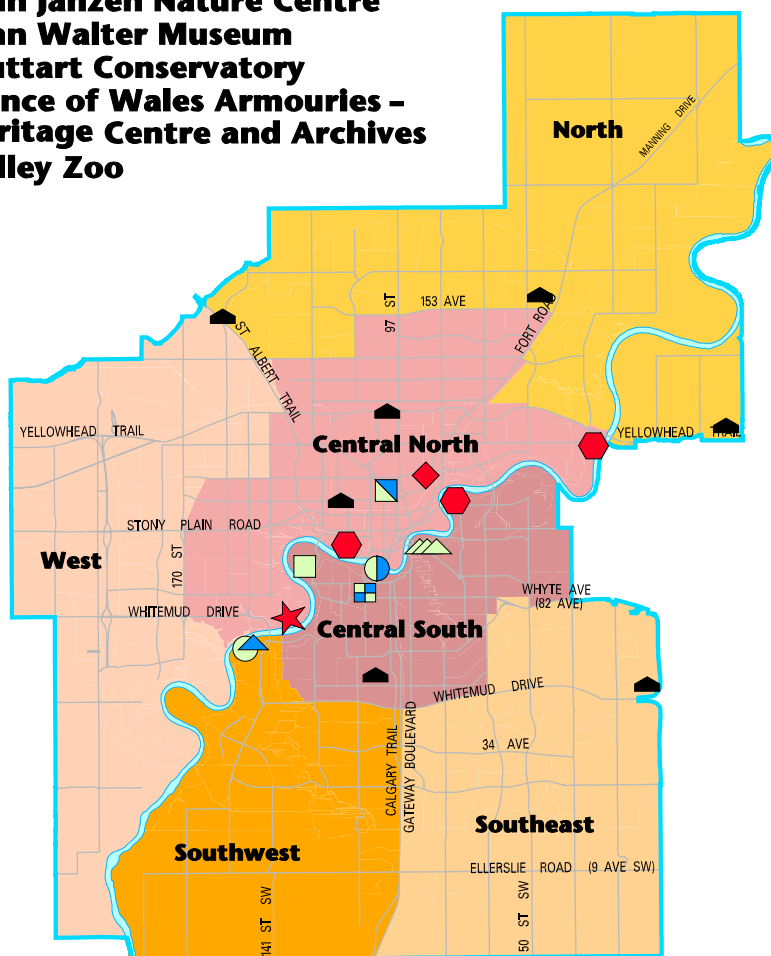
- ◆ **Fort Edmonton Park** – a living history museum that traces the development of Edmonton through four historical periods - the Fort, 1885 Street, 1905 Street and 1920 Street. The facility has a physical condition rating of fair (C) and is rated at capacity. The Fort Edmonton Park Land Use Master Plan Update was prepared in 2001.
- ◆ **Valley Zoo** – the 70-acre site displays more than 100 native, exotic and endangered animal species. The facility has a physical condition rating of poor (D) and is rated near capacity. The Valley Zoo Master Plan Implementation Strategy was prepared in the 1990s.
- ◆ **John Janzen Nature Centre** – offers programs, events, exhibits and information to encourage awareness and understanding of nature in an urban setting. The facility has a physical condition rating of fair (C) and is rated near capacity. The John Janzen Nature Centre Expansion Plan Update was prepared in 2001.
- ◆ **John Walter Museum** – displays the three original homes of a turn-of-the-century entrepreneur. The facility has a physical condition rating of fair (C) and is rated at capacity. The John Walter Museum Rehabilitation Plan was prepared in 1995.
- ◆ **Muttart Conservatory** – features more than 700 species of plants in arid, temperate, tropical and show pavilions. The facility has a physical condition rating of fair (C). The Muttart Conservatory Master Plan and Land Use Plan was prepared in 2001.
- ◆ **Prince of Wales Armouries Heritage Centre & Archives** – the former armouries building is an historic site that now houses meeting, banquet and community space as well as the City Archives. The facility has a physical condition rating of good (B) and is rated near capacity.

- ◆ **Commonwealth Stadium** – built in 1978, it seats 60,000 on two tiers. It is home to the Canadian Football League's Edmonton Eskimos and Canada's National Soccer Team. The stadium has hosted many international sporting competitions including the Commonwealth Games, the World University Games, and the IAAF World Championships in Athletics. The stadium is part of the Commonwealth Sports and Fitness Centre that includes a fitness facility, multi-purpose space and gymnasium, all addressed in the appropriate sections of this report. The facility has a physical condition rating of good (B) and is rated under capacity.
- ◆ **Public Golf Facilities** – the Community Services Department operates three public golf courses and a driving range in the North Saskatchewan River Valley. Victoria Golf Course, Riverside Golf Course, and Rundle Golf Course provide for a variety of experiences and challenges. Victoria Golf Course is Canada's oldest municipal golf course, dating back to 1905, and hosts a practice facility and range. Victoria and Rundle Golf Courses each have specially-designed golf carts available for golfers with mobility impairments. The physical condition rating of the courses vary, from good (B) to poor (D) and they are rated at capacity.
- ◆ **Heritage Amphitheatre** – located in Hawrelak Park, the facility is Western Canada's largest outdoor amphitheatre. It includes a covered stage, a fixed seating area for 1,100 and festival seating for an additional 2,900 patrons. The amphitheatre is booked by the Community Services Department through the event and concert season, from May to September.

Map 9: Distribution of Specialty Facilities – City Operated

Specialty Facilities City Operated

-  **Cemeteries (7)**
-  **City Arts Centre**
-  **Commonwealth Stadium**
-  **Fort Edmonton Park**
-  **Golf Course (3)**
-  **Heritage Amphitheatre**
-  **John Janzen Nature Centre**
-  **John Walter Museum**
-  **Muttart Conservatory**
-  **Prince of Wales Armouries –
Heritage Centre and Archives**
-  **Valley Zoo**



