



## MASTER PLAN *for* PARKS, RECREATION, OPEN SPACE

2002 to 2022

*Community Services Department*

Cambridge, Ontario

## MASTER PLAN FOR PARKS, RECREATION AND OPEN SPACE

2002 - 2022

## TABLE OF CONTENTS

	<u>PAGE(S)</u>
A. MESSAGE FROM THE CHAIRMAN	1
B. THE PLANNING/PUBLIC PARTICIPATION PROCESS	2-3
C. GENERAL DEVELOPMENT DIRECTIONS AND POLICIES	
1. Mandate Policy	4-17
2. Support Services to Neighbourhood Associations	18-24
3. Youth Recreation Services Policy	25-35
4. Inclusion and Access to Municipal Services Policy	36-40
5. Special Event Services Policy	41-49
6. Volunteer Services Policy	50-60
7. Older Adult Services	61-70
D. MAJOR FACILITY/COMMUNITY CENTRES PLANNING	
1. Arenas Development	71-77
2. Community Centres Development	78-82
3. Playing Fields Development	83
4. Indoor Soccer Facility	84
E. PARKS AND OPEN SPACE PLANNING	
1. Parkland Development	85-89
2. Trails (Riverbank) Development	90
3. Open Space Classification and Definitions	91-102
4. City of Cambridge Recreational, Open Space, and Facility Guidelines	103-104
F. SUMMARY OF FINANCIAL IMPLICATIONS	
1. Operating Budget	105
2. Capital Budget	106

**A. MESSAGE FROM THE CHAIRMAN OF THE STEERING COMMITTEE**Councillor Karl Kiefer

On behalf of all members of the Master Plan for Parks, Recreation and Open Space Steering Committee, I am pleased to present our final report covering the planning period 2002 - 2022.

The goal of the Master Plan was to produce a flexible strategy which the City of Cambridge can use to make decisions that are equitable, which reflect general public acceptance, and are cost effective in guiding the delivery of parks, recreation and open space facilities and services to residents. The City of Cambridge is debt-free (at the time of this report). The aim of the next 20 year plan will be to identify community priorities and a pay-as-you-go funding strategy which allows the municipality to save now for future capital expenditures.

I want to thank all residents and interest groups that provided input into the planning process. I also wish to commend the members of the Steering Committee and numerous City staff for their efforts in bringing this plan to fruition.

Cambridge is a great community, and hopefully this Master Plan will contribute to the high quality of life we continue to enjoy.

Members of Steering Committee

Councillor Ted Fairless

Mayor Doug Craig

Jim King, Commissioner of Community Services

Frank Gowman, Commissioner of Corporate Services

Sue Peterson, Director of Community Recreation Services (Retired)

Bob Paul – Director of Facilities Management/Development

## **B. THE PLANNING/PUBLIC PARTICIPATION PROCESS**

The Master Plan for Parks, Recreation and Open space is a formal statement which provides a framework for the planning, development, and management of recreation services and facilities owned and operated by the City of Cambridge.

This plan covers the period 2002-2022. In practical terms, the plan presents a specific venue for the first five years, and extrapolates data and makes various assumptions to forecast needs in the longer term. Therefore, it is most important to emphasize the importance of monitoring data and re-visiting future plans, every five years, to test the ongoing validity of the longer term planning process.

An integral part of the review program involved extensive public consultation, which encouraged input from individuals, special interest groups, Advisory Committees to Council, and others in the community, who had an opportunity to provide their views through the public participation process in planning for the Master Plan.

The plan covers ten specific areas, and for each area, a position paper was established which identified the municipality's preferred approach to service delivery.

The areas included in the planning process are as follows:

- Mandate of the Community Services Department
- Support Services to Neighbourhood Associations
- Youth Recreation Services
- Inclusion and Access to Municipal Services
- Older Adult Services
- Volunteer Services
- Special Event Services
- Arenas Development
- Community Centres Development
- Parks, Trails and Open Space Services

The position paper created for each review area addressed the following:

- Purpose of Position Paper
- Specific Objectives
- Identification of Critical Issues
- Identification of Key stakeholders (and means of seeking input)
- Analysis of Data
- Identification of Alternative Courses of Action
- Capital/Operating Costs of each Alternative
- Recommended Course of Action and Associated Costs

### CONCLUSION

The Master Plan for Parks, Recreation and Open Space has a direct or indirect relationship with other major planning processes (for example: Municipal Official Plan; Council's Goals and Objectives; Capital and Operating Budgets; and so on). The plan is intended to produce a flexible strategy which can be used to make decisions that are equitable, which reflect general public acceptance, and are cost effective in guiding the delivery to parks, recreation and open space facilities and services to residents. It is paramount that longer term planning data, assumptions and recommendations, be re-visited periodically (ie. at least once every five years) to test the continued relevance of the plan.

## **C. GENERAL DEVELOPMENT DIRECTIONS AND POLICIES**

### **1. Mandate Policy**

The specific objectives of the Mandate Policy include:

- Reconfirming the philosophy and beliefs outlined in the 1992 report commissioned by the Parks and Recreation Federation of Ontario, entitled “The Benefits of Parks and Recreation”.
- To develop a specific set of Guiding Principles for service delivery.
- To establish program/service priorities through development and adoption of defined program/service levels, including various delivery options and related user fee principles.

#### Critical Issues

The critical issues to be addressed, can be summarized as follows:

- What is the municipality’s philosophy and beliefs with respect to providing parks, recreation and open space programs and services?
- What are the guiding principles for parks, recreation and open space service delivery?
- What are the municipality’s program and service priorities?
- How will parks, recreation and open space programs/services be funded?
- How will parks, recreation and open space programs/services be delivered?

#### Stakeholders

Key stakeholders include all taxpayers and users of parks, recreation and open space programs/services offered by or through the municipality. The means of soliciting stakeholder input in this area included:

- A telephone survey of 500 random households was conducted by Monteith Planning Consultants in the month of May, 2002. This sample size yielded a confidence level of 95% (ie. the results are accurate 19 times out of 20).
- Upon completion of the draft report and recommendations, a series of public meetings were held throughout the community inviting public input. A final report then went to Committee/Council for approval.

### Analysis of Data

In Waterloo Region, we can expect the following changes with respect to the age of the population:

- 0 to 19 years, 5% reduction by 2016 vs. 1996 (22% of total population)
- 20 to 54 years, 26% increase by 2016 vs. 1996 (50% of total population)
- 55 to 69 years, 117% increase by 2016 vs. 1996 (18% of total population)
- 70 years plus, 70% increase by 2016 vs. 1996 (10% of total population)

(Source: 1996 census and 1998 Region of Waterloo Statistical Profile)

### Future Trends in Sports, Parks and Recreation – Canada-Wide)

- Potential decline in seniors centres and structured seniors programming, and an increase in demand for multi-purpose community centres, as the “Millennium Seniors” will avoid the stereotype of using exclusive centres.
- 60% of the wealth in Canada is controlled by people over the age of 50, making the senior population most affluent – therefore, in terms of financial access to programs, a shift from seniors’ to childrens’ programs.

- Structured to informal programs – in recent years, organized team sports have been on the decline (as the population increases, registration numbers stay the same and need decreases)
- Declining volunteers – in the past three years, the number of volunteers in Canada has dropped by 13%. Decline resulting from the formality of volunteer roles and an increase in double-income families. Therefore, important to invest in your volunteer programs.
- Activity levels in children declining – obesity levels in children have increased tremendously. Two thirds of Canadian children do not have sufficient levels of activity to support basic levels of health.
- Research and demographic studies support a decrease in arenas, seniors centers and sports fields, and an increase in pools, trails and natural areas.

▪

(Source – Future Trends in Sports, Parks and Recreation – Brian Johnston)

Following are the conclusions of the statistically significant telephone survey report of June, 2002 (City of Cambridge).

- Participation in spontaneous, unstructured recreational activities is greater than participation in organized recreational activities.
- The most important services currently delivered by the municipality include: access to parks, trails, open space, swimming opportunities and youth playing fields. Of lesser importance are access to art/cultural programs and adult ice-playing field sports.
- The recreational needs of youth should be given priority over the recreational needs of adults.
- Recreation programs should be given priority over the rental of facilities for private use.
- The continued involvement of volunteers, neighbourhood associations, and the not-for-profit sector in delivering programs is strongly supported.

- The requirement of community fund-raising for new or expanded recreational facilities is strongly supported.
- There is strong agreement that the City should provide financial assistance to volunteer groups that provide recreation programs.
- Considerable support exists for subsidizing program participants based on ability to pay (ie. those in low-income households)
- There is a greater willingness to pay more user fees, as compared to more taxes, to improve recreation facilities and programs.
- Maintaining and/or upgrading existing recreation facilities and parks are a higher priority than building new facilities/parks or delivering new recreation programs.

#### RECOMMENDATION

THAT Cambridge City Council adopt a Mandate Policy for Parks, Recreation, and Open Space for the Community Services Department, as outlined in Appendix "A" of the position paper dated September 2002.

(Note: Adopted by Council on April 14<sup>th</sup>, 2002)



**MANDATE POLICY**

**FOR PARKS, RECREATION AND OPEN SPACE**

**PROGRAMS/SERVICES**

Community Services Department

September, 2002

**MANDATE POLICY: TABLE OF CONTENTS**

		<u>Page(s)</u>
1.	<u>Philosophy and Benefits</u>	1
2.	<u>Vision Statement</u>	3
3.	<u>Guiding Principles</u>	3
4.	<u>Services Objectives</u>	4
5.	<u>Service: Priorities</u>	4-5
	a) Core Services	
	b) Important Services	
	c) Supportive Services	
6.	<u>Service Delivery Options</u>	6-7
	a) Self-Operated	
	b) Contracted	
	c) Co-Venture	
	d) Partnership	
7.	<u>Financial Principles</u>	7-8

## SECTION #1 - PHILOSOPHY AND BENEFITS

### Philosophy

“The City of Cambridge, through the Community Services Department, works to ensure recreation facilities, programs, green spaces and consultation services are provided for the enjoyment and well-being of the citizens of Cambridge. The provision of these services attempts to ensure that all citizens regardless of their recreation interests, capabilities or financial status, are offered the opportunity to participate to their own level of endeavour. The primary goal is to encourage community groups, agencies, and neighbourhood associations, to provide recreation opportunities for residents. The City of Cambridge is committed to working in partnership with the volunteer groups and organizations in the community to fulfill this primary goal.”

### Benefits Approach

The value of parks, recreation, and open space services has been thoroughly researched and documented in a report produced in 1992, by the Parks and Recreation Federation of Ontario, entitled "The Benefits of Parks and Recreation". The City of Cambridge recognizes the validity of this report, and support the following benefits:

#### A. Personal Benefits

1. Physical recreation and fitness contributes to a full and meaningful life.
2. Relaxation, rest, and revitalization, through the opportunity of leisure, is essential to stress management in today's busy and demanding world.
3. Meaningful leisure activity is an essential source of self-esteem and positive self-image.
4. Leisure provides the opportunity to lead balanced lives, achieve our full potential and gain life satisfaction.
5. Children's play is essential to the human development process.
6. Leisure opportunities for youth provide positive lifestyle choices and alternatives to self destructive behaviour.
7. Parks and open spaces bring beauty to an area while giving people satisfaction and improving their quality of life.

