



# City of Belleville Parkland and Recreation Master Plan



Final Report  
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**Sierra Planning and Management**  
advice • strategy • implementation

 the mbtw group



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# 1 Introduction to the Plan

# 1 Introduction to the Plan

## 1.1 What is a Parkland and Recreation Master Plan?

This Master Plan is a municipal guidance document, designed to establish a comprehensive multi-year framework which provides guidance for municipal investment to enhance the City's parkland and recreational assets and services. The Plan draws upon the strengths of the City's existing parkland and recreation service provision in terms of facilities and amenities / features, while addressing gaps and opportunities to enhance the local recreation offer.

This Parkland and Recreation Master Plan provides a comprehensive, multi-year framework with a 20-year horizon for the development of facilities, programming, and services. It provides a 10-year capital plan, consisting of short (1-3 years), medium (4-6 years), and longer-term (7-10 years) priorities to sustain and grow the recreation and leisure offer of the City of Belleville in an integrated manner.

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

The Master Plan provides:

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

The recommendations of this Master Plan offer a framework for the provision of quality and sustainable access to a range of recreational opportunities in Belleville, both for residents and visitors.

## 1.2 How to Read this Plan

The Phase 1 Report, produced as a precursor to this Master Plan, functions as a backgrounder on the strategic issues related to parkland and recreation in Belleville, and serves to inform the directions and recommendations of this Master Plan. It presents a summary of findings regarding the inventory of facilities and programming, including utilization, financial performance, and community satisfaction, as well as the process and results of community, user group, and stakeholder engagements.

While the Phase 1 Report had a more focused lens as it relates to parks and outdoor amenities, the Master Plan document provides more details relating to the City's indoor facilities, programming, and service delivery.

This Master Plan is intended to be read in conjunction with the associated Phase 1 Report. This will help readers to understand the full scope of issues and rationale associated with the recommendations presented.

This Master Plan recognizes that 75% of operating costs and a majority of revenues for recreation in the City relate to the functions of Recreation Culture and Community Services Department (RCCS). Planning for the effective delivery of programs and services, advancing them in a manner appropriate in relation to the growth of the community, maintaining infrastructure, creating economic impact, and planning to maintain the level of service as the population

grows, ultimately means that the Master Plan must be equally focused on both indoor facilities and parks and outdoor facilities.

## 1.3 Aligning the Plan to the City's Strategic Priorities

The 2012 Strategic Plan is rooted in a vision for the community focused on being healthy, progressive, diverse, and economically vibrant, that invests in its future in a financially sustainable and environmentally responsible manner. Some of the desired objectives that are central to the future development of parkland and recreation facilities in the City include:

- Develop asset management strategies and programs to resolve delivery shortfalls and protect existing investment in infrastructure.
- Develop multi-purpose, marketable sports, and recreation facilities.
- Promote health and wellness and address the needs of an aging population through parkland facilities and services planning.
- Plan and develop transportation networks for cyclists and pedestrians.
- Encourage the creation of a vibrant waterfront based on recreation and entertainment.

The recommendations included within this Master Plan are in line with and help to achieve Council's strategic objectives.

### 1.4 Five Year Development Charges Review

Funding for the measures contained in this plan that are population growth-related may include development charges (DCs) collected from applicable development in the City.

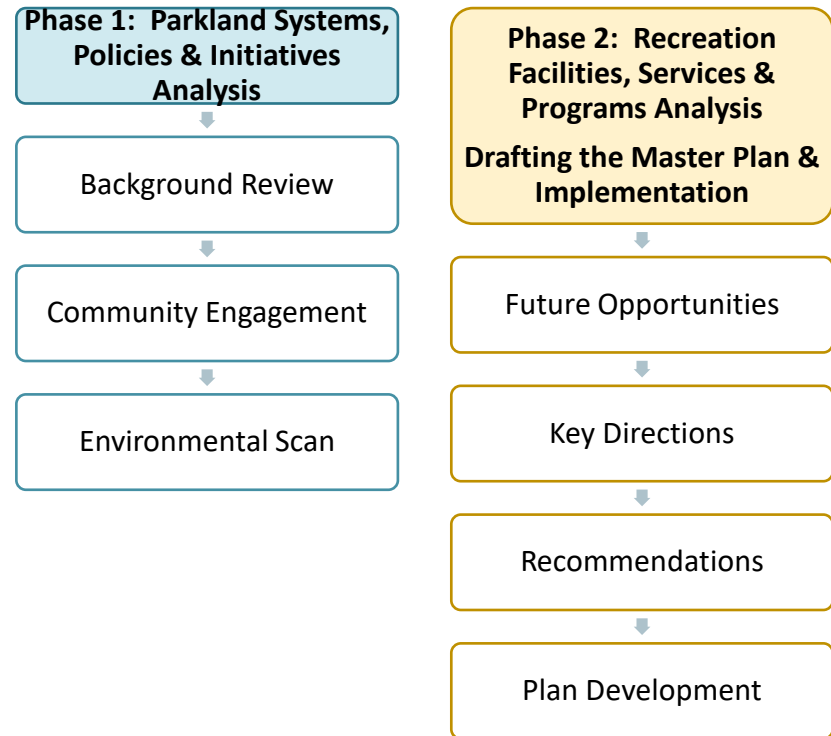
The recommended program of parks and recreation capital expenditures to meet the needs of the City’s growing population is the basis for relevant recreation-related service caps and DC eligible capital expenditures in the City’s most recent (2021) Development Charges Background Report.

Updates to the Parkland and Recreation Master Plan should also inform future assessments of eligible recreation-based development charges.

### 1.5 Process Guiding Plan Development and Implementation

The Master Plan was developed within a two-phase process, consisting of a comprehensive public engagement process. This was complemented by a thorough analysis of current and projected community needs and best practice as it relates to parkland, recreation facilities, services, and programs. The outcomes of which are presented in the Phase 1 Report.

Key directions and opportunities for all Plan elements were developed as part of Phase 2, as well as detailing recommendations and developing the implementation plan.







## **2** Planning in the Context of Growth & Change

## 2 Planning in the Context of Growth and Change

Parkland and recreation facilities in Belleville provide a critical service to individual residents and families enabling them to reach their full potential, and therefore must not be undervalued. These facilities play a significant role in supporting social vibrancy, crime prevention, physical wellbeing, environmental sustainability, and improved quality of life.

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

### 2.1 Demographic Triggers and Impacts

#### 2.1.1 Accommodating Future Change

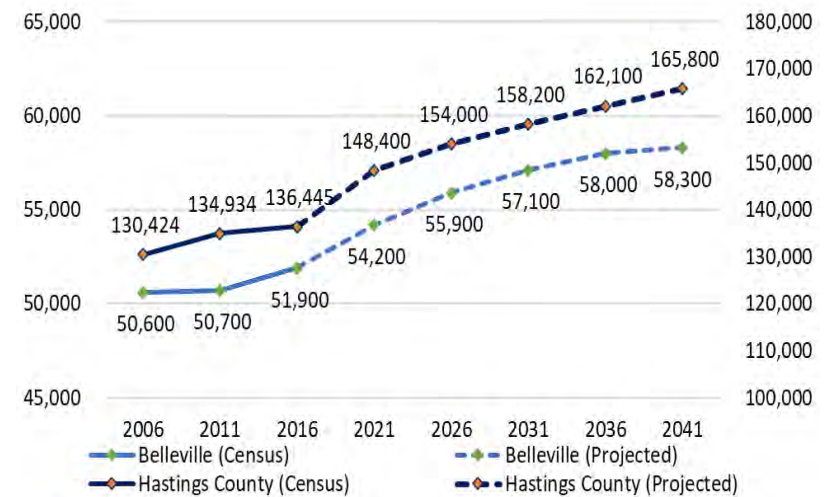
##### Population Growth: The City-wide Forecast

The city experienced population growth of 3.88% over the 10-year period from 2006 to 2016. This pace of growth is less than Hastings County in the same period (4.62%). It should be noted the 2016 Census demographics for Hastings County also

includes the population of Belleville, Quinte West, and Tyendinaga Mohawk Territory.

The City’s draft update to the Official Plan projects that the population is set to increase by 6,400 people by 2041 to approximately 58,300 inhabitants, a growth rate of roughly 0.5% per year. The Ministry of Finance projections for Hastings County anticipates growth from 143,800 in 2018 to 165,500 in 2041, a compound growth rate of 0.61% per year.

**Exhibit 1: Historic and Projected Population Change (2006-2041)**



Source: Sierra Planning and Management based on Statistics Canada, Census 2016

### Locations for Accommodating Growth

Between 2006 and 2016, the most significant population growth was experienced west of Downtown in the Avondale area and Potters Creek subdivision, and to the north of Downtown in the Cannifton and Corbyville areas that include the Settlers Ridge, Heritage Park, and Caniff Mills subdivisions (located north of Highway 401).

Over the last five years, new residential growth has centered on the subdivisions of Potters Creek, northeast of Avonleigh Road and Dundas Street West, Canniff Mills and Heritage Park (along Farnham Road south of Scott Drive), and Settlers Ridge (north of Maitland Drive).

The urban area north of Highway 401 is expected to continue to experience population growth at a faster rate than the urban area south of Highway 401, albeit at a slower rate than was experienced between 2006 and 2016. By 2041, the total population of Ward 2 is expected to reach 13,500, an increase of 2,600 residents from 2016. This equates to approximately slightly less than 50 new housing units per annum in Ward 2 between 2016 and 2041 and represents 27% of all new housing construction anticipated across the city.

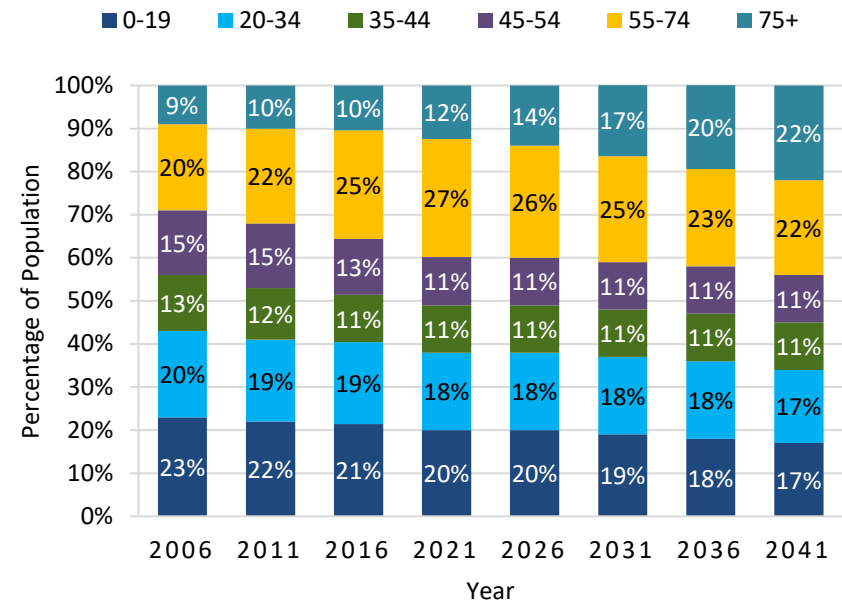
#### 2.1.2 The City is Growing Older

Like many communities across the province, Belleville is expected to continue experiencing an aging population. Based on the population projections completed recently for the city, 44% of the population in 2041 is expected to be over the age

of 55. This is almost 10% higher than it was at the time of the last Census, in 2016, where it was 35%.

The 55 to 74 age cohort and the 75+ cohort are the only age cohorts that are estimated to grow as a percentage of total population. All the other age cohorts, while they may grow in numbers, will make up less of a proportion of total population than they do now.

Exhibit 2: Population by Age Forecast (2006 to 2041)



Source: SPM based on City of Belleville Municipal Comprehensive Review (2020)

### 2.1.3 How Areas of the City Differ

#### Areas with Older Adults

Based on the most current 2016 Census data, older adult populations are generally concentrated within the urban area south of Highway 401, including the downtown core, with some areas having up to 60% of residents being over the age of 65. Areas with the highest proportion of older adults (65+) include the south-central stretch of Downtown near Belleville Harbour and the area bounded by Dundas Street, Bridge Street, Farley Avenue, and Herchimer Avenue.

When compared to the rural areas, especially those areas towards the northern reaches of the city (e.g., Latta, Phillipston, Zion Hill), it is apparent that there are fewer older adults living there.

#### Prevalence of Low Income

In 2016, 9% of the City of Belleville's population was under the low-income cut-off (after tax). This is a higher proportion of the population when compared with 6.7% in Hastings County, but lower than the 9.8% in Ontario as a whole.

The geographic areas that had the highest proportions of resident household under the Low-Income Cut-Off Threshold, after tax (LICO-AT) in 2016 were mostly focused Downtown, between Palmer Street and Sidney Street, and along Station Street between Downtown and Herchimer Avenue.

## 2.2 Local Influences and Changing Trends in Recreation & Sport Participation

### 2.2.1 Celebrating Local Heritage

Incorporating and celebrating Indigenous culture into the parks and recreation facilities in Belleville will be important going forward. Many of the following ideas on how this can be done have been incorporated into parks and recreation services in other jurisdictions:

- Preserving and promoting heritage and cultural aspects of parks through signage and interpretive plaques/panels.
- Using traditional Indigenous place names.
- Creating historical murals on large wall spaces in recreation centres and other facilities.
- Providing gallery space and allowing Indigenous artists to showcase, and potentially sell their works.
- Creating Indigenous gardens featuring plant materials that were traditionally used for material, food and spiritual purposes.
- Creating spaces suited to staging of Indigenous cultural events and games.



The idea should be to share Indigenous stories in creative ways, creating pride amongst the local Indigenous population, and helping to increase access to community recreation and parks for Indigenous populations.

### 2.2.2 Key Trends for Recreation Infrastructure

#### Indoor Facilities

Key trends that have emerged in the development of indoor recreation facilities include:

- **Flexible multi-use, multi-generational** – Increasing focus on creating flexible multi-use “destination” facilities as recreation, entertainment and family centres and community hubs.
- **Sport tourism** – Throughout Canada, sport tourism represents a growing market and providing facilities to accommodate this is an important consideration.
- **Aquatics** – Emerging aquatic facility designs (fitness and leisure swimming, therapeutic programs for seniors, and splash pads/water parks for children).
- **Sustainability** – Increasing focus on the overall sustainability of a facility (e.g., net zero/carbon neutral) overachieving a specific certification program status (e.g., LEED). Key considerations include building orientation, massing, and envelope.

- **Accessibility**, while not a trend, is a consideration at the forefront of facility design today. This means improving accessibility for people with disabilities due to the passing of the Accessibility for Ontarians with Disabilities Act (2005) where municipalities are required to improve opportunities for participation for people with disabilities through the removal of barriers.

#### Outdoor Facilities

Recreational activities are constantly evolving. These activities tend to emerge based on one or more of the following contributing factors:

- The activity becomes more widely practiced – there is a natural growth in participation rates and therefore increased demand for supporting facilities.
- Interest and participation in an activity is re-energized based on recent events - such as the success of a sports team or the emergence of a Canadian star within a sport.
- The activity is popularized – interest is spurred by pop-culture.

New or emerging outdoor recreational activities that are gaining in popularity and becoming more widely programmed by municipalities across Ontario include:

- Pickleball,
- Tennis (established but growing in demand),
- BMX / Pump Tracks,
- Basketball (established but growing in demand),
- 3v3 Basketball,
- Disc Golf,
- Geocaching - real-world, outdoor, treasure hunt games using global positioning system (GPS) devices, and
- Cricket (established but growing in demand).

These activities were echoed by respondents from the public survey who provided suggestions for new outdoor facility types including pickleball courts, basketball courts, rugby fields, disc golf courses, obstacle courses, beaches, non-motorized boat launches, and community allotment gardens.

### 2.2.3 Key Trends for Parkland Design

Some of the key trends that are to be considered in the planning and development (or redevelopment) of parks and open spaces or are outlined below.

**Accessible Design Standards** - While meeting the requirements of the AODA legislation is not an emerging trend, many municipalities have created their own Accessibility Guidelines for development that exceed the minimum standards – looking for ways to optimize inclusivity and eliminate barriers for individuals with a wide range of disabilities.

**Age-Friendly Approach** - Municipal parks and open spaces should be designed as inclusive spaces. Given the rise in the nation’s 65-and-older population, an increased emphasis on designing for inclusivity by providing multi-generational amenities within parks and open spaces. This includes looking at specific opportunities for programming that support older adults in leading independent, active, and healthy lifestyles in the planning, design and delivery of parks and open spaces.

**Inclusion of Underserved Populations** - The amenities and services provided within parks and open spaces should be accessible to all, regardless of race, ethnicity, gender, sexual orientation, socio-economic status, or physical and cognitive abilities. While most municipalities design and deliver parks and open spaces that target a wide variety of populations, every community has population groups that are either underserved or at risk for exclusion.

**Sustainable Design Strategies** - Parks and open spaces continue to be viewed as more than just facilities that provide opportunities for recreational activities. The planning and implementation of parks and open spaces (as individual sites or as part of a greater network of sites), include expectations for the inclusion of sustainable design strategies that can contribute to other city-wide systems – such as stormwater management. The inclusion of Low Impact Development (LID) site design strategies that focus on techniques for the localized storage of stormwater quantity and improvements to stormwater quality have become more prevalent within park landscapes. These techniques include elements like - bio-

retention areas (both at grade and below grade); bio-swales, infiltration galleries, rain gardens, permeable pavements and soil amendments that allow for increased water absorption.

### 2.2.4 Key Trends Influencing Participation

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

#### What We Heard from the Public










Participation trends in Belleville mirror national and provincial trends in that accessible and/or informal recreational activities are becoming increasingly popular over formal or organized activities and sports.

With everyone leading increasingly busy lives, finding the time to participate in organized sports is becoming more difficult for people. 48% of public survey respondents indicated that a major barrier to participating in City recreation programs was that the program was not offered at a convenient time.

Providing spaces and program options that provide greater flexibility for people to participate will be important going forward.

#### What We Heard from User Groups

Participation in organized sports is often reflective of recent events, pop culture, and/or the success of a sports team or the emergence of a Canadian star within a sport. Therefore, participation trends in organized sports tend to fluctuate accordingly. The following provides a picture of the trends in participation in Belleville, as experienced by the local user groups between 2016 and 2019.

Sport	4 Year Participation Trend
Baseball/Softball	Growing 
Football/Rugby	Growing 
Tennis	Growing 
Figure Skating	Growing 
Aquatics	Stable 
Basketball	Stable 
Hockey	Stable 
Soccer	Stable 
Ball Hockey	Declining 

## 2.3 Community Ambitions for Parkland and Recreation

The Parkland and Recreation Master Plan process for Belleville included a comprehensive community engagement strategy, with several initial input opportunities. These include:

- Dedicated project webpage via the City’s website;
- Social media presence and outreach;
- An online public survey (garnered a total of 573 responses);
- Online public meeting;
- A targeted online user group survey (garnered 71 responses);
- Internal stakeholder sessions held with the Mayor, Members of Council, and City staff through interviews and focus group sessions; and
- External stakeholder interviews.

The results of these activities yielded an array of responses, but also common themes and aspirations emerged for the future provision of parkland and recreation. These are detailed as follows:

**Theme 1:** Continued investment in modern, multi-use facilities (indoor and outdoor) for expanded programming opportunities, tournament hosting, and enjoyment by residents and visitors.

**Theme 2:** A connected and accessible active transportation network linking neighbourhoods to destinations within the community.

**Theme 3:** Parkland and facility renewal and improvement through high quality design.

**Theme 4:** Continue to provide opportunities to enjoy nature and the outdoors, while preserving these natural features.

**Theme 5:** Improving the health and wellness of the community through appropriate access and availability of recreation facilities and programs.





## **3** Master Plan Framework

## 3 Master Plan Framework

### 3.1 The Value of Investment in Parks and Recreation

The parks, recreation and open space offer in Belleville is a vital part of the quality-of-life equation in the city and is valued by residents as a core municipal service. As a municipal corporation, the City has a portfolio of responsibility for a number of parks and recreational assets (arenas, aquatics centre, sports fields, playgrounds, and trails, etc.).

The City of Belleville, as a direct provider of recreation and parks facilities, services, and programs, invests significant operating dollars in the delivery of these assets. In 2019, the City of Belleville spent \$13.1 million in operating dollars across parks, trails, and recreation – this translates to \$198 per capita.

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

Enhancing quality of life in the city through investment in parks and recreation will be important for resident and business retention and attraction. This Master Plan recognizes several significant shifts in the population and social context of

Belleville – all of which have economic implications. The value proposition for investment in recreation lies in the creative ability of the sector to foster civic participation as well as resident health and well-being through the delivery of programs and investment in facilities. Linked to this are opportunities to sustain community pride, revitalize existing neighbourhoods and sustain new communities through investment in parks, recreation assets and programming.

Outdoor recreation and sporting activities will continue to attract visitors to the region with the Bay of Quinte being a major attractor to the area. The opportunity to leverage the waterfront as part of future capital planning priorities for parks, trails and other recreation is expected to enhance the tourism attraction opportunities in the city. It is a principle of this Master Plan that investment in facilities, programs, and services be made efficiently, and where appropriate, partnerships should be leveraged to implement priorities.

### 3.2 Guiding Principles of the Plan

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

- 1 Focus on forward planning and strategic investment in major recreation infrastructure for resident attraction and retention, tourism attraction, and economic development.
- 2 Recognize and support the regional nature of services provided by the City and seek solutions to new investment requirements that leverage the partnership opportunities available between municipalities in the region.
- 3 Embrace and celebrate the successes of the QSWC as a centralized facility for recreation in the city.
- 4 Strengthen the importance of indoor and outdoor recreation hubs.
- 5 Support health, wellness, and recreational tourism through improved connectivity and active transportation networks.
- 6 Integrate and enhance the organizational capacity to deliver recreational services and promote better planning in implementation.

7 Adopt a sound financial and asset management-based approach to capital planning and investment in recreation.

8 Enhance regional cooperation and recognize the importance of cost sharing and partnerships.

### 3.3 A Vision for the Future

The 20-year vision for parks and recreation in the City of Belleville is as follows:

“Belleville is a diverse city providing a range of recreational opportunities that contribute to an enhanced quality of life, economic development, natural and cultural heritage value, and are integral components of well-planned communities.”

### 3.4 Goals and Objectives

**Goal 1: Invest in sustainable infrastructure for resident and business retention, attraction, and community quality of life.**

**Objectives:**

- Ensure long-term capital and asset management planning for infrastructure renewal as a principle of operational sustainability and efficient facility maintenance.
- Enhance, where feasible and fiscally sustainable, the useful life of existing facilities.
- Encourage the development of multi-use, intergenerational, co-located facilities, and recognize the importance of recreation hubs.
- Consider alternative facility delivery and operation models and pursue partnerships in funding and operations.
- Recognize the differences between urban and rural infrastructure and service provision, formalizing the approach of service delivery to reflect this.

**Goal 2: An improved, coordinated, and integrated approach to recreation and parks delivery systems.**

**Objectives:**

- Maintain a blended two-tier approach to program development and service delivery to continue to provide community programs where there are gaps in service or where activities offered by the private/volunteer sector need to be supplemented.
- Develop, maintain, and enhance effective, efficient, and formal partnerships for program development, service delivery, and facility maintenance.
- Enhance communication and collaboration between the City, public, private, school, and community stakeholders to ensure the development of equitable and efficient planning, policy, and facility use mechanisms and protocols.
- Continue to target youth, older adults, and other vulnerable populations through programming and investment in suitable spaces.



**Goal 3: Ensure proactive planning for growth and the provision of recreation delivery and services.**

**Objectives:**

- Ensure forward planning and investment in community and neighbourhood facilities, parks, and open space, as appropriate, through secondary plan and development approvals processes.
- Connect new neighbourhoods and areas with the existing recreation fabric of the city through the development of active transportation networks and linkages.
- Support the development of new sports and new user groups as may occur with the diversification of the population and recreational interests.

**Goal 4: Solidify the city's role as a regional hub for recreation and tourism.**

**Objectives:**

- Plan holistically for recreation, parks, and trails on a regional basis, as appropriate, based on the nature of facilities.
- Recognize the role of the Bay of Quinte and the Moira River in enabling recreation-based tourism and seek to implement opportunities to secure water access for resident and visitor enjoyment.
- Strengthen the City's local heritage by incorporating and celebrating Indigenous culture into the parks and recreation facilities in Belleville.
- Enhance opportunities for sport tourism through the development of modern recreation and community amenities for extended stays, as well as regional tournament hosting.
- Market the City as a provider of high-quality sport and recreational experiences.



## **4 Service Direction: Delivering Effective Future Recreation Services**

## 4 Service Direction: Delivering Effective Future Recreation Services

### 4.1 Effective Organization

The City has an effective organization of departmental resources within the Recreation, Culture, and Community Services (RCCS) Department (Recreation Services division and Property and Facilities division) and the Transportation and Operations Department (Parks division). The divisions work together to deliver recreational facilities and services across the City's indoor and outdoor asset portfolio.

#### 4.1.1 Divisional Roles & Coordination

The Recreation, Culture and Community Services department is comprised of 3 divisions:

- **Recreation Services** – delivers recreation programs to the community; markets and programs the City's recreation facilities; facilitates facility rentals and bookings; and supports others in the development and delivery of special events.
- **Property and Facilities** – operates the City's recreation facilities (arenas and community centres), the municipal harbour business, and is responsible for the capital upkeep of the buildings located in the parks system. Concessions are operated at South George St.

boat launch with a food truck in East Riverside Park across from the QSWC and a restaurant/patio at Meyers point by third party service providers. While the City does not operate other concessions in the parks, the summer Pop-Up program in Zwicks West is an example of a destination-specific opportunity.

- **Culture** – oversees the operation of the Glanmore National Historic Site and the Community Archives of Belleville & Hastings County. These facilities are not part of the scope of the Master Plan.

As part of the Transportation and Operations department, the Parks Division is responsible for the maintenance of the City's parks, open space, and trails, including sports fields, play equipment, passive parks, and other natural areas. Parks staff also help organizers in the delivery of bookings/special events that take place on public lands.

These two departments work together to create a seamless experience for end users - from the booking of facilities through RCCS to the operation of facilities by RCCS for indoor assets and Parks Division for outdoor assets.

The merits of having parks planning, design and operations separated from indoor recreational facilities, cultural facilities and services should be recognized. Many municipalities have adopted this separation which reflects the specialised nature of the assets and their operational requirements: the breadth

of outdoor spaces and parks and their operational needs versus those of indoor facilities and program delivery.

By its very nature, this division of responsibilities may create occasional challenges to effective co-ordination between departments. These may be even more likely where change is introduced through the adoption of strategic plans (such as this Parkland and Recreation Master Plan) which alter service standards, prioritize investments, and set targets for implementation. The integration of recreation services and parks is a key principle of this Plan - the two departments must work together to ensure the successful provision of recreation services to city residents.

**Recommendation:**

1. Encourage collaboration and enhanced integration between RCCS and Parks division staff to effectively plan for and support community-level recreation opportunities.

**4.1.2 Expansion of Asset Portfolio**

With a growing portfolio of facilities and parks, pressures have been identified with respect to internal organizational capacity for front-line operational areas. Future expansion of recreational services (e.g., facilities and parks), and the appropriate staff to operate them, will be required to meet the needs arising from growth in population.

The Master Plan includes an implementation framework (see Section 8.3) which enables continued success through effective co-ordination across municipal departments. This framework includes a greater dedication of staffing resources to fulfill tasks which are currently under-resourced.

**Recommendation:**

2. Continue to monitor the impact of internal and external pressures on Park and RCCS staffing requirements linked to the maintenance of appropriate levels of facilities and service delivery.

**4.1.3 Coordination of Development Approvals**

Parkland is currently dedicated as part of new subdivision planning and is often identified to include a typical suite of outdoor amenities (e.g., playground, benches, pathways, etc.) within each new park. Improvements to the coordination efforts between the Planning Division and the Parks Division are warranted with respect to the design of parks and open space, reflecting a balanced approach between the level of service/amenity and the cost of operations and maintenance. To that end, it is understood that a new position (a re-assignment) within the Parks Division - Manager, Operations Planning and Development – will fulfill this co-ordination role. The development of this coordinator role is supported by the Master Plan, however the City will need to consider more significant staffing resources over the course of the Plan.

It will be important that the City continue to provide responsive design processes to meet community needs, including the replacement of parks amenities over time, as well as ensure good organizational co-ordination between parks, development control and forward planning functions of the City.

**Recommendation:**

3. Develop clear internal processes to ensure that RCCS and Parks Division staff have appropriate and timely input to decisions related to parkland acquisition being made by the Planning Division. This should be developed in conjunction with the new coordinator role.

## 4.2 Communications and Outreach

From the perspective of this Master Plan, the provision of customer service and accessible opportunities moves beyond the policies that regulate delivery but also involve the online interface and marketing mechanisms that support parks and recreation service; and which, in many instances, are the first point of contact or information for residents and visitors; and the customer service interface for parks and recreation.

The Activity Guide is one of the primary marketing mechanisms through individuals are informed of parks and recreation activities and pursuits. Other tools and mechanisms which support access to facilities, programs and services include the City's online program registration system. Facility space and rental availability can also be booked via an online

request form. These, combined with other web-based promotional mechanisms such as the Quinte Sport and Wellness Centre website and social media, have also supported the marketing efforts for recreation.

Review of the City's website identifies a fragmented approach to providing information related to parks and recreation as a cohesive entity, with some duplication in terms of facility rental information and outdoor amenities (e.g., splash pads) being listed on the QSWC website as well as on the City's main webpage. This Master Plan promotes a streamlined and integrated approach to communications and positioning of parks and recreation as one cohesive unit. This relates back to the improved integration of the departments working together to create a seamless parks and recreation offer from the public's perspective with clearly defined messaging around parks and recreation services.

**Recommendation:**

4. Continue to invest in the Activity Guide and continue to ensure digital availability on the City's website and access via appropriate social media outlets.
5. Evaluate opportunities to transition to provide online booking services for all facilities (arenas, meeting spaces, ball diamonds, etc.) in a manner that protects the needs of core user groups. Any investment in an online booking system should comprise an online payment feature. In the long-term, this will lessen the demand on staff and will allow for adequate planning for room bookings and



preparation. This will also allow residents to have convenient, ‘at home’ access to facility booking services.

6. Expand the existing QSWC website to be a full-service website for both recreation and parks to cohesively promote facilities, program, services and more broadly the mandate of the Departments. The integrated website should:
  - Seek to strengthen the integrated brand for parks and recreation; and
  - Seek to improve the messaging around the mandate of the Parks Division and RCCS as part of a broader City’s corporate website in a fashion that articulates the principles of this Plan.

### 4.3 Improving Service Delivery through Partnerships

The provision of recreational facilities and programming often falls on a municipality as the provider of the last resort, where there are no other providers for such services. Belleville, however, is in a position where there are many local partners that can and do provide these services to its residents, sometimes in a more efficient manner than can be provided by the City.