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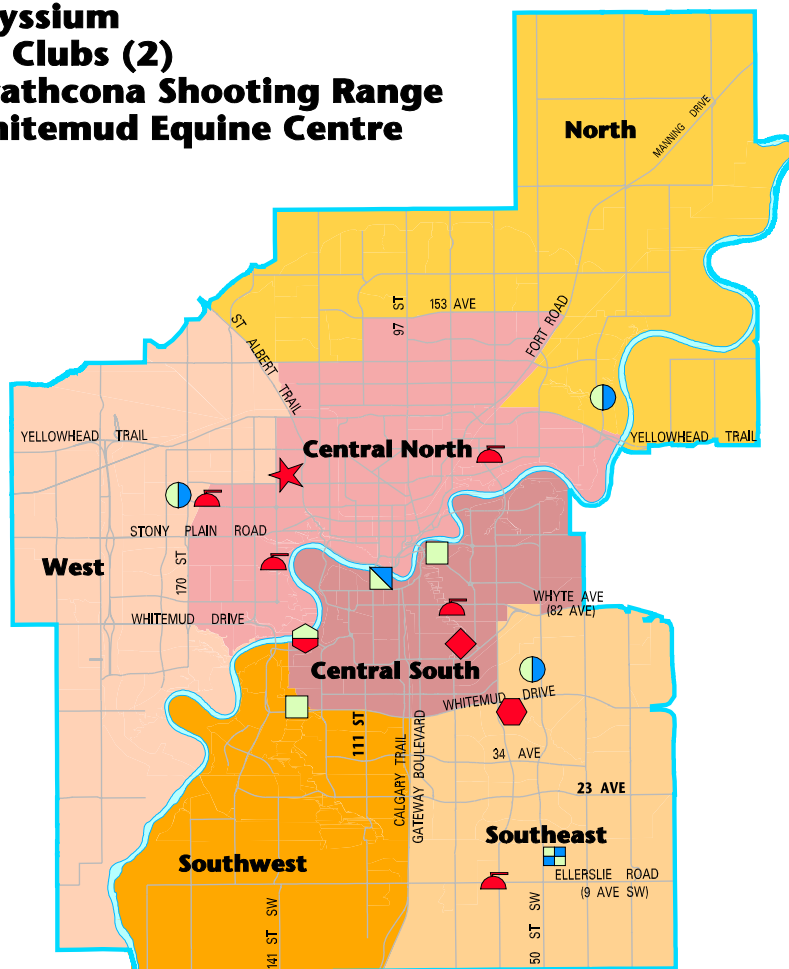
In addition, the City of Edmonton supports citywide and specialty facilities located on City land through various partnership arrangements. These facilities are illustrated in Map 10.

- ◆ **Argyll Velodrome** – the facility is operated by the Argyll Velodrome Racing Association through a lease with the City of Edmonton.
- ◆ **Strathcona Shooting Range** – the range is operated by the Northern Alberta Shooters Associations (NASA) through a lease with the City of Edmonton.
- ◆ **Whitemud Equine Centre** – the centre is operated by the Whitemud Equine Centre Association through a lease with the City of Edmonton.
- ◆ **Snow Valley Ski Club** – the Snow Valley Ski Club operates the facility through a management agreement with the City of Edmonton.
- ◆ **Edmonton Ski Club** – the Edmonton Ski Club operates the facility through a lease with the City of Edmonton.
- ◆ **Mill Woods Golf Course** – the public golf course is operated by the Mill Woods Cultural and Recreational Facility Association (MCARFA) under an agreement with the City of Edmonton.
- ◆ **Kinsmen Pitch and Putt** - this 18-hole golf course (par 54) is oriented to the short game or for beginners or novices, and therefore attracts families and young people. The facility is operated by the Kinsmen Club of Edmonton through a lease with the City of Edmonton.
- ◆ **Odyssium** - the Edmonton Space and Science Foundation operates the attraction through a lease/operating agreement with the City of Edmonton. The Odyssium includes a planetarium, IMAX theatre and several interactive exhibit galleries.
- ◆ **Curling Rinks** – 5 of 10 curling rinks in the city are sited on City land but operated through a curling club or Community League through a lease with the City of Edmonton. This accounts for 34 of 76 sheets of ice available in Edmonton. Most curling clubs also provide multi-purpose space (e.g. lounges and meeting or banquet rooms).
- ◆ **Theatres and Art Galleries** – There are also a number of theatres and art galleries operated by arts and cultural groups and available to Edmonton residents throughout the city. (Note: these are not listed on Map 10.)

Map 10: Distribution of Specialty Facilities – Partner Operated

Specialty Facilities Partner Operated

- ◆ Argyll Velodrome
- ⌒ Curling Rinks (5)
- Edmonton Soccer Centres (3)
- ▣ Kinsmen Pitch and Putt
- ⬠ Mill Woods Golf Course
- ★ Odysium
- Ski Clubs (2)
- ▣ Strathcona Shooting Range
- ⬠ Whitemud Equine Centre



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The Community Services Department also operates 7 cemeteries that provide planning, interment, memorial and perpetual care services in four of the seven sectors of the city. These cemeteries serve a range of needs including emotional and support services. They are also an important historical and cultural resource to the city and provide passive space for quiet contemplation and natural habitat. A 1994 Physical Master Plan recommends continued facility development to provide for the needs of the current and future community. In time, the older central cemeteries will be built out and there will be a shift in services, administration and maintenance to the newer sites. Since the plan has been developed, legislation, social preferences and trends related to burial, required support services, and concepts regarding the role of cemetery sites within the larger open space picture, may have changed. Preparing a cemetery master plan is a very specialized area of study and while these facilities are operated within the Community Services Department, their issues are very different from those of recreation planning.

Service Levels

- Most citywide facilities are centrally located immediately north or south of the North Saskatchewan River. Commonwealth Stadium is centrally located minutes from downtown Edmonton and can be accessed by direct Light Rail Transit. Most facilities are used by all ages of residents and visitors, with the exception of the Armouries and Archives and golf courses that are used primarily by adults and seniors.

Conditions of Current Supply

- The fundraising efforts of key partners aid capital development at Fort Edmonton Park, John Janzen Nature Centre and the Valley Zoo. Collaborative working relationships exist between the City and the Fort Edmonton Historical Foundation, the Edmonton Nature Centres Foundation and the Valley Zoo Development Society.

Stakeholder Needs

- Many of the attractions have their own development or redevelopment plans and/or marketing studies that look at future physical growth and development. These were developed from the early 1990s to 2001. The plans are generally conceptual, with more detailed feasibility studies required when specific projects are anticipated.
- Citizen satisfaction with City attractions is consistently rated very high. In the 2001 Citizen Satisfaction Survey, 81% of respondents said they were very satisfied or somewhat satisfied with City attractions. In the Recreation Facility Master Plan telephone survey, of the 55% of respondents who use municipal facilities, 39% use Fort Edmonton Park, 35% use the Valley Zoo, 32% use a municipal golf course, and 28% use the John Janzen Nature Centre.

Recommendations

Recommendation 38: The Community Services Department should ensure that each citywide facility has a current (updated at minimum every 10 to 15 years) master plan that identifies service directions, future development plans, land requirements, operating and capital cost implications of development and service initiatives and funding sources.