**B. Social Benefits**

1. Leisure provides leadership opportunities that build strong communities.
2. Community recreation promotes ethnic and cultural harmony.
3. Leisure provides opportunities for community involvement and shared management and ownership of resources.
4. Integrated and accessible leisure services are critical to the quality of life of people with a disability and disadvantaged individuals.
5. Leisure opportunities, facilities and the quality of local environment are the foundations of community pride.

**C. Economic Benefits**

1. Small investments in recreation yield big economic returns.
2. Parks and recreation services motivate business relocation and expansion in the community.
3. Meaningful leisure services reduce the high costs of vandalism and criminal activity.
4. Recreation and park services are often the catalyst for tourism, a growing sector of our economy.

**D. Environmental Benefits**

1. Through the provision of parks, open spaces and protected natural environments, recreation can contribute to the environmental health of our communities. This is an essential life sustaining role.
2. Investing in the environment through parks and the provision of open space in residential areas, leads to an increase in neighbourhood property values through accessibility to environmental friendly, green space and associated recreation opportunities.

## SECTION #2 - VISION STATEMENT

The City of Cambridge, through the Community Services Department, wishes to contribute to a healthy community, that promotes and supports quality of life, so residents can fully participate in and contribute to the life of their community. Residents are encouraged to take full advantage of all opportunities that strengthen and nurture the well being of individuals, families and groups.

## SECTION #3 - GUIDING PRINCIPLES

The following guiding principles, with respect to the provision of Parks, Recreation and Open Space services, have been established on the premise of the "Benefits Approach" to providing services that impact positively on personal, social, economic and environmental well-being, to create an enhanced quality of life for the community.

The following are the "Guiding Principles" for services:

### Accessible

- Services that encourage participation, increase access, and reduce barriers to services by the community.

### Affordable

- User fees that allow accessibility for residents;
- City facility rentals that support the utilization by community groups and organizations to provide community programs and services
- Program and service costs that are sustainable to taxpayers.

### Responsive to Community Needs

- Quality programs and services that are designed to reflect community needs through an ongoing dialogue with the community.

#### SECTION #4 - SERVICE OBJECTIVES

The service objectives provide direction on the service delivery model and service priorities that are consistent with a benefits approach and the guiding principles. The following are the service objectives:

1. Emphasis on providing introductory programs and services.
2. Provide a continuum of programs and services to allow access and participation in Core, Important and Supportive services.
3. Promote the cultural, health, physical and social well-being of individuals and families.
4. Support opportunities to enhance child development.
5. Support opportunities to preserve and promote an appreciation for local arts.
6. Plan, develop and implement services with community partners, educational institutions, other levels of government and the private sector.

#### SECTION #5- SERVICE PRIORITIES

Service priorities are divided into three categories, as follows:

a) Core Services

These services will be run in a cost-effective manner directly by the City and/or through partnerships with other community services providers. Core services will not necessarily recover all direct or indirect costs, although some may do so. It is anticipated that most core programs will receive tax supported operating funds to cover the costs.

Core services will:

- Provide introductory and basics skills development opportunities.
- Provide a service mix that will respond to special community needs.
- Benefit overall community wellness.

b) Important Services

For these services, it is important for the City to play, at a minimum, a planning and co-ordination role. These services often lend themselves to a variety of partnership arrangements with the community, not-for-profit organizations and the private sector. These services will receive less tax support than core services, since they are farther along the service continuum.

Important services will:

- Provide services focused on activities that are not basic skills.
- Provide services that support individual goals for advanced skills competency.
- Provide services that have higher participant fee and receive less tax support than "core" services.

c) Supportive Services

For these services, the City can play an effective supportive role, but need not be the primary planning, co-ordinating or delivery body. In these service areas, the City may choose to move towards ultimately transferring full responsibility to the community, not-for-profit organizations or the private sector.

Supportive services will:

- Provide services that focus on advanced activities that are not basic skill competencies.
- Provide services that will have limited availability.
- Provide services that will receive the least tax supported funding and may be offered on a cost-recovery or profit basis.

## SECTION #6- SERVICE DELIVERY OPTIONS

Community Services Department service delivery options can be generally described as follows:

a) Self Operated (e.g. City-Owned Community Centre)

Defined as a service which is directly operated by the City, with any net cost of the service being paid for through taxes.

Other delivery decisions for this option:

- City can do it best and/or no acceptable proponent is available.
- Public Interest is protected.
- Disposition cost is too high.

b) Contracted Out (e.g. Parks Grass Cutting Maintenance Contract)

Defined as a service which remains the direct responsibility of the City, but which uses a different supplier, other than City staff, to provide the direct service:

Other delivery decisions for this option:

- Definable Service/Project.
- Some tax support.
- Acceptable proponent available.

c) Co-Venture (e.g. Cambridge Ice Park)

Defined as a service which involves the transfer of all or part of an existing public service to the private sector. A service which, apart from legislation or regulatory requirements, is under no obligation to operate in a manner or with an intent that reflects the way in which the public sector would provide the service - under the concept of equity of access, with open public debate for this option.

Other delivery decisions for this option:

- Exclusive user fee funding.
- Public Interest no concern.
- Acceptance proponent available.

d) Community Partnership (e.g. Neighbourhood Groups)

Defined as a service which shares the direct responsibility for provision of a public service. Each partner brings operating expertise and other resources required to deliver the service.

Other delivery decisions for this option:

- Joint tax/user fee funding.
- Long-term relationship.
- On-going adjustments.
- Flexibility requirements.

## SECTION #7- FINANCIAL PRINCIPLES

The following financial principles will guide the municipality in determining what services are to be provided and how the cost of services are covered:

- Services funded by the municipality must provide benefits to the community (ie: Personal, Social, Economic, Environmental) as defined in the Community Services "Mandate Policy".
- Services funded by the municipality should be "accessible" and "affordable" in accordance with adopted policies and funding strategies.
- Services funded by the municipality should be responsive to demonstrated community needs.

- "Core Services" as defined in the Community Services "Mandate Policy" should get priority for available municipal funding.
- Fund-raising for new or expanded facilities, should be actively encouraged by the municipality.
- User fees should be an integral part of financing needed services.
- The municipality should establish a minimum notice when introducing new/enhanced user fees for services provided.
- The municipality should support a subsidy program for participation in "Core Services" provided directly by the municipality, based on participant's ability to pay rather than age.

## 2. **Support Services to Neighbourhood Associations Policy**

The specific objectives of the policy include:

- To provide a clear understanding of the supports available to neighbourhood associations from the municipality, for the purpose of providing recreation programs and services.
- To provide accountability measures, including: user statistics, volunteer support data and financial information on operations in order to justify municipal expenditures.
- To provide city staff with a funding model to prepare annual operating budgets and to forecast future potential expenditures relative to support for neighbourhood associations.

### Critical Issues

The critical issues to be addressed can be summarized as follows:

- Volunteer recruitment and retention.
- Board and General Volunteer burn-out.
- High staff turnover in staffed neighbourhood associations.
- Increasing difficulty with fundraising.
- Increasing demand to form new partnerships with limited staff and volunteers.
- Limited access to schools and increasing rental charges at other locations where programs are operated.
- A general uncertainty about the future (a clear direction, vision, etc.)
- A reduction in traditional revenue sources (eg. loss of bingo revenue)
- Costs associated with building maintenance and upkeep.

### Stakeholders

Key stakeholders include all neighbourhood associations, both present and potential future groups. The means of soliciting stakeholder input included:

- Creation of two task forces; one being staffed neighbourhood associations and municipal staff; a second being unstaffed neighbourhood associations and municipal staff. A final report was presented to all groups for comment.
- The draft report and recommendations went to the public through the City's Council/Committee system for approval.

### Analysis of Data

The importance of recreation opportunities, for both youth and adults, provided by neighbourhood associations, has been known for many years. In fact, neighbourhood associations provide approximately one-third of all youth recreation activities delivered by the municipality and its partners.

It is important to note that neighbourhood associations in Cambridge have various levels of ability to implement recreation activities and/or other health/social services. Any policy relative to provision of support services by the municipality must define neighbourhood associations by level of sophistication in service delivery. Further, the supports to be provided need to be specifically described, with specific costs identified where possible for each level of support. It is essential that both the municipality and the support group understand the nature and finances concerned, as today's policy will have financial ramifications for both parties as the community grows, and new groups are established in accordance with the policy.

The municipal policy must also identify a process of accountability (including specific accountability measures) as the municipality's current and future investment in such associations is significant.

### RECOMMENDATION

THAT Cambridge City Council adopt a municipal policy titled "Support Services to Neighbourhood Associations".

(Note: Adopted by Council as part of 2002 Budget Process).



CITY OF CAMBRIDGE

MUNICIPAL POLICY

CONCERNING SUPPORT SERVICES

TO NEIGHBOURHOOD ASSOCIATIONS

Report Prepared By:

Jim King, Commissioner of Community Services Dept.  
on behalf of the Neighbourhood Associations

## A. PURPOSE OF POLICY

The policy is intended to provide a clear understanding of the supports available to neighbourhood associations, to provide recreation programs and services at the neighbourhood level, on behalf of the City of Cambridge.

## B. DEFINITION OF NEIGHBOURHOOD CATEGORIES

### (1) Volunteer Based Recreation Model

A Volunteer-Based Recreation Model neighbourhood association is primarily operated by volunteers, with support from a Recreation Co-ordinator that is an employee of the City of Cambridge. Within this category, groups operate at two distinct levels. A group may provide summer playground programs with the assistance of playground leaders employed by the City of Cambridge. The group may also evolve to operate a playground program and year-round programming, with assistance of volunteers and/or paid instructors.

#### Characteristics of this Model

- A formal committee/board established
- Minutes of meeting established
- Bank account/financial statements available
- Terms of Reference established
- Operating policies/constitution established as required
- Geographic Boundaries defined

### (2) Volunteer/Staff Based Recreation Model

In this model the neighbourhood association relies heavily on volunteers, and is supported by a community recreation worker which is funded by the municipality. The association has some form of community centre, for which the group is responsible, and acts as a focal point for association clients. The primary funder of this type of association, is the municipality.

#### Characteristics of this Model

- Previous characteristics plus
- Facility partnership
- Incorporation

(3) Volunteer/Staff/Blended Model

In a blended neighbourhood association model, the association independently employs staff and operates/maintains a community centre to meet both recreational and social needs of clients. This model plan, organizes, co-ordinates and offers a range of services that may include recreation programs, social programs, employment, education and health services for a variety of populations. Volunteers are integral to the association. Municipal staff act as a liaison/resource in this model. In this model, programs and services vary according to the needs of their catchment areas. Associations in the blended model are funded through various partnerships including the municipality, the united Way, the Regional Municipality (short-term only), 1-time grants and special projects.