#### 4.3.1 Standardizing Lease Agreements

Separate and apart from partnerships, the City, like others, has experienced a range of formal and informal use

arrangements with community groups for the use of its facilities. During the Plan period, a standardized approach should be achieved.

The City has formal partnerships with some but not all external organizations for the use of specific City-owned assets (e.g., governing the use of assets for tennis, rowing clubhouse, curling, lawn bowling, use of the marina by the yacht club, and others). However, a standardized approach to agreements for the use of any and all City-owned assets is important, not least from a process and asset management perspective even if each agreement requires customization to reflect specific circumstances.

In addition, the City’s role in the delivery of recreation is complemented by non-municipal providers of recreation. Specifically, this includes such providers as the YMCA, Loyalist College, Quinte Conservation Authority (QCA) and local public and private schools within the city.

With Loyalist College being situated in Belleville and attracting international students, and with the City working to expand its recreation services, the City should seek to discuss ways in which partnerships may help to achieve mutual goals and aspirations.

Fostering partnerships with these, and other partners, can help to improve service levels and effectively leverage public funds. Establishing partnerships that could enhance the provision of recreation facilities and programs across the city should be explored. This could include partnerships with

neighbouring municipalities and the non-profit and community organization sectors in the delivery of programming.

**Recommendation:**

7. Work closely with community partners (e.g., YMCA, local schools, etc.) and local user groups (established and emerging) to leverage investment in recreation facilities for community access, and to determine the appropriate balance for the delivery of services and programs at present as well as into the future.
8. Review the administration of use arrangements at all facilities managed by the RCCS and Park Operations. Develop and over time execute a single, standardized form of contract for all lease and other usage rights of City-owned facilities and outdoor fields, itemizing the purpose of use, rights and obligations of each party, financial and liability matters, and any other specific provisions in the forms of contract schedules.

**4.3.2 Standardizing the Framework for Partnerships**

Municipalities experience demands from new and emerging sports groups, and others, seeking municipal investment in facilities and operating support. Good examples are the rise of indoor facilities for traditional outdoor sports, or new and emerging sports. Many municipalities across Canada and the Province of Ontario have benefited from the implementation

of a standardized partnership framework as the lens through which all potential partnership opportunities are examined, held accountable and eventually selected as appropriate. These frameworks, which are generally designed to meet the needs of the respective municipality, are elementally similar.

The process of understanding the role of the municipality in providing support for new recreational activities begins with an understanding as to whether the municipality should be the sole provider, no provider at all, or should provide support through risk-free partnership with an organization. An improved City user fee policy should provide clarity as to the City’s approach to subsidizing general versus niche recreational and cultural activities and programs.

A well-structured framework stipulates the municipal response to an opportunity, as well as obligations of potential partners and is flexible in its recognition that each project is unique. These frameworks are meant to evolve as new types of projects and proposals come to the forefront and are designed to ensure a transparent process of evaluation. Protecting the public interest, demonstrating community need, client/service orientation, risk allocation, desired levels of operating control and quality assurance are principles on which a framework may be based.

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

Developing a standard framework for agreements with third parties will help to ensure a level of consistency in the approach to municipal decision-making regarding partnerships. The policy should help municipal decision-makers answer several important questions before entering into a partnership:

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

The policy should stipulate the way in which the City of Belleville will procure third-party agents. The Policy should also identify when it is appropriate to contemplate terminating an operating agreement/arrangement due to underperformance.

**Recommendation:**

9. Develop and implement a formalized corporate partnership framework policy for capital and operating agreements with third parties. The policy should be used as a comprehensive decision-making framework for a range of options (capital and operating) to enhance the delivery of facilities and services (including consideration for County, Quinte Conservation Authority, Mohawks of

the Bay of Quinte, inter-municipal, and public-private partnerships).

### 4.3.3 Municipal Service Policy

Municipal Service Policies typically establish the minimum standard for municipal operation of a facility, as well as an appropriate distribution of such facilities across the city. Any desire for a level of service above a minimum standard should be ascertained through the efforts of an interested group taking the risk to raise capital and maintain facilities. An arrangement of this type would need to be formalized through a standardized partnership agreement.

The Municipal Service Policy would apply to natural outdoor ice rinks, off-leash dog parks, community gardens, disc golf courses, and any others as deemed necessary by the City.

**Recommendation:**

10. Develop a Municipal Service Policy to address unplanned, new, and emerging, outdoor facility requests as they are brought forward. This should include a set of criteria for evaluating community-based project proposals (i.e., consideration as to whether the level of facility development is scaled appropriately to the level of community benefit and demonstrated sustainable operating model).

### 4.3.4 Community Use of Schools

Community use of school policies vary by educational institution and related school board procedures. Accessible facilities generally include classrooms, gymnasias, cafeterias

and/or outside recreation areas (e.g., sports fields, basketball courts and play structures) depending on the amenities available at each institution. School amenities represent a supplement to the recreation facility supply which works well in providing additional opportunities to access recreation in the city. The school board supply of assets plays a significant role in addressing the needs of local user groups, specifically indoor court sports (e.g., volleyball, basketball).

Recognizing potential conflicts in community demands for municipal facilities, the City should continue to support fair public community access to school-owned recreational amenities and continue to encourage access to school board facilities as supported through the Community Use of School policy. The City should also seek to work more closely with the school boards as new facilities are planned and through the development of effective Joint Use Agreements for specific facilities (e.g., rectangular fields).

**Recommendation:**

11. Continue to encourage access to school board facilities as supported through Community Use of School policies.
12. Collaborate with local schools / institutions to identify mutually beneficial joint venture opportunities for the development of future park /school campuses (e.g., shared use facilities, community hub development).

## 4.4 Effective Forward Planning for Meeting the Needs of the Community

### 4.4.1 Comprehensive Asset Management & Addressing Regulatory Requirements

The City is in the process of updating its Asset Management Plan (AMP) in accordance with Ontario Regulation 588/17 (Asset Management Planning for Municipal Infrastructure) and other relevant legislation such as the Development Charges Act. Completion of the update, which is expected in summer 2021, will include all indoor and outdoor facilities.

The purpose of the AMP update is to assist staff in making cost-effective decisions related to rehabilitation or replacement of their infrastructure. It sets the framework to ensure that funds available for infrastructure renewal are spent wisely and these decisions are supported by the appropriate technical analysis. The existing (2014) AMP focuses on large infrastructure such as water/sewer mains, roads, bridges, culverts, and buildings, however playgrounds, signs, piers, monuments, and fixtures are also included.

In 2019 the City developed a Strategic Asset Management Policy which sets a consistent framework for implementing asset management across the organization and provides transparency and accountability to stakeholders. The policy indicates the need for asset management planning to be fully integrated into the annual budgeting and long-term financial planning processes.

The forthcoming revisions to the AMP, together with the Parkland and Recreation Master Plan process and the update to the City's Development Charges Background Study, provide a basis for an integrated approach to establishing, maintaining, and funding the required level of service across different municipal asset classes in the city, several of which are recreation focused.

#### **Recommendation:**

13. Review, assess and align the City's Asset Management Plan with existing parks and open space amenities with the goal of understanding the impacts of aging infrastructure on future parks expenditures. This realignment should reflect the current inventory of assets, identify the current physical condition of the assets, establish current replacement costs, and set priorities for asset replacement and/or removal.

### 4.4.2 Alignment with City Policies

The Master Plan must be aligned with key City policy documents, including the Official Plan (currently in Draft form) and area-specific Secondary Plans, such as the Loyalist Plan Secondary Plan, as these are developed and updated. These plans should consider and incorporate the proposed development opportunities for recreation identified within this Plan.

The Loyalist Secondary Plan now requires a conformity exercise with the new City Official Plan. This includes a full



update with respect to policies regarding parkland and open space planning, dedication and the nature of lands considered acceptable for dedication.

The City should also adopt the service standards identified in this Plan, including those related to open space standards, policies governing parkland dedications, parkland amenities, walkability, etc., and incorporate these standards into the high-level policy documents as relevant.

**Recommendation:**

14. Any updates to the City’s Official Plan, as it relates to parks, open space and/or community facilities, should have regard for the recommendations of the Parkland and Recreation Master Plan.
15. Undertake a conformity exercise for the Loyalist Secondary Plan to be aligned with the City’s new Official Plan (forthcoming) to reflect the language of the Official Plan with respect to parkland and open space policies, policies for parkland dedication, and the proposed parkland hierarchy.

**4.4.3 Master Planning for Park Assets**

At present, the renewal of existing parks is completed on an ad hoc basis. As issues arise or facilities require replacement, these are handled as-needed from project-to-project. To plan effectively for the future recreational facility needs of the city as it grows, as per the recommendations of this Master Plan,

an organized approach to the planning of park assets should be retained.

This Master Plan includes several recommendations related to additional facilities that will be required over the Plan period. For these assets to be appropriately sited in parkland across the city, master planning exercises for several existing parks should be undertaken. See Appendix A for details regarding locations and study requirements.

A recent example of a park master plan undertaken by the City and based on the recommendations of this Master Plan is that developed for Hillcrest Park.

**Recommendations:**

16. Develop master plans and undertake a variety of pre-planning studies for select existing parks across the city to improve safety, usability of sports fields and diamonds, and to plan effectively for future community needs.

Exhibit 3: Hillcrest Park Master Plan



**LEGEND:**

- 1. Safety Village
- 2. Hillcrest CC
- 3. Lawn Bowling Green
- 4. Parking
- 5. Playground
- 6. Spray Pad
- 7. Amenity Building
- 8. Open Lawn / Play Field
- 9. Pickleball Courts
- 10. 3v3 Basketball Courts
- 11. Toboggan Hill
- 12. Skate Dot
- 13. Park Identification Sign
- 14. Enhanced Tree Canopy

**THIS FACILITY FIT IS FOR THE PURPOSE OF DEMONSTRATING POTENTIAL DESIGN OPPORTUNITIES ONLY.**





## **5 Service Direction: Defining an Appropriate Service Delivery role for the City**

## 5 Service Direction: Defining an Appropriate Service Delivery Role for the City

### 5.1 The City's Role in Parkland and Recreation Delivery

The City of Belleville employs a blended two-tier service delivery model. The City is a direct provider of recreation facilities, programs, and services through the Recreation, Culture and Community Services Department and the Parks Division of the Transportation and Operations Department. Other programs and opportunities are provided through community groups, faith groups, non-profit organizations and the private sector which is considered indirect delivery.

In addition to being a direct program provider, the City supports the delivery of recreation programs and services by facilitating a range of volunteer and community-driven activities within its facilities through rentals and leases. This defines the City's role in indirect delivery.

The goal of this service delivery model is not to provide programs and services that are in competition with private and other providers, but rather complement their offer and provide a different service. For example, fitness at the QSWC occurs in a multi-use facility where children's programs and other amenities are offered. This approach is designed to

reflect the needs of the broadest facility users and is not in competition with local fitness providers, such as private gyms.

When viewed holistically, the departments function within a multi-faceted and multi-tiered delivery system which supports effective planning and regulation, monitoring, funding and delivery of recreation and parks services and opportunities at the city-wide and local neighbourhood level. This blended approach to program delivery is aimed at providing the residents with the broadest range of access to recreation in a manner that supports a diversity of needs, access, income, abilities, and interests.

#### Recommendation:

17. Continue to employ a *Blended Two-Tier Model* for the municipal delivery of parkland and recreation services, supported by updated policies governing subsidization, cost recovery and user fees by program. Universal of access to low-cost programming which supports the health and wellbeing of all community members should continue to guide the City in its programming and method of delivery. Similarly, services which are niche-oriented, and which can be delivered in full by the private or not-for-profit sector, should be organized and priced based on a clear municipal subsidization and facility access allocation policy.

## 5.2 Municipal Programming

### 5.2.1 Overview of Program Offer

The City offers a variety of municipal programming including but not limited to aquatics, skating, fitness classes, general interest programs, as well as health and safety programs. Some of this programming is offered as registered programs that run over a set number of weeks, other programming is offered as a drop-in opportunity.

Suggestions by respondents to the public survey for improving the overall experience with City-run recreation programs included:

- More drop-in program opportunities;
- More programs geared towards older adults (this is currently the demographic that commands the largest share of programming at the QSWC);
- Improved promotion/awareness of programs (City-run or otherwise) available to residents;
- Enhanced course offerings (e.g., “Learn to...” opportunities) for all ages;
- Inter-generational programs;
- Provide programs at other community centres throughout the City beyond the QSWC (currently this

falls to the separate community centre boards as the City only programs the Parkdale community Centre. Going forward, the requirements for programming to keep pace with demand should be a consideration of management and lease agreements between the City and the community centres);

- More nature-based opportunities for learning; and
- More options for free or lower cost programs.

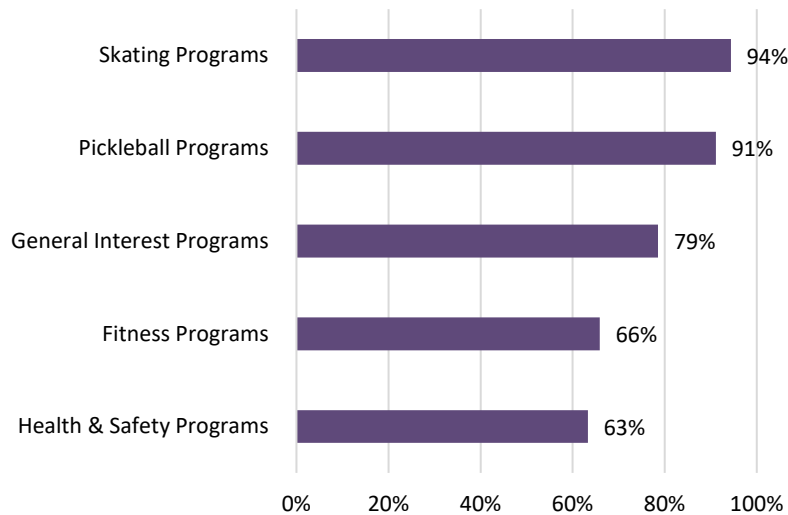
### 5.2.2 Program Participation

Over one-third (36%) of survey respondents stated that they, or a member of their household, had participated in a recreation program offered by the City over the past 18 months. Respondents indicated that participation in aquatics programs was mostly by toddlers, children, and youth, while adults and older adults had participated in more health and wellness programs. This is complementary to the program registration data provided by the City, which indicates that skating and swimming lessons typically achieve the highest registrations. Aquatics programs have the highest number of registrants on waitlists.

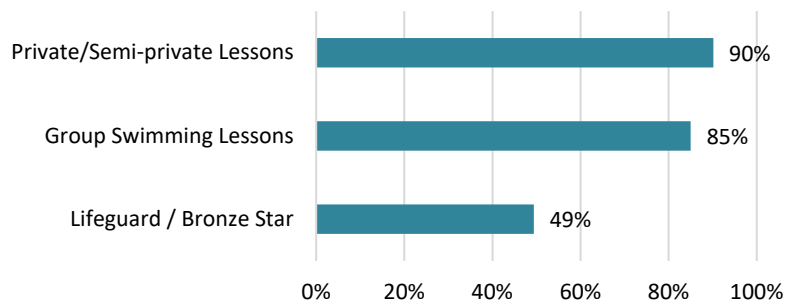
Most respondents (64%) were satisfied with the programs they and/or their family members participated in.



**Average Program Fill Rates (%) 2019**



**Aquatic Program Fill Rates, Average, 2019 (%)**



### 5.2.3 Trends Impacting Participation

Community and lifestyle trends tend to dictate how individuals recreate. Increasingly, shifts in recreation participation are being observed at the national level. These shifts are, in part, the result of busier lifestyles, changing family and socio-economic structures (including diversified forms of employment and the proliferation of shift and seasonal work) and has resulted in a reduction in free time for many Canadians. Most notable is the decline in sport participation in favour of unorganized and/or self-directed leisure activity. This speaks to the need to (re)assess opportunities diversify the suite of program options to address changes in preferences for participation. To do this successfully, effective monitoring systems must be implemented and should inform the municipal response to parks and recreation program demand.

These national trends are in line with local trends in Belleville, where the most common barriers identified by public survey respondents, as it relates to participation in recreation programs, was programs not being offered at a convenient time (48%), awareness of which programs are offered (33%), and lack of interest in the programs offered (31%).

Another significant factor for future sport participation is that of an aging population across Canada. The impacts of an aging population will be felt in many aspects of Canadian society, including sport and recreation participation. Research further indicates that this current generation of older adults tends to

be more physically active than previous generations and is likely to retain interest in mainstream options. Specifically, potential implications include a decreased emphasis on team sports; growth of wellness and fitness programs; and an increased demand for a wider variety of active and leisure programming pursuits and opportunities.

An equally important consideration is the smaller Echo Boom generations (the children of the Baby Boomers), who are raising their own families at present. Promoting and fostering participation in physical activity for all ages (i.e., continuing to focus on children and youth but also expanding to meet the needs of the aging population) is an important priority moving forward.

**Recommendation:**

- 18. Continue departmental best practice in assessing trends in participation and evaluate shifts in market demand for programming activities.
- 19. With an aging population, the City should continue to work with local organizations to ensure that programs, facilities, and services are proactively positioned to accommodate future needs.
- 20. Continue to work with partner groups to identify and facilitate structured and non-structured recreation programming in public spaces that align with community and neighbourhood needs.

**5.2.4 Affordable Access**

The City currently has a Recreation Program Subsidy/Fee Assistance Policy in place, which provides financial assistance to City residents who need assistance paying for City-run recreation programs due to financial hardship. Over the past 3 years (2017 to 2019) the number of clients using the subsidy program has remained relatively stable, with around 200 clients per annum.

The average public survey respondent felt that “Parks and recreation opportunities are affordable in Belleville,” with an average answer of 69 on a scale of 0 (do not agree at all) to 100 (totally agree).

The Master Plan supports the continuation of providing affordable access to recreation programs and services for all residents.

**Recommendation:**

- 21. Continue to support affordable access opportunities and promote these options to key target groups.
- 22. Develop and promote free and low fee program options to help ensure universal access and remove barriers to recreation services.

## 5.3 Events & Tournament Hosting

### 5.3.1 Community Events

The City's parks and municipal facilities hosts a variety of community events on an annual basis. According to the City, there are typically six major events annually, organized and operated through the Chamber of Commerce. Many of the other events that take place in Belleville are organized and implemented by local community organizations. In this capacity, the City's role is focused on providing support to organizers and space for events to occur.

Approximately 85% of respondents to the public survey had attended or participated in events hosted by the city, which generally have a high level of satisfaction among residents. Suggestions for improvements included:

- Increased awareness and promotion;
- Public transit to events or events in spaces that are easy to walk/bike to.
- Include more local vendors and a variety of activities for all ages.
- Infrastructure (power, water, etc.) improvements required for events to expand.

### Recommendation:

23. Develop a Special Events / Festivals Strategy that establishes best practices for event hosting and includes a policy for the review and assessment of new park designs with respect to their suitability for accommodating / supporting outdoor neighbourhood and community events.
24. Investigate the opportunity to designate dedicated park location(s) for outdoor special events to occur within the City. A few locations should be identified depending on the scale and type of event being held.
25. With specific regard to the West Zwicks event grounds, ensure that the seasonal operation of pop-up kiosks does not constrain any event-related food and beverage rights that are deemed essential for organized spectator events.

### 5.3.2 Leveraging Recreational Assets for Broader Economic Benefits

Significant economic stimulus can be created through recreation tourism, sports tourism, and eco-tourism opportunities. Economic benefits associated with tourism may include:

- Event specific revenues – sponsorships, branding, registration / entry fees, tickets, and on-site sales.

- Increased demand for local services – hotel accommodation, transportation, food and beverage, and entertainment.
- Recognition through television / media coverage.
- Developing a tourist base and return visitors.

The economic benefits associated with these types of tourism stresses the importance of coordination across departments, between Recreation Services division, Parks division, and the Economic & Strategic Initiatives division that lies within the CAOs office, which is responsible for event-related tourism as well as business retention and attraction.

There are several existing parks and open space areas within the City of Belleville that are already well positioned to leverage tourism-related pursuits, including:

- M.A. Sills Park;
- Zwick’s Park West;
- Zwick’s Park East;
- Riverside Park West;
- Herchimer and South George St. boat launches that facilitate significant angling events each year and general access to the Lake; and
- The City’s broader network of waterfront parks and trails.

The contribution of the City’s parks, railways and waterfront are critical elements of a future tourism plan for the city. To realise this, a corporate focus on destination development will require better integration between Parks and Recreation, Economic Development (informed by the Economic and Destination Development Committee Strategic Plan), and event organizers to justify the necessary capital expenditure to improve the capacity of the city’s destination parks and the waterfront. The City’s parks, waterfront, river, trails, and other open spaces are significant in their potential to serve existing resident needs and underpin tourism in the city. Specific recommendations related to these assets can be found in the relevant sections of the report.

**Recommendation:**

26. With a focus on key indoor and outdoor destinations within the city, continue to develop strategic partnerships to attract and implement provincial, national and/or international sporting special events (and others). This can lead to increased economic development and the promotion of sport and other recreational activities in the city.
27. Clearly define the roles of the Economic & Strategic Initiatives staff, Parks staff, and RCCS staff as it relates to special events and sport bid hosting. Continue to work successfully with Bay of Quinte Tourism to promote regional scale events.

28. Ensure staff resources, as well as facility design and availability, are fully evaluated prior to bidding on major sporting events.

## 5.4 Policies & Standards

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

- User fees – ‘pay per use’ permitting arrangements to provide a broad range of recreational opportunities within municipal facilities;
- Facility allocation standards and other use-related policies; and,
- Lease agreements.

### 5.4.1 Cost Recovery & Fee Setting

The RCCS sets the user rates for the QSWC (rentals, drop-ins, program rates, etc.), the various marina services, and the City’s Recreation Subsidy and Fee Assistance Program. RCCS also oversees the annual lease payments for partners operating community centres. Rates for outdoor sports fields are currently set by RCCS through consultation with the Parks Division and the Finance Department.

A formal User Fee Policy does not currently exist to guide levels of cost recovery and subsidization. This will be

important to ensure prudent capital and operational planning, especially given limited public dollars available to support needs across various municipal departments and priorities.

Municipal cost recovery for recreation is estimated at 26% based on the City’s 2019 Operating Budget for Recreation and Parks. The completion of a User Fee Study should address the appropriateness of the current level of cost recovery. The following are best practice observations for User Fee policies:

- Recreation User Fee Policies are founded on recreation service priorities as defined by strategic and master plan priorities and are typically based on the following approach to subsidization and fee categorization:
  - Stream 1: Programs and services that have been historically subsidized and are otherwise deemed as essential such as minor ice, learn to swim/play activities for children and youth, camps etc. are provided with the greatest levels of subsidy. A core principle being that a range of recreational services should be available to all citizens and that no resident be excluded from participating in recreational activities because of an inability to pay;
  - Stream 2: Programs and services catering to adult recreation and/or more advanced skill development, as well as the use of facilities that



serve non-basic recreation needs, receive the least amount of subsidization;

- Stream 3: Fees that are charged to commercial users or otherwise for which public subsidization is unwarranted (weddings, room rentals, private swimming lessons). This includes eliminating subsidization of activities such as for-profit tournaments and special events.
- The quality of the asset and experience should inform pricing:
  - Development of new recreational infrastructure that improves the quality of the playing environment and other amenities including the enhancement of spectator viewing, improved training facilities and other benefits, should be priced higher to reflect these standards compared to existing infrastructure. This includes not only new facilities but those undergoing incremental or substantive one-off renovation which also improves facility conditions for the end user.
  - Similarly, with respect to programming, the cost and quality of space both influence pricing and reflect the higher quality experience provided by new infrastructure.

- User fee surcharge for capital maintenance and improvements:
  - Some municipalities have ‘built-in’ or applied a user fee surcharge across all user fees (rental charges and program rates) as a mechanism to fund ongoing maintenance requirements on a ‘pay-per-use’ basis. Surcharges may be progressively introduced but are for the expressed purpose of funding necessary capital replacement or improvement of items and is expected to be utilized annually and with demonstrable results to the residents and other users of these facilities.

**Recommendation:**

29. Undertake a comprehensive User Fee Study and Policy to outline a sustainable basis for reducing municipal subsidy on activities where possible and supporting ongoing subsidy where appropriate.
30. Once a User Fee Policy is established, review the User Fees and Rates Schedule on an annual basis to confirm and validate that the approach to pricing is in keeping with best practice and to ensure pricing for premium playing environments and other recreation amenities reflects the quality of the infrastructure.

### 5.4.2 Facility Allocation Standards

Typically, municipalities give first-right of access to minor sports groups with adult groups getting second right of access. To better understand each group's needs in terms of facility access and use, the City should continue to hold its user group forum for sports field and ball diamond users (currently held every six months) and maintain its formal communications with ice user groups and other sports and cultural user groups.

The outcome of user group forums should include the development of Allocation Policies for ice, rectangular fields, and ball diamonds, which outlines the allocation process and responsibilities of the City and the community groups with respect to the fair and equitable distribution of time.

#### **Recommendation:**

31. Develop facility allocation policies for bookable City-run facilities (e.g., ice, rectangular fields, ball diamonds) through consultation with user groups. Policies of this type typically include priority of groups for use (community use versus tournament/special event use), allocation schedules and scheduling priorities, allocation rates (e.g., resident versus non-resident, minor versus adult, etc.), cost recovery, management of tournaments and special events, and general facility management requirements.

### 5.4.3 Facility Lease Arrangements

At present, the City of Belleville has an existing lease arrangement for operation of the concession rights at the CAA Arena. The Vineyard Grill has the concession rights for the remainder of the QSWC.

The community centres have varying operating arrangements - most have Boards that manage the bookings and operations of their centre, while Hillcrest is now operated by the Lawn Bowling Club and Parkdale Community Centre is booked and managed directly by the City's Recreation Services division. Long-term lease agreements are in place for the use of Foster Ward Community Centre and Gerry Master Community Centre is governed through a standing committee of Council.

Notwithstanding existing arrangements, each and every community centre should, on a permanent basis, be managed under the terms of a long-term lease agreement which requires effective monitoring of usage by the community so that these municipal assets fully contribute to meeting the evolving needs of the community. The fact that Gilead and Bethany Community Centres achieve very little use should result in a municipal reconsideration of their future use potential. If these facilities are unlikely to be sufficiently utilized by the public on a go-forward basis, the City should reconsider declaring these assets as surplus to municipal requirements.

**Recommendation:**

32. Develop improved lease agreements for Foster Ward Community Centre, Gerry Masterson Community Centre, Gilead Community Centre, and Hillcrest Community Centre that are operated by Boards or external groups. These agreements should include details of renewal dates, operational requirements to meet the full suite of municipal policy (e.g., access policies, goals for target groups, etc.), and protocols for reporting bookings/utilization on an annual basis.

and consequences of shifts in operating strategies and may lead to greater efficiencies, access to new markets, or the introduction of improvement strategies for increased community benefits.

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

## 5.5 Monitoring & Metrics

### 5.5.1 The Benefits of Measuring Performance

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

Over time, the collection of these facts, ratios and performance benchmarks can offer insights about the impact

**Exhibit 4: Core Components of Performance Management**



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

**5.5.2 The Approach to Performance Monitoring for Belleville**

While the City of Belleville does have some Key Performance Indicators (KPIs) in place, they are not updated on a regular

basis and reporting is not consistent across the relevant departments as it relates to this Master Plan.

A plan for investment in new and additional parks and recreation facilities presents both capital and operating implications. This heightens the value of developing metrics to justify ongoing public investments in services. Based on the analysis and policy making contained in this plan, a business case template for major capital spending can provide the basis for qualitatively and quantitatively assessing the merit of individual capital projects.

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

The monitoring and evaluation process should begin with the development of meaningful and measurable operating and financial metrics in the form of key performance indicators (KPIs). This should build on and enhance those KPIs already in place. Many of these indicators may be informed by data retrievable from the City’s electronic program registration system. Utilization and program registration statistics and

trends documented within this Master Plan may also serve as a foundation for a more fulsome set of indicators.

A well-rounded monitoring strategy includes both quantitative and qualitative inputs. Qualitative inputs are typically used to gauge the intangible aspects of parks and recreation service delivery such as user satisfaction and aspirations. To garner this input, it is recommended that a methodology be developed to effectively and routinely (i.e., annually) survey the user experience with facilities, services, and programs. This may comprise the use of a brief customer satisfaction survey, intercept surveys at key facility locations, and other mechanisms deemed appropriate based on the City's community engagement practices.

With respect to achieving the proposed parkland classification system in terms of the performance of each park, as the City undertakes improvements to existing parks and open spaces, along with the provision of new parks, analysis should be undertaken to assess the degree to which the required function of each park is reflective of their planned function within the hierarchy.

This is an important check to ensure that design and implementation follows approved policies regarding the distribution of parks services across the City as a whole. Disregard for this hierarchy as a basis for decision-making regarding where and when to develop community facilities will potentially undermine the achievement of equity goals of

this plan. It is therefore important to monitor the evolution of the hierarchy as capital works are decided upon by the City.

**Recommendation:**

33. Develop a straightforward data collection and analysis methodology that can be used to routinely assess Departmental performance year-over-year based on meaningful and measurable quantitative and qualitative indicators and metrics. This should involve developing and initiating a customer engagement and monitoring system to annually assess resident/user satisfaction with programs, facilities, and services (this may include online and/or intercept surveys).
34. Develop a Performance Scorecard for the City of Belleville's parks and recreation facilities, services, and programs based on key quantitative and qualitative performance metrics. This tool should be used to support annual budget requests to Council.
35. As capital improvements are undertaken over the course of this plan, maintain adherence to the proposed parkland hierarchy. Preface all staff reports regarding works in parks with assessment of proposed works against the goals of the classification system.





## **6 Service Direction: Improved Decision Making for Investment in Indoor and Outdoor Facilities**

## 6 Service Direction: Improved Decision Making for Investment in Indoor and Outdoor Facilities

### 6.1 Facilities Planning Considerations

At present, the City does not have identified processes as it relates to decision making for investing in indoor and outdoor facilities and amenities. Having had success with the revitalization of the QSWC and decommissioning of the smaller arenas, there is a pressing need to have an effective decision-making process in place for facilities planning going forward. This should be based on clear estimates of need, application of standards, and effective budgeting to meet capital funding requirements.

The recommendations included in this section of the report cover a range of considerations for the provision of indoor and outdoor recreation facilities; specifically, as it relates to capital investment and development and the implementation of projects over the 10-year life of this Master Plan.

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

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

These identified aspirations are balanced by population and participation-based standards of provision – guidelines to inform decision-making regarding the appropriate range of facilities at city/regional, community, and neighbourhood scales. They reflect, in part, expected utilization of a given facility versus its capacity, and accordingly expected revenues and subsidization.