4.2.1.10 Facilities Responding to Emerging Trends

In addition to the major indoor recreation facilities discussed in this report there are several emerging indoor facility components, which can be found in large urban municipalities. Facilities such as indoor skateboard parks, climbing walls, and BMX sites enhance the recreation experiences provided by more traditional indoor recreation facilities. Developing them in conjunction with facilities at all levels of the facility continuum is appropriate. Many of these facilities respond to the interests of children and youth, but some (climbing walls, for instance) attract participants of all ages. For speciality and citywide indoor facilities that are frequently the site of tournaments, special events and tourist visits, these ancillary facilities provide places for siblings of participants involved in tournaments, or opportunities for a casual break in the day's events. Some (e.g., BMX and skateboard sites) bring revenue-generating opportunities as well. The sections that follow highlight key considerations for several of these facilities. The level of supply and specifics of development and management for these facilities should be addressed in more detailed plans.

Emerging Trends

- A number of sports, sometimes referred to as extreme sports, can often be located in the same multi-purpose space. These activities include skateboarding, roller blading, and BMX riding/trick jumping. Indoor facilities that provide facilities specifically for these activities are often private sector operations, although there are examples of public operations as well. These activities are youth oriented, and currently, participants are more likely to be male than female, although that may change over time. The City of Regina has recently developed a multi-use skateboarding, blading and BMX park.

- Climbing walls are also popular activities, often connected with extreme sports. Climbing walls have been added to gymnasiums or are stand-alone facilities. Walls are not always walls, some are free-standing, multi-sided structures that can be permanent or moved from site to site. While walls usually involve protective gear and rappelling lines, there are walls designed for the edge of pools for use without gear and lines. Fitness climbing walls attract adults as well as children and youth and are more likely to be found in recreation centres as components of another facility e.g., gymnasium, rather than as stand-alone structures.
- Extreme sport activities involve youth in decision making, for extreme sport facility development, policy and operating procedures.
- Mobile skateboard facilities, and climbing walls appeal to much younger skateboarders, and are generally used to provide occasional programming to the region or for special events.
- Development costs for permanent skateparks ranges by size and configuration. Costs for recently developed regional serving sites in Calgary, Alberta, several cities in British Columbia and in Ontario range from \$125,000 (neighbourhood or district sites) to almost \$2M (Calgary).
- Indoor and private skateparks generally offer some form of supervision. At supervised sites skateboarders are required to wear helmets and other protective gear. Operators often require permission forms signed by parents of minors.
- The Consumer Products Safety Commission reports that skateboarding has a smaller percentage of reported injuries per participant than soccer, baseball and basketball.
- Involvement of skateboarders in the development of the site is critical to its success, regardless of size and scope of facilities.

The feasibility of providing permanent indoor skateboard sites at the speciality or citywide level, and temporary indoor sites at the neighbourhood level (using off season ice facilities) is consistent with the Principle that supports developing neighbourhood “hubs”. Investigation of permanent indoor sites should include a strong focus on market demand, ability to finance, and ongoing operating. As a youth-serving facility the cost to use will be an issue. Skateboarding has gained considerable public acceptance in recent years. BMX enthusiasts, while having generally the same demographic as skateboarders sometimes feel their needs are overlooked. Involvement of youth in the development of these facilities, attention to a wider range of extreme sport interests, and development of multi-use sites would help allay concerns by some segments of the youth population.

Recommendation 39: The City should confirm through further investigation, the extent of interest of the city's youth population in emerging indoor facilities such as indoor skateboard and BMX facilities, and determine an appropriate level of provision, complementary facilities and operational requirements. This assessment should be the basis for decisions on future delivery of these facilities.

5.0 IMPLEMENTATION AND COSTING

The final chapter of the Recreation Facility Master Plan outlines activities to assist with implementation of the recommendations of this Plan. Chapter 5.0 also outlines proposed timing for facility development and provides order of magnitude capital costs associated with the facility recommendations. This chapter is presented in the following sections:

- Communicating and Promoting the Plan
- Developing and Assessing Partnerships
- Implementing and Monitoring the Recreation Facility Master Plan
- Conceptual Planning
- Financial Strategy

5.1 Communicating and Promoting the Plan

The Recreation Facility Master Plan recommends an approach to responding to the City of Edmonton's public recreation facility needs that is responsive and financially responsible. Key themes of this Plan are:

- The importance of recreation to the city's quality of life, healthy individuals and communities;
- The opportunity to use the City's recreation infrastructure to build and preserve communities;
- The need to provide appropriate infrastructure; and
- The importance of partnerships to link communities and service providers and to maximize cost efficiency.

To support the goals of this Plan, and to ensure that the City's new approach to providing recreation facilities is well understood by the city's residents, partners and businesses, the Plan must be widely communicated. Communication of this Plan can incorporate a variety of methods and media including brochures, use of the City Web site, press releases, etc.

Prior to its completion, the Plan's directions and recommendations were shared with staff of the Community Services and other City departments, advisory groups and partner groups. Meetings were held with stakeholder groups and interested members of the general public. The Plan reflects the input of the community both in its early preparation and when directions were completed in draft form. The communication process however, must continue after the Plan is received in its final form.

The Recreation Facility Master Plan is lengthy, and designed to be a detailed technical report. The new Facility Model and recommendations are elements that the public will find most interesting. To communicate these key points, easy to read, graphically focused, informational brochures (either as stand-alone brochures or as part of the City's recreation guides, Web site etc.) should be created. A brochure that explains the steps involved in the review of partnership proposals will assist potential partners and the community-at-large to follow that process. Other communication products to promote the overall Facility Model will have more general appeal.

Recommendation 40: On adoption of this Recreation Facility Master Plan, the City should draft a user-friendly pamphlet(s) outlining the manner in which the City will entertain future partnership initiatives, and the expectations for partner proposals. This information should be available to anyone approaching the City with a partnership proposal.

Recommendation 41: On adoption of this Recreation Facility Master Plan, the City should develop graphically oriented products to communicate the overall direction of the Facility Model and the Plan's recommendations. These communication products can take the form of inserts to the City's recreation guide(s), Web site page(s), or stand-alone brochures.

Recommendation 42: On adoption of this Recreation Facility Master Plan, the City should seek out opportunities to meet personally with potential partners, community organizations, and the media, to promote the key elements of the Recreation Facility Master Plan.

5.2 Developing and Assessing Partnerships

The Recreation Facility Master Plan strongly recommends that where possible and appropriate⁴⁴ recreation facilities should be provided in partnership with other viable agencies and groups. In some communities, there may be opportunities to provide this basic level of service through partnerships, and these should be explored. Where a community seeks facilities that go *beyond* basic levels, either by virtue of enhancing the supply (please refer to the Facility Continuum in Chapter 3.0), adding unique or specialized facility components, or providing amenities beyond those required for basic programs and services, then partnerships are a necessity.