Characteristics

- Previous characteristics plus-
- Multiple partners providing services on site
- Employ more than 1 staff (full-time/grants)
- Hire summer staff independently
- More comprehensive range of services
- More complex accountability to funders

C. MUNICIPAL SUPPORTS PROVIDED(1) Volunteer-Based Recreation Model

- (new) • Community use of school fees (Youth)
- (new) • Playground Leaders (2 per association; additional leaders considered with growth)
- (new) • Training and 28 hours preparation time for playgrounds
- (new) • \$1,000/year for administration (year-round programs only)
  - 1 page advertising in activities guide
  - Duplication services for summer flyers/newsletters
  - T-shirts/equipment
  - Liability Insurance
  - Storage Space
  - Training for Committees/Boards
  - Max. \$1,000 per year for leaders of teen/youth programs
  - C.S.D. staff consultation through Recreation Co-ordinator

- (2) Volunteer/Staffed-Based Model
- Community use of school fees (Youth)
- (new)
- Playground leaders (2 per association; additional leaders considered with growth)
  - Training for playgrounds
- (new)
- \$6,000/year for Administration
  - 1 page advertising in Activities Guide
  - Liability Insurance if eligible
  - C.S.D. Staff Liaison
  - Community Recreation Worker (\$36,000 in 2001)
  - Across the board inflationary increase (3% in 2002)
- (3) Blended Model
- Community use of school fees (Youth)
- (new)
- Playground leaders (2 per association; additional leaders considered with growth)
  - Training for playgrounds
- (new)
- \$6,000/year for Administration
  - 1 page advertising in activities guide
  - Liability Insurance if eligible
  - C.S.D. Staff Liaison
  - Community Recreation Worker (\$36,000 in 2001)
- (new)
- Supervisory contract for Community Recreation Worker (\$6,000 for 2002)
  - Across the board inflationary increase (3% for 2002)

#### D. ACCOUNTABILITY PROCESS/MEASURES

- To provide to the municipality annually with statistics regarding the number of individual recreation programs/services offered; the number of actual participants served; and, a comparison of all statistics from the current year to the previous year.
- To provide annually to the municipality statistics pertaining to volunteer contribution to operations; including: the number of volunteers, the total number of volunteer hours, and an approximate dollar value of those volunteer hours. (For 2002 – value to be based upon \$12.00 per volunteer hour).
- To provide annually to the municipality, financial statements for the previous year of operation, including a balance sheet.

**IMPORTANT NOTE:**

City staff will formally request all accountability information, by written notice, to be submitted by neighbourhood associations to the municipality, not later than September 30!

**E. FUNDING FOR THE POLICY**

City staff will prepare annual operating budgets in accordance with the “Support Services to Neighbourhood Associations Policy” for consideration by Cambridge City Council through the annual operating budget approval process. Any additional requests for funding support will be considered as not in accordance with City Policy and would require more specific direction from Cambridge City Council.

### 3. **Youth Recreation Services Policy**

The specific objectives of the policy include:

- To clarify the age group represented in the youth policy.
- To complete an inventory of current youth programs and available spaces within the City and determine the need for youth centres.
- To identify the municipalities role in the provision of recreation services and the role of the Youth Advisory Council of Cambridge as a voice for youth.
- To develop a plan for a strategy for communicating with youth regarding recreational opportunities.
- To revise the existing policy on youth.

#### Critical Issues

The most significant issues to be addressed include:

- Are there sufficient recreational opportunities for youth, both drop-in and direct programs?
- Lack of communication regarding programs currently available for youth and among youth service providers.
- The need for youth centres has not been defined (centralized/decentralized; municipal/partnerships; at risk youth/all youth)
- Barriers for participation such as, lack of money and transportation.
- The Youth Advisory Council of Cambridge (YACC) is struggling with its mandate as an advisor on the needs of youth in Cambridge.
- How to change attitudes of adults towards youth.

## Stakeholders

Key Stakeholders consulted include:

- Youth in the community
- Ministers (churches)
- Scouts / 4H
- Neighbourhood Associations
- Youth Advisory Council of Cambridge
- Hespeler Teen Music Society
- YMCA Youth Vision Group
- Cambridge Senior Centres
- Business (Forum, Sportsworld, Movie Theatres, Williams Pub, Tim Hortons)
- Boards of Education
- Surrounding Communities
- Safe and Sound Communities –Project Manager

Input was solicited as follows:

- Information collected from the youth at annual youth summits.
- A city-wide conference “A Growing Challenge, The Real Issues Facing Youth in Cambridge” – November 2000.
- Youth focus group (youth, social service groups, boards of education representatives)
- Survey to key stakeholders
- Final youth position paper presented to City Council.

## Analysis of Data

- a) Insufficient recreational opportunities for youth, both drop-in and direct programs
  - Youth perceive that there are a limited number of recreational opportunities in the community.
  - The City of Cambridge and its partners do provide many youth programs, as do a variety of other agencies and organizations.

- There are two age groups where there are gaps in services and programs 12-14 years of age (transition years – most likely to attend a program in their neighbourhood); 15-19 years of age (secondary school age; a more mobile group as many are starting to drive; need for variety/challenges; in transition as they are beginning to formulate their future).
  - For the Municipality, more staff resources are required to co-ordinate and market new/existing recreation activities (Provided by municipality and its partners)
  - Additional staff resources required in future to enhance the availability of drop-in, leadership, summer and non-traditional youth programs.
- b) Lack of communication regarding programs currently available for youth.
- There is a lack of communication among recreation and service providers in regard to youth. There is poor communication to youth in Cambridge as to what is available.
  - Communication could be improved through an interactive web page and increased formal/informal communications with schools; posters/newsletters; and better communication amongst neighbourhood associations and between the City and these groups.
  - A city position is required that specifically focuses on youth, working primarily in evenings and weekends (coordinate/market new/existing programs /services)
- c) The need for youth centres has not been defined (centralized/decentralized; municipal/partnership; at risk youth/any youth).
- Based on the feedback from youth and community recreation organizations, there seems to be a need for a central youth centre, as well as support for existing neighbourhood and city-run decentralized youth programs.

- There are many sports, community groups and social service agencies that deliver recreational opportunities for youth.
- Following is a summary of facilities used for programming the 12-18 year range:

#### Municipal Facilities

- i) Cambridge Centre for the Arts (direct programs and a youth group affiliated with the centre – Students Promoting Arts and Music – SPAM).
- ii) John Dolson Centre (leadership courses and aquatics programs)
- iii) W.G. Johnson Centre (aquatics, fitness and recreational programs and a youth group affiliated with the City - Hespeler Teen Music Society)
- Each of these municipal facilities has space /capacity to increase new recreational opportunities for youth.

#### Central Youth Centre

Cambridge YMCA has purchased a building adjacent to their main building. This new space will be used for youth programming, including; a youth drop in space, space for social service agencies and a leadership development space.

It is a significant opportunity for the municipality and others to partner with the Y.M.C.A in this project.

#### Community Centres – Youth Centre Component

- Eight staffed and five unstaffed neighbourhood associations provide a significant number of programs for youth. The municipality provides significant funds to these associations to deliver recreation programs. Langs Farm Village Association currently operates a youth drop-in centre and would like to expand that facility.

- The Popcorn House is planning an expansion targeted at the youth and teen population.
- Fiddlesticks Neighbourhood Association is also hoping to expand youth programs in the Clemens Mills area.
- There is also a potential in the short-term (i.e. prior to 2006) for additional partnerships for youth programs with the Waterloo Catholic District School Board at Our Lady of Fatima School, and a new school planned on Guelph Avenue.

#### Importance of Staff Support For Youth

- It is anticipated that to expand programming for youth, additional youth worker positions will be required.
  - In order to phase-in costs for additional youth workers, it is felt that a full time position be the first priority, followed in later years by two additional part-time youth workers.
  - Any additional youth centres must have on-site supervision
- d) Breaking down the Barriers for participation such as lack of money and Transportation.
- There are youth who have the money and transportation to participate in recreation programs, for others these are significant barriers.
  - Any type of program should be available to youth regardless of financial or transportation barriers.
  - Any consideration for additional youth programs or centres must consider these barriers.
- e) The Youth Advisory Council of Cambridge (YACC) is struggling with its mandate as the advisor on the needs of youth in Cambridge.
- YACC has been in existence since November, 1997.

- YACC was created to be the voice of youth in Cambridge, however, the group has struggled to be representative of youth from all different areas of the community.
  - YACC is involved in; Youth Summits, Rock The Mill, Funkadelic Abstract, Bill Struck Scholarships, Fundraising and Youth week activities.
  - YACC is evaluating its mandate and may change the focus to organizing youth activities verses advisory mandate.
  - It is difficult to have a centralized youth council without a centralized youth centre. YACC may play a role in advising the YMCA on their proposed centre.
- f) It is difficult to change attitudes of adults towards youth.
- Although more difficult to define and plan, there is a need to improve the attitude of adults towards youth in Cambridge.
  - Recent youth conferences have discussed this issue and in May 2002, a grant was obtained through the Ontario Trillium Foundation to host a youth conference, to hire a number of youth to act as youth facilitators and to generally continue a community wide capacity building process that is inclusive of youth, youth serving organizations and the greater community.
  - Cambridge Senior Centres have been approached in regard to their interest in expanding intergenerational programs and use of their centres, as a means of building a greater understanding between these age groups.

## RECOMMENDATIONS

- i) THAT the City of Cambridge investigate a partnership with the Y.M.C.A. in regard to a future youth recreation/resource centre

- ii) THAT the Youth Advisory Council of Cambridge revise their terms of reference and report back to City Council.
- iii) THAT city staff investigate possible partnerships with the Waterloo Catholic District School Board regarding potential community centres in new and/or renovated school facilities.
- iv) THAT The City of Cambridge Support funding proposals initiated by the Steering Committee on Youth Issues for additional youth services in Cambridge, i.e. Trillium Foundation and HRDC grants.
- v) THAT Cambridge City Council adopt the Youth Policy as outlined in Appendix A of the “Youth Position Paper” dated May, 2002

(Note: Above recommendations adopted by Council on Feb. 10, 2003)



CITY OF CAMBRIDGE

# YOUTH RECREATION SERVICES POLICY

Community Services Department

February, 2003

## YOUTH POLICY

### A. DEFINITION OF YOUTH

The City of Cambridge adopts the Ministry of Citizenship, Culture and Recreation's definition of youth as "every human being below the age of eighteen years unless, under the law applicable to the child, majority is attained earlier." The focus of the Youth Policy is youth 12 – 18 years of age,

### B. PROVISION OF YOUTH PROGRAMS AND SERVICES

The City of Cambridge is committed to the provision of youth programs and services through a Recreation Delivery Continuum, from Direct Programs and assisting outside community groups through the Community Development approach.

#### Direct Programs

- Aquatics swim lessons
- Aquatics leadership courses
- Pre-school programs
- Summer leadership courses
- Arts programming
- Coaching clinics

#### Community development approach

- Assistance to minor sports groups
- Neighbourhood Associations
- Summer playground programs
- Grants to groups, i.e. Argus Homes
- Youth committees, i.e. Hespeler Teen Music Society
- Kids Can Play

### C. YOUTH SUBSIDY POLICIES

To support programming for youth, the City of Cambridge has developed the following subsidy policies:

- a. Ice subsidies for youth – community groups that use city arenas for youth programs are subsidized for ice rentals. This policy is reviewed every three years.
- b. Recreation Services Access Policy – Approved in 1993, the Recreation Services Access Policy assists all Cambridge residents who are in need of financial assistance to participate in direct programs operated by the municipality.

The policy pertains to any direct program run in a city facility. Applicable programs for youth include swim lessons, swim passes, leadership courses, art courses and membership fees.