Population-based standards of provision can provide a more general picture of the required population to support a facility, while participation-based standards of provision more accurately reflect local recreational trends. Standards represent

important guidelines; however, no one plan, or standard, can be applied to every community. Rather, standards must be adapted to locally expressed needs, values, interests, and financial capabilities.

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

## 6.2 Building on Existing Recreation Hubs

Focusing development at established recreation hubs within the city is a principle of this Master Plan. Established hubs include:

- Quinte Sport and Wellness Centre / Riverside Park as an indoor/outdoor hub for recreation in the urban area;
- Gerry Masterson Community Centre / Thurlow Park as an indoor/outdoor hub for recreation in the rural area;
- MA Sills Park as a hub for rectangular sports fields; and
- The waterfront, which provides a more passive hub for recreational pursuits.

These hubs should be retained and fully supported for the development of a broad range of recreation and tourism assets and hosting infrastructure at these centres.

The Master Plan recognizes that some of these areas present constraints to further development and/or expansion. The development of additional indoor and/or outdoor hub locations is therefore supported by the recommendations of this Plan.

## 6.3 Urban and Rural Levels of Service

The City's facilities and parkland is distributed among the rural area and focused within the urban core. While the current population and most of the future growth is focused in the urban area, the hamlets still accommodate a portion of the overall population. The importance of providing parkland and recreational amenities within proximity of these rural residents is important.

The Master Plan recognizes differences in urban and rural levels of service and the established standards already in place. The recommended level of service within the rural hamlets is premised on maintaining ownership of parkland in rural areas, including both active and passive opportunities for recreation, and aligning the amenities offered to the changing needs of residents over time.

**Recommendation:**

36. Adopt a level of service criteria for the urban and rural areas based on best practice in municipal asset management and a standards-based approach to facility provision, whereby the City will:
- Maintain the existing practice of the urban area servicing the major indoor recreation needs of the rural area.
  - Develop future indoor recreation infrastructure in the urban area where there is proximity to the largest concentration of the population base.
  - Retain and further develop Thurlow Park as a hub for indoor and outdoor recreation in the rural area.
  - Consider investment in smaller-scale, community-serving outdoor recreation facilities where a deficit of individual assets exist; there is significant population in a rural area to sustain the identified standard of provision; and/or there is community investment and interest in maintaining and developing these assets.

**6.4 A Standards-Based Approach to Planning**

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

The implementation of recommendations based on achievement of population thresholds will necessitate a regular review of population change within the city, commencing with the results of the 2021 Census and subsequent review of housing starts and other published estimates of residential growth in the city over the Plan period.

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

- A commitment to the development of new facilities;
- Providing for advanced planning in terms of the most appropriate locations; and



- Creating the necessary funding strategy and delivery mechanisms to build and operate the facilities.

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

**Recommendation:**

37. Adopt a standards-based approach to planning for future parks and recreation infrastructure, including the provision of municipal capital facilities as well as consideration for development through partnerships and other providers as appropriate.
38. Undertake an annual review of population change within the city, commencing with the results of the 2021 Census and subsequent review of housing starts and other published estimates of residential growth in the city over the Plan period.



**6.5 Planning for Indoor Facilities**

While the City has moved towards a model of centralization for its main indoor recreation facilities (at the QSWC), it also provides smaller historic stand-alone community centres throughout the municipality. While these smaller centres provide limited amenities (often a community hall and kitchen), they do provide a neighbourhood focal point for the community in which they are located and are often seen as important local facilities.

This Master Plan recommends that the development of future indoor facilities to be prioritized within existing or new multi-use recreational facilities. Notwithstanding, continuing to provide community space at the stand-alone community



centres is equally important; however, expanded community use of these facilities for city-run programming should be explored to improve utilization.

**Recommendation:**

39. Focus planning for new indoor facilities in centralized multi-use locations to provide residents with a variety of facility and programming options in one location.

**6.5.1 Leveraging the Success of the QSWC**

The QSWC, as the primary hub for indoor recreation in the City, has become very successful since it was revitalized and is now the envy of the region. With high visitation rates and high utilization of all the major amenities provided at the QSWC, the Centre’s current usage and compaction issues are a product of its own success.

Over time as the city continues to grow, the role of the QSWC as an important recreation facility in the city and its functionality needs to be maintained and leveraged. This means that the requirement for new infrastructure is present, and planning should commence in the short-term, so that the City gets ahead of the issue and the existing facility does not get “choked”.

**Recommendation:**

40. Undertake an economic impact assessment study of the Quinte Sport and Wellness Centre. The outcomes of the

study can be utilized on applications for funding as it relates to other infrastructure in the city, as well as to bolster economic development efforts in the city (e.g., impacts on hotels, conference facilities, businesses, sport tourism, etc.), and promote the quality of life and reputational benefits that the Centre offers.

**6.5.2 Investment in a New Multi-Use Facility**

The development of a new multi-use recreation complex is based on the identified need for additional ice, aquatics facilities and gymnasium/field house space in the future, as detailed in the appropriate sections of this report. The Master Plan has assessed the options for providing these facilities, including:

- Expansion of the pool at the QSWC and provision of rinks and gymnasium/field house at a secondary location. This would only exacerbate the existing compaction issues at the QSWC;
- Provision of a secondary pool and gymnasium/field house in a standalone building with rinks at a separate location. This would contribute to a decentralization of indoor facilities and is not ideal;
- Expansion of an existing stand-alone community centre. The opportunity to expand at the required scale was not apparent at any location. This also would have moved

the city back to a decentralized model and would not be in keeping with modern best practices; or

- Development of a new major multi-use recreation centre that can accommodate the necessary facilities under one roof and enable opportunities for future expansion.

Based on the above consideration of options, the Master Plan recommends that the City consider a new build multi-use recreation centre. The manner in which the necessary facility components are achieved and where the facility is located (west end location is preferred) will need to be established through a comprehensive planning exercise.

Consideration for partnerships and cost sharing will also need to be investigated. The City and Quinte West have cost sharing partnerships in existence (e.g., sanitary wastewater plant in Loyalist Secondary Plan Area), and building on this pre-existing relationship to deliver a multi-use recreation facility that would benefit residents of both communities should be explored.

There are many examples of communities who have collaborated to cost share recreation facilities, including two local examples:

- The Town of Perth, Townships of Tay Valley and Drummond/North Elmsley have an existing cost sharing arrangement for the Perth and District Community Centre, Perth and District Indoor Pool, and Conlon Farm

Recreation Complex. In the current arrangement, the operating and capital costs of these facilities are split based on a geographic weighted assessment.

- The City of Kingston and Loyalist Township developed a plan to partner on the development of a replacement for the existing recreation centre in Loyalist Township, whereby the City of Kingston would contribute capital dollars to the development of the facility in exchange for City residents to be able to use the facility at the same rates as residents of Loyalist Township.

**Recommendation:**

41. Invest in a new multi-use recreation facility on a suitable tract of land in the City’s west end by 2031. Planning for investment in such a facility should commence immediately. The general process for which is as follows:
- a) Complete a Location and Feasibility Analysis for a new twin-pad multi-use recreation venue that also considers inclusion of a gymnasium or a multi-use indoor field house, and aquatics facility.
  - b) Land assembly;
  - c) Business planning and further investigation of partnership opportunities. Investment in a new ice complex, comprised of 2 ice surfaces would open up the potential for a range of options for the funding, delivery, ownership and operation of the facility involving partnerships;
  - d) Detailed design and site planning; and
  - e) Securing funding for development based on a capital funding strategy (including potential external partners, grant funding as applicable, etc.).
42. Explore opportunities for partnerships and/or cost sharing for the development of a new multi-use recreation centre as it relates to capital and/or ongoing operating costs.

**6.5.3 Indoor Ice**

The City of Belleville supplies 4 NHL size ice pads, located at the QSWC, a consolidated multi-use venue that includes other recreation uses such as fitness and aquatics. The Phase 1 Report provides details regarding the amenities offered at the QSWC.

The Master Plan recognizes that the existing agreement with the Belleville Senators for use of the CAA Arena reduces the usability of this ice pad by the community at large in part because of ice time associated with the Senators and in part because of other constraints placed on community access (parking, timing of available ice, schedule interruptions, etc.). To account for this, this ice pad is therefore counted as only 0.5 pads of community access ice.

Based on a total of 3.5 ice pads in Belleville for community use, the existing standard of provision is as follows:

- 1 ice pad per 15,486 City residents;
- 1 ice pad per 9,986 regional residents; or
- 1 ice pad per 717 registered participants (based on 2019 participation data).

Based on the existing City-wide population standard, a comparable standard of 1 pad per 15,000 residents has been used below. The population-based service level would increase

to 1 pad per 16,657 residents by 2041, resulting in a deficit of 0.4 ice pads.

<b>Arena Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
City Wide Population	54,200	55,900	57,100	58,000	58,300
Comparable Standard	1 ice pad per 15,000 residents				
City-wide Needs	3.6	3.7	3.8	3.9	3.9
Existing Supply	3.5	3.5	3.5	3.5	3.5
<b>Surplus (Deficit)</b>	<b>(0.1)</b>	<b>(0.2)</b>	<b>(0.3)</b>	<b>(0.4)</b>	<b>(0.4)</b>

Participation data for the ice pads has been provided by the user groups indicating a total of 2,511 registered participants. Participants are split between minors (approximately 56%) and adults (44%). A comparable standard of 1 pad per 600-700 total registered participants is recommended for this Master Plan, which is a typical level of provision across the province when considering both minor and adult participants.

<b>Arena Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
Total Registered Participants	2,511	2,556	2,503	2,432	2,352
Comparable Standard	1 per 600-700 total registered participants				
City-wide Needs	4.0	4.0	4.0	4.0	3.9
Existing Supply	3.5	3.5	3.5	3.5	3.5
<b>Surplus (Deficit)</b>	<b>(0.5)</b>	<b>(0.5)</b>	<b>(0.5)</b>	<b>(0.5)</b>	<b>(0.4)</b>

When assessing the standard of provision for ice pads from a regional perspective, it is currently within an acceptable range. More rural areas typically have higher standards of provision based on the historic development of single-pad arenas in rural centres.

The facilities provided at the QSWC are much more modern than many of the single-pad facilities found in the more rural regional geography and draws users from outside of the city. This is verified by the high demand for and utilization of the QSWC, which is nearly fully booked (97% in 2019/2020) during prime-time hours (weekday evenings and all day on weekends).

Many user groups indicated that they are required to use facilities outside of Belleville (within the region) because they are not able to access enough ice time for their group at the QSWC. As the city and regional population continues to grow, this pressure will only intensify, especially since many of the rural arenas are older and nearing the end of their useful life.

It should be noted that the City of Belleville currently has a cost sharing agreement with neighbouring municipalities for operation of the Stirling-Rawdon Arena.

With Belleville providing top quality rinks, and the understanding that there are no plans for developing new rinks within the regional area, the demand for ice at the QSWC is expected to continue to increase.

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

- Rural, single pad indoor ice venues in the region represent an aging stock and are not modern functionally.
- There are no new ice pads currently being planned or under development within the region.
- Existing local and sub-regional standards and growth projections do not point to an immediate need for additional indoor ice; however, the demand for prime-time ice at the QSWC is high and needs to be addressed.
- The QSWC faces challenges in terms of balancing community use needs with those related to special events (e.g., AHL games and practices).
- Developing single-pad arena facilities does not represent best practice for growing municipalities. Rather, a minimum of two ice pads are often built to offer maximum flexibility of use and have the potential to accommodate the anticipated growth of the city as well as the region.
- Opportunities exist related to the potential for hosting and expanding sports tourism.

- There are benefits to the community by way of enhanced recreational opportunities and synergies that can arise from investment in multi-use facilities.

**Recommendation:**

43. Ensure state of good repair for existing ice pads and associated amenities at the QSWC.
44. Monitor utilization and demand of existing indoor ice through the continued provision of an annual Ice User Group Meeting, to determine each group’s needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the city on an annual basis to continue to plan effectively for indoor ice.
45. Continue to uphold the agreement for the joint funding and use of the Stirling Rawdon Arena with other area municipalities.
46. Immediately commence planning for a twin-pad arena facility in the region as part of a new multi-use recreation facility (as per Recommendation 39).



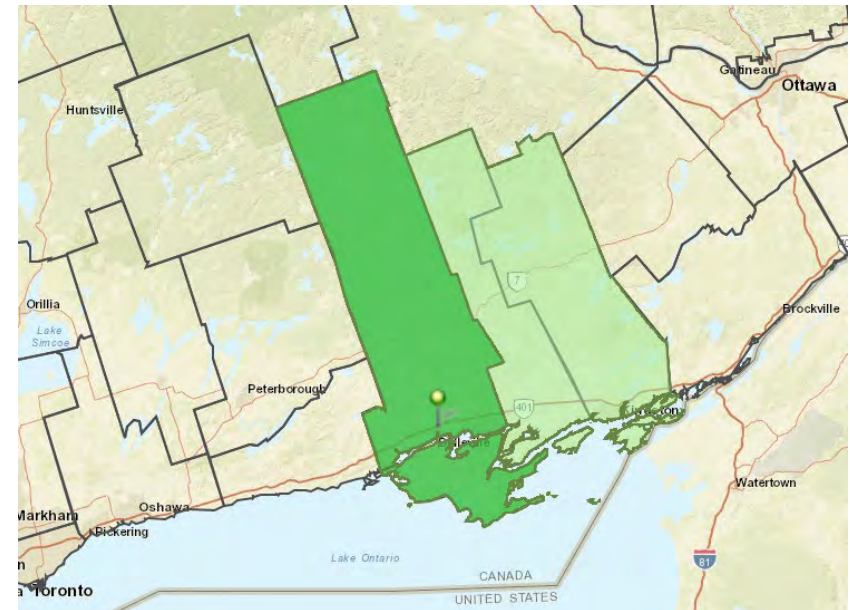
### 6.5.4 Indoor Aquatics

While the indoor pool provided at the QSWC is well used by Belleville residents, many users come from beyond the city. Indoor aquatics facilities are often considered regional facilities, recognizing the fact that they have broader market areas than other localized recreational assets (e.g., playgrounds, ball diamonds, splash pads, etc.).

Based on data provided by the city, the indoor pool in Belleville is used mostly by residents of the city (63%), but also has high visitation from residents of Hastings County, Tyendinaga Mohawk Territory, Quinte West, and Prince Edward County. Combined, users from these municipalities comprised 89% of total pool users at the QSWC in 2019. For the purposes of this analysis, these municipalities are considered to comprise the primary market area for the assessment of indoor aquatics. An additional 7% of users reside in Lennox and Addington County, Frontenac County, Napanee, and Kingston.

**Exhibit 5: Location of Primary Users of the QSWC Aquatics Centre**

Area / Region / Municipality	No. Users	% of Total
City of Belleville	17,134	63%
Hastings County & Tyendinaga Mohawk Territory	3,658	14%
Quinte West + PEC	3,343	12%
Napanee, Lennox and Addington, Kingston, Frontenac	1,816	7%



Area / Region / Municipality	No. Users	% of Total
Northumberland, Peterborough, Kawartha Lakes	603	2%
Toronto, GTHA	238	1%
Ottawa, Lanark, Renfrew, Nipissing, Leeds & Grenville, SDG, Prescott & Russell, Brockville	122	0.5%
South & Southwestern Ontario	93	0.3%
Barrie, Orillia, Muskoka, Grey, Dufferin, Northern Ontario	28	0.1%
<b>Total</b>	<b>27,035</b>	<b>100%</b>

With a total estimated population of 148,410 in 2021<sup>1</sup> and a total equivalent of 2.0 indoor aquatics facilities (1 municipal pool at the QSWC, and 2 YMCA pools - one in Belleville, one in Quinte West, each counted as 0.5 pools<sup>2</sup>), the primary market area has an existing standard of provision of 1 indoor aquatics facility per 74,205 residents, based on the regional population. This a lower standard of provision than often targeted in comparable communities and indicates the need for one additional pool to be added somewhere in the region.

Indoor Aquatics	2021	2026	2031	2036	2041
Est. Market Area Pop.	148,410	153,957	158,242	162,135	165,805
Comparable Standard	1 indoor aquatics facility per 50,000 residents				
Regional Needs	3.0	3.1	3.2	3.2	3.3
Existing Supply	2.0	2.0	2.0	2.0	2.0
<b>Surplus (Deficit)</b>	<b>(1.0)</b>	<b>(1.1)</b>	<b>(1.2)</b>	<b>(1.2)</b>	<b>(1.3)</b>

Utilization of the exiting municipal pool must also be considered to understand the currently usage patterns and demand. In 2019, nearly 150,000 individual users (person-visits) are estimated to have accessed the aquatics facility at the

<sup>1</sup> Based on estimates from ESRI Business Analyst, 2021. A detailed evaluation of regional populations is to be completed once 2021 Statistics Canada Census Data is released.

<sup>2</sup> YMCA facilities represented discounted supply as these assets are not controlled by the City of Belleville and therefore are not equivalent to City-

QSWC. This is comprised of those participating in recreational swims, programs, lessons, aqua-fit, and rentals.

Pool Users by Type of Use	2019
Rentals	46,104
Recreational Swims	53,346
Programs/Lessons/ Aqua-Fit	48,482
<b>Total Pool Users / Year</b>	<b>147,932</b>

This is a higher number than is typically observed in other communities of comparable size or larger, which generally range from 80,000 to 120,000 person visits per year (Timmins, for example, sees approximately 83,000 person-visits per annum). Based on the hours that the pool is operational, this equates to an average of 30 swimmers in the pool for every hour it is open.

Based on the above, it is evident that an additional aquatics facility will be required in the region. Planning for this facility should commence immediately before the quality of the pool and user experience at the QSWC deteriorates.

Due to the regionality of pool use, partnerships with neighbouring municipalities should be explored to develop

owned facilities that can be planned and programmed with certainty to meet the recommended actions contained in this plan. However, providers such as the YMCA and other non-profit organizations remain important contributors, particularly for aquatics and gymnasium space.

solutions related to indoor aquatics for the mutual benefit of residents. Loyalist College should also be engaged as a potential partner and/or land partner.

Any future investment in a new aquatics facility is predicated on co-location with indoor ice as part of the multi-use facility to enhance operational efficiencies. Investment in a stand-alone aquatics facility is not recommended.

**Recommendation:**

- 47. Continue to invest in required capital maintenance items for the aquatics centre at the QSWC to maintain the pool and its associated amenities in good condition for use by the community.
- 48. Immediately commence planning for a second municipal indoor aquatics facility in the region as part of a new multi-use recreation facility (as per Recommendation 41).
- 49. In planning for a second indoor aquatics location in the city, engage Quinte West and other neighbouring municipalities and stakeholders in discussions regarding the potential opportunity to partner for investment given the potential for this facility to service regional resident needs.

**6.5.5 Gymnasiums**

The existing gymnasium at the QSWC has an area of 7,700 square feet. This constitutes a double gymnasium that can be

divided in half with a drop-down screen. The flooring is vulcanized rubber meaning the space can be used for a variety of sports and other activities. It has a capacity of 350 to 400 people for rental purposes.

With 1.5 gymnasium in the local supply (includes the gym at the YMCA, counted as 0.5 gyms), the current standard of provision is 1 gymnasium per 36,133 residents. By 2031, this will decrease to 1 gymnasium per 38,867 residents, still within an acceptable range. Observed target standards in comparable communities are in the range of 1 gymnasium per 30,000 to 40,000 residents.

The guiding service standard aside, the QSWC gymnasium is also used as an event space in addition to heavy community programming, creating a situation of compaction and unmet community demand for use of the space.

<b>Gymnasium Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
City Wide Population	54,200	55,900	57,100	58,000	58,300
Existing Standard	1 gymnasium per 36,136 residents				
City-wide Needs	1.5	1.6	1.6	1.6	1.6
Existing Supply	1.5	1.5	1.5	1.5	1.5
<b>Surplus (Deficit)</b>	<b>(0.0)</b>	<b>(0.1)</b>	<b>(0.1)</b>	<b>(0.1)</b>	<b>(0.1)</b>

While the population-based standards do not necessitate an additional gymnasium over the Plan period, data provided by the City indicates that the gym is very well used, with 81% of the available hours during prime time (weekday evenings and all day on weekends) being used for city-run programs, open gym time, and birthday parties. Additional rentals occur on top of this, which further increase the usage of the gymnasium. Most of the available capacity of the gym during prime-time hours are on the weekend, as municipal programs are most often held on weekdays. Typically, there is anywhere from 10 people (badminton, basketball) to over 60 people (open gym time) using the gym at any one time.

This heavy usage is in line with what we heard from the community in that open gym time is extremely limited and often very busy, and that there is limited availability for local recreation/sport groups to rent the gym for practices and games. There were additional comments relating to the floor needing improvement and not being ideal for some sports. The

lack of spectator seating in the gym at the QSWC was also identified as a constraint.

**Recommendation:**

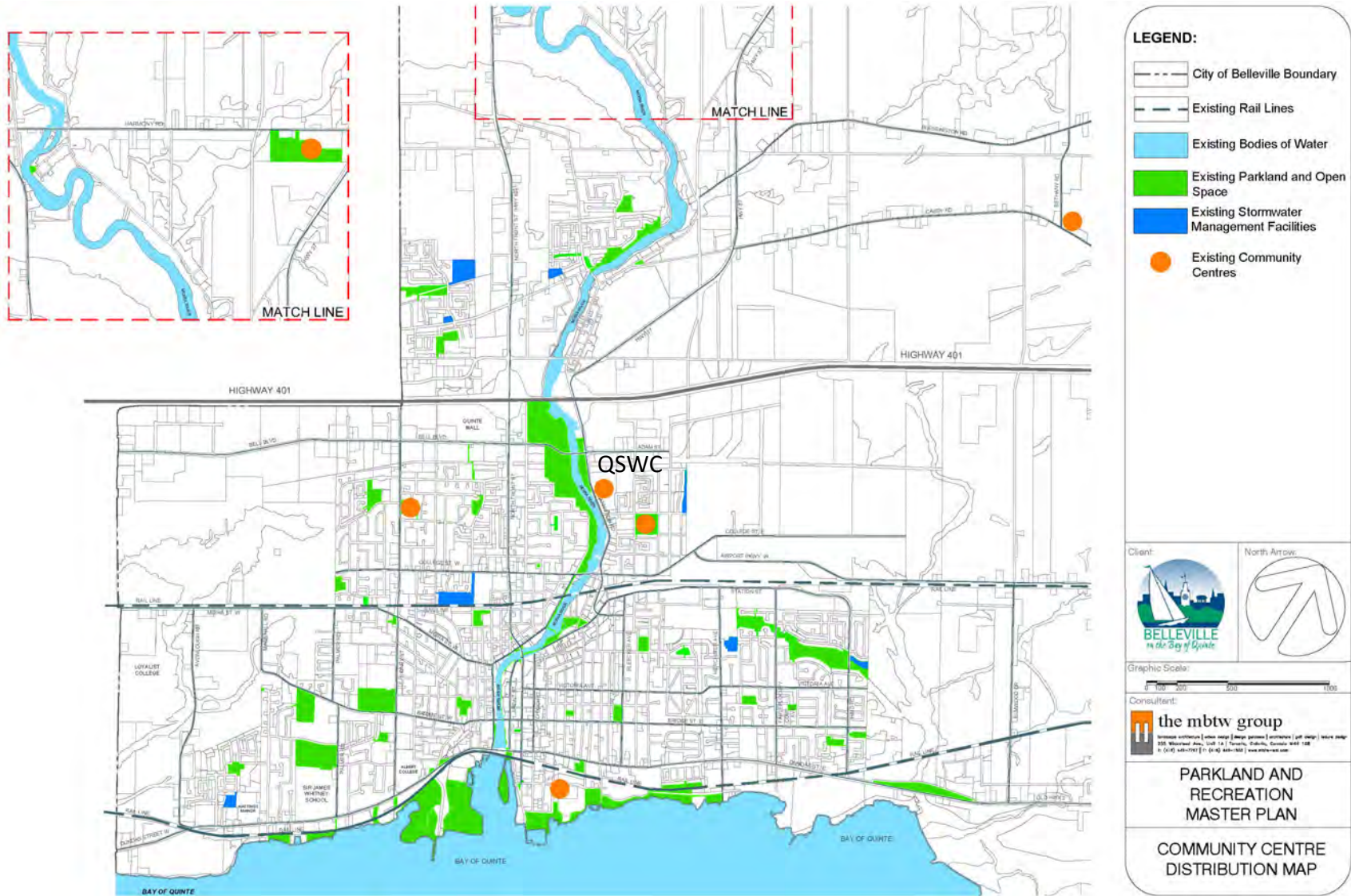
- 50. Continue to maintain the gymnasium at the QSWC in good condition for continued use by the community, undertaking general maintenance and improvements as required.
- 51. Plan for the inclusion of a gymnasium or field house as part of the new multi-use community recreation centre in the west (as per Recommendation 41). This should be a double gym or field house facility with appropriate amenities to accommodate a broad range of sports games and tournaments and provide flexibility for programming.

**6.5.6 Stand-Alone Community Centres**

The City of Belleville has five stand-alone community centres within its boundaries, distributed throughout the urban and rural areas of the city. Each of the five facilities has a community hall, kitchen facilities and washrooms. The Phase 1 Report provides an overview of the existing condition of these facilities.



Exhibit 6: Stand-Alone Community Centre Distribution Map





The current approach to the delivery of community centres is understood to be influenced, in part, by the historic need of individual settlement areas, as opposed to a planned approach to service growth nodes in the city. The centres are owned by the City, with four of the five centres being operated by Boards or external groups (Hillcrest was previously operated by the City but was recently transferred to the Lawn Bowling Club for operations).

While booking data for the non-city operated facilities was not readily available for analysis purposes, the Parkdale Community Centre (City-run) has experienced increasing usage from 2017 with 19% of total available hours booked, to 2019 with 31% of total available hours booked, contributing to its 75% cost recovery rate.

While there is no expressed need for additional stand-alone community centres in Belleville, they are an important part of each neighbourhood within which they are located. Maintaining the halls in good condition, undertaking general improvements and enhancements where necessary, and expanding the utilization of these community facilities is recommended.

**Recommendation:**

- 52. Continue to maintain the stand-alone community centres in good condition for continued use by the community, undertaking general improvements as required.

- 53. Work with the Community Centre Boards/operating groups to expand community use of the stand-alone community centres for city-run programming, and as viable and affordable locations for events and programming rentals, to improve utilization. Monitor utilization and demand of the community centres to maximize use and revenue generation.

**6.5.7 Washroom/Concession Buildings**

The Property and Facilities Division of the Recreation, Culture and Community Services Department has asset responsibility for several washrooms and/or concession buildings located in parks across the City, with daily cleaning provided by the Parks Division. Visual condition assessments were completed on these facilities in the fall of 2020, the results of which are provided in the Phase 1 Report.

Through the analysis completed to date, it is apparent that many of the buildings within parks require capital investment to maintain them in a usable condition by the public. Many were built over 40 years ago and will require investment soon if they are to be retained. Strategic decisions related to the continued provision of washroom/changeroom facilities in parks will need to be made and should be based on a defined set of evaluation criteria (e.g., park typology, facility co-location, capital requirements, heritage aspects, accessibility, geographic distribution, and/or operation requirements, etc.).

**Recommendation:**

- 54. Evaluate stand-alone washroom and concession facilities based on criteria established by the City, to determine which facilities are to be maintained over the long term.

**6.5.8 Other Indoor Facilities**

With the pending relocation of the Belleville YMCA Branch from its current location on Victoria Avenue to a new location as part of the redevelopment of the Belleville Exhibition Grounds (at Bridge Street West and Sidney Street), the City will eventually regain control of the existing building and site.

The site area (building and open space) totals 2.36 hectares (5.83 acres). The building dates to the 1960s and would need to undergo an assessment to understand its condition and required needs if it were to be maintained. Ultimately, the site should remain in City ownership to provide a recreation hub in the City’s east end.

**Recommendation:**

- 55. Undertake a condition assessment of the YMCA building once the City obtains operating control of the facility.
- 56. Pending the results of the condition assessment, the YMCA building and site should be subject to a master planning exercise. The master plan should consider operational costs, transitional considerations, and value for money related to different uses of the building and site.

- 57. Retain the Victoria Avenue site in city ownership to provide a multi-use recreation hub in the city’s east end (regardless of the future of the building on the site). Depending on the land area available, the city should explore the inclusion of a playground, spray pad, skate dot, sport courts, as well as emerging sport facilities (e.g., cricket field, bocce courts, etc.).

**Exhibit 7: Existing YMCA Facility and Associated Open Space**



## 6.6 Planning for Outdoor Facilities

### 6.6.1 Investment in New Outdoor Recreation Hubs

As is apparent from the detailed inventory assessment, there are gaps in the types of outdoor facilities provided by the City. These requirements comprise a range of outdoor amenities from courts (basketball, tennis, pickleball and multi-court) to innovative forms of public enjoyment of parks and open spaces, including playgrounds and trail connections. There are opportunities to develop new outdoor recreation hubs serving the City as a whole, while also providing in-park amenities that serve more local neighbourhood needs, as appropriate.

A multi-use outdoor recreation facility hub is recommended to be located at the former Exhibition Grounds property, as part of the redevelopment effort for the site. This recreation hub should include several facilities and amenities co-located for maximum community benefit, and may include mechanical ice, dedicated and/or multi-court facilities to meet the need for basketball, tennis as well as other court sports, and seasonal use opportunities such as ball hockey, lacrosse, cricket, washroom facilities, as well as the potential for playground and/or spray pad facilities.

This Master Plan also recommends the development of an outdoor sports hub to accommodate the future need for rectangular fields. While the location is to be determined, the City will need to actively consider municipally owned properties for repurposing, or acquisition through other means to

accommodate this need. Depending on the location, the potential to co-locate other complementary recreational uses exists. This will need to be determined based on the identified demand for certain amenities and/or gaps in the service provision of amenities related to geography.

The identification of the Victoria Avenue property (YMCA property) to become a hub for a variety of recreational pursuits (as per Recommendation 54) is also an important consideration.