The Community Services Department frequently receives requests to provide or support new facility development/redevelopment. Early in the Plan's activities staff identified the need for a process to assist in evaluation of these requests. Staff noted that potential projects must be assessed for viability, and service

⁴⁴ Principle 9 - *focused funding*, indicates that the City will ensure a basic level of service with basic instructional and recreation programs for all communities. Facilities that support this basic level are considered important for community health, safety, and integrity, and will continue to be the major focus of municipal tax dollars. The terms "basic level of service" and "basic services" are subjective. They reflect those services deemed to be "basic" by the ISS, the Community Services Department's mandate, etc. What is considered "basic" could change over time. When referred to in this Plan it is assumed that such services are consistent with the City's current definition of basic services. When detailed design standards (size, amenities, materials, etc.) are developed for facility components these will further define the concept of "basic".

relevance. The City must be able to efficiently identify appropriate partner projects and clearly defend its rationale for proceeding or not proceeding with a project and/or partnership. It will do this through measurable criteria that are easy to gather and document, and reliable.

The Community Services Department has a clearly defined vision and strategic directions (referred to as service themes) documented in the Integrated Service Strategy. Viable projects must be relevant to the Community Services Department's new directions or themes, which are a current component of the capital budget process.

Edmonton's facility development process is guided by community needs, implications of capital development on annual operating budgets, infrastructure lifecycle needs, and municipal financing strategies⁴⁵. The Department's planning and operational decisions are based on a factual and thorough understanding of the City and its future. The Department targets programs and resources based on empirical analysis of issues, trends and priorities. Capital projects are evaluated and ranked to identify priority. Criteria used to rank projects include: implications for service reduction (if left undone), tax reduction (if done), impact on customer service/quality of experience, economic impact, safety, legislative requirement, consistency with ISS direction, and consistency with demonstrated community demand⁴⁶.

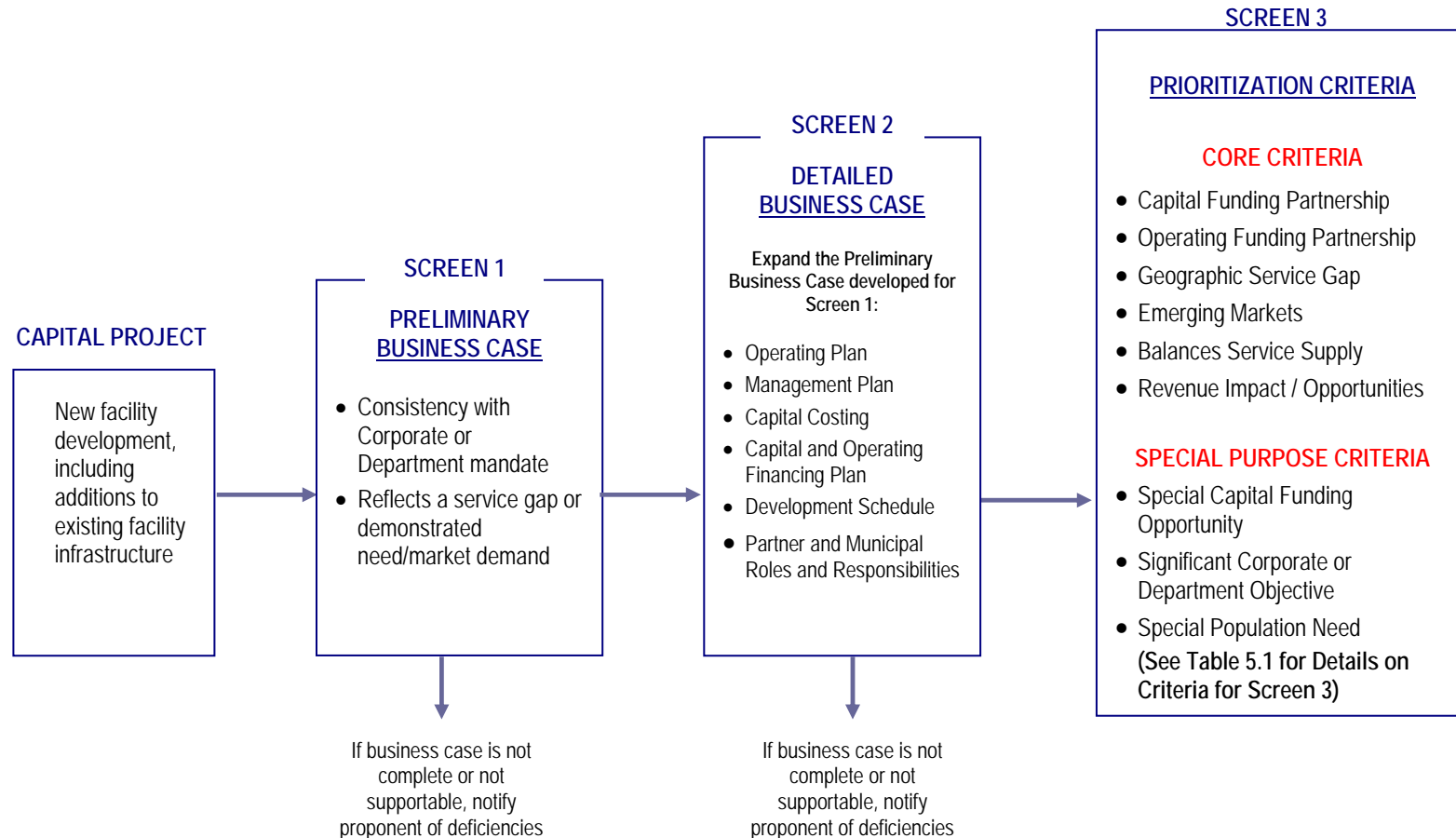
The process described in Figure 5.1 is complementary to the capital budget prioritizing process. It describes *what* a potential partner – whether an incorporated community association, a not-for-profit agency, other public sector service providers (e.g., boards of education, health provider) or a private sector or commercial operation – must bring to the City, for the City to enter into discussions for a particular project. Information required to operationalize the criteria and process outlined in Figure 5.1 are discussed following the Figure.

Partnered projects require sufficient evidence of need or reliability, and the process illustrated in Figure 5.1 is designed specifically for such projects. Rather than subjecting all projects submitted as possible partnerships to the total ranking criteria, some criteria are designated as *screening criteria*. To proceed to further analysis, projects must first pass the test of screens designed to be easily applied. Safety issues should not be subject to the screening process but should take first priority. If a project has no demonstrated demand, or is inconsistent with the Department's mandate, it is returned to the proponent to address deficiencies. Those projects that remain are evaluated using the criteria in Screen 3. If the project reflects a safety issue for a facility that has clearly demonstrated need and use by the community, it is assumed the project must proceed as a critical infrastructure refurbishment.