- c. Field bookings – Youth sports organizations may book playing fields at a subsidized rate. This is reviewed every three years.
- d. Subsidy for school board rental fees for youth programs – The city subsidizes neighbourhood association youth programs in both the Waterloo Region District School Board and the Waterloo Catholic District School Board.

#### D. RISK MANAGEMENT/SECURITY

Youth events taking place in city facilities are responsible for additional security from either off-duty police or an approved security firm. The onus for security lies with the organization planning the event and must be approved by city staff.

Costs for this additional security are the responsibility of the organizing group.

#### E. YOUTH COUNCILS

The City of Cambridge values the input of its city's youth, as decisions made today will have a significant impact on future generations. Due to the geographic diversity of Cambridge, one central advisory committee has difficulty fulfilling the role of the voice of youth in Cambridge. The City will continue to solicit opinions from youth in all areas of Cambridge.

- The Youth Advisory Committee of Cambridge will revise its Terms of Reference to meet its role as advisor to City Council.

#### F. YOUTH WEEK

The City of Cambridge will sponsor youth activities during Youth Week (May) in all city facilities.

#### G. LEADERSHIP AND TRAINING PROGRAMS

The City supports the enhancement of leadership skills in the city's youth. Leadership programs in aquatics, sports, arts will receive financial support and promotion. They recognize its youth leaders through such programs as the Bill Struck Memorial Scholarship Program.

### Cambridge Steering Committee on Youth

The City of Cambridge supports the work of the Cambridge Steering Committee on Youth to develop a holistic strategy for dealing with youth issues in Cambridge. This group will be approached for advise on the status of youth issues in Cambridge.

### INTERGENERATIONAL/MENTORING OPPORTUNITIES

Staff will investigate opportunities for intergenerational programming and space usage with the Cambridge Seniors Centres.

#### **4. Inclusion and Access to Municipal Services**

The specific objectives of the policy include:

- To establish an Accessibility Committee for the City of Cambridge, in accordance with the “Ontarians with Disabilities Act”.
- To develop an accessibility plan for the City of Cambridge, subject to the Statutes of Ontario, to address the identification, removal, and prevention of barriers to persons with disabilities, in the municipality’s by-laws, and in its policies, programs, practices and services.
- To prepare and present, through the Accessibility Committee, an annual report to Cambridge City Council.

#### **Critical Issues**

The most commonly identified barriers for people with disabilities are as follows:

- Attitudinal barriers or stereotyping.
- Physical barriers which restrict or complicate access, movement or participation by Individuals attempting to access community facilities or areas.
- Transportation barriers which limit a participant’s ability to get to the community facilities or areas.
- Communication barriers which limit a participant’s ability to get to the community facilities.
- Financial barriers, as many people with disabilities live in poverty.

#### **Stakeholders**

There are many organizations and individuals who have an important role in addressing the issue of inclusion and access to municipal services. The Province of Ontario has provided leadership in this area through the establishment of new legislation governing this issue. At the community level, there are many

individuals who utilize, or potentially could be consumers of municipal services. There are also a number of community organizations with an interest in this subject. Following is a sampling of interested parties of the community level:

- Consumers with varying abilities.
- Ontario Association for Community Living
- Rotary Children's Centre
- Independent Living Centre
- School Boards
- Cambridge Association for the Mentally Handicapped
- Bailey Wellness Centre
- C.N.I.B.
- Extend a Family
- Y.M.C.A.
- Social Planning Council
- City of Cambridge

#### Analysis of Data

This Waterloo Region Trends research project – Disability Series – provides an overview of information with respect to the issue of disabilities, and the individuals affected by varying degrees of ability. Following are some highlights from the literature:

- The World Health Organization defines disability as, “any restriction or lack (resulting of impairment) of ability to perform an activity in the manner or within the range considered normal for a human being”.
- In Canada, 15.5% of the total population had a disability in 1991.

- If the Canadian rate of disability were used for our municipality, with a population of 113,000 – there would be approximately 17,500 individuals with a disability in the City of Cambridge.
- The aging of our population will likely cause the percentage of the total population that has disabilities to rise from 15.5% in 1991 to a possible 20.8% in 2026.

### RECOMMENDATIONS

- i) That the Master Plan Steering Committee recommend the approval of the City of Cambridge – Terms of Reference – Accessibility Committee, to Cambridge City Council for approval, as outlined in Appendix “A” (following).

(Note: Above recommendation approved by Council on October 17, 2002)

Ontarians With Disabilities Act – Duties of Municipality  
(The Legislation received Royal Assent on December 14, 2001)

PREAMBLE

The purpose of this Act is to improve opportunities for persons with disabilities and to provide for their involvement in identification, removal and prevention of barriers in full participation in the life of the Province.

The Council of the municipality shall establish an annual “Accessibility Advisory Committee”; shall establish an annual “Accessibility Plan”; and shall make its “accessibility plan” available to the public.

CITY OF CAMBRIDGE – TERMS OF REFERENCE – ACCESSIBILITY COMMITTEE

A. PURPOSE:

In accordance with the Ontarians With Disabilities Act, Chapter 32, Statutes of Ontario, 2002, the committee shall advise Cambridge City Council, in each year, about the preparation, implementation, and effectiveness of its accessibility plan.

B. MEMBERSHIP:

Note: A majority of members of the committee shall include persons with disabilities.

The committee shall have up to 9 members, with representation as follows:

1. Consumers – persons with disabilities.
2. 1 representative – Rotary Childrens' Centre
3. 1 representative – Cambridge Association for the Mentally Handicapped
4. 1 representative – Independent Living Centre
5. 1 representative – Cambridge/North Dumfries Social Planning Council

Community Services Department staff (Andrea Riley) will act as the appointed municipal liaison to the committee. Other city staff will provide technical support to the committee, as required. (ie. Public Access and Council Services (Ken Carnahan); Planning Services (Hardy Bromberg), Fire Department (Brent Smith); Transportation/Public Works (Dave Law); and Corporate Services (Wanda Harding).

Members will have a two year term, and they may serve for three consecutive terms. Cambridge City Council shall appoint all members.

Note: Names of staff will change periodically. Community Services Department will take the lead liaison role on behalf of all City departments.

C. DUTIES OF ACCESSIBILITY COMMITTEE

1. The committee shall meet with City staff to review, comment and suggest amendments to the municipality's annual proposed accessibility plan.
2. Following Council's approval of the Plan in September of each year, the committee will meet, as required, to review the progress of implementing the plan.
3. The committee shall meet in the Fall of each year to review the effectiveness of the plan, and to assist/advise municipal staff on the preparation and presentation of an annual report to Council.

D. CONTENTS OF ACCESSIBILITY PLAN

Subject to the Statutes of Ontario, the accessibility plan shall address the identification, removal and prevention of barriers to persons with disabilities in the municipality's by-laws and in its policies, programs, practices and services. The accessibility plan shall include:

1. A report on the measures the municipality has taken to identify, remove and prevent barriers to persons with disabilities;
2. The measures in place to ensure that the municipality assesses its proposals for by-laws, policies, programs, practices and services, to determine their effect on accessibility for persons with disabilities;
3. A list of the by-laws, policies, programs, practices and services that the municipality will review in the coming year in order to identify barriers to persons with disabilities;
4. The measures that the municipality intends to take in the coming year to identify, remove and prevent barriers to persons with disabilities;
5. The other information that the regulations prescribe for the purpose of the Plan.

E. REPORTING

The committee reports to Cambridge City Council. An annual report will be submitted in the Fall of each year.

## 5. **Special Event Policy**

The specific objectives of the policy include:

- To develop specific categories of special events outlining the partnership between special events groups and the City, and the support services provided.
- To develop a risk management strategy for special events and clearly identify the responsibility of the volunteer and the City, in this matter.
- To clarify the role of City staff liaisons, various municipal departments, and other community agencies dealing with tourism and special events (ie. tourism, B.I.A.'s)

### Critical Issues

The most significant issues are as follows:

- Inconsistency with provision of support services and accountability measures for special events groups.
- Lack of clarity of roles of city staff, volunteers, and partner agencies.
- Financial and/or risk management issues of the volunteer committee.

### Stakeholders

The primary stakeholders are the special event groups themselves. All special event groups completed a survey which provided a variety of responses for analysis.

Many City departments deal with special event groups. A focus group was held with City staff from Transportation and Public Works, Public Access and Council Services, Planning Services and Corporate Services Departments. This input was utilized in the analysis of data.

A focus group was held with City partners who deal with special event groups, including: Chamber of Commerce, Tourism Cambridge, B.I.A.'s and Core Revitalization interests.

Surveys were sent to surrounding municipalities in regards to their special event policies.

### Analysis of Data

- Inconsistency of support services for Special Event Groups

The municipality has been fortunate to attract the number of volunteers it has in the provision of special events. The roles of volunteer committees are multi-faceted (attend meetings, financial functions, recruitment/training, fund raising). Volunteer burnout can be a serious problem.

Over the past two decades, the special events and committees have evolved with many different support services and partnerships entered into between the municipality and event groups. This lack of consistency has made it awkward to deal with existing groups, and difficult to establish new partnerships with event groups. Some examples are as follows:

- Some groups receive grants through the City's operating budget, others apply to "Grants to Groups".
- Some groups are assigned a staff liaison, others work independently.
- Some groups are covered by municipal insurance policies, others have their own insurance.
- In the past four years the municipality have had three situations where a special event group has been in a deficit position, and has applied to the City for a further grant.
- Lack of clarity of roles for city staff, volunteers, partner agencies.

Several departments within the City and other outside organizations are involved to some extent with special event groups, as follows:

<u>Department/Organization</u>	<u>Responsibility</u>
Transportation/ Public Works	Special event permit application approval, and ensure sufficient insurance coverage.
Fire Department	Fire extinguisher approval and food vendor approval.
Public Access/ Council Services	Public firework display approval; food vendor approval; busker's licenses.
Planning Services	Application and approval for tent permit
Cambridge Tourism	Partnership in Tourism Cambridge for City affiliated groups (value of \$1,800) - groups receive full partner benefits
Volunteer Bureau	Membership to groups to advertise for volunteers; board development.

- Financial and/or Risk Management issues of the volunteer committee

In the past, special event groups have had difficulty with financial management, including undertaking a project or expenditure that puts the group at risk of deficit position. There are two issues involved in these situations.

First, the Recreation Co-ordinator liaising with the group does not have a vote within the committee. Although staff voice their concerns from time to time, ultimately it is the Committee's decision regarding their budget. Secondly, the special events groups are

covered under the City's liability insurance. Ultimately, the City of Cambridge is responsible for the committee's decisions, to which they did not have jurisdiction.

Likewise, the relationship is the same with issues of risk management. A Special Events Manual was developed, but there is no accountability that the groups have taken all of the necessary steps to minimize potential risk situations.

### RECOMMENDATIONS

- i) That City Council adopt the 'Special Events Policy' as outlined in Appendix "A".
- ii) That various funding and application processes for special events be combined, by creating a Grants Assistance application process with a designated annual budget.

(Note: Adopted by City Council on February 10, 2003)

## A. DEFINITION OF SPECIAL EVENT CATEGORIES

### 1) Directly sanctioned special events (2002 events)

Bernice Adams Awards, Concerts in the Park, Cambridge Sports Banquet, Mayor's events, Grand openings, and other events directly sanctioned by the municipality.