#### **Recommendation:**

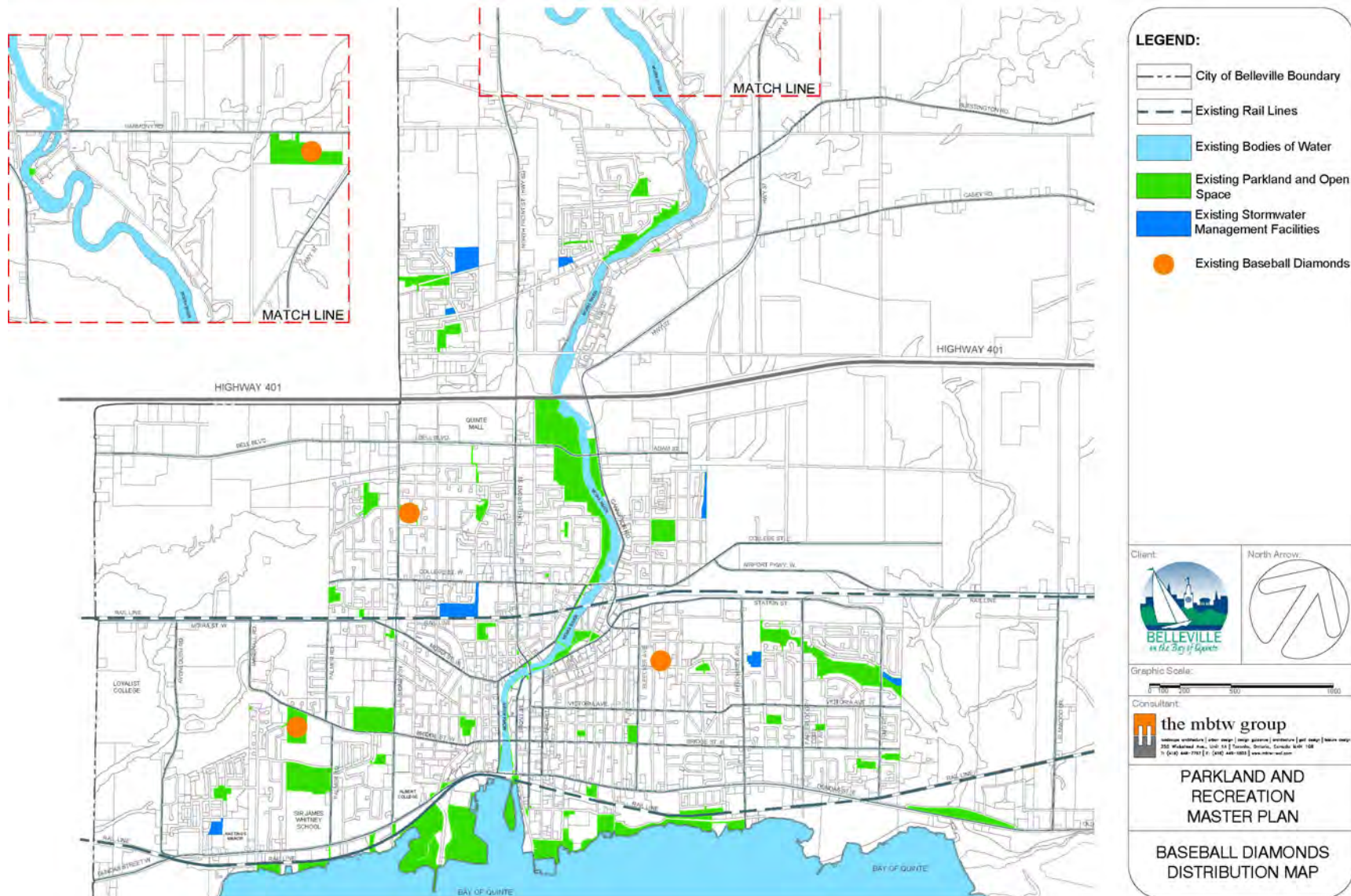
58. Building on the success of existing recreation hubs in Belleville, seek to develop new outdoor recreation hubs in the city that provide a range of recreational amenities and facilities for community use.

### 6.6.2 Ball Diamonds

The City currently supplies 12 unlit field equivalent (FE) ball diamonds (where lit diamonds are counted as 1.5 unlit equivalents), as detailed in the Phase 1 Report. Ball diamonds are provided at 4 parks within the city at Centennial Park, Parkdale Veterans Park, Thurlow Park and Tom Gavey Alemite Park. The ball diamond inventory is comprised of natural turf diamonds and includes both hardball and softball facilities. The City also provides one accessible diamond that has a rubberized surface for inclusive and barrier-free play opportunities, located at Parkdale Veterans Park.



Exhibit 8: Ball Diamond Distribution Map



Belleville has several additional ball diamonds located at local school properties which vary in size and quality and are not often maintained to an acceptable standard for practices and/or game play. Additionally, use of these facilities by the public is typically limited to outside of school hours.

Based on population standards, the City is currently providing 1 ball diamond per 4,517 residents. Considering population projections and to maintain the existing standard of provision, there would be a deficit of nearly 1 ball diamonds by 2041.

A preferred provision target is often based on participation levels when evaluating the capacity of ball diamonds. Based on information provided by ball diamond user groups, there were a total of just over 2,100 registered participants in 2019. This results in a participation-based standard of 1 ball diamond per 176 total registered participants. This is a lower standard than is often seen in comparable communities, where targets typically in the range of 1 ball diamond per 100 total participants. Setting a similar target standard for Belleville would result in an abundance of fields over what is in place today and is not appropriate in Belleville’s context. Therefore, a more realistic target standard would be in the range of 1 ball diamond per 120 to 140 total participants and would result in the need for 4 additional field equivalents over the next 20 years (to 2041).

A further drill-down on how the fields are used during prime-time hours (weekday evenings and all day on weekends)

<b>Ball Diamond Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
Total Registered Participants	2,107	2,129	2,095	2,047	1,999
Comparable Standard	1 per 120-140 total registered participants				
City-wide Needs	15.1	15.2	16.1	16.4	16.7
Existing Supply	12.0	12.0	12.0	12.0	12.0
<b>Surplus (Deficit)</b>	<b>(3.1)</b>	<b>(3.2)</b>	<b>(4.1)</b>	<b>(4.4)</b>	<b>(4.7)</b>

indicates that there is still some available capacity for use on the existing diamonds, but a change in the culture of use would be required. For example, some diamonds are heavily booked from Sunday through Thursday but are rarely booked on Fridays and Saturdays. Shifting the culture of use by groups to be 7 days a week (such as is in place at Rotary Diamond and Centennial Diamond #2) would push out the need for new diamonds to be developed.

Based on the composition of groups who are using the diamonds, a majority (nearly 70%) of participants are adults. This high degree of adult players can put a strain on the full-size diamonds in the city which are located at Centennial Rotary Park, Parkdale Veterans Park, and Thurlow Park, as the smaller fields are not appropriate for adult play. The opportunity exists to consider the addition of lighting to the senior hardball diamonds at Parkdale and senior softball diamonds at Thurlow Park to extend evening play availability for the adult groups. The diamond at Parkdale is not typically booked on the



weekends, and therefore, a change in how groups use this facility should be promoted prior to any investment in additional infrastructure at this location.

This Master Plan supports the development of a ball diamond complex with the appropriate facilities and amenities in place to be located at Thurlow Park. This would enable tournament hosting, game play, and practice facilities focused at one key location within the city. While an initial concept plan for a ball diamond complex has been developed for the site, it has not been endorsed by Council and therefore needs to be reassessed considering the recommendations of this Master Plan. The complex should utilize all available city-owned land adjacent to and including the existing Thurlow Park property.

**Exhibit 9: Thurlow Park Property and Adjacent City-Owned Land**



**Recommendation:**

- 59. Maintain existing ball diamonds in good condition for community use, undertaking general maintenance and strategic improvements as required. This includes the following:
  - **All ball diamonds:** Consider the addition of roofs to all dugout areas (where they currently do not exist) to provide shade for players.
  - **Thurlow Park:**
    - Consider the addition of outfield fencing and warning tracks on the 3 existing softball diamonds to contain outfield for player safety.
    - Renovation of hardball diamond (fencing and lighting are beyond their useful life).
  - **Parkdale Veterans Park:** Replace backstop fencing, and dugouts (reached the end of their lifecycle), as well as outfield fence (a review of location and height should be undertaken).
  - **Centennial Park:** Undertake an assessment of the sports field lighting and fencing (structural).
  - **Tom Gavey Alemite Park:** Replacement of sports field lighting.

60. Monitor utilization and demand of existing ball diamonds through the continued provision of an annual Diamond User Group Meeting, to determine each group's needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the city on an annual basis to continue to plan effectively for ball diamonds.

61. Optimizing existing diamonds in the City should be considered prior to developing new diamonds and can be achieved through the following:

- Changing the culture of use of existing diamonds in a way that utilizes all available hours in a week (e.g., Legion Diamond on Fridays and Saturdays).
- The addition of lighting to currently unlit senior diamonds (e.g., Parkdale Veterans Park, Thurlow Park) can increase the hours that fields are available in the evenings for play. Adding lighting to a field increases its field equivalency by 0.5 (1.5 total per lit field).
- Ensure that improvements at fields include consideration of necessary ancillary site enhancements to accommodate greater usage.

62. Reassess the previously prepared Master Plan for Thurlow Park (not currently approved by Council) and plan for the

development of a modern softball complex through the addition of 2 diamonds.

- The complex should prioritize senior/full-size diamonds with appropriate tournament facilities, such as spectator seating, shaded areas, washrooms, diamond lighting, etc.
- The complex should seek to utilize the city-owned land located to the west of the existing Thurlow Park.

63. Consider developing batting cage facilities in parks with ball diamonds. Centennial Rotary Park and Thurlow Park would be preferred locations. Parkdale Veterans Park could be assessed to determine if there is a demand and appropriate space at this location.

## Best Practice: Audley Recreation Centre, Ajax, ON

The state-of-the-art community centre, located in the northeast part of Town, is complemented by a variety of outdoor recreational amenities. This includes:

- Skateboard park
- Splash pad
- Inclusive playground
- Basketball courts
- Tennis courts
- Ball diamond complex
- Walking paths

The ball diamond complex consists of four softball diamonds and two baseball diamonds and was used for the Pan/Parapan America Games in 2015. It now provides a multi-purpose venue that benefits many community groups and supports both the Town's Economic Development and Tourism Strategy with a specific emphasis on sports tourism and the Town's Recreation, Parks and Culture Master Plan.



### 6.6.3 Rectangular Fields

The City currently supplies 23 rectangular fields, or 26 unlit field equivalent (FE) rectangular fields where lit fields are counted as 1.5 unlit equivalents due to increased playing time in the evening. Rectangular fields are provided at 5 locations within the city, including MA Sills Park, Riverside Park West, Thurlow Park, Zwicks Park West, and the George Ellis Athletic Field. The municipal supply is supplemented by rectangular fields located at local school properties which vary in size and quality.

It is noted that the George Ellis Athletic Field is not currently booked by the City but programmed by the adjacent YMCA. With plans for a YMCA relocation, the field would return to being a City booked facility and is therefore included as part of the existing supply. However, if the field were to be removed (pending the outcome of a master plan exercise for the site as per Recommendation 53), the equivalent of 1.0 field would need to be developed elsewhere to replace it.

There are two additional junior rectangular fields located at Zwicks Park East which are not formally used or booked by the City, and therefore have not been counted as part of the supply. It is recommended that these fields be formally decommissioned to enable alternative recreational uses of the space to occur.

Understanding the number of registered participants that are using rectangular fields within the city is often the most appropriate measure of demand. Despite an aging population

in Belleville, the popularity of fields has been steady and is expected to remain steady over the Plan period.

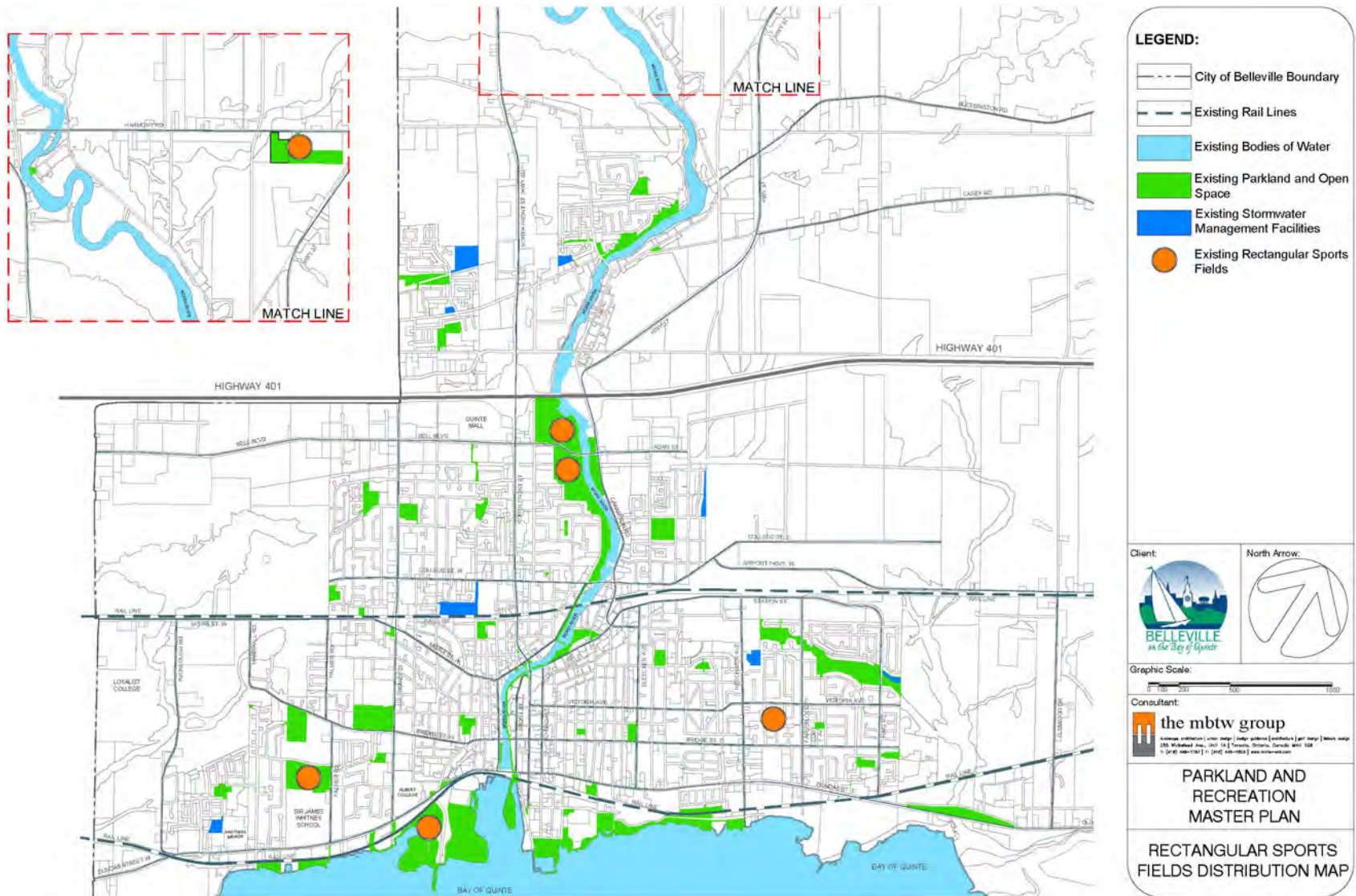
At present, the city had an estimated 3,855 registered participants using rectangular fields in 2019. This equates to an existing standard of 1 field per 148 total registered participants. Comparable municipalities in Ontario often set target standards to be in the range of 1 field per 100 total registered participants. This would equate to a need for 10 fields over the next 20 years in Belleville. Realistically, a more appropriate standard for a city the size of Belleville would be in the range of 1 field per 115-130 registered participants. This results in the need for an additional 5 fields by 2041, with a slight increase in the standard of provision over the 20-year period.

<b>Rectangular Field Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
Total Registered Participants	3,855	3,922	3,842	3,735	3,614
Comparable Standard	1 per 120-135 total registered participants				
City-wide Needs	29.7	30.2	30.7	31.1	31.4
Existing Supply	26.0	26.0	26.0	26.0	26.0
<b>Surplus (Deficit)</b>	<b>(3.7)</b>	<b>(4.2)</b>	<b>(4.7)</b>	<b>(5.1)</b>	<b>(5.4)</b>

Nearly half (46%) of registered participants are adults. This puts a strain on the full-size senior fields in the city, located at Zwicks and MA Sills, as the smaller fields are not appropriate for adult play.



Exhibit 10: Rectangular Sports Fields Distribution Map





Rectangular fields in Belleville are generally utilized from mid-May to mid-October. The artificial turf field at MA Sills is booked from April 1 to mid-November. Consideration for those fields that are lit result in more available hours than those that are not lit based on the following prime-time hours:

- Monday to Friday 4:00pm to 8:30pm (unlit) / 11:00pm (lit)
- Saturday and Sunday 8:00am to 8:30pm (unlit) / 11:00pm (lit)

Based on data provided by the City the average demand for fields is approximately 37%, based on total available hours. However, based on 2019 booking data, it is apparent that some fields are not utilized seven days. For example, Zwicks fields are regularly booked from Sunday to Thursday, but not often booked on Friday or Saturday. Similarly, the fields at Riverside Park are regularly used from Monday to Thursday only (and for a shortened season from mid-May to the end of August). When considering these usage patterns, the average demand increases to 42%. Notwithstanding the above, during the month of July (at the height of soccer season), many of the fields, particularly the senior fields, are generally fully booked.

As with other recreation assets, the balance of supply and demand for fields is a conversation around whether the supply should always accommodate peak demand or involve scheduling demand beyond traditional prime time hours

(including through the use of lighting, artificial turf and other measures).

The City is currently in discussions with the Quinte Skyhawks Football Club to develop a grandstand and clubhouse facility at MA Sills Park. A detailed review of the site indicates that the existing field configuration and site cannot accommodate the needs of this group without an expansion to the park. The City should investigate the potential to purchase the property to the south of the existing park, where additional amenities, including a second artificial turf and related spectator facilities, could be accommodated.

**Exhibit 11: Existing MA Sills Park and Potential Expansion Opportunity**



This Master Plan supports the principle of continuing to develop rectangular fields in multi-field configurations (clusters) to create hubs for field sports. However, at present the City has limited parkland opportunities where additional fields would be able to be accommodated to further create and/or enhance existing hubs for rectangular field sports. The need for 5 additional field equivalents to be developed over the long-term planning horizon can be accomplished in several different ways, including through the purchase of land at MA

Sills Park, Thurlow Park and/or another location. The Master Plan recommends the following:

Park	Recommended Action	Field Equivalency
MA Sills Park	Lighting of existing unlit senior field in southwest	+0.5
	New lit artificial turf field (pending property acquisition / expansion)	+2.0
Thurlow Park	Lighting of 2 existing unlit senior fields	+1.0
	Conversion of 3 junior fields (-3.0) to 1 lit senior field (+1.5)	-1.5
Land Purchase	Acquisition of new park land/property to accommodate a hub for rectangular fields (with adequate space for longer-term future expansion / development)	+3.0
<b>Total</b>		<b>+5.0</b>

**Recommendation:**

64. Maintain existing rectangular fields in good condition for community use, undertaking general maintenance and improvements as required. This includes the following:
- **M.A. Sills:** Undertake field condition and sports field lighting assessments. Replace the artificial turf surface and add an irrigation system.
  - **Bird Park:** Addition of junior soccer field ball stop fencing along the north goal line.
  - **Riverside Park (West):** Undertake a field condition assessment of existing sports fields (upper fields) and undertake improvements as required.
  - **Zwick’s Centennial Park:** Replace the sports field lighting (end of useful life) and covered players benches.
65. Monitor utilization and demand of existing rectangular fields through the continued provision of an annual Field User Group Meeting, to determine each group’s needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the City on an annual basis in order to continue to plan effectively for rectangular fields.
66. Formally decommission Fields #3 and #4 at Zwicks Park for space to be used for alternative recreational uses, pending the outcomes of a Waterfront Master Plan that includes consideration of Zwicks Park.
- These fields are not counted as part of the existing supply and therefore do not require replacement elsewhere.
67. As part of a master planning exercise for MA Sills Park (as per Recommendation 15), explore opportunities for property expansion to the south to accommodate one new lit artificial turf field (provided that the property can be purchased) and additional parking. The potential for a grandstand, clubhouse and approved amenities building to be integrated into the field design for use by the Quinte Skyhawks Football Club should be considered in the design and implemented through a formalized partnership.
68. As part of the master planning review for Thurlow Park, seek to establish a senior rectangular field with lighting to replace the 3 informal junior fields that currently exist. While this would reduce the number of rectangular fields at this location, it would significantly improve the usability of the field to expand adult play, allow for evening use, and create a centralized facility of senior lit fields in the City’s north end.
69. Develop a hub for rectangular fields in the city through property acquisition and/or conversion of existing city-

owned land to parkland. This site should be of an appropriate size to accommodate at least 3 senior rectangular fields with the potential for the development of additional fields and/or complementary recreational amenities in the future.

70. Optimizing existing fields in the city should be considered prior to developing new fields and can be achieved through the following:

- Changing the culture of use of existing fields in a way that utilizes all available hours in a week (e.g., Zwicks on Fridays and Saturdays).
- Partnerships for use and/or development of school board facilities through Joint Use Agreements (JUAs) (e.g., Centennial Secondary School).
- The addition of lighting to currently unlit senior fields can increase the hours that fields are available in the evenings for play. Adding lighting to a field increases its field equivalency to by 0.5 (1.5 total per lit senior field).

### 6.6.4 Tennis Courts

At present, the City does not directly provide tennis courts for public use within its parkland but provides these facilities through a property lease to the Quinte Tennis Club. The facility consists of 4 clay courts, maintained by the Club, and governed by a volunteer Board. This represents the current service standard and should be a discounted standard based on the requirements for membership of the community club.

While there are no tennis courts in the municipal supply that are free for public access, comparable municipalities typically provide tennis courts at a standard of 1 tennis court per 5,000 residents. Utilizing this standard of provision would result in the need for 8-10 tennis courts over the Plan period. Because the future demand for free publicly accessible tennis courts is not known at this time due in part to the limited nature of supply, the City should consider meeting part of the community need through non-dedicated, multi-use courts.

All tennis and/or multi-use courts developed in the city should be lit. The City should consider the inclusion of dedicated tennis courts to be located at the former Exhibition Grounds property, as part of the Outdoor Recreation Hub and overall property redevelopment.

Tennis Court Provision	2021	2026	2031	2036	2041
City Wide Population	54,200	55,900	57,100	58,000	58,300
Comparable Standard	1 tennis court per 5,000 residents				

Tennis Court Provision	2021	2026	2031	2036	2041
City-wide Needs	10.8	11.2	11.4	11.6	11.7
Existing Supply (discounted)	2.0	2.0	2.0	2.0	2.0
<b>Surplus (Deficit)</b>	<b>(8.8)</b>	<b>(9.2)</b>	<b>(9.4)</b>	<b>(9.6)</b>	<b>(9.7)</b>

#### Recommendation:

71. Develop up to 8 tennis courts, consisting of up to 4 dedicated courts and 4 mixed-use / shared courts over the Plan period. Tennis courts should be provided in parks that offer complementary recreational uses (e.g., playgrounds, fields, splash pads, etc.). Equitable geographic distribution should be a key factor in determining suitable location.
72. Once built, the city should continually monitor the demand and usage of the tennis courts to appropriately determine future need.

### 6.6.5 Pickleball Courts

There are no outdoor pickleball facilities in Belleville (dedicated or otherwise). At present, the sport is typically played indoors at the QSWC (gymnasium), local school gyms, or in neighbouring jurisdictions.

As pickleball is a relatively new sport in Ontario, typical standards of provision for pickleball courts are varied based on the need and demand of each community. Providing pickleball courts (whether dedicated or non-dedicated) at a similar



standard as tennis courts are provided (1:5,000 residents) is becoming more and more common in communities where the demand is high. Utilizing this standard of provision would result in the need for 11 or 12 pickleball courts over the Plan period.

Pickleball Court Provision	2021	2026	2031	2036	2041
City Wide Population	54,200	55,900	57,100	58,000	58,300
Comparable Standard	1 pickleball court per 5,000 residents				
City-wide Needs	10.8	11.2	11.4	11.6	11.7
Existing Supply	0.0	0.0	0.0	0.0	0.0
<b>Surplus (Deficit)</b>	<b>(10.8)</b>	<b>(11.2)</b>	<b>(11.4)</b>	<b>(11.6)</b>	<b>(11.7)</b>

While there is no formalized pickleball group in Belleville, there are several interested players (estimated to be between 100-200), comprised mostly of residents but also some visitors. The City should encourage these players to organize into a formal pickleball club, as recognized by Pickleball Ontario.

With an aging population, interest in pickleball is anticipated to be strong and grow over the Plan period. The opportunity exists to include pickleball as part of the development of multi-use sport courts within the city (e.g., shared with tennis and basketball) and/or as dedicated facilities.

**Recommendation:**

- 73. Develop up to 12 pickleball courts over the Plan period, comprised of a mixture of both dedicated and non-

dedicated (multi-use or shared) courts. These facilities should be distributed across the city in a geographically equitable manner, are to be planned based on the community’s needs, and should be developed through partnership with a defined user group.

**6.6.6 Basketball Courts**

The City does not currently maintain any outdoor basketball courts within its inventory. Some local schools provide basketball nets on their properties for use by the community outside of school hours, however the size and quality vary significantly.

Comparable communities in Ontario typically target a provision standard of 1 basketball court per 750-850 youth (age 10-19).

Basketball Court Provision	2021	2026	2031	2036	2041
City Wide Youth Population	5,458	5,629	5,463	5,257	4,990
Comparable Standard	1 basketball court per 750-850 youth (age 10-19)				
City-wide Needs	6.4	6.6	6.8	6.6	6.7
Existing Supply	0.0	0.0	0.0	0.0	0.0
<b>Surplus (Deficit)</b>	<b>(6.4)</b>	<b>(6.6)</b>	<b>(6.8)</b>	<b>(6.6)</b>	<b>(6.7)</b>

While this facility type has not traditionally been provided by the city on municipally owned parkland, the opportunity exists to develop such facilities to meet the needs of residents and user groups.

To identify the preferred locations for the provision of basketball facilities within Belleville, several criteria should be considered:

- Community park locations preferred, or, in some cases, larger neighbourhood parks.
- Proximity to established community centres.
- Demographic profile of dissemination areas within City, including consideration of:
  - Age distribution of youth
  - Areas of low-income
- Equitable geographic distribution across City.

Basketball facilities should be provided as part of outdoor recreation hubs, co-located with other outdoor and indoor recreation facilities. For example, as part of the redevelopment of the Exhibition Grounds, at Centennial Park, Alemite Park, Thurlow Park, Hillcrest Park, and/or South Foster Park, as well as within smaller parks such as Heritage Park, Cascade Park, and/or Haig Park. These locations would serve both neighbourhood and community needs, where multi-use sport courts may be preferred.

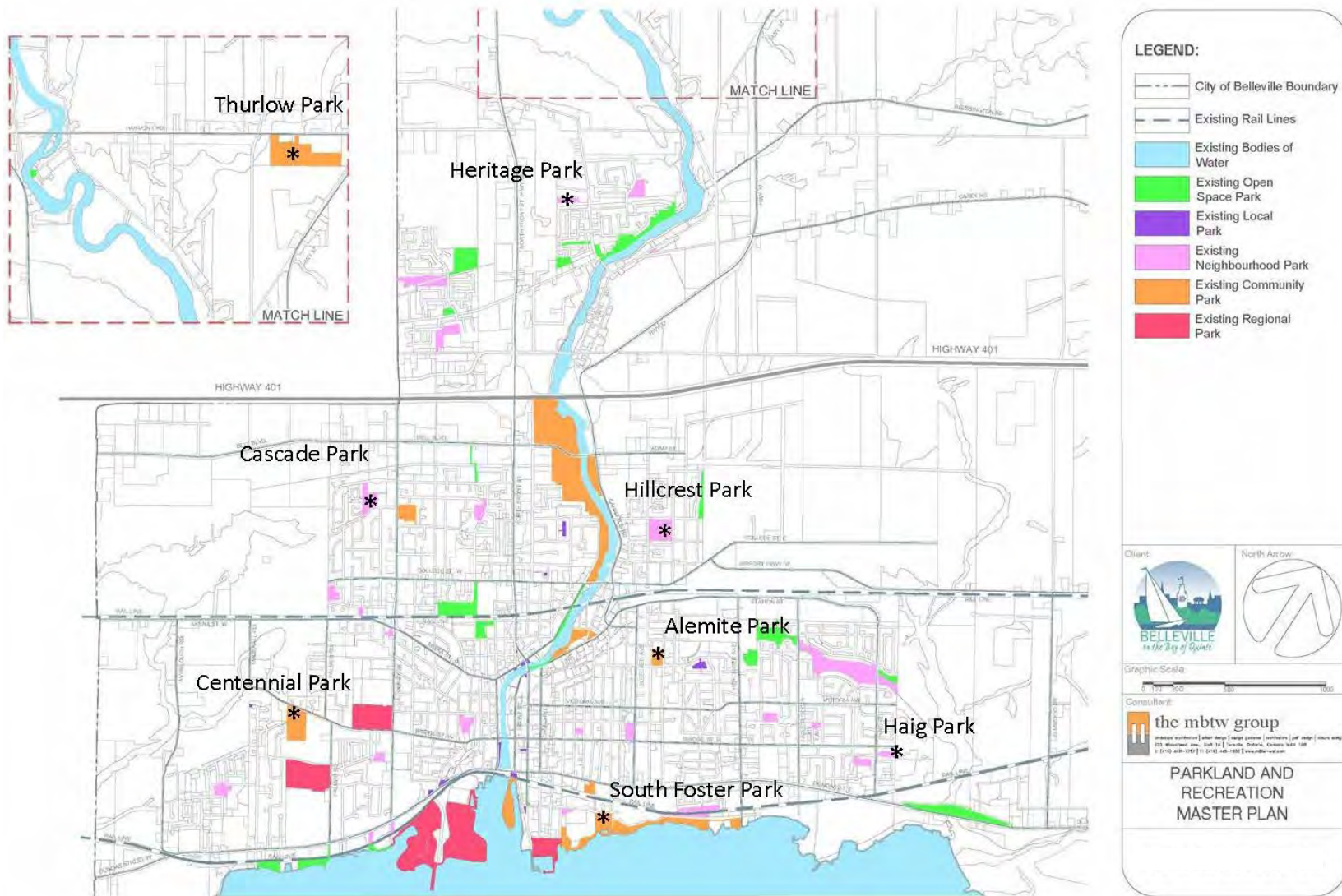
The level of projected provision identified above represents the municipal standard that the Master Plan shall adhere to. Any user-group advocated plans to build a centralized basketball

facility comprising multiple courts represents a level of service above the recommended municipal standard and should be achieved through partnership funding. Undertaking a centralized facility would still require the municipal development of courts to meet the geographic distribution criterion.

**Recommendation:**

74. Develop 7 basketball courts over the Plan period located in a geographically equitable manner. A minimum of two (2) courts should be multi-use in nature, meaning they are shared with tennis and/or pickleball facilities. The courts should be progressively implemented over time, throughout the Plan period (to 2031). Three courts (half of the recommended supply) should be built in the short-term to determine demand.

Exhibit 12: Potential Options for Consideration for Future Basketball Facilities



### 6.6.7 Playgrounds

The City of Belleville operates and maintains 18 playground locations in parks throughout its jurisdiction. There are an additional 4 locations where there are only swing sets provided (no play structure). An estimated 15 additional playgrounds are provided at elementary schools across the city. These are available for use by the public outside of school hours.