⁴⁵ From Capital Priorities Plan & Budget Process document, City of Edmonton.

⁴⁶ Community Services Capital Project Criteria Ranking.

Figure 5.1: Capital Project Prioritizing Process



5.2.1 Criteria to Assess Partnered Projects

The first two screening steps require the proponent to develop a business case for their project to test viability. The first screen is perhaps the most critical, and determines whether a potential project will proceed to further evaluation. It is noted that while this process is designed to support the evaluation of projects that are presented to the City from outside, the process holds equal value and importance to City-initiated projects.

With both partner and City-initiated projects, the City exercises due diligence in the evaluation of key documents in this process. Appropriate to the circumstances, this may involve the use of internal (City) or external expertise for independent reviews or verification of information and conclusions presented, such as demonstration of need and detailed business cases.

Screen 1 – Preliminary Business Case:

When a potential partner approaches the City with a concept the approach must include a formal, documented, business case that includes:

- Demonstration of the fit of the project with the City's current planning mandate, including the ISS, the market and needs assessment component of the Recreation Facility Master Plan and the Facility Model.
- Documented demonstrated market need and demand. Documented evidence should include information on relevant service trends including participation growth both locally, and regionally (or beyond); current participation that accurately quantifies the market including information on waiting lists.

Recognizing that some groups may not initially have the resources or information to adequately demonstrate demand, informal sharing of information between the groups and the Department early on in the process, is encouraged. The communication pamphlets recommended above will provide important overview information. All existing data on facility usage and outstanding demand for programs or services should be made readily available upon request. The City's trend information and research, to the extent that these are public documents, should also be available upon request.

To assist the City to efficiently review projects that have appropriate documentation the initial pages of a proposal should demonstrate clear market demand and consistency with the City and Department's mandate. If either element is absent or not demonstrated, further review would not be undertaken and the proponent would be notified of any deficiencies or the decision not to proceed.

Screen 2 – Detailed Business Case:

Once a potential project passes the requirements of Screen 1, the proponent expands their preliminary business case with the following:

- An accurate and detailed five year **operating plan** outlining staff and operational costs; revenues by source; detailed information on rates and fees; and documentation demonstrating the viability of these fees within the market. Net operating costs illustrating either profit or loss and the plan for profit distribution or loss management, must be provided.
- A detailed **management plan**, including operational staffing - numbers, and structure, and management structure (e.g., board of directors, business operation).
- A detailed professional **capital costing** of the project, with costs provided by those qualified to provide such costs.
- A **capital and operating financing plan** illustrating how both capital and operating costs will be managed. Where municipal contribution is identified either with respect to capital financing, land base, or operating subsidy, this must be clearly noted. Responsibility for life-cycle infrastructure maintenance must be identified.
- **Development schedule**, including capital funding process/timing, construction, opening.
- Discussion of **partner and municipal roles and responsibilities** in the development, management and ultimate responsibility for the project. This must clearly outline the potential risk to the municipality in anticipation of all possible eventualities.

It is recommended⁴⁷ that, on adoption of this Recreation Facility Master Plan, the City draft a brief document outlining the manner in which they will entertain future initiatives, and the expectations for partner proposals. This information can be available and provided to anyone approaching the City with a project.

Screen 3 – Prioritization Criteria:

Projects deemed viable, those that are consistent with the Department and City mandates (Screen 1) and fulfill the requirements of the detailed business case, (Screen 2) should be prioritized against the criteria in Screen 3. These projects will be competing with other capital projects, including those initiated by the Community Services Department and elected officials, within the City's ongoing capital budget process. This process takes into consideration the City's commitment to achieving citizen priorities through partnerships. The magnitude of partner consideration will be a factor in the ranking of viable initiatives.

⁴⁷ See Recommendation 40 in Section 5.1.

Table 5.1 illustrates the core criteria noted in Screen 3 (Figure 5.1). Core criteria will generally remain the same each year (those listed first in Table 5.1). Adjustments in the City or Department's priorities, and community considerations could result in the addition or deletion of special purpose criteria. Several are suggested in Table 5.1. The values given in Table 5.1 are simply for example. The Community Services Department should review and adjust these draft criteria as appropriate and allocate reasonable values.

To ensure that the opportunity or magnitude of partnership funding does not overshadow other critical initiatives, which may not have the same level of resources brought to the table, the City should carefully consider the relative weight assigned to each of the criteria. This can be accomplished by either adjusting the points given to each criterion, or by weighting⁴⁸ the criteria.

⁴⁸ By weighting the criteria each project will be evaluated based on the degree (on a scale of 1 – 10) that it reflects the criteria. This number would then be multiplied by a weighted score that reflects the relevance of each criterion. Therefore if "geographic service gap" is more important than "emerging market" the weight would be higher for the former. It should be noted that all projects have demonstrated consistency with mandate and market need and therefore these should not be evaluation criteria.

Table 5.1: Suggested Criteria for Screen 3

Core Criteria	Description	Value ⁴⁹	Information Required to Operationalize
Capital Funding Partnership	<u>Confirmed</u> and relatively significant capital funding from a partner. The City would determine the relative significance of the partner's capital contribution.	10	The City should develop a position on the financial commitment required for a "partner" rather than a corporate donor or sponsor. This could be a percent of overall costs. Commitment in writing from a partner.
Operating Funding Partnership	<u>Confirmed</u> and relatively significant commitment to annual operating funding from a partner. The City would determine the relative significance of the partner's operating commitment.	10	The City should develop a position on the financial commitment required for a "partner" rather than a corporate donor or sponsor. This could be a percent of overall costs. Commitment in writing from a partner.
Geographic Service Gap	Projects that respond to demonstrated geographic service gaps.	10	Determined by Recreation Facility Master Plan, or areas of new growth.
Emerging Markets	Projects that reflect clearly emerging markets, where supply of existing facilities is insufficient (e.g., as when girls and women entered into hockey programs, or the anticipated increase in interest in community arts and cultural activities).	10	Information provided through community surveys, demonstrated community demand, existing and current studies.
Balances Service Supply	Projects that rebalance current service supply.	10	Recommendations from the Recreation Facility Master Plan, ongoing staff assessments.
Revenue Impact/Opportunity	Projects that clearly and <u>reliably</u> demonstrate that by proceeding with development there will be a manageable neutral or positive impact on tax support, including consideration of net operating results, infrastructure maintenance costs, and financing costs if applicable.	10	Demonstrated by sound business case for each proposed project and by past experience of the City or other Cities with such projects.
Special Purpose Criteria			
Special Capital Funding Opportunity	Situations provided by special or one-time funding opportunities (e.g., matching infrastructure grants).	10	Awareness of the information needed to operationalize these criteria will be available through a variety of corporate and professional sources.
Significant Corporate or Department Objective	Situations where development is required to attract or respond to a special Corporate or Department initiative (e.g., attracting international games).	10	
Special Population Need	A project that responds specifically to a designated City high needs group (e.g., youth at risk, low-income residents, Aboriginal groups etc.).	20	
TOTAL SCORE		100	

⁴⁹ Values/scores provided as example only.