Advisory Committees affiliated with the City of Cambridge may be involved with a special event, either ongoing or one-time events. City staff may also from time to time be asked to directly organize a special event, e.g. grand opening of a new facility, park.

#### Characteristics Of This Type of Event

- Budget for the event is included in the Operating Budget
- City staff are primarily responsible for the event, but may work with a volunteer committee
- The City of Cambridge is acknowledged in all advertising and other publications for their support

#### Municipal Supports Provided

- Free use of city meeting rooms for committee meetings and event
- Staff liaison (Recreation Co-ordinator) for committee development issues/training
- Staff liaison (Parks Staff) for bookings, site lay-out, day of the event
- Photocopying, postage, equipment provided
- Liability insurance for volunteers

### 2) City Affiliated Events (2002 events)

Christmas Pageant, Riverfest, Hespeler Santa Claus Parade, Cambridge Santa Claus Parade, Arts Festival, Mill Race Folk Festival, Forbes Park Festival, Quilt festival, Rock the Mill (Funkadelic Abstract), Can-Amara Games, Highland Games, Canada Day, Tour de Grande

A volunteer committee organizes a City wide special event, with support from a City of Cambridge Recreation Co-ordinator. The event may be free of charge or there may be a participation fee.

#### Characteristics Of This Modell

- A formal committee/board is established/Terms of Reference are developed
- Minutes of meetings are completed and circulated
- Bank account/financial statements are established
- Annual budget presented to city staff for approval/financial assistance in Operating Budget
- Risk management plan presented to city staff for approval
- The City of Cambridge is acknowledged in all advertising and other publications for their support

#### Municipal Supports Provided

- Free use of city meeting rooms for committee meetings, parks, arenas
- Staff liaison (Recreation Co-ordinator) for committee development issues/training
- Staff liaison (Parks Staff) for bookings, site lay-out, day of the event
- Liability insurance for volunteers
- Eligible for annual Special Event grant process (new process amalgamating the Grants to Groups special events and Special Events Assistance grants)
- Photocopying, mailings, (to a maximum of \$1,000 per event)
- Use of City's special event equipment

### 3) Special Interest/Fundraising Events

Examples: Kin Carnival, Fall Fair, District Senior Games, Reunions, downtown sidewalk sales, and other miscellaneous events

Individuals and groups approach the City of Cambridge to book space at our facilities/park for special events (over 200 events per year). These events are for a specific interest group and/or are a fundraising venture for a group or organization.

#### Characteristics Of This Model

- Group has purchased special liability insurance for the events
- Group is aware of the special events procedures, special licenses, requirements from other departments
- Group applies through the Grants to Groups process

#### Municipal Supports Provided

- None, although not for profit groups may be eligible for a grants to groups.
- Eligible to attend city training events

Any new groups will be added into the appropriate category.

## B. RISK MANAGEMENT

Any special event committee is required to obtain a copy of the "Special Events Manual" that details the following risk management policies that the events are required to comply with:

- Municipal Alcohol Risk Management Policy
- Emergency Services Guidelines, including security and/or police
- Community Health Department approval

- Charity Barbecue approval
- Music License approval
- Public Fireworks Display – “Explosives Act” and Explosives Regulations”
- Adequate insurance coverage
- Hydro inspections
- Noise By-law
- Municipal Inclusion and Access Policy

Details for compliance with the above risk management policies are included in the Community Services Department Special Events Manual.

C. ACCOUNTABILITY PROCESS/MEASURES

- To provide the municipality with an annual evaluation, including volunteer hours, attendance, programming, marketing, and other data as deemed appropriate.
- To provide annually to the municipality, financial statements for the previous year of operation, including a balance sheet (outside audit preferred)

IMPORTANT NOTE:

City staff will formally request all accountability information, by written notice, to be submitted by special events committees to the municipality, not later than 3 months following the event.

D. FUNDING FOR THE POLICY

City staff will prepare annual operating budgets in accordance with the “Special Events Policy” for consideration by Cambridge City Council through the annual operating budget approval process – Grants – Special Events. Any additional requests for funding support will be considered as not in accordance with city policy and would require more specific direction from Cambridge City Council.

## E ROLES AND RESPONSIBILITIES

The responsibility for a safe, well managed special event is the responsibility of the organizing committee. The role of the municipality is to support the special events volunteers in their venture through a variety of means. City staff will have the final approval for the financial and risk management issues related to the event. Within the parameters of this policy, the volunteers have autonomy to determine the details of the event planning.

City staff are not members of the special event committee and do not take a direct role in the event planning (e.g. committee), nor the implementation of the event. City staff will be present at the event to ensure that risk management issues are addressed.

### Role of Recreation Co-ordinator/Co-op student

- Primary liaison to the committee; facilitator of committee development (attending meetings as required)
- Assists the committee with Special Event grants application
- Assists in co-ordination with other city departments
- Assists in recruitment of volunteers
- Provides special events manual
- Assistance on day of event in regards to risk management

### Role of Parks Manager/Co-op student

- Attends committee meetings pertaining to site planning
- Responsible for completion of special events checklist for group
- Grants approval for event
- On site supervision on day of event

## 6. Volunteer Policy

The specific objectives of the policy include:

- To review the current Volunteer Policy manual and determine what recommendations were implemented and what areas require a policy statement.
- To review the demographics and major trends regarding volunteerism and how they might change over the next twenty years.
- To review the results of the volunteer audit that was completed in 2000 to determine if the results can be used as the framework for the development of the Master Plan Volunteer Policy.
- To consider the development of a comprehensive volunteer management program and determine what resources exist and what new resources may be required to implement such a program (ie. computer software, volunteer recognition, etc.).

### Critical Issues

The foundation of a successful volunteer program is built upon the resources developed through a well organized volunteer management program. Sufficient staff time should be allocated to the management of the volunteer program, eg. recruiting, interviewing, screening, evaluation, etc.

In reviewing the current Volunteer Policy Manual and the results of the volunteer management audit, the following critical issues have emerged:

- recruitment and promotions
- screening and interviewing
- orientation and training
- volunteer input and evaluation
- recognition

### Stakeholders

The volunteer audit, detailing 13 elements of a volunteer program, was completed in 2000. The following volunteers took part in the audit.

- seniors centers volunteers
- neighbourhood associations volunteer
- summer playgrounds volunteers
- friendly visiting program and golden opportunities program staff
- aquatics and daycamps staff
- special event committees

City staff met with co-ordinators of the surrounding municipalities to dialogue around the status of their volunteer programs and planning process.

The Older Adults Association of Ontario, a provincial organization of which the City is a member, was a key stakeholder. Their recently published handbook on "Managing Our Volunteer Resources: A Guide to Developing Volunteer Resource Business Plans" is a comprehensive copy of a business oriented approach designed to maximize the use of volunteers within an organization by establishing an annual planning process.

In 2001, City staff also attended the international conference on volunteer administration attending workshops and networking with other volunteer professionals. This provided an array of resource material for this review.

### Analysis of Data

There are specific trends in volunteerism that influence the volunteer policy review. The following are six trends that would most affect the City's volunteer program.

- Early retirement is producing volunteers who are healthier, financially more independent and well educated. They are demanding more flexible volunteer options, and more of a business approach to volunteer management.

- Much comes from a few. A volunteer program must be well managed to provide positive experiences and to avoid burnout.
- The most successful volunteer programs reflect their communities and the populations they serve. How do we attract youth, people with disabilities, and people from various cultures?
- Staff and participants should take risk management, as a tool of volunteer management, more seriously.
- Increasing competition for people's discretionary time. How do we ensure people are asked to volunteer and know what is available? How do we make our positions attractive or meaningful?
- Volunteering by contract and negotiating mutually beneficial arrangements.

### Key Stakeholder Input

The following data was collected from key stakeholders under five specific subject areas as follows:

- Recruitment and Promotions

Recruitment is the process of encouraging people to give their time and energy to an organization as a volunteer. Successful recruitment requires the support of the entire organization, and is closely tied to the overall public relations and marketing efforts.

The City of Cambridge has no formal or ongoing recruitment plan. Each committee and/or facility takes on the task of recruitment for a particular area, but there is no strategy for recruiting a diverse volunteer base. Staff has limited time to explore partnerships or new sources for recruitment.

There is an ongoing question as to what constitutes a volunteer. The definition may seem obvious, but needs clarification to ensure proper screening and risk management procedures are in place.

- Screening and Interviewing

Effective initial interviewing and screening of prospective volunteers is the key to a successful and safe volunteer program. Applicants for a volunteer position need to be matched to the most appropriate assignment.

The current volunteer policy manual outlines the 4 levels of volunteer positions based on the duty of care and risk for both the volunteer and the participant. While these levels provide a framework for the necessary screening, staff do not have any type of regular training in this regard.

- Orientation and Training

Orientation is the overview of the total organization necessary, and for every volunteer regardless of the specific assignment, and places the work in context and allows for consistent introduction of policies, procedures, rights and responsibilities.

Currently, we do not have a standardized orientation program to educate all volunteers on the purpose, structure and policies of the City of Cambridge. Many of our affiliated committees are identifying the need for further training on committee and board issues.

Each centre requires a facility orientation manual for volunteers.

- Volunteer Input and Evaluation

A volunteer's time is too valuable to waste. It is important to evaluate the impact of volunteer services on an ongoing basis. Further to this, it is important to conduct individual performance reviews with volunteers. This practice maintains the standards for the program and also recognizes each volunteer.

Currently, the City does not have an annual evaluation of a volunteer program, or annual goals and objectives. There are few individual performance reviews of volunteers. Volunteer assignments are not assessed on a regular basis. There is no formal mechanism to determine volunteer satisfaction.

- Recognition

Recognition is a form of compensation for volunteer efforts. It includes the need to thank volunteers for their efforts, and also to be aware of volunteer's input. An organization can provide annual formal recognition through certificates and dinners, but equally as important, through daily support and informal expressions of appreciation.

The City does not have a formal City-wide volunteer recognition process. Some areas are well served in this regard, and other areas have no process. Recreation staff are trained on the importance of daily recognition of volunteers.

### RECOMMENDATIONS

- i) THAT Cambridge City Council adopt the Volunteer Policy as outlined in Appendix "A" of the Volunteer Position Paper dated January, 2002.
- ii) THAT Cambridge City Council direct City staff to prepare a Volunteer Management Plan for the municipality.

(Note: Adopted by City Council on May 26, 2003)



# **VOLUNTEER POLICY**

Community Services Department

May, 2003

## CITY OF CAMBRIDGE VOLUNTEER POLICY

### A. DEFINITION OF A VOLUNTEER

Volunteers are individuals who work without monetary compensation to contribute time and service to the City of Cambridge in the belief that their commitment is beneficial to others as well as satisfying to themselves. Volunteers must be officially accepted and enrolled by the City of Cambridge prior to the performance of the volunteer task.

### B. CORE VALUES, PRINCIPLES AND STANDARDS FOR THE VOLUNTEER PROGRAM

The Canadian Code for Volunteer Involvement provides the core values and underpinnings of the City of Cambridge volunteer program.