Playgrounds are typically provided on a geographic basis, with 1 playground located within 500m of major residential areas. Based on this standard, there are some gaps within the urban residential areas that are lacking a municipal playground. These are identified on the following map and summarized below.

- The area between Bridge Street West and Dundas Street West from Avondale Road to Sidney Street;
- The area between Lemoine Street and Finch Drive from Tracey Street to May Avenue;
- The area between Station Street and Bridge Street East from Herchimer Avenue to Farley Avenue; and
- The downtown core.

As new residential areas are developed, the City should employ the same standard of provision and consider inclusion of playground facilities within neighbourhood parks. The need for these facilities must also be assessed based on an assessment

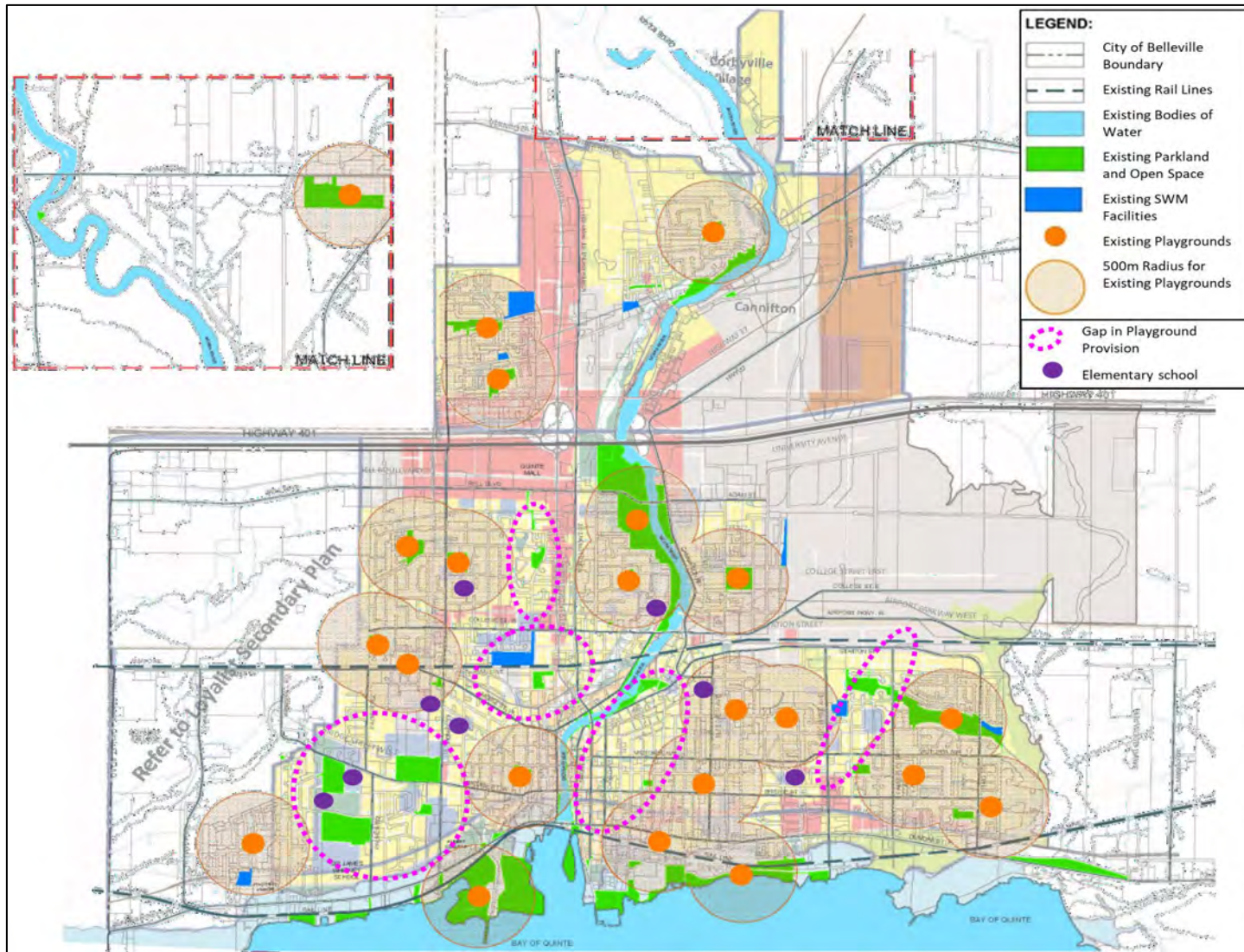
of local demographics, proximity to existing playground locations, and co-location with other recreational amenities.

#### **Recommendation:**

75. Adopt a standard of provision of one playground location within 500-metres (5-minute walk) of new residential areas, and as a guideline for identifying and resolving gaps within existing residential areas.
  - Major barriers (e.g., major roads, natural features, railway corridors, etc.) are to be considered.
  - The inclusion of playgrounds within larger park parcels and collocated with other recreational amenities is preferred over locating them on smaller land parcels to reduce operational requirements in the future.
76. Develop playgrounds at Jackson Woods Park (proposed/planned), Sir Mackenzie Bowell Park or the Exhibition Grounds, the former YMCA site (longer-term) and a location within the downtown core, to address existing gaps in the standard of provision. These locations should be assessed with consideration for local demographics, local demand, and co-location with other recreational amenities.



Exhibit 13: Playground Distribution and Gap Analysis Map





- 77. Develop a replacement program for existing playgrounds as part of the City’s ongoing asset management planning. Through this exercise, the replacement of playgrounds at Cascade Park, Churchill Heights, Haig Park, Orchard Park, Stanley Parkette, and Tom Gavey Alemite Park have been identified as priorities going forward. See Appendix A for details. This should be confirmed based on asset management data relating to remaining life of park assets.
- 78. Prepare standards for playground design (for both new construction and replacement) including a list of key requirements - evaluation of play value, accessibility, thermal comfort, etc.

**6.6.8 Splash Pads and Outdoor Pools**

The City’s 3 splash pads are located at Riverside Park West, Parkdale Veterans Park, and Kinsmen Park where the splash pad is provided in conjunction with the outdoor pool.

With 3 splash pads located in the city, the current standard of provision is 1 splash pad per 1,794 children (age 0-9). This is a higher standard than other comparable communities, which often have a target standard of 1 splash pad per 2,500 to 5,000 children. Based on the existing supply of splash pads, Belleville’s standard is not anticipated to change significantly by 2031 (1 splash pad per 1,795 children) and beyond, as the share of the population that are children is anticipated to decrease.

<b>Splash Pad Provision</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>	<b>2041</b>
City Wide Population	5,382	5,551	5,386	5,183	4,921
Existing Standard	1 splash pad per 2,500 children (age 0-9)				
City-wide Needs	2.2	2.2	2.2	2.1	2.0
Existing Supply	3.0	3.0	3.0	3.0	3.0
<b>Surplus (Deficit)</b>	<b>0.8</b>	<b>0.8</b>	<b>0.8</b>	<b>0.9</b>	<b>1.0</b>

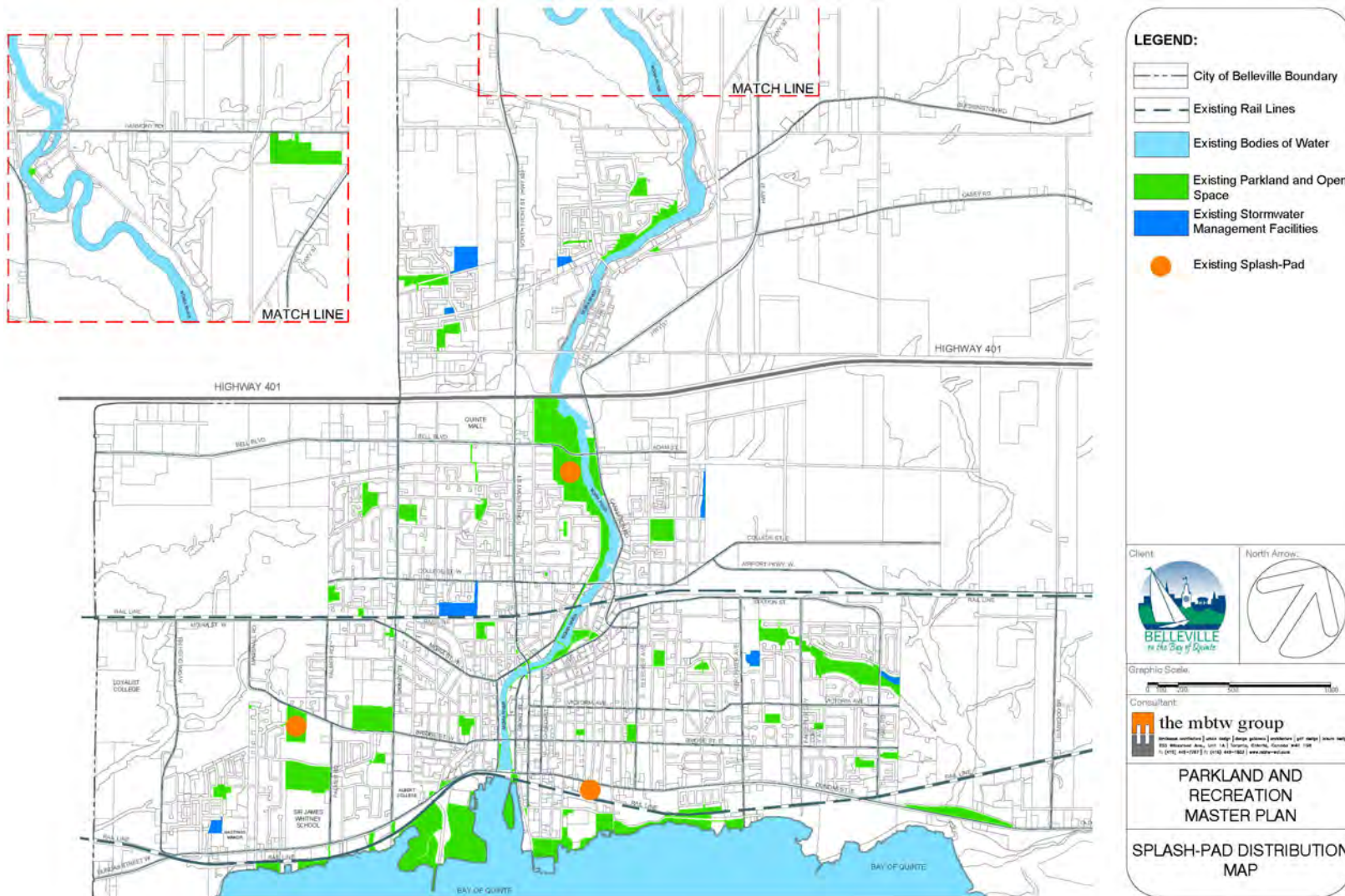
While the population standard does not necessitate additional splash pads or spray pads (smaller scale facilities) to be built in Belleville, the city should use its discretion as it relates to the provision of additional splash/spray pads. Considerations should include capital and operating financial implications, geographic distribution, and the demographics of the local community.

Outdoor pools are often an historic legacy of municipalities’ desire for aquatics venues for summer use, particularly in communities which do not have indoor aquatic facilities. New indoor multi-use recreation facilities in Canada have included outdoor water play amenities which enable operating savings and service enhancements through association with larger indoor facilities. Typically, this does not include traditional shallow-to-deep-end lane pools nor larger leisure pools that can be provided by the private sector. The survey of the public did not indicate a strong desire for additional outdoor pools. However, investment in indoor aquatics was identified as a priority by 32% of respondents.

**Recommendation:**

- 79. As new Community Parks are developed or existing parks are redeveloped, the City should consider and review the feasibility of including splash or spray pads in the park design.
- 80. The City should maintain its recent investment in the Kinsmen outdoor pool, recognizing the popularity of this venue amongst the public.

Exhibit 14: Splash Pad Distribution Map



### 6.6.9 Skate / Scooter Park

The City provides 1 skatepark (the Kiwanis Skate Park), located in Riverside Park West. Being in a central urban location, the skate park is a city-wide facility that serves youth across the city. Field review of this facility identified some concern related to the location / lack of barrier associated with the retaining wall at the skate park. A safety review should be conducted at this location.

With 1 skate park per 5,458 youth (aged 10-19), the city provides these facilities in line with target standards identified in comparable communities across the province at 1 skate park per 5,000 youth. Based on population projections, by 2031 the standard will decrease slightly to 1 skate park per 5,463 youth and by 2041 to 1 skate park per 4,990 youth. While the existing and future standards do not necessitate additional skate parks to be implemented over the Plan period, consideration for smaller skate “dots” could be explored as new parks are developed or existing parks are renewed. Skate dots provide a walk-to neighbourhood scale amenity within residential areas.

#### Recommendation:

81. Review fall height associated with the armourstone retaining wall located within the Kiwanis Skate Park.
82. Consider and review the feasibility of incorporating skate dots into existing parks as part of park rehabilitation

projects, and in new Neighbourhood and Community Parks as they are developed.

### 6.6.10 Recreational Bike Trail

The City provides a recreational bike trail at Riverside Park West. This unsupervised facility is located within the woodlot north of the family zone. The trail features were developed by facility users not the City, representing a liability to the municipality. Recent improvements to the facility have been observed. To ensure that the bike trail is in good condition for use by the community, the trail should be assessed in terms of risks and safety. Formalizing the bike trail into a municipally sanctioned facility that is suitable for use by the broader community is recommended.

The opportunity also exists to provide complementary active amenities at this location. This could include a pump track and/or skills course. Facilities of these types often provide a well-rounded experience that is suitable for both local use by the community but also as a tourism draw for day tourists and local campers.

#### Recommendation:

83. Undertake a risk and safety assessment of the existing recreational bike trail at Riverside Park. This will determine the modification required to formalize the trail and ensure it is a municipally sanctioned facility. A woodlot

assessment should be conducted at the same time to determine the overall health of the woodlot.

- 84. Undertake the necessary planning and design work to develop a pump track and/or skills course at Riverside Park to complement the recreational bike trail.

#### 6.6.11 Outdoor Ice Rinks

At present, the City maintains and operates two (2) natural outdoor ice rinks at Victoria Park and Zwicks Centennial Park West during the winter months. Four (4) additional community-operated rinks are provided at Robin Jeffrey Park, Canniff Park, Brimley Court Greenspace, and Bird Park.

These facilities are typically provided on a community demand basis. As is the case in Belleville, the municipality will permit a natural ice rink to be developed within its parks (where there is a water source) and will work closely with community groups who commit to operating and maintaining the facilities day-to-day. As the City continues to grow, developing a Community Ice Rink Policy to govern the division of responsibilities would be beneficial.

In addition to city planning initiatives already underway, there were some current indoor ice users that suggested the need for an outdoor rink with mechanical ice. Outdoor ice rinks of this nature often double as facilities for other sports during the shoulder and summer months (e.g., ball hockey, lacrosse, etc.) and could be programmable throughout the year.

#### Recommendation:

- 85. Develop a Community Ice Rink Policy to govern the division of responsibilities related to maintenance and operation of natural ice rinks in the city.
- 86. Review the natural ice rink program in association with City-wide policies to determine its application at Brimley Court Green Space.
- 87. Plan for the development of a mechanical (artificial) outdoor ice rink at the Outdoor Recreation Hub as part of the Exhibition Grounds redevelopment.

#### 6.6.12 Off-Leash Dog Park

The City currently provides 1 off-leash dog park at Zwicks Centennial Park East (Quinte Dog Park), a three-acre fenced park. There is an existing operating agreement for this facility with the Zwicks East Dog Park Committee. In the agreement the Committee is responsible for maintenance, sponsors, and membership revenues, however the City has taken over the operation of this facility as the Committee is effectively defunct. As such, and in view of the need for additional dog parks over time, the City will need to adopt policies in regard to the appropriate level of municipal provision and operation of such facilities (as per Recommendation 9).

The 2021 capital budget allocates \$80,000 for replacement of the perimeter fencing and grading, which is past its life expectancy.



A second dog park is planned north of Highway 401, at the new round-about. The 2021 capital budget allocates \$100,000 for implementation of the new dog park.

**Recommendation:**

- 88. Continue with the planned replacement of the off-leash dog park fencing at Zwick’s East Park.
- 89. Continue with the planned implementation of a second off-leash dog park at the Farnham Road Greenspace in Thurlow Ward.

**6.6.13 Marinas**

The City currently operates two community marina facilities: Meyers Pier and Victoria Harbour.

Both marinas are available to seasonal boaters from May to October, while Meyers Pier also offers transient slips. Both facilities operate with modest deficits.

The Phase 1 Report identifies capital improvements required a Meyers Pier to ensure these facilities remain safe for use. The condition of the Victoria Harbour Marina is not known at this time and should be reviewed as part of the Asset Management exercise currently underway.

Any significant changes required or proposed to the marinas, including infrastructure renewal, in particular those changes that would necessitate an Environmental Assessment, must be

predicate on the need for a broader planning exercise for the entire waterfront (as per Recommendation 126).

The existing City-run marinas are important destinations on Belleville’s waterfront for both residents and visitors. This Master Plan supports maintaining them in good condition for continued use over the Plan period.

**Recommendation:**

- 90. Undertake a strategic review of the water and land-side operations at both Meyers Pier and Victoria Harbour Marinas. This review should explore opportunities for additional commercial activity to occur at these locations.
- 91. Commence a condition assessment of Victoria Harbour Marina as part of the ongoing Asset Management planning.
- 92. Based on the outcomes of the operational review, leverage the existing success of the municipal marinas to improve visitation and increase economic activity along the waterfront and within the downtown core.
- 93. Continue to work closely with the Bay of Quinte Yacht Club to improve the Victoria Harbour Marina and adjacent Victoria Park as a destination for members as well as the general public.

#### 6.6.14 Boat Launches

The City owns and operates two boat launches on Belleville’s waterfront located at the foot of Herchimer Avenue and the foot of South George Street. These facilities are generally in good condition, however, there are some minor repairs and replacements required to maintain them in good working order. Opportunities exist for additional boat launches and associated parking to be developed on the waterfront to improve public access to the Bay of Quinte.

**Recommendation:**

- 94. Undertake the necessary repairs to the existing boat launch at South George Street to maintain it in good condition for continued community use.
- 95. Assess the potential for a non-motorized watercraft launch at Wilkie Street, and related infrastructure and amenity requirements.

#### 6.6.15 New and Emerging Outdoor Facilities

The City’s parks and open spaces provide a range of other specialized outdoor recreation facilities, and this offer continues to diversity. Opportunity-based facilities include disc golf courses, picnic areas, special event facilities, community gardens, cricket fields, cross country skiing and snowshoeing trails, bocce courts, and other facilities and amenities.

Many of these facilities are dependent on continued or new expressions of community interest and should be evaluated on an ongoing basis to ensure that the level of facility development and investment is scaled to the level of community benefit, and to establish a sustainable operational mode / partnership.

**Recommendation:**

- 96. Work with community partners to investigate the feasibility of developing a non-dedicated / temporary disc golf course in the City. Locations for investigation include Zwick’s Park (east) and Riverside Park West (north end).
- 97. The City should explore opportunities for the disc golf course location to be utilized for cross country skiing and/or snowshoeing trails during the winter months.
- 98. Consider providing some level of play for cricket within the city. Typically, the cricket pitch is situated between two senior rectangular fields and is therefore shared with field users. MA Sills Park and Riverside Park should be explored as potential locations for cricket facilities.
- 99. Expand the community garden at Bayview Heights Park and consider the addition of picnicking opportunities for local families and community garden users.
- 100. Consider new and emerging types of active and passive outdoor recreation facilities with priority to community-

based proposals. These community-based proposals would need to be evaluated as per the Municipal Service Policy and associated evaluation criteria identified per Recommendation 10.



## **7 Service Direction: Proactive planning for Parkland, Open Space & Trails**

## 7 Service Direction: Proactive Planning for Parkland, Open Space & Trails

### 7.1 General Parks Planning & Future Needs

Parkland, open space, and trails are essential community assets. While they do represent physical capital, their true value is realized across the wide range of benefits they provide to a community, including - physical, mental, social / cultural, environmental, conservation and economic.

The City currently owns and operates 81 municipal park parcels, with a total land area of 227 hectares. The parks are geographically dispersed throughout the city, with concentrations in the urban area south of Highway 401.

Current parkland distribution provides generally equitable access across the urban area, with a park located within 500m walking distance from most of the major residential areas.

The existing service level for the provision of parks is 4.19 hectares of parkland per 1,000 residents. Service levels observed in comparable communities are typically in the range of 3.0 to 4.0 hectares of parkland (combination of both active and passive parkland) per 1,000 residents. This service level is applicable only to municipally owned parkland.

To maintain the current standard of provision for parkland for Belleville, a minimum provision level of 4.0 hectares per 1,000

new residents is recommended. Based on the forecasted population growth to 2041, the City will need to procure an additional 16.4 hectares of parkland to meet the proposed service level.

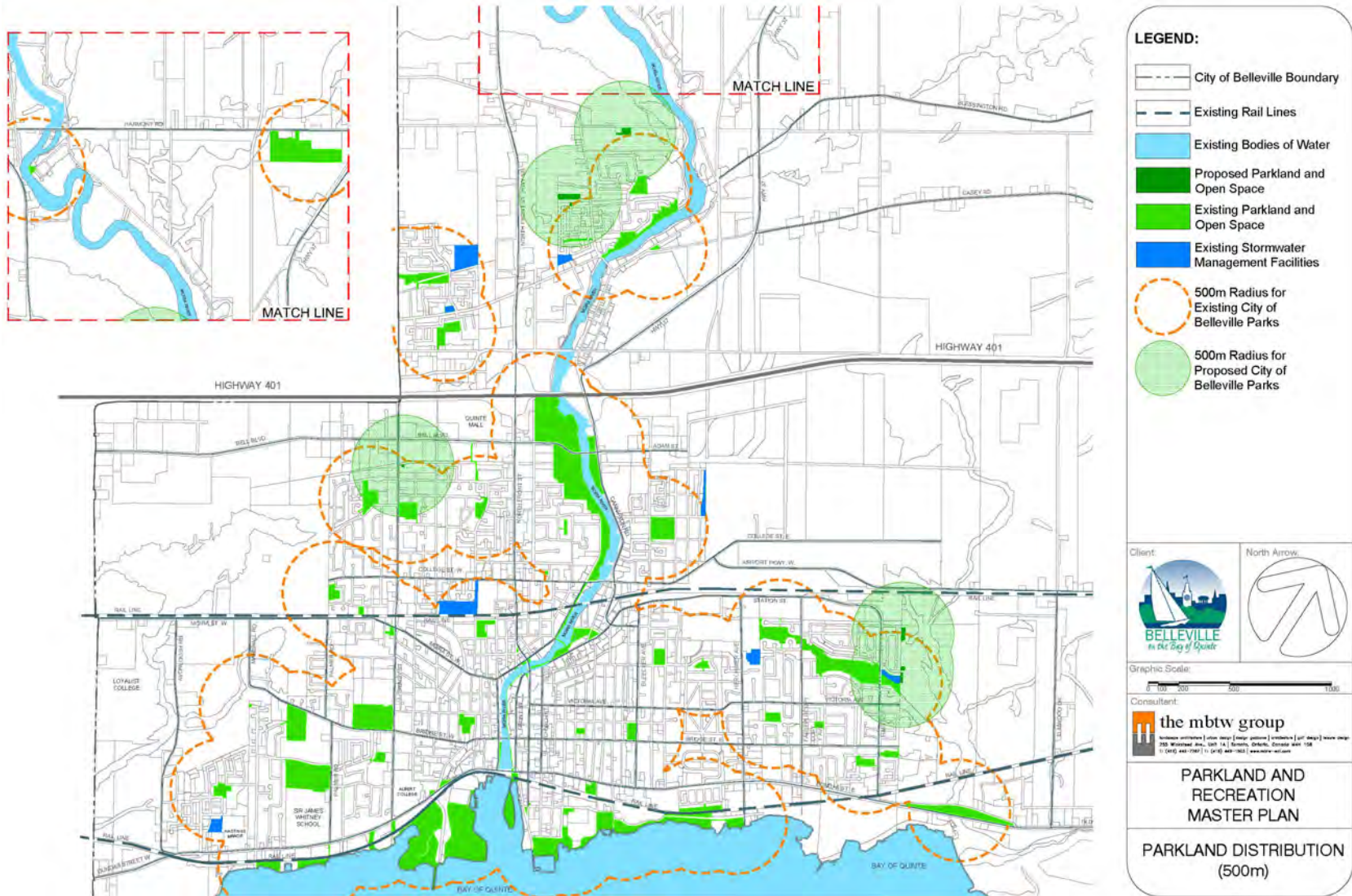
There are an additional 5 parks, with a total land area of 3.8 hectares, that are currently being planned for and will be developed in the future in new subdivisions in the city. Taking these parcels into account, a total of 7.8 hectares will need to be acquired by 2031 and 12.6 hectares by 2041, based on the estimated population projections.

	2021	2026	2031	2036	2041
	<b>(Estimated)</b>				
Population	54,200	55,900	57,100	58,000	58,300
Population Added from 2021	-	1,700	2,900	3,800	4,100
Parkland Provision Comparable	Minimum of 4.0 ha / 1,000 new residents				
Additional Parkland Required	-	6.8	11.6	15.2	16.4
Planned Parkland	-	3.8	3.8	3.8	3.8
<b>Net Additional Parkland Required</b>	<b>-</b>	<b>3.0</b>	<b>7.8</b>	<b>11.4</b>	<b>12.6</b>

The Phase 1 Report discusses the potential to develop service districts for parkland, which can help to ensure an equitable distribution of parkland across the city. The City's Official Plan (Section 7.11.1) identifies that ideally all areas of the city



Exhibit 15: Parkland Distribution and Walkability Map



should be adequately served by all types of parks, however it also recognizes that this may not always be possible. For those developed areas of the city where parkland deficiencies exist, the Official Plan encourages the local parkland supply to be bolstered as opportunities arise.

The Master Plan has considered the above and supports and activity and asset-based approach to distribution of parkland, rather than a service district approach.

**Recommendation:**

- 101. Adopt a parkland service level of a minimum of 4.0 hectares of parkland per 1,000 new residents to ensure an appropriate level of provision of parkland and open space over the Plan period and beyond.
- 102. Plan to acquire a total of 7.8 hectares of parkland by the end of the Plan period (2031) to meet parkland needs associated with projected population growth.

## 7.2 Parkland Hierarchy & Classifications

Parkland hierarchies guides the types of uses and amenities that should be considered in new parkland development or the revitalization of existing parkland. It sets a standard of quality for each parkland class (size, amenities included, location), provides proportionate access to parkland and open space for residents, and ensures that capital and operating expenses are distributed across the city.

As part of this Master Plan process, municipal parkland has been classified based on the current classification hierarchy, with consideration for form, function, and level of service. The Master Plan is in accordance with the parkland classification system provided in the City’s Official Plan but delineates further definitions of parks and open space classifications. The classification of each park is identified in Appendix C of the Phase 1 Report.

The Parkland Hierarchy, presented on the following page, is an interpretation of Official Plan policies which should have regard to the intentions set out in this Master Plan. The Hierarchy is therefore provided as a recommended guide for parks and open space classifications within the City of Belleville going forward.

**Recommendation:**

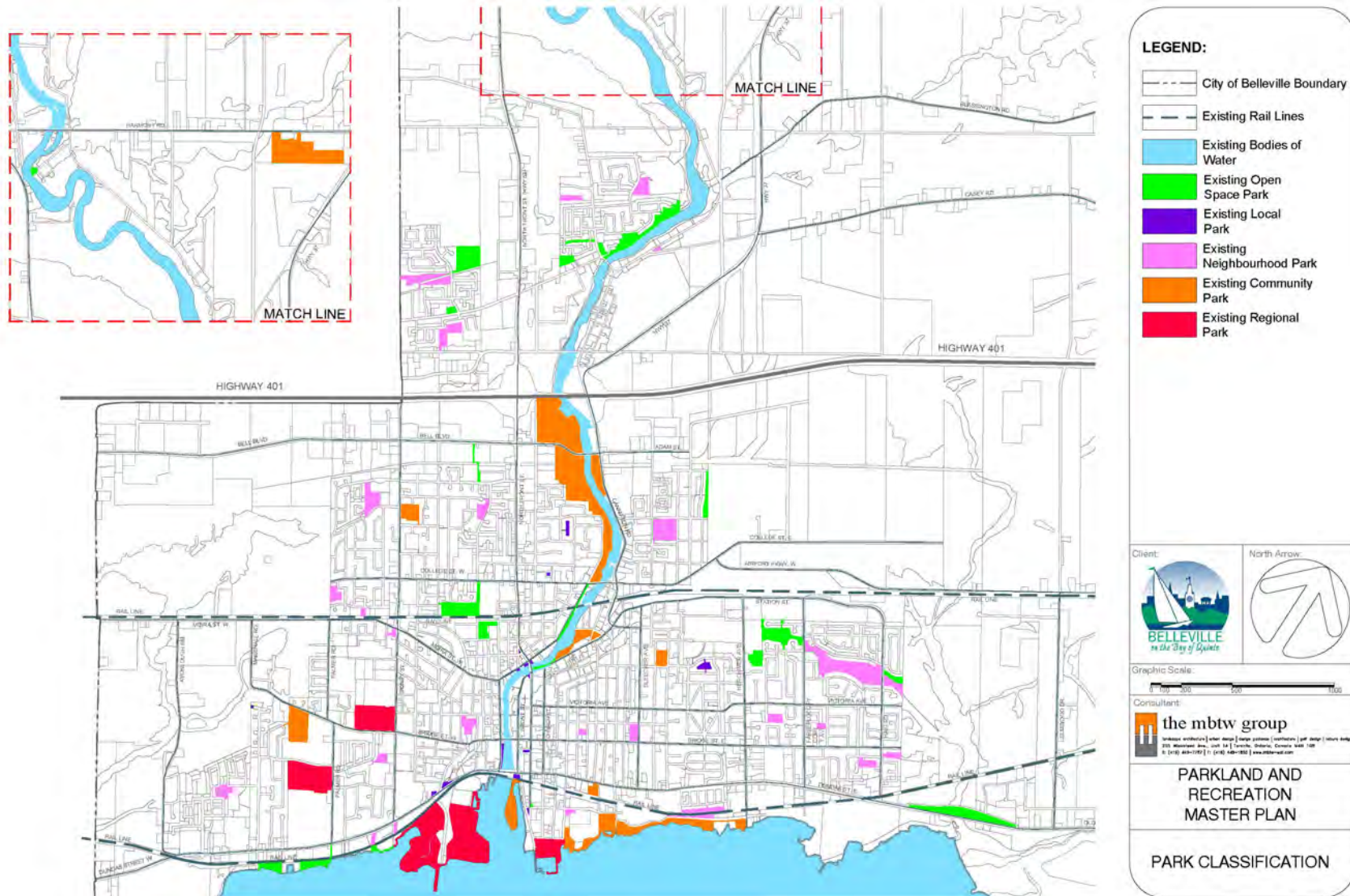
- 103. Adopt the Parkland Hierarchy and Classification System proposed in this Master Plan as a basis for planning for and acquiring, designing, developing, and programming parkland.
- 104. Continue to update the City’s parks GIS inventory tools through the documentation of public and private open space properties.