5.3 Implementing and Monitoring the Recreation Facility Master Plan

Discussion in this section includes activities to ensure that the Plan remains consistent with current practices and needs of the community. Section 5.3.1 – Business Planning Model, supports the need for strong business plans to support each of the major facility recommendations in this Plan. Section 5.3.2 – Incorporation within Existing Planning Processes, connects the Recreation Facility Master Plan to the City's current land-use planning process. Section 5.3.3 discusses ongoing monitoring activities, as well as initiatives to enhance the Plan.

5.3.1 Business Planning Model

The facility recommendations have implications for the City's annual operating budget. The City's current practice of preparing business plans for major initiatives is important and this model should be applied to the planning and operation of all new and redeveloped facilities. This approach is a component of the partnership review (section 5.2). Through the development of strong business plans, opportunities to improve cost recovery through new/innovative operating models can be explored. For example, skilful assembly of components into a multi-purpose recreation facility can generate economies of scale, and provisions for appropriate ancillary services (food, retail, etc.) can add revenue potential and increase user satisfaction.

Due to the nature of public recreation facilities, operational cost-recovery of these kinds of facilities across North America typically runs in the range of 50% to 100% (depending on a number of variables, including mandate and facility design)⁵⁰. Where public service mandates emphasize affordability, accessibility and safety, it is not prudent to assume that 100% cost recovery is achievable unless this can be supported by a realistic business plan. Therefore, both the capital and operating impacts of facility projects should be incorporated into the City's Long Range Financial Planning (LRFP) processes.

- Recommendation 43:** The City should continue to apply the business-planning model (includes the development of business plans) to recreation facility development/redevelopment. Opportunities to improve cost recovery through the investigation of new/innovative operating models should be pursued for new multi-purpose recreation facilities.
- Recommendation 44:** The City should ensure that best projections of operating and capital impacts of facility development/redevelopment are submitted to the annual Long Range Financial Planning processes.
- Recommendation 45:** The City should continue to apply the protocols and methodologies provided by the Office of Infrastructure to update recreation facility infrastructure data and investment needs.

⁵⁰ Data provided by City of Edmonton Staff

5.3.2 Incorporation within Existing Planning Processes

5.3.2.1 The City Land Use Planning Process

The Recreation Facility Master Plan and Facility Model exists within the framework of other strategies and plans within the Department as well as other City land use planning processes. All efforts should be made to integrate the recommendations of this Plan with applicable planning processes at the appropriate stages.

Recommendation 46: The City should amend the Municipal Development Plan, *Plan Edmonton*, to implement the directions set out in the Recreation Facility Master Plan.

Recommendation 47: Plans for new district recreation facilities should be identified during the Area Structure Plan process.

The Community Services Department's Parkland Services Branch is currently assessing the amount of land required to support the new Facility Model. Land requirements will reflect how parkland is distributed. The principles and recommendations of this Plan support greenway linkages (trails, open space corridors) among and between communities and the creation of community hubs for indoor, as well as outdoor space. There are also requirements for more local open space allotments. In a change from past planning practices, the allocation of more numerous mid-size neighbourhood parks to accommodate smaller, single purpose indoor recreation facilities and single ball diamonds, open fields, etc., are somewhat inconsistent with this Model. While some of these mid-size spaces are important where they support natural habitat (perhaps within the context of a linear corridor) many communities are moving to a park provision approach that includes smaller neighbourhood parks to support play equipment, urban relief etc., and larger district parks to support indoor and outdoor hubs.

In Edmonton, recreational facilities historically have occurred on municipal reserve lands normally acquired through the subdivision process. As facility land needs have either changed over time and in some cases grown, the same has occurred for open space land needs. Consequently, it is important to strike an appropriate balance between open space requirements and facility land requirements in the development of guidelines for acquisition of municipal reserve lands.

In new plan areas where no Area Structure Plan currently exists, municipal reserve land (parkland) will be provided for neighbourhood facilities for a Community League and school facilities, the latter following the direction provided by the Future School Sites Strategy.

Municipal reserve will be provided for one 8-10 ha parcel of land in district park sites for district-level facilities for each Area Structure Plan. The development and review of the Area Structure Plan will include the Recreation Facility Services Branch. The Recreational Facility Services Branch will more specifically identify the type of facility desired in the Area Structure Plan area. The availability of land and range in site size will be dependent on a number of factors:

- The physical size of the Area Structure Plan.
- The number of neighbourhoods within the Area Structure Plan.
- The number of school facilities required in the neighbourhood.
- The actual amount of municipal reserve that will be taken as land.
- The desired program for the site.
- Other competing demands for open space.

In some Area Structure Plans, land for specialty facilities, serving a population of 150,000 – 200,000, may also be identified. A single site of 8-10 ha will be assembled that will service 3-4 Area Structure Plans, depending on similar factors noted above. Every effort will be made to physically link facilities to the broader open space system and consider the opportunity to create community hubs. If land availability is a problem in the identification of parkland in the Area Structure Plan, district and neighbourhood facility lands will have priority over specialty facility land.

A dual program will be identified for the specialty facility sites. The primary program will be for recreation facility development. Because facility construction will likely be delayed until a significant population mass and development partner is available, a base level program will be constructed on an interim basis until the land is needed for recreation facility construction. That program will include features that will be limited in scope and permanency. Park signage will articulate the short and long-term plan for the site. After a reasonable but extended period of time, if it becomes apparent that facility development will not likely occur, an alternate development decision may be made in consultation within the Department and the community over the long-term future of the site. The existing program for the site will be revisited to ensure the interim use matches long term recreational need.

For facility proposals within approved Area Structure Plan areas, a land assembly program has already been identified that in most cases includes footprints for arena and pool complexes. Land for other types of facilities (soccer centres, theatres, etc) have not been identified. Land for expanded facility footprints to accommodate a broader type of facility has not been identified. Where conflicting uses exist (facility needs vs. open space needs), a need assessment process with neighbourhood residents and other existing impacted users will be undertaken that will consider existing and future demands. That process should consider community need and available standards and guidelines.