#### VALUES FOR VOLUNTEER INVOLVEMENT

- Volunteer involvement is vital to a just and democratic society
- Volunteer involvement strengthens communities
- Volunteer involvement mutually benefits both the volunteer and the organization
- Volunteer involvement is based on relationships

#### GUIDING PRINCIPLES FOR VOLUNTEER INVOLVEMENT

- Voluntary organizations recognize that volunteers are a vital human resource and will commit to the appropriate infrastructure to support volunteers
- Volunteers make a commitment and are accountable to the organization

#### ORGANIZATION STANDARDS FOR VOLUNTEER INVOLVEMENT

- The boards of directors and senior management acknowledge and support the vital role of volunteers in achieving the organization's purpose or mission
- Policies and procedures are adopted by the organization to provide a framework that defines and supports the involvement of volunteers

- A qualified person is designated to be responsible for the volunteer program
- A clearly communicated screening process is consistently applied
- Volunteer assignments address the purpose of the organization and involve volunteers in meaningful ways – reflecting their various abilities, needs and backgrounds
- Volunteer recruitment and selection reaches out to diverse sources of volunteers
- Volunteers receive an orientation to the organization, its policies and procedures, and receive training for their volunteer assignment
- Volunteers receive appropriate levels of supervision according to their task and are given regular opportunities to receive and give feedback
- Volunteers are welcomed and treated as valuable and integral members of the organization's human resources
- The contributions of volunteers are regularly acknowledged with formal and informal recognition methods.

C. SAFE STEPS: A VOLUNTEER SCREENING PROCESS

Screening is an ongoing process designed to protect both participants and volunteers.

Safe Steps is a 10-step process for screening including the following elements:

1. Determining the Risk
2. Position Design and Description
3. Recruitment Process
4. Application Form
5. Interviews
6. Reference Checks
7. Police Records Checks
8. Orientation and Training
9. Supervision and Evaluation
10. Participant Follow-up

## D. POLICY STATEMENTS

### DETERMINING THE RISK

Each volunteer position must be examined to determine its inherent level of risk. The determined level of risk will then dictate the screening procedures required.

### JOB DESCRIPTIONS

Job descriptions will be developed for all assignments. Committees must have Terms of Reference or Constitutions that outline general expectations of board and committee volunteers.

### RECRUITMENT

The volunteer recruitment process will target broad community involvement attempting to reflect the demographics of the City of Cambridge and the client groups.

### APPLICATION FORM

An application form is a screening tool that each potential volunteer must complete. Some positions may have applications specific to the position.

### INTERVIEWING

All persons applying for volunteer positions will be interviewed. The interview will offer the prospective volunteer the opportunity to learn about the volunteer positions and will help to determine the qualifications, ability and suitability of the individual to perform work on behalf of the City of Cambridge. When interviewing anyone in any capacity, the Human Rights Code should be obeyed. For some positions, depending on the level of risk, more than one interview may be required.

### REFERENCE CHECKS

All volunteers will be asked to provide at least one reference who will be contacted by a staff person or volunteer.

## ORIENTATION AND TRAINING

All volunteers must be given proper orientation to the position to which they are assigned before beginning to work independently. This can be provided by either staff or volunteer, but it is the responsibility of the staff person to ensure the orientation is carried out.

In pursuit of excellence and investing in our volunteers, the Corporation of the City of Cambridge provides position-specific training, and ongoing training opportunities for all our volunteers.

## SUPERVISION OF VOLUNTEERS

Supervision of volunteers will address the needs of both the volunteer and the City of Cambridge. Every volunteer will have an identified supervisor who will be responsible for consultation, feedback, support and direction.

## DISCRETIONARY MATTERS

Volunteers who do not adhere to the policies and procedures of the City of Cambridge, or fail to satisfactorily perform their volunteer assignment are subject to dismissal.

## RECORD KEEPING AND REPORTING

Records will be maintained on each volunteer with the City of Cambridge. Information may include demographic data, dates of service, positions held, evaluation of work and awards received. From these records, regular reports will be produced detailing the achievements of volunteers.

## EVALUATION OF THE VOLUNTEER

Evaluation procedures should be non-threatening and constructive and should motivate the volunteer to succeed and experience personal growth. In addition to aiding the volunteer, this evaluation should also assess the program suitability. The immediate supervisor will schedule and conduct the evaluation. All evaluations should be signed, dated, and kept on file for reference.

## PARTICIPANT FOLLOW UP

Follow up activities including regular contact with participants or random spot checks with one to one placements will occur. Volunteers should be aware that these follow up activities take place.

## RECOGNITION

In appreciation for valuable contributions, annual recognition events will be held or recognition items like certificates or gifts will be given to honour volunteer contributions. The city's annual operating budget will include an amount for volunteer recognition equivalent to one paid hour of work per volunteer. All opportunities for informal recognition should be taken. A recognition plan will be established to recognize volunteers on a citywide basis.

## INSURANCE

All volunteers assigned to direct programs or working with committees affiliated with the City of Cambridge are covered by the City of Cambridge against general liability claims made by another person as a result of their volunteer work for the City.

## CITY POLICIES

Volunteers are protected by, and subject to, the City of Cambridge's Policies regarding Confidentiality, Harassment, and Conflict of Interest.

## 7. **Older Adult Services**

The specific objectives of the paper include:

- To review the governance of the seniors' centres, including the role of the Central Advisory Council, the role of the Operating Boards and the general roles and responsibilities of seniors and city staff.
- To determine if our current decentralized facilities are adequate to meet the needs of older adults in Cambridge, based on anticipated changes in, programs and services, over the next twenty years.
- To determine if the name "Cambridge Seniors Centres" continues to be the most appropriate name for the centres.
- To determine if the current marketing plan for the centres portrays an appropriate image of the centres.

### Critical Issues

The most significant issues to be addressed in this position paper include:

- Does the city offer sufficient programs and services for the seniors of various age groups and needs?
- Are the current seniors' facilities meeting the needs of the growing number of retiring adults?
- Anticipating the changing profile of volunteers, how do we simplify the committee structure and governance of the seniors centres?
- Do the centres have the resources to provide and promote their services to the target audience?

### Stakeholders

The Older Adults Review identified the following key stakeholders:

- Current volunteers and participants at the centers
- Associate members (ie. members 40 – 54 years)

- Older Adults Association of Ontario
- United Senior Citizens of Ontario
- Canadian Association of Retired Persons
- Community Care Access Centre of Waterloo Region
- Surrounding municipalities – seniors' centres
- Seniors Networking group
- Waterloo Region-Wellington-Dufferin District Health Council
- Ministry of Health

Focus groups, meetings and discussions were held with each of the above groups to help determine the future of seniors' programs. Every attempt was made to gather information from both the current seniors and also from people 40 to 60 years of age to determine what their needs might be over the next twenty years.

#### Analysis of Data

- a. Does the city offer sufficient programs and services for the seniors of various age groups and needs?

Over the past few years, the Cambridge Seniors Centres have expanded their programming to include new initiatives, i.e. computer courses, financial clinics, and wellness programs. The priority of the seniors' policy is to offer a continuum of programs and services for the cohort groups within the over 40 years of age population (age groups have not been attributed to these groups as there is overlap in all groups):

#### Pre-retirement Cohort

This cohort is an under-serviced age group. In 1998, the centres began offering an Associate Membership for this age group, but there are very few Associate Members. With appropriate programming, adults in this age range can be introduced to the centres prior to retirement. The focus

of weekend and evening programs will be this group. This group is a target market in the next five years. Primary programming needs would include fitness, wellness, educational, lifestyle planning, and pre-retirement courses

#### Active/Healthy Retirees (primarily 55 years and over)

This age group is the primary focus for daytime programming at the centres. Programs during these hours will continue to be based on the needs of this cohort. As people are living longer, we have adults who are active and healthy into their 70's and 80's. Many of the original members which were initiated in 1987-1988 are still active members in the centers, and would like to have the centres remain as "seniors only" centres. People within this group provide the primary volunteer base at the Centres.

To meet the needs of the three cohort groups, there needs to be a gradual move away from the term "seniors centres" to a more generic term, or simply the name of the centre.

The primary program needs for the 55 years and over group include volunteer programming, wellness, socialization, and low impact fitness

#### Special Needs and/or Isolated Seniors

Some older adults begin to require more specialized services. Socio-recreational programs such as the Golden Opportunities Program and Friendly Visiting Program are essential services in our community. The Ministry of Health, Long Term Care Branch, gives financial support to the municipality for these programs. The Chamber space at the Allan Reuter Centre will be the location for these programs until a more long term solution has been developed for accommodating this area. The primary program needs of this group includes: Wheels to Meals Program, Caregiver Support, Security Checks/Re-assurance Services, Saturday expansion of Seniors Day Program

The Ministry of Health will be approached by City staff in the next few years to add additional services in the Cambridge area through the municipality. The District Health Council has also identified that Cambridge is under serviced in such areas as Caregiver Respite, Caregiver Support, and Volunteer Transportation

With the growing number of older, special needs seniors, the need for a staff person with a Therapeutic Recreation background will be a priority in the next ten years. It is anticipated that the Allan Reuter Centre will continue to develop more specialized support programs. A staff person with a therapeutic recreation background would assist in the co-ordination of the support programs and develop programs at the other two centres for this specialized group of seniors.

- b. Are the current seniors' facilities meeting the needs of the growing number of retiring adults?

Staff received inconsistent feedback from our current membership regarding the needs for facilities over the next twenty years. A focus group of the current senior volunteers indicated that there continues to be a need for a central seniors' centre that would bring all of the seniors in Cambridge together in one building. Others suggested that the current senior centres provide more localized programming as many could not travel to a central centre.

This paper is not recommending a central seniors centre in the next twenty years. There seem to be two trends that confirm the need to augment our current centres, rather than to build a specific new centre for seniors.

Demographics show that the 55 to 69 year age group will increase 7% in the next 20 years. The 70 plus group will increase 3 % in that same time period. The membership to the centres has not increased over the past few years, although daily participation has increased (this may be explained in part due to a lack of accurate records prior to the CLASS membership system implementation in 2000). The total 55 plus population in Cambridge is 18,585 and currently, there are 1,587 members in all City centres (9%). The centres have more program opportunities each session and the daily participation in the centres is stable or increasing.

The pre-retirement adult does not seem to be as interested in the concept of "seniors only centers". As shown from the demographics above, many seniors are not involved in the centres.

When the original policy was written, there was a concern about the name “seniors centres”. There is a stigma about the term “senior” even with older adults in their 70's and 80's. Many people report that their image of a senior is someone old and frail. Senior centres in surrounding municipalities have begun to change the name of their seniors' facilities. Kitchener have renamed their centers: Centres for Active Living. Waterloo has called their centre: Adult Recreation Centre.

The approach that Cambridge Seniors have taken over the past seven years was to try to change the image of the centres. In 1998, a video was produced as a marketing tool for retirees. This video portrayed the active activities at the centres. The centres also began to offer more diverse program opportunities. Two of the centres purchased computers and have very active computer labs. All three facilities have been renovated within the last seven years to accommodate a greater variety of programming:

- c. Anticipating the changing profile of volunteers, how do we simplify the committee structure and governance of the centres ?

The current Central Advisory Council has struggled with their role over the past few years. Although the seniors would prefer one central board to govern all of the centres, there is a concern by the local Boards to give up more responsibility, financial, and programming.

Consistent with the findings in the Volunteer Policy, staff are noticing that senior centre leaders are not as interested in being on a volunteer board/committee. Over the years the committees and boards have had a difficult time recruiting new members. There seems to be general satisfaction with the current identification and roles and responsibilities of City staff and seniors. Therefore, new directives in the Seniors Policy will be to simplify the governance of the centres.