**Exhibit 16: Proposed Parkland Hierarchy**

<b>Park Classification</b>	<b>Service Area</b>	<b>Optimal Size</b>	<b>Potential Uses/Facilities</b>
Destination/Regional Parks	Municipal/regional/provincially significant destinations.	Varies	Active and/or passive recreation opportunities that meet both the needs of Belleville residents but are also of interest to visitors / tourists. Often related to the provision of major recreation or leisure activities and may include significant natural or historic elements.
Community Parks	Municipal: Serve more than one neighbourhood within the city but are not intended to serve the City as a whole.	Min. 5.0 hectares	Active and/or passive uses. Include more intensive recreational uses such as sports fields, sports courts, playgrounds, water play, amenity/support buildings and on-site parking (adequate for the uses the park provides).
Neighbourhood Parks	Local: Cater to the recreation needs of residents who live in the general vicinity and can easily walk/bike to the park.	Min. 1.0 hectares	Combination of active and passive recreation opportunities. Include minor sports fields, multi-purpose sports courts, playgrounds, and informal play areas.
Parkettes	Local: They are generally located in urban or residential areas, providing connections to larger parks and open spaces.	Less than 1.0 hectares	Small open spaces that have no or limited recreational facilities. Passive programming such as opportunities for seating (rest) and temporary gathering.
General Open Spaces	Municipal/local: undeveloped lands accessible to the public.	Varies	Active and passive recreation activities. These spaces may include pedestrian pathways, bicycle trails, community gardens, open lawn areas and remnant parcels of open land.
Natural Open Spaces	Regional/municipal/local: undeveloped lands accessible to the public that contain significant natural features (e.g., woodlots, wetlands, watercourses, wildlife habitat).	Varies	These spaces may include passive recreation activities that do not negatively impact ecological and biological functions of their natural surroundings.



Exhibit 17: Park Classification Map



### 7.3 Parkland Dedication & Acquisition

Parkland acquisition in Belleville is governed by the Official Plan (currently in Draft form) and Parkland Dedication By-law. As is the case across the province, Belleville's primary method of acquiring parkland is through dedication from development.

The City should seek to maximize the supply of available parkland through a range of strategies, including dedication by development, but also by accessing grants, land trusts, conservation easements, land exchanges, partnerships, agreements, and direct purchase.

The acquisition of parkland must be strategic and considered not only in terms of the quantity, but also the quality of acquired municipal land. Parkland acquisitions in areas of growth and future developments must be considered based on their connectivity to the existing parks, open space and trails system, street frontage, and ease of accessibility. It should also be of sufficient size and configuration to allow for the development of a variety of active and passive amenities, with a priority to develop larger parks (as appropriate) over smaller parkettes.

The City's Parkland Dedication By-law (No. 12524) was developed in 1988 and is out of date with the policies identified in the Official Plan. An update to this policy is required to address changes in the Planning Act and to reflect the current Official Plan. Through this Master Plan and

appropriate references in the Official Plan, direction should be established to guide the planning and acquisition of parkland based on the various categories of park types, sizes, locations, and provision level standards.

More recent Parkland Dedication By-laws are often accompanied by a Parkland Dedication Policy which provides a framework for parkland dedication requirements and details of how cash-in-lieu payments are calculated. Typically, these policies include:

- Statutory requirements of the Planning Act.
- Parkland dedication requirements, protocols, and calculations.
- Conveyance requirements and cash-in-lieu of parkland dedication calculations.
- Valuations, credits, and exemptions.
- Gratuitous conveyance of undevelopable open space (e.g., stormwater ponds, woodlots, valley lands, floodplains, hazard lands, etc.).
- Trails as a component of parkland dedication.
- Preferred location and configuration of parkland.
- Allocation of cash-in-lieu payments to a reserve fund.



Related to dedication and acquisition of parkland is the reality of surplus City-owned land. City By-law 99-19 establishes procedures related to the sale of municipal property. It lays out the process for the City to follow when municipal lands are deemed “surplus”. It does not however, identify the criteria upon which land is assessed to determine whether it is in fact surplus lands. This Master Plan recommends that the City develop an improved disposition policy that includes effective strategy (and consultation) around the merits of disposition in any given circumstance and the criteria which would lead to such a conclusion. This may include the potential for re-allocating the land for other City purposes (such as parkland); and the land use policies and objectives of the Official Plan as it pertains to the property and surrounding area, and applicable zoning.

**Recommendation:**

105. Update the Parkland Dedication and Cash-in-Lieu By-law and develop an accompanying Parkland Dedication and Cash-in-Lieu Policy.

106. Evaluate opportunities, as it relates to alternative acquisition strategies, to advance the principles and targets of this Master Plan through the purchase of surplus non-municipal lands (such as schools). This should focus on gaps in parkland found within geographic areas of the city.

107. Consider the acquisition of undevelopable natural open space areas, including stormwater management ponds,

through the development process and other means of securement to provide opportunities for enhanced conservation, and compatible public access and linkages to the parks, trails, and open spaces, as per Section 51(25)(b) of the Planning Act. This land should not be accepted as part of the parkland dedication requirement (i.e., no credit is to be applied).

108. Continue to plan for future parks and trails within new residential areas of the city based on alignment with the directions set out in this Master Plan and the Parks and Open Space Design Guidelines (as per Recommendation 112).

109. In residential intensification areas and within the downtown core, preserving and enhancing existing parkland and open space should be prioritized while also seeking opportunities for enhancing public space in general. This includes working with developers to incorporate privately owned publicly accessible space (POPS), improved streetscapes, and/or shared/flexible streets.

110. Update the Disposition Policy (City By-law 99-19) based on best practice and to consider other City uses of surplus properties for parkland or otherwise.

## 7.4 Parkland Design, Development & Renewal

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

The Phase 1 Report summarizes the key trends and practices that will influence the design and development of parks in the future, related to accessibility, sustainability, age-friendly approaches, inclusion of underserved populations, community engagement, as well as the importance of recognizing Indigenous heritage in parks and recreation planning.

The planning and design of new parkland in the city is currently completed on an ad hoc basis. In order to ensure a consistent approach for the design and development of parkland, open space and trails, the City should undertake the development of a Parks and Open Space Design Standards Manual. The purpose of the manual should be to provide clear and consistent communication with regards to

expectations for the planning, design, and implementation of recreation facilities in parks.

The manual should provide an overview of general policies and guidelines, describe minimum performance standards, metrics and requirements associated with the delivery of parks and open spaces, and provide a compilation of typical details that standardize the baseline for construction including layout, minimum design criteria, materials, and product selection.

Further, the Parks and Open Space Design Standards Manual should specifically address the following key items:

- Accessible Design Standards - Policies / requirements above and beyond AODA.
- Sports Field / Sports Court Design Standards.
- Signage and Wayfinding Standards - Improve the quality and quantity of signage and mapping for parks, open spaces, and trails.
- Storm Water Management Facility Design Standards: For SWM ponds/ facilities (new construction and redevelopment) including a list of key requirements - LIDs; contribution to the active transportation network.
- Approved Plant Material Species for Parks and Open Spaces.

- Park Construction Standards: communicates the minimum requirements / design standards for new construction.

This document will provide guidance to the development process and should align with any new Parkland Dedication Policy that will offer prescription and guidance for the scale, configuration and location of new parks and infrastructure.

**Recommendation:**

111. Consider future use of agreements providing for Development Charge credits in exchange for developer-built parks as a strategy to advance the timing of development of parks and trails in new development areas. Developer-built parks and trails must adhere to the City’s guidelines and standards for park design and development, as per the recommendations of this Master Plan.
112. Create a Parks and Open Space Design Standards Manual to guide the development of parks and open spaces. This document should be aligned with, but not duplicate, the Urban Design Guidelines and Development manual currently being developed.
113. In conjunction with appropriate asset management practices, continually monitor and document participation/usage levels of park assets to assess opportunities to re-purpose existing facilities in parks that are under-utilized.

114. Develop strategies that clearly define municipal processes and policies for / standards for Community Engagement / Stakeholder Engagement as it relates to park design, development, and renewal projects. This includes obtaining public input during the planning and design process, fostering partnerships and joint ventures in park development/renewal, and promoting awareness of park projects and initiatives through effective public communications.

115. Develop and implement park identification signs and park warning signs at key locations within the city in accordance with the signage and wayfinding guidelines (as per Recommendation 112).

- Priority locations for identification signs include Argyll Parkette, Academy Park Place, Bishop Parkette, Connor Parkette, Morris Drive Parkette, Sagonaska Parkette, and Thurlow Park.
- Priority locations for warning signs include Argyll Parkette, Academy Park Place, Bishop Parkette, Church Street Ramps, Painter Park, Sagonaska Parkette, and Settlers Ridge Stormwater Management Pond.

116. To make parks more comfortable for all users, install seating areas or small rest nodes at parkette locations across the city. Priority locations include Argyll Parkette,

Bishop Parkette, Driscoll Parkette, and Hastings and Prince Edward Regiment.

117. Review and undertake improvements to parking and vehicular access within specific parks. This may include adding or formalizing parking areas, restricting vehicular access in certain areas, and parking lot and entry drive repairs. Refer to Appendix A for priority parks for improvement.

## 7.5 Parkland Operation, Forestry & Horticultural Services

City staff coordinate and undertake the day-to-day maintenance and operations of the parks system in Belleville. This involves a range of staff and equipment to address turf maintenance and sports fields setup, urban forest management, horticultural services, playgrounds and splash pad maintenance and monitoring, clean-up and waste removal, special events, and other operational functions.

As described in Section 4 of this Plan, sustaining the quality and capacity of parks requires both capital investments in the development and renewal of parks, as well as corresponding parks operating and service delivery resources. Ongoing parks operations and management needs to continue to change and adapt with the continued expansion and diversification of park assets and facilities, not only as it relates to staffing and resources, but also policies, by-laws, and budgets.

### 7.5.1 Sustainable Operations & Maintenance

The City should continue to seek opportunities for operational efficiencies in new capital projects as well as the allocation of sufficient resources to address ongoing maintenance and lifecycle needs. A review of park maintenance and operations standards to determine if the current level of service for existing parks (and known future parks) can be sustained with current available resources is recommended and should include the identification of:

- Opportunities to improve or enhance the tracking of Key Performance Indicators (KPI's) for maintenance activities.
- Opportunities to adjust levels of service – overall and/or on a site-specific basis.

#### Recommendation:

118. In coordination with the Parkland Classification System (as per Recommendation 101), undertake a review of maintenance and operations inputs / requirements to assess existing parks operations service levels and identify areas for improvement.

119. Develop a Parks Maintenance Strategy to review and assess current Key Performance Indicators (KPIs) as it relates to parks maintenance and assess strategies for the reduction of inputs.

### 7.5.2 Tree Management & Natural Vegetation

Adequate resourcing for effective asset management requires keeping current and accurate information. This extends to trees and vegetation as well. The City of Belleville currently does not have a tree inventory or associated management plan. A Tree Management Plan outlines a clear set of policies and objectives to guide the protection and care of a city's green infrastructure. These types of plans typically include:

- A plan to inventory and assess the City's existing trees.
- Establish a standard of care and schedules for regular risk assessments.
- Identify the qualification of City Staff (or Third Parties) who tend to trees.
- Develop plans to pro-actively manage problems, including invasive species, pests, and pathogens.

Ensuring improvements in the extent and nature of tree canopy in the City represent long-term endeavours that require a detailed understanding of the existing inventory as well as the specific needs and opportunities for additions to the canopy. In the context of Belleville, there is a need to consider both urban and rural canopy goals, and policies specific to public versus private lands. The existing Tree Canopy and Natural Vegetation Policy should be reviewed as part of an integrated tree management planning strategy for the City.

#### Recommendation:

120. Develop a Tree Management Plan to review and assess current tree canopy issues and identify strategies for management (maintenance, removals, replacement, enhancement).
121. Review the Tree Canopy and Natural Vegetation Policy as part of an integrated tree management planning strategy for the city (as per Recommendation 120) to ensure consistency and with the goal to maintain and enhance the existing level of tree canopy and establish targets.
122. Undertake site specific Emerald Ash Borer assessments for several parks. Refer to Appendix A for locational details.
123. Undertake site specific Woodlot Management Plans for several parks including, but not limited to, Boyd Park, Jackson Woods, Kawartha Court Greenspace, and Stanley Park. Refer to Appendix A for details.

### 7.6 Trail Network Development

As with parks and open spaces, an active transportation network is an essential community asset. This system provides key connections that allow for the parks and open space areas to be unified into a comprehensive system – a organized collection of assets that are integrated, user friendly and accessible to Belleville's residents and visitors to the city.



The City currently owns and maintains five **dedicated, off-road** trail systems comprising 14.3 kilometres. In addition, the City maintains well over three times as many kilometers (48 km) of other multi-use routes comprised as active transportation paths, which include road segments and other rights of way.

The principal trail network provides a strong structural framework of north-south and east-west connections, upon which more local connections can be based to create a finer grain network in the future.

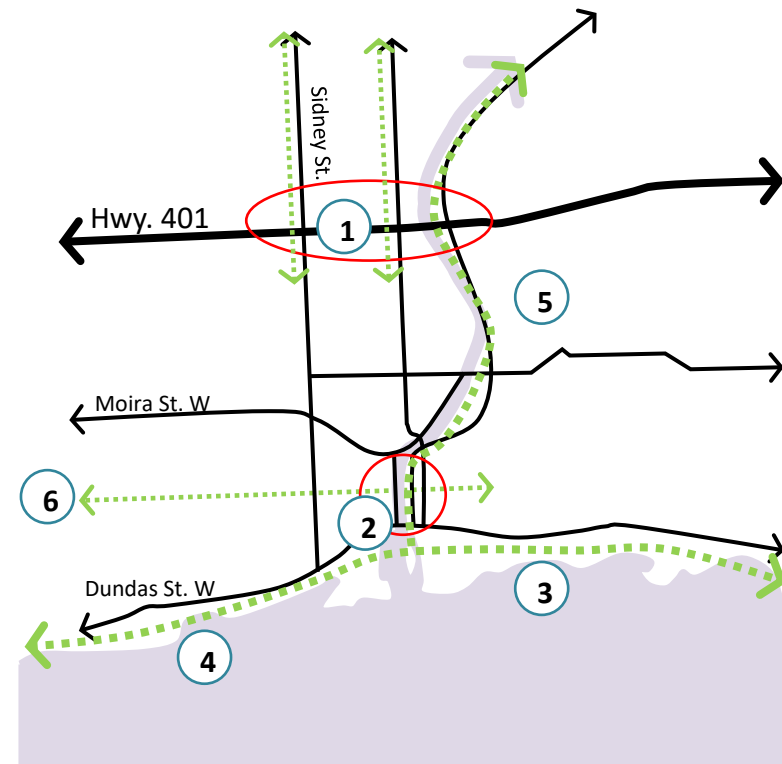
The Transportation Master Plan (TMP) prepared in 2014, outlines and identifies the importance of the active transportation network within the City of Belleville. Many of the key actions and priorities contained within the TMP speak to the importance of pedestrian and cycling connections as part of a “safe, equitable, and sustainable transportation system that achieves a balance between all travel modes”. This Master Plan supports the principles and recommendations of the Transportation Master Plan.

With the 4 key principles of the TMP in mind - sustainability and equity, goods movement, and economic prosperity, downtown and waterfront vitality, and affordability – several key gaps in the Active Transportation Network have been identified and are detailed in the Phase 1 Report:

1. Crossing of the Highway 401 corridor.
2. Dundas Street at the Moira River Connection (in the planning stages).

3. Waterfront Trail East Expansion, including connections across the Bakelite property (in the planning stages).
4. Waterfront Trail West Expansion, including linkages to Potters Creek Conservation Area (through partnership with Quinte Conservation Authority).
5. Riverside Park West and Riverside Park east Connection.
6. Loyalist College Connection (under construction).

**Exhibit 18: Opportunities to Improve the Active Transportation Network**



**Recommendation:**

- 124. Work with landowners, the development community, and Quinte Conservation Authority to explore opportunities to increase connectivity, create linkages and expand opportunities to enhance recreational trail networks, including linkages to municipal destinations, transit hubs, parks and open spaces, schools / institutions, residential and employment areas.
- 125. Encourage the conveyance of trail corridors, over and above parkland dedication, through land donations, conveyance of undevelopable lands, rights of access, etc.
- 126. Review and update the existing Trail Classification System to delineate a wider range of trail types, as a basis for planning and acquiring, designing, developing, maintaining, and regulating the use of trails.
- 127. Develop a Trail Management Plan outlining maintenance standards and guidelines for each of the trail types identified in the updated Classification System (as per Recommendation 126).
- 128. Explore the potential to develop future trails and connections through the planning and design of new development areas and revitalization / rehabilitation of existing areas to improve the connectivity of the city from an active transportation perspective. This should include investigation of the following:

- Crossing of the Highway 401 corridor.
- Dundas Street at the Moira River Connection (in the planning stages).
- Waterfront Trail East Expansion.
- Waterfront Trail West Expansion.
- Riverside Park West and Riverside Park east Connection.
- Loyalist College Connection.

129. Review opportunities to improve trail connectivity within parks and to/from parkland and open spaces across the city. Refer to Appendix B for details on locations and improvements suggested.

## 7.7 Waterfront

Belleville’s waterfront stretches over 20 kilometres along the Bay of Quinte shoreline. The waterfront area consists of 53 hectares of land, comprised primarily of City-owned parkland parcels. These parks and open spaces include a variety of outdoor amenities, include sports fields, playgrounds, marinas, boat launches, and trails.

### 7.7.1 Waterfront Master Planning

The Waterfront is a place of potential, although its scale and complexity of development necessitate that investment requires a rigorous plan. The Waterfront Master Plan provides a vision for the waterfront areas that balances animated and

quiet spaces, open to all, on a year-round basis. The Plan’s intention is to preserve the character of the waterfront and build on its existing amenities. Six principal areas are focused on, totaling 53 hectares of land, including West and East Zwicks Park, Victoria Park, Meyers Pier Park, Ramada Hotel site, and the Morch Marine Property.

The Waterfront Master Plan is now a dated document and should be updated as a first step in better leveraging the potential of the waterfront (and riverfront) for residents, visitors, and businesses alike. The update should take a holistic view of the City’s waterfront and define focus areas of prioritization (e.g., Meyers Pier Marina, Zwicks Park, etc.).

**Recommendation:**

130.Undertake a review and update of the Waterfront Master Plan to assess the vision for the future of the waterfront and ensure that waterfront objectives are aligned with other City policies and plans, such as the Official Plan.

**7.7.2 Creating A Connected Waterfront**

There are some areas of shoreline that are in private ownership, creating gaps in the overall waterfront trail network. One of the principles guiding the Waterfront Master Plan (2006) is ‘accessible and connected’. This speaks to the need for a continuous trail that runs the full length of the City’s waterfront from east to west, providing access to the various parks and open spaces, facilities, and amenities, as well as linkages to the downtown core. The Phase 1 Report

identifies key connections along the waterfront that are considered priorities to be addressed.

**Recommendation:**

131.Bolster partnerships with waterfront and adjacent landowners as well as the business community to improve connections between the waterfront and the downtown core to help activate the waterfront and stimulate additional economic activity in the city.

132.Consider the following potential future trails and connections in the Waterfront Master Plan Update, and in the ongoing planning and design of waterfront spaces:

- Whitney Place Park to Wilkie Street Park.
- Water Treatment Plant to Whitney Park Place
- Connection between Victoria Island Park to west side of the Moira River.
- Herchimer Boat Launch to the East (Bakelite property).

Exhibit 19: Waterfront Parkland and Trail Connections



- Municipally Owned Parkland
- Existing Trail
- Gap in Waterfront Connections

### 7.7.3 Addressing Flooding and Erosion Issues

Flooding issues have been identified along the waterfront due to fluctuating water levels, causing damage to the amenities that are provided within the parkland, indicating a need for flood mitigation measures. This Master Plan recognizes the need for comprehensive long-term plans to be developed that pro-actively address ongoing flood and erosion issues along the Bay of Quinte and the Moira River.

#### Recommendation:

- 133. Develop a comprehensive long-term plan to pro-actively address ongoing flood issues along the Bay of Quinte through the review, assessment and implementation of repairs, remediation and enhancements to waterfront shoreline treatments and structures. Refer to Appendix B for details.
- 134. Develop a comprehensive long-term plan to pro-actively address ongoing bank erosion issues along the Moira River through the review, assessment and implementation of repairs, remediation and enhancements to riverfront shoreline treatments and structures. Refer to Appendix B for details.





## **8** Implementing the Plan



## 8 Implementing the Plan

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

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

### 8.1 Oversight and Updating the Master Plan

While a range of staff support and partnerships will be required to enact recommendations, there must be senior management commitment and administrative oversight for effective implementation.

Due to the nature of the recommendations contained in this plan which cross-cut a range of municipal divisions including RCCS, Parks, Planning, Finance and Economic Development, the overall control for implementation of the plan should rest

with an Interdepartmental Working Group comprised of Department heads. This is recommended to provide an appropriate mechanism for implementation and to ensure regular review and evaluation of progress and successful achievement of targets of this Plan. This approach will also allow for accountability and a balanced approach to funding the plan. Annual progress in the implementation of this Master Plan should be outlined by staff report to Council.

Recognizing the long-term scope of this Plan and shift in municipal priorities, this document and its recommendations should be subject to review every three (3) years to determine and re-calibrate as necessary the timing of recommendations to align with shifts in the municipal planning environment.

#### **Recommendation:**

135. Develop an Interdepartmental Working Group comprising senior management from RCCS, Parks, Planning, Finance and Economic Development and other relevant municipal departments to regularly review and evaluate the progress of plan recommendations. The Chair of the Working Group should alternate each calendar year between the RCCS and the Parks Division.

### 8.2 Evaluation of Progress in Implementation

The metrics of evaluating the success of the plan should distinguish between a) operational performance measurement and b) progress toward implementation of the

Parkland and Recreation Master Plan itself. The former is addressed in Section 5.5 in terms of a system of annual data on program take-up, services and satisfaction, much of which is already collected by RCCS to monitor and adjust its program and service offer.

Monitoring the progress of the Parkland and Recreation Master Plan is essential because of the phased approach to achieving many of the recommendations through a) assessment b) design and solution planning and c) implementation. Implementation of larger capital works is necessarily a sequential process. Delay in the early stages of planning will threaten the achievement of the overall timeline for project implementation. In so doing the overall success of the plan is undermined.

**Recommendation:**

136. On an annual basis, the status of each major recommendation (comprised of single or multiple capital projects as relevant) should be reviewed and tabulated in terms of its status:

- a) Feasibility assessment;
- b) Design and funding ;
- c) Implementation

The approach should also include a brief assessment of the current and future resources necessary to implement the plan and each major recommendation. Success can be measured

in terms of achieving the organizational scale necessary to enact the variety of planning, management and investment recommendations contained in this plan.

The timeline of this plan – 10 years, with a 20-year planning horizon - represents a guideline for planning purposes. Success will be dependent on the availability of funding. It will also be a function of the planning, management and operational resources dedicated to the RCCS and Parks Division to oversee the advancement of the plan. Insufficient professional capacity to keep pace with approved implementation targets is a principal source of delay and sometimes failure of plans to meet their stated goals.

In view of the scale of recommendations contained in this plan to improve the range of parkland amenities in the City of Belleville, a human resources framework is necessary.

### 8.3 City Staffing Additions Necessary to Enact the Parkland and Recreation Master Plan

Balance is required between the demands placed on the administration of the City of Belleville to implement the plan, and the capacity of the City to reasonably meet these demands.

Without additional staff resources, it is unlikely that the parkland and Recreation Master Plan can be implemented within 10 years.

Implementation requires the hands-on involvement of three (3) departments: RCCS, Transportation and Operations and Engineering and Development Services (EDS).

Given the historic under-investment specifically in parks planning and associated staffing of the division, this limitation should be removed.

Parks division staffing has been recently altered to create a Manager of Parks Planning position cross-appointed with ongoing Operational Supervisory duties for the manager.

This arrangement should be replaced with full time equivalent (FTE) positions for each. Accordingly net 1 additional FTE for a supervisory role is required.

Within RCCS, improvements to the operations of the City Marinas can be achieved by extending the current seasonal full-time supervisor role to a year-round FTE position. As customer service demands increase, the QSWC should ensure that it has sufficient customer service and marketing personnel.

EDS is closely aligned with the Parks Division with respect to ensuring parkland development is appropriately scaled, located and designed. Development control by EDS rests in part on the effective execution of parks design and implementation of parkland dedication requirements, as well as enforcement of urban design standards, tree canopy

policies and more. This is added reason for ensuring that the Manager of Parks Planning is a full-time appointment.

There are also some staffing efficiencies that can likely be achieved through greater co-ordination between the three departments. The construction supervision services provided by EDS could be utilized to assist in parks construction project management.

As a strategic policy document, this master does not warrant a specialized project manager to oversee the plan on a day-to-day basis. Nor is it assumed that existing staff resources and responsibilities are sufficient to enact the plan and monitor its progress. The addition of staff in the key areas identified will provide the planning and implementation resources necessary to follow through on the suite of recommendations.

**Recommendation:**

137. Implementation of the Parkland and Recreation Master Plan should include the addition of full-time positions, the number and duties of which should be established by the Inter-Departmental Working Group. As a minimum, it is recommended to bolster internal professional capacity in the areas of parkland operational supervisory services, parks planning and recreational customer services and marketing.

## 8.4 Funding and Financing the Plan

The implementation of recommendations contained within this Master Plan presents the following financial implications:

- Funding capital priorities: This includes mechanisms to support the ongoing maintenance of assets as well as funding new build infrastructure.
- Planning for operational sustainability: as linked to business and programming plans for facilities supported by user fees. This applies to both new and existing infrastructure.

The City will need to actively monitor and review available sources of funding from upper-levels of government, external agencies, and other partner sources, as it relates to both the capital and operational costs, in order to reduce the impact on the residents of Belleville.

Development charges should also be seen as an important source of funding for growth related services. Going forward it will be important that any review of development charges has regard for implemented projects and therefore the raised standards in recreation as a result of development in the interim.

### Recommendations:

138. Continually seek out and utilize all relevant funding sources from upper levels of government and other

relevant sources to reduce the burden on the city's tax base.

139. The recommendations contained within this Master Plan should form the basis for updating the recreation component of the Development Charges (DC) Background Study. When updates to the DC study are undertaken, review of the average level of service (cost per sq. ft.) for recreation should be completed based on the achievement of new capital investment in recreation at the time of DC review.

Similarly, any future update to the Parkland and Recreation Master Plan extending capital projects beyond 2031 should inform future Development Charges Background Reviews.

### 8.4.1 Implications of Investment in New Facilities

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

It is not possible to predict the actual timing and cost of construction to implement the Master Plan as these are contingent on future economic and municipal corporate

needs. Incremental capital costs associated with recommendations are based on a broad series of current costs for similar space and can be expected to vary due to escalation over time. Efficiencies in design may impact scale of development as well as overall capital costs. Most importantly, the method by which this new infrastructure is delivered to the community – either by traditional procurement or alternative strategy to reduce the burden on the public sector – will also impact the extent of capital that must be funded by the City.

The RCCS and Parks Division currently develop long-term (10-year) capital plans which are updated annually. These capital plans budget for new-build facilities, expansions, redevelopment of facilities, and large ticket capital expenditures. This Master Plan recognizes Council’s commitment to existing capital projects as it pertains to indoor and outdoor recreation and community facilities. However, approval of this Master Plan will trigger a need to update the long-term capital forecast, reconciling some expenditures pending further feasibility and concept planning work for those assets that warrant a repurposing and/or expansion solution.

**Recommendation:**

140. Evaluate and update the City’s Long-Term Capital Forecast to reflect priorities of this Master Plan. Decisions regarding the annual implementation of projects and the allocation

of funds to these projects are subject to Council approval through the City’s annual budget process.

141. When considering major new construction, the City should adopt the practice of developing a 3 to 5-year operation plan for all new municipally-owned recreation facilities outlining likely operating costs and revenues. Approval for capital expenditure on new recreational facilities should rest, in part, on achieving an operational plan that is approved by the City.

**8.4.2 Establishing Capital Reserves for Facilities**

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



reserve(s). This principle should also be applied to existing major infrastructure not subject to decisions regarding decommissioning, repurposing or replacement.

**Recommendations:**

142. For all new build facilities, a capital reserve should be established as a line-item cost associated with the facility. In some instances (e.g. fields) a consolidated capital reserve contribution for multiple locations together may be more appropriate. The City should determine the appropriate approach to derivation and accounting for capital reserve transfers. Annual capital reserve schedules and amounts should accurately reflect expected lifecycle considerations of the facilities to which they are applied. Capital reserve contributions should be built into the business plan and annual operational expense budgets for these facilities.