Three potential scenarios are possible:

1. Recreational facility land needs take priority and displace existing open space uses. No replacement of lost open space occurs.
2. If equally important and the facility needs cannot be addressed at another site, displaced open space needs are relocated at the cost of the facility redevelopment project. Relocation costs can include land purchase or land redevelopment costs of an existing site.
3. Open space needs take priority and the facility expansion is denied or forced to relocate to another site.

The needs assessment will be the basis upon which the final decision is made.

For any facilities developed on parkland on a partnership basis, the land must always be retained in the ownership of the City. Long-term leases are acceptable. The terms of the lease are negotiated on a site-by-site basis and must ensure mutual benefits.

The rationale is as follows:

- Neighborhood and district lands mostly mirror existing standards and guidelines with a somewhat larger footprint included for district. District lands increase from approximately 6 ha to 8-10 ha. The expanded lands will come from less cash being taken in an Area Structure Plan and more land.
- Where required, specialty lands will be planned for as well. This is a new demand not previously included in parkland acquisition standards. The additional lands will be made available by taking less cash in lieu and more land. Accommodating these facilities can ensure better planning and linkages between opportunities as well as reduced pressure to displace planned open space uses.

5.3.3 Monitoring and Enhancing the Plan

While the Recreation Facility Master Plan incorporates both service and population trends these are taken from the vantage of current knowledge and experience. Futurists do their best to identify trends but unanticipated influences (e.g., new technologies, research findings, world and local events) make trend forecasting an inexact science at best. Principle 5 in the Facility Model encourages flexible design to respond to this reality. Monitoring and revising recommendations closer to implementation will ensure that the Plan remains current and responsive.

In Chapter 3.0 the need for more specific design guidelines was noted. The Facility Continuum and Principles provide a number of directions related to basic design considerations. In addition, the detailed recommendations included basic design considerations for each major facility component. These can be consolidated to form the basis for specific design guidelines that will further enhance the Facility Model. Additional specification including materials preferred, size of components, description of ancillary space, aesthetics, safety, siting, accessibility, flexibility, etc., would complete these guidelines. In general, facility

design standards must reflect current and anticipated legislation, municipal policy, building code, the parkland development process, strategic directions, and available resources.

Recommendation 48: The City should consolidate design related elements from the Recreation Facility Master Plan and enhance these with additional elements that address such things as aesthetics, safety, siting, size, quality, accessibility, flexibility, etc. These should be developed for multi-purpose facilities as well as for specific facility components. They should be applied to new facility development and major additions, renovations and conversions.

Recognizing that change is ever present, the facility recommendations in this Plan represent the best estimate of what is currently needed based on outstanding demand and what will be required to meet the needs of future populations. Ongoing research into service trends, participation, facility usage and user satisfaction may result in new directions or priorities that could not be predicted at the time of writing this Plan. Actual population growth may differ from projections, which may result in growth-related facility recommendations being revised. As with any long term plan, there will be a need to review and update the Recreation Facility Master Plan regularly to ensure that recommendations are still in line with service needs and expectations, and to reflect the realities of population change.

Recommendation 49: The Recreation Facility Master Plan should be formally reviewed and updated every 5 years.

5.4 Conceptual Planning

For all new and re-developed facilities being recommended in this Plan, programming and conceptual planning studies will occur at least two years in advance of construction. Each planning study will cost approximately \$100,000 to \$250,000, depending on the scale of the facility, and will involve an assessment of needs, conceptual designs and public review/input⁵¹. Facilities recommended for the short term reflect those projects needed to meet current unmet demand, or facilities in need of redevelopment at the present time. The majority of medium term projects reflect demand that will be generated as a result of growth. The projected overall growth for the city is assumed to be approximately 80,000 new residents from 2005 to 2015. These growth projections are estimates, based on the most recent data provided by the City⁵². Should growth not occur as planned, then adjustments in growth related facility provision will need to be made to respond to actual growth. We have recommended service ratios for all major facility components to be applied in these calculations (see Table 4.1).

⁵¹ Data provided by City of Edmonton staff.

⁵² Population projections are based on the *Edmonton Population & Employment Forecast Allocation Study*, Nov. 2001, by Applications Management Consulting Ltd., prepared for the City of Edmonton.

5.5 Financial Strategy

The Recreation Facility Master Plan is a high-level planning document that recommends a Facility Model and specific recreation facility requirements over the next 10 to 15 years. Each of the recommended facilities, in particular those that have been grouped to create the community hub facilities, will be reviewed in greater detail through conceptual planning studies. These studies are necessary to confirm specific facility components, the size of those components, specific sites, development costs, and other elements that will influence site size (e.g. inclusion of outdoor facilities, land constraints).

The conceptual planning stage will also provide more specific projections of capital costs and operating implications. The operating impacts are more highly influenced by the size and nature of elements included, future pricing determinants, and applicable operating model. Operating impacts will be projected via the Business Planning Model (section 5.3.1). As per Recommendation 44, both capital and operating impacts are to be submitted to the long range financial planning process and updated as plans progress. Section 5.5.1 addresses the capital funding estimates for selected multi-purpose recreation facilities in terms of "order of magnitude."

5.5.1 Capital Costs

The costs noted in Table 5.2 are order-of-magnitude costs of a facility *if it were built today*, in 2004 dollars. The projects reflect the short and medium term new and expanded multi-purpose recreation facilities depicted in Maps 1 and 3. Table 5.2 remains high level and does not cost out all the recommendations in the Plan.

The cost estimates in Table 5.2 reflect sample district level multi-purpose recreation facilities. With land purchase costs and site development costs, such a facility could cost in the order of \$25M (million) to \$38M, depending on the components, for example:

- A district level multi-purpose recreation facility with an aquatic component (25m, 6-lane pool, whirlpool, leisure pool) a fitness facility, gymnasias, meeting and administration space, and perhaps a library, childcare, and health facility component is estimated to be in the order of 80,000 net square feet (nsf). Using an average capital cost of \$225 per nsf, and including various contingencies, development fees, taxes, etc., such a facility at today's costs would be in the order of \$21M to \$25M without land purchase or site development costs.
- A twin pad arena *or* a soccer facility would add an additional \$8 to \$10M to the cost noted above.
- The Plan recommends a balanced mix of components in one facility to ensure it retains a welcoming community hub feel.⁵³

⁵³ Under specific situations, more components may be included in one facility (i.e. aquatic, twin pad arenas, soccer facilities, fitness, gymnasias, multi-purpose space, etc.), particularly if a facility is to serve the higher end of the population numbers (80,000 persons), and if the City had a very large site and that site was deemed the best for all facilities. This Plan does not say such a facility should not be built, simply that that is not the preferred model.