- d. Do the centres have the resources to provide and promote their services?

If the image of the centers is to attract different age levels, specific funds will be required to develop and implement a specialized marketing plan.

There is a need to continue to add resources in the operating budgets for increased maintenance and cleaning staff as the Centres become more active.

RECOMMENDATIONS

- A. THAT City Council adopt the “Seniors’ Position Paper” as outlined in Report CSD23/03 (see Appendix A), to be used as a planning tool for Seniors’ Services.

And

- B. THAT City Council approve the Terms of Reference for the Operating Boards (see Appendix B).

## Cambridge Seniors Centres

### Operating Board Terms of Reference

#### 1. Name

The Cambridge Seniors Centres shall institute an Operating Board at each location of the Cambridge Seniors Centres. The centres shall be known as the David Durward Operating Board, the G.E. (Ted) Wake Operating Board and the Allan Reuter Operating Board, herein after referred to as the Board.

#### 2. Purpose

The purpose of the Board is to represent the general membership in the provision of programs and services offered through the centres. The boards will carry out the following five goals:

- The Board shall provide opportunities for sociability and friendship by organizing special events, drop-in activities, new members orientations and general membership meetings.
- To maintain a warm, welcoming environment that facilitates companionship, offers peer support, offering many opportunities to develop self-esteem through interactions that keep individuals mentally and physically active
- To encourage and empower adults 50 plus at the centres to take an active role in volunteerism through participation in the operations of the centres.
- To be aware of the overall needs of adults 50 plus in the Cambridge community by liaising with other groups and agencies that deal with seniors, i.e O.A.C.A.O, identifying gaps in service in the community and communicating these needs to the governing body and the membership.
- The Board shall advise Cambridge Community Services Department staff on matters related to the programs offered at their particular location.

#### 3. Membership

- a) Membership to the centres will be open to any person 50 years of age and over, and to their spouse regardless of age. People under 50 years of age who would benefit from membership may apply for membership to the centres and staff will determine whether membership will be granted.

A member of the centres may access any of the programs, events and volunteer opportunities at any of the three centres.

There will be an annual membership fee determined by City Council and published in the annual rate review. No one will be denied access to membership due to an inability to pay (Community Services Department's Access Policy).

#### 4. Membership to the Board

The Centres shall be made up of no less than seven (7) and not more than eleven (11) members in good standing with the centres.

Four (4) to seven (7) members will be elected to the board at the Annual General Meeting; and up to four (4) additional members, representing standing committees, will be appointed to the board as voting members following the annual meeting. The term for the members will be two years; half of the members being elected in any given year. Members may only run for two consecutive terms; after a one-year break a member may run again for two consecutive terms. However, the positions of President and Vice-President shall be limited to one two-year term. Once the President has fulfilled the term, the Vice-President will move into the position of President. The retiring President will be requested to remain on the Board for a maximum of one year in an advisory position as Past President, as an ex officio member.

Board members who miss three (3) consecutive meetings may be replaced for the duration of their term by a majority vote of the Board. Vacancies in the Board may be filled by a majority vote of the Board members for the duration of the term.

Staff appointed by the Cambridge Community Services Department will sit on the Board as non-voting members.

Any member in good standing of the centres is welcome to attend any Board meeting, but must make a request to the President prior to the meeting if they wish to make a presentation or speak. Only members of the Operating Board are allowed to vote.

#### 5. Job Descriptions

##### President

- set agendas for board meetings
- liaise with core committee liaisons and staff liaison on a regular basis
- calls and chairs Operating Board meetings and meetings of the General membership
- is ex-officio member of all standing committees
- acts as the official spokesperson for board business with the media and through correspondence
- make a report to membership of the centre at the Annual General Meeting

Vice-President

- attends all Operating Board meetings
- takes over the duties of the President in their absence
- takes on a liaison role at the centre, or O.A.C.A.O.
- represents the Operating Board on the Central Advisory Committee

Secretary

- attends all Operating Board meetings
- records minutes of all Operating Board meetings and the Annual General Meeting
- assists in general correspondence
- files and maintains, in a safe systematic manner, records of minutes for a minimum of the past seven years to be kept at the centre

Treasurer

- attends all Operating Board meetings
- maintains an accounting of board expenses and revenues
- liaisons with Centre committees regarding their financial status
- prepares budget
- gives monthly financial statement and annual financial statement
- recommends auditors for the upcoming year at the Annual General Meeting
- files and maintains, in a safe systematic manner, financial records for a minimum of the past seven years to be kept at the Centre

Members at large

Each of the elected members at large will take on one of the following roles: volunteer liaison, public relations, membership.

## 6. Appointments to the Board

Each standing committee of the centre will select a representative to sit on the board as a voting member. Appointees will come from the Special Events Committee, Food Services Committee, Security/Building Committee and Host Hostess group, and other committees as required.

## 7. Meetings

## a) Annual General Meeting

An Annual General Meeting will be held at each of centres in May of each year. The main purpose of the Annual General Meeting is to report to the membership the year's business, to receive feedback from the membership and to provide an opportunity for fellowship and fun. Notice of the Annual General Meetings shall be in the spring. The agenda for the Annual General Meeting shall include but not be limited to:

1. President's Report
2. Treasurer's Report
  - Audited financial statement
  - Appointment of auditor for the next year
3. Central Advisory Council Report
4. Elections

The quorum for the Annual General Meeting will be five percent of the current membership of that Centre.

#### b) Operating Board Meetings

Operating Board meetings shall be held a minimum of eight times per year.

The quorum for a board meeting shall be one more than half the current elected and appointed members.

#### 8. Signing Authority

The Board will be responsible for the monies raised on behalf of the membership. At the first meeting following the Annual General Meeting, the Board shall pass a resolution to institute signing officers for their accounts. Each board will appoint three signing officers and signatures of two of the three will be required for financial transactions. The fiscal year for the Boards will end April 30. A complete financial statement will be presented at the regular board meetings and Annual General Meeting.

#### 9. Amendments

Amendments to these Terms of Reference can be made only at an Annual General Meeting. All amendments must be processed through the Central Advisory Council before going to the Annual General Meeting. Members must receive notification of change to the Terms of Reference at least two weeks prior to the meeting. Final revisions will be forwarded to City Council for approval.

#### 10. Roles and Responsibilities

Members of the Boards shall conduct themselves according to the Roles and Responsibilities of Seniors and City Staff.

## **D. MAJOR FACILITY/COMMUNITY CENTRES PLANNING**

### **1. Arenas Development**

The specific objectives of the arenas development position paper were as follows:

- To plan and implement a long term conservation strategy for 7 municipally owned and operated arena facilities, for the period 2002 to 2022.
- To recommend a specific plan for replacement of two existing neighbourhood arenas prior to 2022.
- To develop an ice allocation policy which governs the use of municipal arenas by the community.

#### Critical Issues

The critical issues to be addressed, can be summarized as follows:

- Arena-demand/supply analysis
- Existing three neighbourhood arenas – engineering assessment
- Long range arena development – neighbourhood arenas
- Establishment of a formal ice allocation policy

#### Stakeholders

In November 1999, the City of Cambridge received the results of an Arena Feasibility and life cycle study completed by Totten Sims Hubicki and Associates. The following groups were extensively involved/consulted in the completion of this study:

- Cambridge Minor Hockey Association
- Cambridge Skating Club
- Cambridge Speed Skating Club
- Preston Figure Skating Club
- Cambridge Ringette Association
- Hespeler Figure Skating Club
- Cambridge Girls Hockey Association
- Hespeler Minor Hockey Association

User group input was pursued in the following ways:

- consultants survey regarding demand analysis
- review of youth groups report (i.e. Cambridge youth ice users concerns and design solution options).
- Consultant focus group meetings with youth groups
- Numerous planning/public meetings concerns arenas development

### Analysis of Data

#### 1. Arenas (demand/supply analysis)

As of January 2002, there were seven ice pads owned and operated by the City of Cambridge. In addition, the municipality has 28 hours per week (the equivalent of .5 ice pad) available through its partnership with the Cambridge Icepark facility.

In the 1999 Arena Feasibility Study, demand projections for each youth ice user group were carried out to the year 2016. Two differing arena demands scenarios were employed to forecast future ice – pad requirement for youth. Scenario one, forecasted demand by active youth participants; while the second scenario, accessed arena provision using the forecasted needs by the number of prime time hours. In both scenarios, it was concluded that seven ice pads, plus the use of the Icepark facility, would be sufficient to meet projected ice pad demands until the year 2016.

It must be recognized that the City's current policy of catering to youth, and not adults, is a critical factor in the calculations. The assumption is that adult users will continue, in the future, to be allocated mostly non-prime ice time, and that private sector interests will be largely responsible for meeting most, if not all adult arena needs. The arena feasibility study further suggested that projected population levels in arena youth participant levels, beyond the 10 year horizon of the study, need to be monitored for continued validity of the forecast of arena needs.

It is significant to note that the 1998 Region of Waterloo statistical profile on population (which is largely based on the 1996 Census) suggests that 0 – 19 years of age groups, is expected to drop by 8% or reduction of 1,475 individuals by the year 2016. Finally, it is extremely important to note that a new ice pad will be available to ice users by the Fall of 2002 (i.e. The Cambridge Centre pad). At this time it is unknown how this will impact the use of municipal arenas and/or the Icepark facility.

## 2. Engineering Assessment/Existing Three Neighbourhood Arenas

The Engineering Assessment component of the 1999 Arena Lifecycle Study, concluded the existing three neighbourhood arenas (i.e. Dickson, Duncan McIntosh, Karl Homuth) were in need of immediate work, as well as maintenance and refurbishment to meet current codes over the 17 year study period (i.e. 2016). Key equipment and systems are currently beyond on expected service life. As a result, more frequent and most costly repairs and replacements can be anticipated in the future. The 2001 Capital Budget initiated a long term financial plan to accommodate the conservation program required for the three neighbourhood arenas. Every five years the municipality is required by law to do structural reviews of all arenas, and funding plans are revised for all municipal facilities in accordance with the findings of the on-going audits.

## 3. Neighbourhood Arenas – Long Term Development

The conservation program initiated in 2001 will allow continued use of the neighbourhood arenas for the next 15 to 20 years. However, any further substantial investment in these facilities, beyond that time frame, must be carefully scrutinized. It is strongly felt that at least two existing neighbourhood arenas should be replaced within the twenty years (i.e. before 2022), with a new twin pad facility. In reviewing potential locations for a new twin pad, it is felt that the first option to be studied in more detail, is Churchill Park. The concept would call for a reconfiguration of some playing fields to accommodate the new facility, and following construction, the demolition of the existing arena in the park. Playing fields lost would have to be redeveloped elsewhere as required.

This location is preferred for various reasons, including: land is already owned by the municipality and is in sufficient supply to accommodate a twin pad, parking and other design requirements; growth expected on the south-east side of this community will warrant a major facility of this nature; and, this City park would have an enhanced ability to deal with existing and/or new special events.

If the new twin pad is constructed at this site, the municipality would be in a position to decommission two aging and outdated neighbourhood arenas. The existing arena in Churchill Park would be demolished; and the second preference for decommissioning would be the Karl Homuth Arena. At this point in time, it is suggested that Dickson Arena would continue to operate to maintain the currently predicted requirement for arena supplies at seven facilities (plus the Icepark).