## Appendix A – Implementation Plan

**Belleville Parkland and Recreation Master Plan**  
Implementation Matrix

<b>Recommendation</b>		<b>Anticipated Timing For Commencement of Recommendation</b>				<b>City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant</b>	<b>Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)</b>
		<b>Immediate and/or Ongoing</b>	<b>Short-Term (Years 1-3)</b>	<b>Medium-Term (Years 4-6)</b>	<b>Long-Term (Years 7-10+)</b>		
<b>Service Directions: Delivering Effective Future Recreation Services</b>							
<b>Effective Organization</b>							
1	Encourage collaboration and enhanced integration between RCCS and Parks division staff to effectively plan for and support community-level recreation opportunities.					RCCS, Parks	PRMP staff meetings once per quarter
2	Continue to monitor the impact of internal and external pressures on Park and RCCS staffing requirements linked to the maintenance of appropriate levels of facilities and service delivery.					RCCS, Parks	PRMP staff meetings once per quarter
3	Develop clear internal processes to ensure that RCCS and Parks Division staff have appropriate and timely input to decisions related to parkland acquisition being made by the Planning Division. This should be developed in conjunction with the new coordinator role.					Engineering & Development Services, RCCS, Parks	Integral role for Manager of Parks Planning (currently titled Manager, Operations Planning and Development)
<b>Communications and Outreach</b>							
4	Continue to invest in the Activity Guide and continue to ensure digital availability on the City's website and access via appropriate social media outlets.					RCCS	
5	Evaluate opportunities to transition to provide online booking services for all facilities (arenas, meeting spaces, ball diamonds, etc.) in a manner that protects the needs of core user groups. Any investment in an online booking system should comprise an online payment feature. In the long-term, this will lessen the demand on staff and will allow for adequate planning for room bookings and preparation. This will also allow residents to have convenient, 'at home' access to facility booking services.					RCCS (LEAD), City Communications, Consultant (SUPPORT)	
6	Expand the existing QSWC website to be a full-service website for both recreation and parks to cohesively promote facilities, program, services and more broadly the mandate of the Departments. The integrated website should: <ul style="list-style-type: none"> <li>Seek to strengthen the integrated brand for parks and recreation.</li> <li>Seek to improve the messaging around the mandate of the Parks Division and RCCS as part of a broader City's corporate website in a fashion that articulates the principles of this Plan.</li> <li>Seek to create and maintain a Parks and Recreation Inventory Database and Online Asset Map Tool. The Online Map Tool should function as a public information resource and identify available recreation facilities, parks, locations and related amenities, programs, and park uses.</li> </ul>					RCCS (LEAD), Parks, Communications, Corporate Services (Online Mapping Tool) (SUPPORT)	Goal: Retain QSWC as a brand and quality of its website; Integrate through website architecture the ability to source all recreation services
<b>Improving Service Delivery through Partnerships</b>							
7	Work closely with community partners (e.g., YMCA, local schools, etc.) and local user groups (established and emerging) to leverage investment in recreation facilities for community access, and to determine the appropriate balance for the delivery of services and programs at present as well as into the future.					RCCS	Requires staff resources for outreach and community development role
8	Review the administration of use arrangements at all facilities managed by the RCCS and Park Operations. Develop and over time execute a single, standardized form of contract for all lease and other usage rights of City-owned facilities and outdoor fields, itemizing the purpose of use, rights and obligations of each party, financial and liability matters, and any other specific provisions in the forms of contract schedules.					Corporate Services (LEAD), RCCS,	Standardized agreement template should be created and existing agreements, written, verbal or implied should be inventoried. Application of new template at discretion of City
9	Develop and implement a corporate partnership framework policy for capital and operating agreements/arrangements with third parties. The policy should be used as a comprehensive decision-making framework for a range of options (capital and operating) to enhance the delivery of facilities and services.					Corporate Services (LEAD), RCCS (SUPPORT)	

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
10	Develop a Municipal Service Policy to address unplanned, new, and emerging, outdoor facility requests as they are brought forward. This should include a set of criteria for evaluating community-based project proposals (i.e., consideration as to whether the level of facility development is scaled appropriately to the level of community benefit and demonstrated sustainable operating model).					Parks (LEAD), RCCS, Corporate Services, Finance (SUPPORT)	
11	Continue to encourage access to school board facilities as supported through Community Use of School policies.					RCCS as required to advocate	
12	Collaborate with local schools / institutions to identify mutually beneficial joint venture opportunities for the development of future park /school campuses (e.g., shared use facilities, community hub development).					RCCS	
<b>Effective Forward Planning for Meeting the Needs of the Community</b>							
13	Review, assess and align the City's Asset Management Plan with existing parks and open space amenities with the goal of understanding the impacts of aging infrastructure on future parks expenditures. This realignment should reflect the current inventory of assets, identify the current physical condition of the assets, establish current replacement costs, and set priorities for asset replacement and/or removal.					Finance (LEAD), RCCS, PARKS (SUPPORT)	
14	Any updates to the City's Official Plan, as it relates to parks, open space and/or community facilities, should have regard for the recommendations of the Parkland and Recreation Master Plan.					Engineering & Development Services	
15	Undertake a conformity exercise for the Loyalist Secondary Plan to be aligned with the City's new Official Plan (forthcoming) to reflect the language of the Official Plan with respect to parkland and open space policies, policies for parkland dedication, and the proposed parkland hierarchy.					Engineering & Development Services	
16	Develop master plans and undertake a variety of pre-planning studies for select existing parks across the city to improve safety, usability of sports fields and diamonds, and to plan effectively for future community needs.					Parks	

**Service Directions: Defining an Appropriate Service Delivery Role for the City**

<b>The City's Role in Parkland and recreation Delivery</b>							
17	Continue to employ a Blended Two-Tier Model for the municipal delivery of parkland and recreation services, supported by updated policies governing subsidization, cost recovery and user fees by program. Universal of access to low-cost programming which supports the health and wellbeing of all community members should continue to guide the City in its programming and method of delivery. Similarly, services which are niche-oriented, and which can be delivered in full by the private or not-for-profit sector, should be organized and priced based on a clear municipal subsidization and facility access allocation policy.					RCCS, Parks	
<b>Municipal Programming</b>							
18	Continue departmental best practice in assessing trends in participation and evaluate shifts in market demand for programming activities.					RCCS	
19	With an aging population, the City should continue to work with local organizations to ensure that programs, facilities, and services are proactively positioned to accommodate future needs.					RCCS	
20	Continue to work with partner groups to identify and facilitate structured and non-structured recreation programming in public spaces that align with community and neighbourhood needs.					RCCS	
21	Continue to support affordable access opportunities to promote these options to key target groups.					RCCS	
22	Develop and promote free and low fee program options to help ensure universal access and remove barriers to recreation services.					RCCS	
<b>Events &amp; Tournament Hosting</b>							

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
23	Develop a Special Events / Festivals Strategy that includes a policy for the review and assessment of new park designs with respect to their suitability for accommodating / supporting outdoor neighbourhood and community events.					RCCS, Parks, Economic & Strategic Initiatives	
24	Investigate the opportunity to designate dedicated park location(s) for outdoor special events to occur within the city. A few locations should be identified depending on the scale and type of event being held.					Parks	
25	With specific regard to the West Zwicks event grounds, ensure that the seasonal operation of pop-up kiosks does not constrain any event-related food and beverage rights that are deemed essential for organized spectator events.					Corporate Services (LEAD), RCCS, Parks, Economic & Strategic Initiatives (SUPPORT)	
26	With a focus on key indoor and outdoor destinations within the city, continue to develop strategic partnerships to attract and implement provincial, national and/or international sporting special events (and others). This can lead to increased economic development and the promotion of sport and other recreational activities in the city.					Economic and Strategic Initiatives (LEAD), Parks, RCCS (SUPPORT)	
27	Clearly define the roles of the Economic & Strategic Initiatives staff, Parks staff, and RCCS staff as it relates to special events and sport bid hosting. Continue to work successfully with Bay of Quinte Tourism to promote regional scale events.					RCCS, Parks, Economic & Strategic Initiatives	Requires sufficient staff resources to maximize forward planning and co-ordination for event planning
28	Ensure staff resources, as well as facility design and availability, are fully evaluated prior to bidding on major sporting events.					RCCS, Parks, Economic & Strategic Initiatives	
<b>Policies &amp; Standards</b>							
29	Undertake a comprehensive User Fee Study and Policy to outline a sustainable basis for reducing municipal subsidy on activities where possible and supporting ongoing subsidy where appropriate.					RCCS (LEAD), Finance (SUPPORT)	Confirms cost recovery expectations and role of City in recreation market
30	Once a User Fee Policy is established, review the User Fees and Rates Schedule on an annual basis to confirm and validate that the approach to pricing is in keeping with best practice and to ensure pricing for premium playing environments and other recreation amenities reflects the quality of the infrastructure.					RCCS (LEAD), Finance (SUPPORT)	
31	Develop facility allocation policies for bookable City-run facilities (e.g., ice, rectangular fields, ball diamonds) through consultation with user groups. Policies of this type typically include priority of groups for use, allocation schedules and scheduling priorities, allocation rates (e.g., resident versus non-resident, minor versus adult, etc.), cost recovery, management of tournaments and special events, and general facility management requirements.					RCCS (LEAD), Parks (SUPPORT)	
32	Develop improved lease agreements for Foster Ward Community Centre, Gerry Masterson Community Centre, Gilead Community Centre, and Hillcrest Community Centre that are operated by Boards or external groups. This should include details of renewal dates, operational requirements to meet the full suite of municipal policy (e.g., access policies, goals for target groups, etc.), and protocols for reporting bookings/utilization on an annual basis.					Corporate Services (LEAD), RCCS (SUPPORT)	
<b>Monitoring &amp; Metrics</b>							
33	Develop a straightforward data collection and analysis methodology that can be used to routinely assess Departmental performance year-over-year based on meaningful and measurable quantitative and qualitative indicators and metrics. This should involve developing and initiating a customer engagement and monitoring system to annually assess resident/user satisfaction with programs, facilities, and services (this may include online and/or intercept surveys).					RCCS, Parks (EACH LEAD IN THEIR RESPECTIVE AREAS)	
34	Develop a Performance Scorecard for the City of Belleville's parks and recreation facilities, services, and programs based on key quantitative and qualitative performance metrics. This tool should be used to support annual budget requests to Council.			Review Annually		RCCS, Parks (EACH LEAD IN THEIR RESPECTIVE AREAS)	Single report for RCCS and Parks as part of annual review of PRMP implementation.
35	As capital improvements are undertaken over the course of this plan, maintain adherence to the proposed parkland hierarchy. Preface all staff reports regarding works in parks with assessment of proposed works against the goals of the classification system.				Review Annually		



Recommendation	Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
	Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		

**Service Directions: Improved Decision Making for Investment in Indoor and Outdoor Facilities**

Urban and Rural Levels of Service							
36	Adopt a level of service criteria for the urban and rural areas based on best practice in municipal asset management and a standards-based approach to facility provision, whereby the City will: <ul style="list-style-type: none"> <li>• Maintain the existing practice of the urban area servicing the major indoor recreation needs of the rural area.</li> <li>• Develop future indoor recreation infrastructure in the urban area where there is proximity to the largest concentration of the population base.</li> <li>• Retain and further develop Thurlow Park as a hub for indoor and outdoor recreation in the rural area.</li> <li>• Consider investment in smaller-scale, community-serving outdoor recreation facilities where a deficit of individual assets exist; there is significant population in a rural area to sustain the identified standard of provision; and/or there is community investment and interest in maintaining and developing these assets.</li> </ul>	Policy Adoption per PRMP				Corporation -Wide	
A Standards-Based Approach to Planning							
37	Adopt a standards-based approach to planning for future parks and recreation infrastructure, including the provision of municipal capital facilities as well as consideration for development through partnerships and other providers as appropriate.	Policy Adoption per PRMP					
38	Undertake an annual review of population change within the city, commencing with the results of the 2021 Census and subsequent review of housing starts and other published estimates of residential growth in the city over the Plan period.	Policy Adoption per PRMP				Engineering & Development Services	
Planning for Indoor Facilities							
39	Focus planning for new indoor facilities in centralized multi-use locations to provide residents with a variety of facility and programming options in one location.	Policy Adoption per PRMP				Engineering & Development Services	
40	Undertake an economic impact assessment study of the Quinte Sport and Wellness Centre. The outcomes of the study can be utilized on applications for funding as it relates to other infrastructure in the city, as well as to bolster economic development efforts in the city (e.g., impacts on hotels, conference facilities, businesses, sport tourism, etc.), and promote the quality of life and reputational benefits that the Centre offers.					RCCS	
Investment in a New Multi-Use Facility							
41	Invest in a new multi-use recreation facility on a suitable tract of land in the City's west end by 2031. Planning for investment in such a facility should commence immediately. The general process for which is as follows:					RCCS	Staff resources increasingly required over plan period to manage the evolution of the project
	a) Complete a Location and Feasibility Analysis for a new twin-pad multi-use recreation venue that also considers inclusion of a gymnasium or a multi-use indoor field house, and aquatics facility.					RCCS (LEAD), Engineering & Development Services (SUPPORT)	
	b) Land assembly;					Engineering & Development Services (LEAD), Corporate Services (SUPPORT)	
	c) Business planning and further investigation of partnership opportunities. Investment in a new ice complex, comprised of 2 ice surfaces would open up the potential for a range of options for the funding, delivery, ownership and operation of the facility involving partnerships;					RCCS	
	d) Detailed design and site planning; and					RCCS (LEAD), Engineering & Development Services (SUPPORT)	

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
	e) Securing funding for development based on a capital funding strategy (including potential external partners, grant funding as applicable, etc.).					Corporation- Wide	
42	Explore opportunities for partnerships and/or cost sharing for the development of a new multi-use recreation centre as it relates to capital and/or ongoing operating costs.					RCCS	
<b>Indoor Ice</b>							
43	Ensure state of good repair for existing ice pads and associated amenities at the QSWC					RCCS	
44	Monitor utilization and demand of existing indoor ice through the continued provision of an annual Ice User Group Meeting, to determine each group's needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the city on an annual basis to continue to plan effectively for indoor ice.					RCCS	
45	Continue to uphold the agreement for the joint funding and use of the Stirling Rawdon Arena with other area municipalities.					RCCS	
46	Immediately commence planning for a twin-pad arena facility in the region as part of a new multi-use recreation facility (as per Recommendation 39).					RCCS	
<b>Indoor Aquatics</b>							
47	Continue to invest in required capital maintenance items for the aquatics centre at the QSWC to maintain the pool and its associated amenities in good condition for use by the community.					RCCS	
48	Immediately commence planning for a second municipal indoor aquatics facility in the region as part of a new multi-use recreation facility (as per Recommendation 41).					RCCS	
49	In planning for a second indoor aquatics location in the city, engage Quinte West and other neighbouring municipalities and stakeholders in discussions regarding the potential opportunity to partner for investment given the potential for this facility to service regional resident needs.					RCCS	
<b>Gymnasiums</b>							
50	Continue to maintain the gymnasium at the QSWC in good condition for continued use by the community, undertaking general maintenance and improvements as required.					RCCS	
51	Plan for the inclusion of a gymnasium or field house as part of the new multi-use community recreation centre in the west (as per Recommendation 41). This should be a double gym or field house facility with appropriate amenities to accommodate a broad range of sports games and tournaments and provide flexibility for programming.					RCCS	
<b>Stand-Alone Community Centres</b>							
52	Continue to maintain the stand-alone community centres in good condition for continued use by the community, undertaking general improvements as required.					RCCS	
53	Work with the Community Centre Boards/operating groups to expand community use of the stand-alone community centres for city-run programming, and as viable and affordable locations for events and programming rentals, to improve utilization. Monitor utilization and demand of the community centres to maximize use and revenue generation.					RCCS	
<b>Washroom/Concession Buildings</b>							
54	Evaluate stand-alone washroom and concession facilities based on criteria established by the City, to determine which facilities are to be maintained over the long term.					RCCS	
<b>Other Indoor Facilities</b>							
55	Undertake a condition assessment of the YMCA building once the City obtains operating control of the facility.					RCCS, Special Projects	
56	Pending the results of the condition assessment, the YMCA building and site should be subject to a master planning exercise. The master plan should consider operational costs, transitional considerations, and value for money related to different uses of the building and site.					RCCS, Special Projects	

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
57	Retain the Victoria Avenue site in city ownership to provide a multi-use recreation hub in the city's east end (regardless of the future of the building on the site). Depending on the land area available, the city should explore the inclusion of a playground, spray pad, skate dot, sport courts, as well as emerging sport facilities (e.g., cricket field, bocce courts, etc.).					RCCS, Parks, Engineering & Development Services	
<b>Investment in New Outdoor Recreation Hubs</b>							
58	Building on the success of existing recreation hubs in Belleville, seek to develop new outdoor recreation hubs in the city that provide a range of recreational amenities and facilities for community use.				Ensure fully implemented by end of year 10	Parks (LEAD), Engineering & Development Services, RCCS (SUPPORT)	
<b>Ball Diamonds</b>							
59	Maintain existing ball diamonds in good condition for community use, undertaking general maintenance and strategic improvements as required. This includes the following: <ul style="list-style-type: none"> <li>o All ball diamonds: Consider the addition of roofs to all dugout areas (where they currently do not exist) to provide shade for players.</li> <li>o Thurlow Park: Consider the addition of outfield fencing and warning tracks on the 3 existing softball diamonds to contain outfield for player safety, and renovation of hardball diamond (fencing and lighting are beyond their useful life).</li> <li>o Parkdale Veterans Park: Replace backstop fencing, and dugouts (reached the end of their lifecycle), as well as outfield fence (a review of location and height should be undertaken).</li> <li>o Centennial Park: Undertake an assessment of the sports field lighting and fencing (structural).</li> <li>o Tom Gavey Alemite Park: Replacement of sports field lighting.</li> </ul>			Ensure fully implemented by end of year 7		Parks	
60	Monitor utilization and demand of existing ball diamonds through the continued provision of an annual Diamond User Group Meeting, to determine each group's needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the city on an annual basis to continue to plan effectively for ball diamonds.					RCCS (LEAD) Parks (SUPPORT)	
61	Optimizing existing diamonds in the city should be considered prior to developing new diamonds and can be achieved through the following: <ul style="list-style-type: none"> <li>o Changing the culture of use of existing diamonds in a way that utilizes all available hours in a week (e.g., Legion Diamond on Fridays and Saturdays).</li> <li>o The addition of lighting to currently unlit senior diamonds (e.g., Parkdale Veterans Park, Thurlow Park) can increase the hours that fields are available in the evenings for play. Adding lighting to a field increases its field equivalency by 0.5 (1.5 total per lit field).</li> <li>o Ensure that improvements at fields include consideration of necessary ancillary site enhancements to accommodate greater usage.</li> </ul>			Ensure fully implemented by end of year 7		Parks (LEAD), RCCS (SUPPORT)	
62	Reassess the previously prepared Master Plan for Thurlow Park (not currently approved by Council) and plan for the development of a modern softball complex through the addition of 2 diamonds. <ul style="list-style-type: none"> <li>- The complex should prioritize senior/full-size diamonds with appropriate tournament facilities, such as spectator seating, shaded areas, washrooms, diamond lighting, etc.</li> <li>- The complex should seek to utilize the city-owned land located to the west of the existing Thurlow Park.</li> </ul>			Ensure fully implemented by end of year 7		Parks	
63	Consider developing batting cage facilities in parks with ball diamonds. Centennial Rotary Park and Thurlow Park would be preferred locations. Parkdale Veterans Park could be assessed to determine if there is a demand and appropriate space at this location.					Parks	
<b>Rectangular Fields</b>							

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
64	Maintain existing rectangular fields in good condition for community use, undertaking general maintenance and improvements as required. This includes the following: - M.A. Sills: Undertake field condition and sports field lighting assessments. Replace the artificial turf surface and add an irrigation system. - Bird Park: Addition of junior soccer field ball stop fencing along the north goal line. - Riverside Park (West): Undertake a field condition assessment of existing sports fields (upper fields) and undertake improvements as required. - Zwick's Centennial Park: Replace the sports field lighting (end of useful life) and covered players benches.					Parks	
65	Monitor utilization and demand for existing rectangular fields through the continued provision of an annual Field User Group Meeting, to determine each group's needs and other requirements. As part of this meeting, groups should be required to report their membership / participation numbers to the City on an annual basis in order to continue to plan effectively for rectangular fields.					RCCS, Parks	
66	Formally decommission Fields #3 and #4 at Zwicks Park for space to be used for alternative recreational uses, pending the outcomes of a Waterfront Master Plan that includes consideration of Zwicks Park. • These fields are not counted as part of the existing supply and therefore do not require replacement elsewhere.					Parks	
67	As part of a master planning exercise for MA Sills Park (as per Recommendation 15), explore opportunities for property expansion to the south to accommodate one new lit artificial turf field (provided that the property can be purchased) and additional parking. The potential for a grandstand, clubhouse and approved amenities building to be integrated into the field design for use by the Quinte Skyhawks Football Club should be considered in the design and implemented through a formalized partnership.					Parks (LEAD), Engineering and Development Services, RCCS, Corporate Services (SUPPORT)	
68	As part of the master planning review for Thurlow Park, seek to establish a senior rectangular field with lighting to replace the 3 informal junior fields that currently exist. While this would reduce the number of rectangular fields at this location, it would significantly improve the usability of the field to expand adult play, allow for evening use, and create a centralized facility of senior lit fields in the City's north end.					Parks	
69	Develop a hub for rectangular fields in the city through property acquisition and/or conversion of existing city-owned land to parkland. This site should be of an appropriate size to accommodate at least 3 senior rectangular fields with the potential for the development of additional fields and/or complementary recreational amenities in the future.					Parks	Acquire property in near-term and develop basic fields; additional amenities developed later in Plan period
70	Optimizing existing fields in the city should be considered prior to developing new fields and can be achieved through the following: o Changing the culture of use of existing fields in a way that utilizes all available hours in a week (e.g., Zwicks on Fridays and Saturdays). o Partnerships for use and/or development of school board facilities through Joint Use Agreements (JUAs) (e.g., Centennial Secondary School). o The addition of lighting to currently unlit senior fields can increase the hours that fields are available in the evenings for play. Adding lighting to a field increases its field equivalency to by 0.5 (1.5 total per lit senior field).					Parks (LEAD), RCCS(SUPPORT)	
<b>Tennis Courts</b>							
71	Develop up to 8 tennis courts, consisting of up to 4 dedicated courts and 4 mixed-use / shared courts over the Plan period. Tennis courts should be provided in parks that offer complementary recreational uses (e.g., playgrounds, fields, splash pads, etc.). Equitable geographic distribution should be a key factor in determining suitable location.					Parks	
72	Once built, the city should continually monitor the demand and usage of the tennis courts to appropriately determine future need.					Parks	
<b>Pickleball Courts</b>							

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
73	Develop up to 12 pickleball courts over the Plan period, comprised of a mixture of both dedicated and non-dedicated (multi-use or shared) courts. These facilities should be distributed across the city in a geographically equitable manner, are to be planned based on the community's needs, and should be developed through partnership with a defined user group.					Parks	
<b>Basketball Courts</b>							
74	Develop 7 basketball courts over the Plan period located in a geographically equitable manner. A minimum of two (2) courts should be multi-use in nature, meaning they are shared with tennis and/or pickleball facilities. The courts should be progressively implemented over time, throughout the Plan period (to 2031). Three courts (half of the recommended supply) should be built in the short-term to determine demand.		develop majority of courts by Year 6			Parks	
<b>Playgrounds</b>							
75	Adopt a standard of provision of one playground location within 500-metres (5-minute walk) of new residential areas, and as a guideline for identifying and resolving gaps within existing residential areas. - Major barriers (e.g., major roads, natural features, railway corridors, etc.) are to be considered. - The inclusion of playgrounds within larger park parcels and collocated with other recreational amenities is preferred over locating them on smaller land parcels to reduce operational requirements in the future.	Policy Adoption per PRMP				Parks	
76	Develop playgrounds at Jackson Woods Park (proposed/planned), Sir Mackenzie Bowell Park or the Exhibition Grounds, the former YMCA site (longer-term) and a location within the downtown core, to address existing gaps in the standard of provision. These locations should be assessed with consideration for local demographics, local demand, and co-location with other recreational amenities.					Parks (LEAD), RCCS, Engineering & Development Services (SUPPORT)	
77	Develop a replacement program for existing playgrounds as part of the City's ongoing asset management planning. Through this exercise, the replacement of playgrounds at Cascade Park, Churchill Heights, Haig Park, Orchard Park, Stanley Parkette, and Tom Gavey Alemitte Park have been identified as priorities going forward. See Appendix A for details. This should be confirmed based on asset management data relating to remaining life of park assets.				Ensure fully implemented by end of year 10	Parks, Corporate Services	Using Asset Management Study results, plan for annual replacements Year 1 to Year 10 of plan (# per year dependent on asset lifecycle assessment)
78	Prepare standards for playground design (for both new construction and replacement) including a list of key requirements - evaluation of play value, accessibility, thermal comfort, etc.					Parks	
<b>Splash Pads</b>							
79	As new Community Parks are developed or existing parks are redeveloped, the City should consider and review the feasibility of including splash or spray pads in the park design.	Policy Adoption per PRMP				Parks	
80	The City should maintain its recent investment in the Kinsmen outdoor pool, recognizing the popularity of this venue amongst the public.						
<b>Skate/Scooter Park</b>							
81	Review fall height associated with the armourstone retaining wall located within the Kiwanis Skate Park.					Parks	
82	Consider and review the feasibility of incorporating skate dots into existing parks as part of park rehabilitation projects, and in new Neighbourhood and Community Parks as they are developed.	Policy Adoption per PRMP				Parks	
<b>Recreational Bike Trail</b>							
83	Undertake a risk and safety assessment of the existing recreational bike trail at Riverside Park. This will determine the modification required to formalize the trail and ensure it is a municipally sanctioned facility. A woodlot assessment should be conducted at the same time to determine the overall health of the woodlot.					Parks	
84	Undertake the necessary planning and design work to develop a pump track and/or skills course at Riverside Park to complement the recreational bike trail.					Parks	



Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
	<b>Outdoor Ice Rinks</b>						
85	Develop a Community Ice Rink Policy to govern the division of responsibilities related to maintenance and operation of natural ice rinks in the city.		By Year 3			Parks	
86	Review the natural ice rink program in association with City-wide policies to determine its application at Brimley Court Green Space.					Parks	
87	Plan for the development of a mechanical (artificial) outdoor ice rink at the Outdoor Recreation Hub as part of the Exhibition Grounds redevelopment.					Special Projects (LEAD), Parks, RCCS (SUPPORT)	Timing based on final plans for redevelopment of Exhibition Grounds
	<b>Off-Leash Dog Park</b>						
88	Continue with the planned replacement of the off-leash dog park fencing at Zwick's East Park.					Parks	
89	Continue with the planned implementation of a second off-leash dog park at the Farnham Road Greenspace in Thurlow Ward.					Parks	
	<b>Marinas</b>						
90	Undertake a strategic review of the water and land-side operations at both Meyers Pier and Victoria Harbour Marinas. This review should explore opportunities for additional commercial activity to occur at these locations.			By Year 4		RCCS	
91	Commence a condition assessment of Victoria Harbour Marina as part of the ongoing Asset Management planning.			By Year 4		RCCS	
92	Based on the outcomes of the operational review, leverage the existing success of the municipal marinas to improve visitation and increase economic activity along the waterfront and within the downtown core.					RCCS	
93	Continue to work closely with the Bay of Quinte Yacht Club to improve the Victoria Harbour Marina and adjacent Victoria Park as a destination for members as well as the general public.			By Year 6		RCCS (LEAD), Parks (SUPPORT)	
	<b>Boat Launches</b>						
94	Undertake the necessary repairs to the existing boat launch at South George Street to maintain it in good condition for continued community use.					Parks	
95	Assess the potential for a non-motorized watercraft launch at Wilkie Street, and related infrastructure and amenity requirements.					Parks	
	<b>New and Emerging Outdoor Facilities</b>						
96	Work with community partners to investigate the feasibility of developing a non-dedicated / temporary disc golf course in the City. Locations for investigation include Zwick's Park (east) and Riverside Park West (north end).					Parks	
97	The City should explore opportunities for the disc golf course location to be utilized for cross country skiing and/or snowshoeing trails during the winter months.					Parks	
98	Consider providing some level of play for cricket within the city. Typically, the cricket pitch is situated between two senior rectangular fields and is therefore shared with field users. MA Sills Park and Riverside Park should be explored as potential locations for cricket facilities.			By Year 6		Parks	
99	Expand the community garden at Bayview Heights Park and consider the addition of picnicking opportunities for local families and community garden users.					Parks	
100	Consider new and emerging types of active and passive outdoor recreation facilities with priority to community-based proposals. These community-based proposals would need to be evaluated as per the Municipal Service Policy and associated evaluation criteria identified per Recommendation 10.	Policy Adoption per PRMP				Parks	

### Service Directions: Proactive Planning for Parkland, Open Space & Trails

General Parks Planning & Future Needs							
101	Adopt a parkland service level of a minimum of 4.0 hectares of parkland per 1,000 new residents to ensure an appropriate level of provision of parkland and open space over the Plan period and beyond.	Policy Adoption per PRMP				Engineering & Development Services	

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
102	Plan to acquire a total of 7.8 hectares of parkland by the end of the Plan period (2031) to meet parkland needs associated with projected population growth.	Policy Adoption per PRMP				Engineering & Development Services (LEAD), Parks (SUPPORT)	
<b>Parkland Hierarchy &amp; Classifications</b>							
103	Adopt the Parkland Hierarchy and Classification System proposed in this Master Plan as a basis for planning for and acquiring, designing, developing, and programming parkland.	Policy Adoption per PRMP				Parks, Engineering & Development Services	
104	Continue to update the City's parks GIS inventory tools through the documentation of public and private open space properties.					Engineering & Development Services	
<b>Parkland Dedication &amp; Acquisition</b>							
105	Update the Parkland Dedication and Cash-in-Lieu By-law and develop an accompanying Parkland Dedication and Cash-in-Lieu Policy.					Engineering & Development Services (LEAD), Parks (SUPPORT)	
106	Evaluate opportunities, as it relates to alternative acquisition strategies, to advance the principles and targets of the PRMP through the purchase of surplus non-municipal lands (such as schools). This should focus on gaps in parkland found within geographic areas of the city.					Parks (LEAD), Engineering & Development Services, Corporate Services (SUPPORT)	
107	Consider the acquisition of undevelopable natural open space areas, including stormwater management ponds, through the development process and other means of securement to provide opportunities for enhanced conservation, and compatible public access and linkages to the parks, trails, and open spaces, as per Section 51(25)(b) of the Planning Act. This land should not be accepted as part of the parkland dedication requirement (i.e., no credit is to be applied).	Policy Adoption per PRMP				Parks (LEAD), Engineering & Development Services (SUPPORT)	
108	Continue to plan for future parks and trails within new residential areas of the city based on alignment with the directions set out in this Master Plan and the Parks and Open Space Design Guidelines (as per Recommendation 112).	Policy Adoption per PRMP				Engineering & Development Services (LEAD), Parks (SUPPORT)	
109	In residential intensification areas and within the downtown core, preserving and enhancing existing parkland and open space should be prioritized while also seeking opportunities for enhancing public space in general. This includes working with developers to incorporate privately owned publicly accessible space (POPS), improved streetscapes, and/or shared/flexible streets.	Policy Adoption per PRMP				Engineering & Development Services (LEAD), Parks (SUPPORT)	
110	Update the Disposition Policy (City By-law 99-19) based on best practice and to consider other City uses of surplus properties for parkland or otherwise.					Parks, Engineering & Development Services	
<b>Parkland Design, Development &amp; Renewal</b>							
111	Consider future use of agreements providing for Development Charge credits in exchange for developer-built parks as a strategy to advance the timing of development of parks and trails in new development areas. Developer-built parks and trails must adhere to the City's guidelines and standards for park design and development, as per the recommendations of this Master Plan.	Policy Adoption per PRMP				Engineering & Development Services (LEAD), Parks (SUPPORT)	
112	Create a Parks and Open Space Design Standards Manual to guide the development of parks and open spaces. This document should be aligned with, but not duplicate, the Urban Design Guidelines and Development manual currently being developed.					Parks (LEAD) Engineering & Development Services (SUPPORT)	
113	In conjunction with appropriate asset management practices, continually monitor and document participation/usage levels of park assets to assess opportunities to re-purpose existing facilities in parks that are under-utilized.					Parks	Staff resource implications to initially set up monitoring process
114	Develop strategies that clearly define municipal processes and policies for / standards for Community Engagement / Stakeholder Engagement as it relates to park design, development, and renewal projects. This includes obtaining public input during the planning and design process, fostering partnerships and joint ventures in park development/renewal, and promoting awareness of park projects and initiatives through effective public communications.					Communications (LEAD), Parks (SUPPORT)	Staff resource implications to initially set up monitoring process; ongoing staff or consultant resources required to engage with public and partners