The figures in Table 5.2 reflect a range of costs with *lower* capital estimates for a district level multi-purpose recreation facility, where land purchase and site development costs are limited (e.g., land purchase is not required, the site has no significant development constraints). The *higher* costs reflect larger facilities on sites with additional costs based on various site-specific factors. As noted above these costs will be revised and confirmed through the conceptual planning study activities. Facility costs in Table 5.2 do not include costs associated with outdoor facilities such as sportsfields, splashpads or play structures, which may complement recommended district-level recreation facilities.

Table 5.2: High Level Capital Cost Projections (to 2015)*				
Location		Recommendation Number	Short Term 2005 - 2009	Medium Term 2010 - 2015
Construction – New Multi-Purpose Facilities				
Central North	New multi-purpose facility in Central North ⁵⁴	3, 10, 32	\$25M - \$38M	
Southwest	New multi-purpose facility in Suburban Southwest ⁵⁵	3, 9	\$25M - \$38M	
Southeast	New multi-purpose facility in Suburban Southeast ⁵⁶	3, 12		\$25M - \$38M
West	New multi-purpose facility in Suburban West ⁵⁷	13		\$25M - \$38M
Facility Redevelopment or Additions to Multi-Purpose Facilities				
Central North	Redevelop Central Lions, add fitness and vocational centre	19, 20, 21	\$15M	
Central North	Expand/Redevelop Coronation's Fitness Centre	22	\$1.5M	
Southwest	Add new fitness component to Confederation	22	\$1.5M	
North	Add aquatic and fitness components to Clareview Arena	11, 23		\$8M
Projected Costs by Term (Approximated)			\$68M - \$94M	\$58M - \$84M

* Notes: All costs are shown in 2004 dollars. M = million
The table reflects the short and medium term new and expanded multi-purpose recreation facilities depicted in Map 1 and 3 and does not cost out all recommendations in the Plan.

⁵⁴ To include an arena component, an aquatics component, and other multi-purpose space relevant to the needs of this high needs community.

⁵⁵ To include an aquatic component, an arena component, and other multi-purpose space relevant to the community.

⁵⁶ To include an aquatic component, an arena component, and other multi-purpose space relevant to the community.

⁵⁷ To include an aquatic component and other multi-purpose space relevant to the community.

5.5.2 Funding the Plan

The costs of major new development/redevelopment in the short term⁵⁸ are in the order of \$68M to \$94M. For the following years to 2015, a further \$58M to \$84M is projected. Adopting the principle of *Focus Funding* described in Chapter 3.0 will ensure that the City will focus municipal tax dollars and other tax based resources on the development of facilities that respond to the City's key service target areas. This will ensure basic opportunities for all residents. This is also supported in the Community Services Department's Integrated Service Strategy's *focused efforts* theme. The capital costs reflect current overall costs, not necessarily the cost to the City. In many cases costs will be shared with partners or leveraged with other funding sources. Adopting the principle of *Shared Development* will ensure that facility development that exceeds basic design standards and levels of provision will be developed through funding partnerships. These principles require the development and adoption of basic design standards and provision levels for which tax base funding is appropriate to ensure that all communities continue to receive basic levels of service in the absence of funding partners.

The City will explore partnership opportunities and other sources of funding for all recreation facility redevelopment and new facility development. There is a strong precedent for this in the City of Edmonton. Public recreation facilities have historically been funded by leveraging tax levy dollars with other funding sources and/or with funding from partners. As outlined in the Integrated Service Strategy, the *community building* theme recognizes the Community Services Department's track record of partnerships and emphasizes the Department's commitment to building relationships and the need to explore new, innovative and productive partnerships. Future partnership funding opportunities for public recreation facilities may include:

- *Partnerships with other orders of government* – Grant programs such as the Infrastructure Canada-Alberta Program (ICAP) or the Alberta Centennial Legacies Grant Program (presently in progress) are examples of successful partnerships that have seen City facilities receive much needed upgrades that have made them either more energy efficient (Confederation and Londonderry pools) or helped to maintain program delivery (Confederation and Londonderry Leisure Centres).
- *Partnerships with not-for-profit organizations* – Past partnerships with the YMCA and the Edmonton Soccer Association, for example, have seen much needed new facilities built with a combination of City and partner funds with the partner operating the facility with no annual City funding. These types of ventures will continue to be explored in the future.
- *Partnerships with the private sector* – The City has in the past received private donations for constructing publicly owned parks (e.g. Louise McKinney Riverfront Park, Churchill Square). This type of funding will be sought in the future – to partner with other sources of funding on major capital projects.

⁵⁸ These facilities are identified to respond to existing needs. It is understood that the development process from conceptual planning /business plan through partnership development (if appropriate), the tendering and then building process, will take far more than the year that remains for these projects. However, these projects are scheduled to reflect short-term needs.

- *Development levies* - For new development in growth areas, the City may have the opportunity to receive new development based funding. To assist in financing new facilities in growing communities, the City should explore the opportunity to introduce a development levy for “soft” services such as multi-purpose recreation facilities. This levy should not specify the type of facility (e.g. pools or arenas), but should be open ended (e.g. multi-purpose recreation facilities) to allow flexibility for the provision of recreation facilities relevant to community needs.
- *User fees or surcharges* – In accordance with principles from the Long Range Financial Plan, facility fees and charges are required to reduce the tax burden of providing recreation facility services. An additional component or surcharge may be considered as a source of capital funding for development. It should be noted that if this option is pursued then market analysis, optimal price points, and other factors (such as cost recovery targets) should be taken into consideration in setting the price to users.
- *Enterprise portfolio* - Funds may be available specifically for facility development within the Enterprise Portfolio Model as described in City Policy C479 – Fiscal Policy for the Enterprise Portfolio – Community Services.
- *Tax supported debt* - The principles of “smart debt” indicate that tax supported debt may be a reasonable and appropriate tool for meeting community infrastructure needs, especially where the benefits endure for future generations.
- *Dedicated tax levy* - This approach, used in other municipalities, would see collection of a dedicated contribution from each residential property in Edmonton that would be applied city-wide to implement the recommendations in the Master Plan. Alternatively, the Recreation Facility Master Plan could be funded from a dedicated contribution from general tax revenues which would include residential and commercial properties. Such initiatives would require City Council deliberation and approval.

Recommendation 50: The City should explore the range of potential funding sources for public recreation facilities, including partnerships with other orders of government, not-for-profit organizations and the private sector; development levies, tax levy; user fees or surcharges; enterprise portfolio; tax supported debt and dedicated tax levy.