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
115	Develop and implement park identification signs and park warning signs at key locations within the city in accordance with the signage and wayfinding guidelines (as per Recommendation 112). - Priority locations for identification signs include Argyll Parkette, Academy Park Place, Bishop Parkette, Connor Parkette, Morris Drive Parkette, Sagonaska Parkette, and Thurlow Park. - Priority locations for warning signs include Argyll Parkette, Academy Park Place, Bishop Parkette, Church Street Ramps, Painter Park, Sagonaska Parkette, and Settlers Ridge Stormwater Management Pond.				Ensure fully implemented by end of year 10	Parks	
116	To make parks more comfortable for all users, install seating areas or small rest nodes at parkette locations across the city. Priority locations include Argyll Parkette, Bishop Parkette, Driscoll Parkette, and Hastings and Prince Edward Regiment.				Ensure fully implemented by end of year 11	Parks	
117	Review and undertake improvements to parking and vehicular access within specific parks. This may include adding or formalizing parking areas, restricting vehicular access in certain areas, and parking lot and entry drive repairs. Refer to Appendix A for priority parks for improvement.				Ensure fully implemented by end of year 12	Parks	
<b>Parkland Operation, Forestry &amp; Horticultural Services</b>							
118	In coordination with the Parkland Classification System (as per Recommendation 101), undertake a review of maintenance and operations inputs / requirements to assess existing parks operations service levels and identify areas for improvement.		By Year 3			Parks	
119	Develop a Parks Maintenance Strategy to review and assess current Key Performance Indicators (KPIs) as it relates to parks maintenance and assess strategies for the reduction of inputs.			By Year 5		Parks	
120	Develop a Tree Management Plan to review and assess current tree canopy issues and identify strategies for management (maintenance, removals, replacement, enhancement).			By Year 5		Parks	
121	Review the Tree Canopy and Natural Vegetation Policy as part of an integrated tree management planning strategy for the city (as per Recommendation 120) to ensure consistency and with the goal to maintain and enhance the existing level of tree canopy and establish targets.			By Year 5		Parks	
122	Undertake site specific Emerald Ash Borer assessments for several parks.					Parks	
123	Undertake site specific Woodlot Management Plans for several parks including, but not limited to, Boyd Park, Jackson Woods, Kawartha Court Greenspace, and Stanley Park.			By Year 5		Parks	
<b>Trail Network Development</b>							
124	Work with landowners, the development community, and Quinte Conservation Authority to explore opportunities to increase connectivity, create linkages and expand opportunities to enhance recreational trail networks, including linkages to municipal destinations, transit hubs, parks and open spaces, schools / institutions, residential and employment areas.					Parks, Engineering & Development Services (LEAD), Parks (SUPPORT)	
125	Encourage the conveyance of trail corridors, over and above parkland dedication, through land donations, conveyance of undevelopable lands, rights of access, etc.	Policy Adoption per PRMP				Engineering & Development Services	
126	Review and update the existing Trail Classification System to delineate a wider range of trail types, as a basis for planning and acquiring, designing, developing, maintaining, and regulating the use of trails.					Parks	
127	Develop a Trail Management Plan outlining maintenance standards and guidelines for each of the trail types identified in the Classification System (as per Recommendation 126).					Parks	

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
128	Explore the potential to develop future trails and connections through the planning and design of new development areas and revitalization/rehabilitation of existing areas to improve the connectivity of the city from an active transportation perspective. This should include investigation of the following: Crossing of the Highway 401 corridor. - Dundas Street at the Moira Rover Connection (in the planning stages). - Waterfront Trail East Expansion. - Waterfront Trail West Expansion. - Riverside Park West and Riverside Park east Connection. - Loyalist College Connection.	Policy Adoption per PRMP				Corporation-wide	
129	Review opportunities to improve trail connectivity within parks and to/from parkland and open spaces across the city. Refer to Appendix B for details on locations and improvements suggested.	Policy Adoption per PRMP				Corporation-wide	
<b>Waterfront</b>							
130	Undertake a review and update of the Waterfront Master Plan to assess the vision for the future of the waterfront and ensure that waterfront objectives are aligned with other City policies and plans, such as the Official Plan.					Engineering and Development Services (LEAD), Parks, Economic & Strategic Initiatives (SUPPORT)	
131	Bolster partnerships with waterfront and adjacent landowners as well as the business community to improve connections between the waterfront and the downtown core to help activate the waterfront and stimulate additional economic activity in the city.					Engineering and Development Services (LEAD), Parks, Economic & Strategic Initiatives (SUPPORT)	
132	Consider the following potential future trails and connections in the Waterfront Master Plan Update, and in the ongoing planning and design of waterfront spaces: - Whitney Place Park to Wilkie Street Park. - Water Treatment Plant to Whitney Park Place - Connection between Victoria Island Park to west side of the Moira River. - Herchimer Boat Launch to the East (Bakelite property).	Policy Adoption per PRMP				Engineering and Development Services (LEAD), Parks, Economic & Strategic Initiatives (SUPPORT)	
133	Develop a comprehensive long-term plan to pro-actively address ongoing flood issues along the Bay of Quinte through the review, assessment and implementation of repairs, remediation and enhancements to waterfront shoreline treatments and structures. Refer to Appendix B for details.					Environmental Services (LEAD) Parks, Engineering & Development Services (SUPPORT)	
134	Develop a comprehensive long-term plan to pro-actively address ongoing bank erosion issues along the Moira River through the review, assessment and implementation of repairs, remediation and enhancements to riverfront shoreline treatments and structures. Refer to Appendix B for details.					Environmental Services (LEAD) Parks, Engineering & Development Services (SUPPORT)	

### Implementing the Plan

<b>Monitoring and Updating the Master Plan</b>							
135	Develop an Inter-departmental Working Group comprising senior management from RCCS, Parks, Planning, Finance and Economic Development and other relevant municipal departments to regularly review and evaluate the progress of plan recommendations. The Chair of the Working Group should alternate each calendar year between the RCCS and the Parks Division.					RCCS, Parks, Engineering & Development Services, Finance, Economic & Strategic Initiatives	
<b>Evaluation of Progress in Implementation</b>							
136	On an annual basis, the status of each major recommendation (comprised of single or multiple capital projects as relevant) should be reviewed and tabulated in terms of its status: a) Feasibility assessment; b) Design and funding ; c) Implementation.	Policy Adoption per PRMP				Inter-departmental working group	
<b>Staffing Additions</b>							

Recommendation		Anticipated Timing For Commencement of Recommendation				City of Belleville - Internal Management Responsibility (LEAD) and (SUPPORT) identified where relevant	Staff Resource Implications / Operational Impacts (Consultant services as necessary are implied and are not itemized by recommendation)
		Immediate and/or Ongoing	Short-Term (Years 1-3)	Medium-Term (Years 4-6)	Long-Term (Years 7-10+)		
137	Implementation of the Parkland and Recreation Master Plan should include the addition of full-time positions, the number and duties of which should be established by the Inter-Departmental Working Group. As a minimum, it is recommended to bolster internal professional capacity in the areas of parkland operational supervisory services, parks planning and recreational customer services and marketing.		Year 1			RCCS, Parks, Engineering & Development Services, Finance, Economic & Strategic Initiatives	Develop staffing strategy in Year 1
<b>Funding and Financing the Plan</b>							
138	Continually seek out and utilize all relevant funding sources from upper levels of government and other relevant sources to reduce the burden on the city's tax base.	Policy Adoption per PRMP				RCCS, Parks, Engineering & Development Services, Finance, Economic & Strategic Initiatives	
139	The recommendations contained within this Master Plan should form the basis for updating the recreation component of the Development Charges (DC) Background Study. When updates to the DC study are undertaken, review of the average level of service (cost per sq. ft.) for recreation should be completed based on the achievement of new capital investment in recreation at the time of DC review. Similarly, any future update to the Parkland and Recreation Master Plan extending capital projects beyond 2031 should inform future Development Charges Background Reviews.					Finance (LEAD), Engineering & Development Services (SUPPORT)	
140	Evaluate and update the City's 10-Year Capital Plan to reflect priorities of this Master Plan. Decisions regarding the annual implementation of projects and the allocation of funds to these projects are subject to Council approval through the City's annual budget process.					RCCS, Parks, Engineering & Development Services, Finance, Economic & Strategic Initiatives	
141	When considering major new construction, the City should adopt the practice of developing a 3 to 5-year operation plan for all new municipally-owned recreation facilities outlining likely operating costs and revenues. Approval for capital expenditure on new recreational facilities should rest, in part, on achieving an operational plan that is approved by the City.	Policy Adoption per PRMP				Lead dependent on type of new facility or installation	
142	For all new build facilities, a capital reserve should be established as a line item cost associated with the facility. In some instances (e.g. fields) a consolidated capital reserve contribution for multiple locations together may be more appropriate. The City should determine the appropriate approach to derivation and accounting for capital reserve transfers. Annual capital reserve schedules and amounts should accurately reflect expected lifecycle considerations of the facilities to which they are applied. Capital reserve contributions should be built into the business plan and annual operational expense budgets for these facilities.	Policy Adoption per PRMP				Finance	



## Appendix B – Listing of Potential Parks and Open Space Projects

## City of Belleville PRMP

### Listing of Potential Parkland and Open Space Projects Based on Field Reivew and Analysis

Category	Potential Project
<b>Parkland, Open Space and Trails</b>	
<b>Park Identification Signage</b>	
ARGYLL PARKETTE	Addition of identification signage (to municipal standards).
ACADEMY PARK PLACE	Addition of identification signage (to municipal standards).
BISHOP PARKETTE	Addition of identification signage (to municipal standards).
CONNOR PARKETTE	Addition of identification signage (to municipal standards).
MORRIS DRIVE PARKETTE	Addition of identification signage (to municipal standards).
SAGONASKA PARKETTE	Addition of identification signage (to municipal standards).
THURLOW PARK AND TRAILS	Addition of identification signage (to municipal standards).
<b>Park Warning Signage</b>	
ACADEMY PARK PLACE	Addition of warning signage associated with storm water management facility.
ARGYLL PARKETTE	Addition of warning signage associated with proximity to Moira River.
BISHOP PARKETTE	Addition of warning signage associated with proximity to Moira River.
CHURCH STREET RAMPS	Addition of warning signage associated with proximity to Moira River.
PANTER PARK	Addition of warning signage associated with proximity to Moira River.
SAGONASKA PARKETTE	Addition of warning signage associated with proximity to Moira River.
SETTLERS RIDGE SWM POND	Addition of warning signage associated with storm water management facility.
<b>Tree Canopy Enhancement / Woodlot Management</b>	
ACADEMY PARK PLACE	Tree canopy enhancement planting.
BAYVIEW HEIGHTS PARK	Tree canopy enhancement planting.
BOYD PARK AND TRAILS	Undertake site specific Woodlot Management Plan.
CASCADE PARK AND TRAIL	Undertake Emerald Ash Borer assessment.
ELGIN PARK	Undertake Emerald Ash Borer assessment.

Category	Potential Project
HAIG PARK	Undertake Emerald Ash Borer assessment.
JACK RUSSELL SCOTT PARK	Undertake Emerald Ash Borer assessment.
JACKSON WOODS AND TRAIL	Undertake site specific Woodlot Management Plan.
KAWARTHA COURT GREEN SPACE	Undertake site specific Woodlot Management Plan.
LIONESS PARKETTE	Undertake Emerald Ash Borer assessment.
MEMORIAL GARDENS	Undertake Emerald Ash Borer assessment.
RIVERSIDE PARK (EAST)	Undertake Emerald Ash Borer assessment.
RIVERSIDE PARK (WEST)	Undertake Emerald Ash Borer assessment.
STANLEY PARK	Undertake site specific Woodlot Management Plan.
STANLEY PARKETTE AND TRAIL	Undertake Emerald Ash Borer assessment.
THURLOW PARK AND TRAILS	Undertake Emerald Ash Borer assessment.
TOM GAVEY ALEMITE PARK	Undertake Emerald Ash Borer assessment.
WHITNEY PLACE PARK AND TRAILS	Undertake Emerald Ash Borer assessment.
WILKIE STREET PARK	Undertake Emerald Ash Borer assessment.
<b>Bank / Shoreline Erosion and Safety Assessments</b>	
ARGYLL PARKETTE	Undertake Safety Assessment associated with existing guard rails (fall protection) along edge of the Moira River.
ARGYLL PARKETTE	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
BISHOP PARKETTE	Undertake Safety Assessment associated with retaining wall (fall protection) along edge of the Moira River.
BISHOP PARKETTE	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
BOYD PARK AND TRAILS	Undertake Bank Erosion and Safety Assessment (south entry drainage channel).
CHURCH STREET RAMPS	Undertake Safety Assessment associated with existing guard rails (fall protection) along edge of the Moira River.
CHURCH STREET RAMPS	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
LIONS PARK	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
LIONS PARK	Undertake Erosion and Safety Assessment (Cannifton Road headwall).

Category	Potential Project
PANTER PARK	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
RIVERSIDE PARK (EAST)	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
SAGONASKA PARKETTE	Undertake Bank Erosion and Safety Assessment (edge of Moira River).
WERNER DIETZ PARK	Undertake Shoreline Erosion and Safety Assessment (edge of Bay of Quinte).
ZWICK'S CENTENNIAL PARK	Undertake Shoreline Erosion and Safety Assessment (edge of Bay of Quinte).
<b>Seating Areas</b>	
ARGYLL PARKETTE	Addition of a small seating node.
BISHOP PARKETTE	Addition of a small seating node.
DRISCOLL PARKETTE	Addition of a small seating node.
HASTINGS AND PRINCE EDWARD REGIMENT	Addition of site furniture (seating - rest stop) to existing hard surface areas; (4) benches
<b>Parking and Vehicular Access</b>	
BIRD PARK	Existing curb cut located along Hampton Ridge Drive provides for potential unrestricted vehicular access to the park – if no permanent parking area is proposed, curb cut should be removed and replaced with full barrier curb (to municipal standards).
BIRD PARK	Restrict vehicular access at the Thurlow Drive walkway block with p-gate, removable bollards or similar traffic control measure.
BAYVIEW HEIGHTS PARK	Addition of a formal parking area to improve site access and alleviate damage to turf areas.
CASCADE PARK AND TRAIL	Eliminate opportunities for unrestricted vehicular access (Britton Place and Cascade Blvd).
CANADIAN TIRE TRAIL	Conditions / safety review to be completed.
CENTENNIAL (ROTARY) PARK	Parking lot and entry drive repair / resurfacing.
CHURCHILL HEIGHTS	Eliminate opportunities for unrestricted vehicular access at walkway blocks.
HAMILTON PARK	Eliminate opportunities for unrestricted vehicular access from Sydney Street.
HASTINGS AND PRINCE EDWARD REGIMENT	Review need for vehicle protection barrier – concrete barrier curb is only protection currently in place.
KINSMEN PARK	Parking lot and entry drive repair / resurfacing.
MORRIS DRIVE PARKETTE	Add p-gate at Morris Drive entry to restrict vehicular access.
ORCHARD PARK	Eliminate opportunities for unrestricted vehicular access at walkway blocks.

Category	Potential Project
PARROT RIVERFRONT TRAIL AND PUMPING STATION	Review opportunities to reduce maintenance (grass cutting) around armourstone retaining walls (scattered stones in the natural turf areas).
RIVERSIDE PARK (WEST)	Parking lot and entry drive repair / resurfacing.
SETTLERS RIDGE SWM POND	Restrict vehicular access at Hampton Ridge Road and Maitland Drive pathway connections with p-gates.
SOUTH FOSTER PARK	Parking lot and entry drive repair / resurfacing.
SOUTH FOSTER PARK	Restrict access from parking area to multi-use pathway with p-gate.
STANLEY PARK	Provide limited parking at the Forest Hill Crescent terminus to assist with park access.
THURLOW PARK	Parking lot and entry drive repair / resurfacing.
<b>Community Gardens</b>	
BAYVIEW HEIGHTS PARK	Expansion of the community gardens.
BAYVIEW HEIGHTS PARK	Consider the addition of minor play and picnicking opportunities for local families and community garden users.
<b>Master Planning and Studies</b>	
BIRD PARK	Master Plan (based on as-built conditions) - review and assess neighbourhood programming that could be incorporated into the park; consideration for utility easement restrictions; in coordination with Hamilton Park
BRIMLEY COURT GREEN SPACE	Master Plan - review and assess neighbourhood programming that could be incorporated into the park; in coordination with Haig Park.
CASCADE PARK AND TRAIL	Master Plan - review and assess neighbourhood programming that could be incorporated into the park.
CORBY PARK	Feasibility Study - Explore opportunities to enhance wedding function, such as a non-designated wedding chapel.
DUFF PARK	Master Plan - review and assess neighbourhood programming that could be incorporated into the park; in coordination with Ponton Park; review of linkage to Zwick's Trail.
ELGIN PARK	Master Plan - review and assess neighbourhood programming that could be incorporated into the park.
EXHIBITION PARK	Environmental Assessment - existing soils and sub-grade conditions for potential contamination issues.



Category	Potential Project
EXHIBITION PARK	Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park; inclusive of building assessments, site investigation reports, opportunities for land severance or sale for re-development, and the relocation of current uses.
FOSTER WARD PARK	Master Plan - review and assess neighbourhood programming that could be incorporated into the park.
HAIG PARK	Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park; consideration for potential connections to future park blocks (east).
HAMILTON PARK	Master Plan - review and assess neighbourhood programming that could be incorporated into the park; consideration for utility easement restrictions; in coordination with Bird Park
HILLCREST PARK	Following Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park.
JACK RUSSELL SCOTT PARK	Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park.
JANE FORRESTER PARK (AND FREESTONE POINT)	Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park; consideration for Special Events programming; consideration for previously proposed Marine Centre and Park Pavilion uses are still required / appropriate.
KAWARTHA COURT GREEN SPACE	Natural Heritage Study - review and assessment of existing natural heritage features.
M.A. SILLS PARK	Stakeholder Engagement - engagement with facility users / stakeholders with respect to tournament and special event use of the site; determine if the requirements for large / high profile sporting events can be achieved with current program and facilities, or if there are deficiencies.
M.A. SILLS PARK	Functional Use Study - review of site facilities / function associated with Skyhawks Football use, including field house program, league requirements, and game day set-up / operations.
PONTON PARK	Master Plan - review and assess neighbourhood and community programming that could be incorporated into the park; in coordination with Duff Park.
RIVERSIDE PARK (EAST)	Master Plan - review and assess community and neighbourhood programming priorities for this space; consideration for connectivity to the Quinte Sports and Wellness Centre and to Riverside Park West.
RIVERSIDE PARK (WEST)	Master Plan - review and assess community programming opportunities that could be incorporated into unprogrammed open space areas.

Category	Potential Project
ROBIN JEFFREY PARK	Feasibility Study - review of neighbourhood programming opportunities that could be incorporated into the existing unprogrammed open lawn.
SIR MACKENZIE BOWELL PARK	Master Plan - review and assess neighbourhood programming priorities for this space; consideration for Leland Drive connection (through future development lands).
STANLEY PARK	Natural Heritage Study - review and assessment of existing natural heritage features, including identification of constraints to future development (pedestrian connection to the north).
THURLOW PARK AND TRAILS	Master Plan - review of neighbourhood and community programming opportunities that could be incorporated into the existing unprogrammed spaces.
VICTORIA PARK	Flood Risk Study - review of season flood levels in relation to existing park elevations / features / amenities.
WEST HILL GREEN SPACE	Master Plan - review and assess neighbourhood programming that could be incorporated into the park.
WEST PARK VILLAGE PARK	Master Plan - review and assess neighbourhood programming that could be incorporated into the unprogrammed open space.
ZWICK'S CENTENNIAL PARK / ZWICK'S PARK EAST	Environmental Assessment - existing soils and sub-grade conditions for potential contamination issues that may impact future site development / re-development.
ZWICK'S CENTENNIAL PARK / ZWICK'S PARK EAST	Traffic Management Study - review of internal vehicular circulation and parking, including opportunities for improving efficiency, improving / simplifying traffic flow and formalizing areas dedicated for parking use (permanent and temporary overflow).
ZWICK'S CENTENNIAL PARK / ZWICK'S PARK EAST	Functional Serving Report - determine limitation associated with existing park services / utilities or adjacent services / utilities (tie ins at Bay Bridge Road) that may impact future site development / re-development opportunities.
ZWICK'S CENTENNIAL PARK / ZWICK'S PARK EAST	Master Plan and Vision – strategic review of community programming opportunities in relation to City-wide goals and objectives for parks, opens spaces and tourism; consideration for suitability of sports fields within the park (does this align with the City's strategic goals for the site).

Category	Potential Project
<b>Trails and Pathway Connections</b>	
BIRD PARK	Review opportunities to provide a network of accessible trails to connect pedestrian access points and park elements.
CANNIFF MILLS PARK AND TRAILS	Review opportunities to provide trail connectivity to Canniff Park.
CANNIFF MILLS PARK AND TRAILS	Review opportunities to extend trail north from Gale Crescent cul-de-sac.
CANNIFF PARK	Review opportunities to provide trail connectivity to Canniff Mills Park and trail.
CASCADE PARK AND TRAIL	Undertake a condition and safety assessment of the existing bridge.
CENTENNIAL (ROTARY) PARK	Improve access along Bridge Street West frontage through extension of multi-use pathway to the west.
CHURCHILL HEIGHTS	Consider hard surface, accessible connection between Mikel Avenue and Pine Street.
EAST BAYSHORE PARK	Provide accessible connection to Rotary Fitness Park.
EAST BAYSHORE PARK	Investigate opportunity for Bayshore Trail extension to the east of Herchimer Boat Launch (Bakelite Lands) to Farley Avenue – route currently used informally by hikers; include review of railway crossing at Farley Avenue and implementation of parking lot south of rail line.
JANE FORRESTER PARK (AND FREESTONE POINT)	Investigate opportunity for Bayshore Trail extension to the east of Herchimer Boat Launch (Bakelite Lands) to Farley Avenue – route currently used informally by hikers; include review of railway crossing at Farley Avenue and implementation of parking lot south of rail line.
LIONESS PARKETTE	Review opportunities to improve pedestrian path along Pinnacle Street.
MORRIS DRIVE PARKETTE	Consider re-establishing walking loop around open lawn area.
ORCHARD PARK	Consider hard surface, accessible connection from Orchard Drive.
PANTER PARK	Review opportunity to provide pedestrian sidewalk along the east side of Coleman Street.
PARKDALE VETERANS PARK	Complete Multi-Use Pathway upgrades to asphalt surfacing.
PARKDALE VETERANS PARK	Provide accessible route to Spray Pad.
RT POTTER PARK AND TRAIL	Review opportunities to improve accessibility of asphalt pathway connection.
SOUTH FOSTER PARK	Review potential community / neighbourhood programming opportunities for open lawn area; the incorporation of a significant stormwater management feature should be explored to assist with historical flooding issues.
VICTORIA PARK	Review accessibility of the paved area around the Amenity Building and Picnic Shelter – currently there is no accessible route to these facilities.

Category	Potential Project
WERNER DIETZ PARK	Investigate opportunities for trail expansion to the west (connection to Whitney Place Park) – will require a review of land purchase / easement negotiations with waterfront property owners and/or at street solutions (along the south side of Dundas Street West).
WHITNEY PLACE PARK AND TRAILS	Undertake a condition and safety assessment of the existing railway underpass to determine suitability of continued use in conjunction with Dundas Street West connection.
WHITNEY PLACE PARK AND TRAILS	Review opportunities to improve site access (pedestrian and vehicular) in conjunction with Wilkie Street Park.
WHITNEY PLACE PARK AND TRAILS	Site should be included in a comprehensive review of waterfront trail network expansion opportunities.
WILKIE STREET PARK	Review opportunities to improve site access (pedestrian and vehicular) in conjunction with Whitney Place Park.
WILKIE STREET PARK	Site should be included in a comprehensive review of waterfront trail network expansion opportunities. Trail expansion to the west – will require a review of land purchase / easement negotiations with waterfront property owners and/or at street solutions (along the south side of Dundas Street West).
ZWICK'S PARK EAST	Review options for providing an accessible route to the 'Welcome to Belleville' structure.
	Highway 401 Crossings
	Dundas Street at Moira River Connection
	Waterfront Trail East Expansion
	Waterfront Trail West Expansion
	Riverside Park West and Riverside Park East Connection
	Loyalist College Connection
<b>Sports Fields - Rectangular</b>	
BIRD PARK	Addition of junior soccer field ball stop fencing along the north goal line.
M.A. SILLS PARK	Replacement of Field #2 artificial turf field surface.
M.A. SILLS PARK	Addition of a quick coupler irrigation system to Field #2.
M.A. SILLS PARK	Undertake field conditions assessments
M.A. SILLS PARK	Undertake assessment of sports field lighting.

Category	Potential Project
RIVERSIDE PARK (WEST)	Undertake field conditions assessment of existing sports fields (upper fields).
ZWICK'S CENTENNIAL PARK	Replacement of sports field lighting.
ZWICK'S CENTENNIAL PARK	Replacement of covered players benches.
<b>Sports Fields - Ball Diamonds</b>	
CENTENNIAL (ROTARY) PARK	Undertake assessment of sports field lighting.
CENTENNIAL (ROTARY) PARK	Undertake assessment of sports field fencing (structural).
CENTENNIAL (ROTARY) PARK	Addition of roofs to all dugout areas.
EAST BAYSHORE PARK	Undertake diamond conditions assessments
PARKDALE VETERANS PARK	Hardball Diamond fencing replacement.
PARKDALE VETERANS PARK	Hardball Diamond infield / outfield restoration.
THURLOW PARK AND TRAILS	Hardball Diamond lighting replacement.
THURLOW PARK AND TRAILS	Hardball Diamond fencing replacement.
THURLOW PARK AND TRAILS	Addition of outfield fence and warning track on all softball diamonds.
THURLOW PARK AND TRAILS	Addition of roofs to all softball dugout areas.
TOM GAVEY ALEMITE PARK	Replacement of sports field lighting.
<b>Running Track</b>	
M.A. SILLS PARK	Review track surface drainage issues at time of next replacement.
<b>Playgrounds</b>	
CASCADE PARK AND TRAIL	Removal of existing playground and replacement with new playground.
CHURCHILL HEIGHTS	Removal of existing playground and replacement with new playground.
HAIG PARK	Removal of existing playground and replacement with new playground.
JACKSON WOODS AND TRAIL	Install playground previously planned / proposed for the site.
ORCHARD PARK	Removal of existing playground and replacement with new playground.
ROBIN JEFFREY PARK	Wood timber perimeter curb at swings includes stairs (two risers); modify to make swings accessible from the pathway.
ROBIN JEFFREY PARK	Wood timber perimeter curb repair (rotted timbers).
STANLEY PARKETTE AND TRAIL	Removal of existing playground and replacement with new playground.
TOM GAVEY ALEMITE PARK	Removal of existing playground and replacement with new playground.
<b>Pump Track</b>	



Category	Potential Project
RIVERSIDE PARK (WEST)	Addition of dedicated pump track to replace recreation bike trail.
<b>Skate / Scooter Park</b>	
RIVERSIDE PARK (WEST)	Review fall height associated with the armourstone retaining wall located within the Kiwanis Skate Park.
<b>Building Demolition and Replacements</b>	
ELGIN PARK	Existing building removal.
CENTENNIAL PARK (ROTARY) BUILDING	Removal and Replacement
<b>Minor Structures</b>	
JANE FORRESTER PARK (AND FREESTONE POINT)	Repair of the Freestone Point pergola entry (wood rot).
ROBIN JEFFREY PARK	Replacement of existing stage / shade structure.
<b>Memorials</b>	
SOUTH FOSTER PARK	Implementation of the James B. Collip Memorial.
<b>Off-Leash Dog Park</b>	
ZWICK'S PARK EAST	Replace off-leash dog park fencing.
<b>Boat Launch</b>	
WILKIE STREET PARK	Addition of public boat launches (non-motorized craft).
SOUTH GEORGE STREET	Existing boat launch repair (deck board replacement).
<b>Building Conditions Assessment</b>	
CENTENNIAL (ROTARY) PARK	Existing Field House and Press Box structures.
EXHIBITION PARK	Existing buildings and structures.
HILLCREST PARK	Existing Community Centre.
KINSMEN PARK	Accessible routed to the building entries to be assessed.
GILEAD CC	Existing Community Centre.
FOSTER WARD CC	Existing Community Centre.
PARKDALE VETERANS PARK	Existing Community Centre.
RIVERSIDE PARK (WEST)	Existing Park Amenity Building.
SOUTH FOSTER PARK	Existing Operations and Maintenance Building.

Category	Potential Project
SOUTH GEORGE STREET	Existing Canteen Building.
THURLOW PARK AND TRAILS	Existing Field House.
GERRY MASTERSON C.C.	Existing Community Centre.
TOM GAVEY ALEMITE PARK	Existing Field House.
VICTORIA PARK	Existing Park Amenity Building.
WEST HILL GREEN SPACE	Existing Community Support Centre.
ZWICK'S CENTENNIAL PARK	Existing Park Amenity Building.
<b>Disposition</b>	
AVONDALE PARKETTE	Undertake review to determine usefulness of asset within greater Parks and Open Space Network.
BOSWELL GREEN SPACE	Undertake review to determine usefulness of asset within greater Parks and Open Space Network.
GREENFIELD PARK	Undertake review to determine usefulness of asset within greater Parks and Open Space Network.
PINNACLE STREET AND ST. PAUL STREET	Undertake review to determine usefulness of asset within greater Parks and Open Space Network.
PONTON PARK	Undertake review to determine usefulness of asset within greater Parks and Open Space Network - in conjunction with Duff Park.
WEST PARK VILLAGE PARK	Undertake review to determine usefulness of asset within greater Parks and Open Space Network - in conjunction with Morris Drive Park.
<b>Future Parks Development</b>	
FARNHAM ROAD GREENSPACE	Undertake detailed design, approvals and implementation processes as required.
HILLCREST PARK	Undertake detailed design, approvals and implementation processes as required.
KINSMEN PARK	Adjacent vacant lot along Dundas Street East to be reviewed as potential park expansion area – currently an unused paved surface.
M.A. SILLS PARK	Explore opportunities for property expansion (lands to the south of the parking area / Field #5).
POTTERS CREEK PARK	Complete park construction as per the approved plans.
WALNUT CRESCENT PIPELINE	To be reviewed in conjunction with planning and development of future park block identified within the Heritage Park Draft Plan.