#### 4. Establishment of a Formal Ice Allocation Policy

Since the formation of the City of Cambridge in 1973, City staff have worked in concert with youth organizations to identify requirements for ice-pads, and subsequently to co-operatively plan for the use of these facilities. Meetings are held annually to review the requirements of all youth groups and to collectively decide upon priorities. Consensus is the ultimate objective in establishing user schedules, and while total consensus is not always achievable, satisfactory ice allocation plans have been agreed to since the formation of the municipality.

During the course of completing the City of Cambridge Arena Feasibility and Lifecycle Study, the consultants discussed the subject of ice allocation at some length, most with users groups and City staff. It was noted by the consultants that very few municipalities have a formal "Ice Allocation Policy". However, the consultants were strongly suggesting that such a policy was important to provide a clear understanding of municipal priorities concerning ice use and to ensure an adequate measure of equity when preparing ice allocation schedules.

City staff feel it is a good idea to formally acknowledge an ice allocation process. Further, City staff feel such a policy should be reviewed regularly with the youth ice user groups. Following, in Appendix A, is the City of Cambridge ice allocation policy.

### RECOMMENDATIONS

1. Continue to budget significant funding in the five year capital forecasts to ensure ongoing operation of the existing neighbourhood arenas (i.e. Dickson, Duncan McIntosh, Karl Homuth) until at least 2016.
2. Continue the five year structural reviews (as mandated by the Province) and budget funding for required repairs in the capital budget.
3. Conduct a formal review of the number of ice pads to be operated by the municipality, not later than 2010 to test the continued validity of the current standard of demand/supply service level, that being 7.5 ice pads until 2016. (i.e. 7 municipal operated ice pads, plus 28 hours at the Icepark).
4. Establish a funding plan, within the City's capital budget, to replace two existing single pad arenas with a new twin pad facility, prior to 2022.

5. Undertake a detailed site analysis to determine the feasibility of replacing McIntosh and Homuth arenas, with a new twin pad facility, within Churchill Park. Such study to be initiated not later 2016.
6. Develop and approve an Ice Allocation policy, which would be reviewed by City staff and ice user groups every three years from the date of adoption.
7. That when staff review the number of arenas that will be required in the long-term, with such a review being undertaken not later than 2010, and that the review also consider the need and practicality of a major arena/ multi-use facility.

(Note: Adopted by Council February 10, 2003)

## CITY OF CAMBRIDGE

ICE ALLOCATION POLICYA. PROCESS FOR ALLOCATION1. Regular Season Ice Time(1<sup>st</sup> Tuesday after Labour Day to April 30)

- Hold annual meeting(s) in May with Youth ice user groups to discuss and agree upon ice allocation for the next regular season.

Spring and Summer Ice Time

(April 1 to Labour Day)

- In December of each year, contact major users to identify requests, and to prepare an ice allocation schedule.

2. Criteria to Determine Ice Allocation

- Previous annual ice allocation
- Additional (or new) ice allocation requests
- Significant changes in registration numbers of any group
- Allocation of ice to new groups

B. DISTRIBUTION POLICY

Ice time will be allocated according to the following order of priority:

1. Regular Season Ice Time(1<sup>st</sup> Tuesday after Labour Day to April 30)Priority A

- Youth Groups
- Lease Arrangements (Junior/Senior Hockey; Skating Schools)

Priority B

- Regular yearly tournaments and special events

Priority C

- Municipal Programs

Priority D

- Regular yearly adult leagues and groups

Priority E

- School use

Priority F

- New adult requests
- Any other requests

2. Spring and Summer Ice Time  
(May to Labour Day)

Priority A

- Private sector schools and training programs

Priority B

- Municipal Programs

Priority C

- Off-season youth or adult users

Priority D

- New ice requests

## 2. Community Centres Development

The specific objectives of this paper include:

- Estimate a timeframe as to when the municipality will require an indoor aquatic facility and to determine a financial plan to accommodate this future expansion.
- To develop a conservation plan for the municipalities two existing aquatic facilities, along with a financial plan, to continue the long term utilization of these facilities.
- To establish an aquatic program allocation policy for the municipality, which target program priorities for municipal aquatic facilities.
- To identify optional delivery methods for any expanded aquatic facilities in the future.

### Critical Issues

The critical issues to be addressed can be summarized as follows:

- How much longer will the indoor aquatic facilities, operated by both the municipality and the Cambridge YMCA, satisfy community requirements for current service levels?
- How much funding will be required to conserve the municipality's indoor aquatic facilities to the year 2022?
- How much funding will be required to conserve the municipality's existing outdoor aquatic facilities to the year 2022?
- What aquatic programs/services should be a priority over the course of the planning period 2002 to 2022?
- What partnership options should be studied concerning any future expansion of aquatic facilities?

### Stakeholders

The following is a summary of key stakeholders, and the means utilized to secure their input into this process.

- Cambridge YMCA

The YMCA is a major provider of aquatic services at their indoor aquatic facility. The municipality currently has a 40 year partnership agreement concerning delivery of aquatic services with the YMCA. This agreement

will require review/renewal in 2034. City staff have on-going discussions with staff at the YMCA. The YMCA has been specifically consulted concerning the future of aquatic services and agree with the recommendations of this paper concerning future expansion of indoor aquatic facility.

- Users

Staff are continually communicating with users concerning their needs, at municipal facilities. The top program priorities continue to be the requirement for instructional programs and recreational swimming, which currently accounts for approximately 74% of all users of municipal facilities.

- Cambridge Aquajets Swim Club

The Cambridge Aquajets Swim Club currently accounts for approximately 8% of total indoor aquatic facility utilization at municipal facilities. The club was established in the 1950's, and remains the only competitive club in Cambridge. The club currently has about 110 swimmers in age range of 6 years to 18 years. The Club supports the idea of needing to expand aquatic facilities in the future. If new aquatics facilities is to be built, they would like to see such a facility designed to accommodate the needs of special interest groups, such as their own club. The Aquajets made a detailed presentation to the Master Plan Steering Committee concerning their needs in December 2001.

### Analysis of Data

#### 1. Demand/Supply Analysis

The two most significant uses of municipally operated aquatic facilities, continues to be recreational swimming and instructional program targeted at youth. Together, these two uses account for 74% of all prime time programs. Remaining pool time is distributed relatively equal amongst the Cambridge Aquajets, Aqua Fitness, school use and rentals.

Instructional programs (i.e. swim lessons) is a fundamental service that will continue to be a high priority community need. Clearly, families have a strong desire to have their children capable of swimming. At present, municipal facilities are at 66% of total available capacity concerning the demands/supply ratio for instructional programs. On average, based upon users statistics from 1996 to the present, demand for instructional program has grown about 6% per annum.

If this trend were to continue, existing capacity to address instructional demand at municipal facilities would be fully consumed in 7 to 8 years. However, given the current population forecast suggests that the 0 to 20 year age band will be the lowest growth area in the coming 15 to 20 years, the current annual growth in instructional programs may not continue at 6% per annum. Capacity levels will require continued monitoring.

Recreational swimming currently accounts for about 49% of pool use by the community. This activity attracts all age levels and will be affected by growth.

Other demands forecasted for pool use in the future include: increasing demand for rehabilitation programs for older adults; demand for specialized uses (i.e. Aquajets); and aqua-fit programs for health minded older adults. Further, the demand for additional pool times for private rentals is already evident but not largely pursued, as prime time addresses instructional and recreational activities as a priority. In discussions with the Cambridge YMCA, they are experiencing similar trends and demand/supply relationships.

## 2. Conservation Costs – Existing Municipal Facilities

The municipality currently operated two indoor and three outdoor aquatic facilities. Specific audits have been undertaken for all facilities, providing a framework to plan and budget for the continued use of these facilities. The current cost projection to conserve all existing municipal indoor/outdoor aquatic facilities is estimated to be approximately 4.2 million dollars for the period 2002 to 2022.

## 3. Aquatic Facility Use – Allocation Policy

As noted previously, the two greatest demands for aquatic facilities in the municipality are instructional programs and recreational swimming, which account for 74% of existing prime time use. There is also a very high priority to accommodate youth. Appendix (A) is the proposed allocation policy which guides programming of municipal aquatic facilities. Obviously, this policy needs to be monitored over time, and amended as required to reflect changing demands and Council preferences in establishing program priorities.

## CITY OF CAMBRIDGE

## AQUATIC PROGRAM – ALLOCATION POLICY

A. Purpose

To ensure that the Aquatics Program operated by the municipality, is responsive to community needs, and established in an effective, efficient and equitable manner. Further, to ensure that youth in the community, being the largest consumer group in aquatic facilities, are given priority, in the allocation of program time.

B. Process for Allocation

Municipal staff plan aquatic programs on a seasonal basis, and establish registration procedures to ensure, to the best of the municipality's ability, that the process is as equitable as possible for all potential users. Using established criteria, the aquatic program is determined.

C. Criteria to Determine Allocation

1. User Statistics – by program.
2. Public demands for traditional services.
3. User trends – Local and Global
4. New Requests

D. Program Priorities

1. Instructional Programs (e.g. swim lessons)
2. Recreational Swimming
3. Aquafitness Programs
4. School Use
5. Specialty Clubs (e.g. Swim Club)
6. Facility Rentals/Special Events
7. New Requests

#### 4. Future Delivery Options

At present, the municipality has a mixed delivery system. The municipality operates 2 indoor and 3 outdoor facilities. The municipality also has a major long term partnership with the YMCA. The current arrangement with the YMCA began in 1996 and will continue until at least 2036. This combined approach to delivering aquatic programs has been highly successful and extremely cost effective. It is strongly suggested by City staff, that the development and operation of any expanded aquatic facilities in this community, must involve detailed discussions with the YMCA, as to possible partnership opportunities in providing such expanded facilities.

#### RECOMMENDATIONS

1. Establish a specific plan to pursue the construction of an additional indoor aquatic facility, not later than 2022, including the proposed financing of such a facility.
2. Establish a capital budget conservation plan for the continued use of existing indoor/outdoor municipal aquatic facilities and include an annual location in each capital budget plan for Council's consideration.
3. Prior to construction of any expanded aquatic facilities, the YMCA be contacted to determine their interest in establishing a partnership arrangement with the City, in development and/or operation of such a facility.

### 3. **Playing Fields Development**

Cambridge Youth Soccer is the fastest growing youth organization in Cambridge. In excess of 4,000 youth are participants of the outdoor soccer program. City staff continue to work with Youth Soccer to provide an adequate supply of playing fields to meet the growing demand. City staff have identified short term requirements to consider putting in lights at two existing high schools (i.e. St. Benedicts and Jacob Hespeler). Lighting will double the capacity for youth soccer programs at these locations. City staff will continue to assess demands and seek alternative to accommodate the outdoor program. Funding on a continuing basis will be required within the Capital Budget to ensure adequate supply of playing fields for the community.

#### 4. **Indoor Soccer Facility**

City staff and representatives of Cambridge Youth Soccer have ongoing communications concerning the concept and funding alternative for an indoor facility to be located at the back of Riverside Park. Cambridge Youth Soccer currently operates an indoor program using school gymnasiums. The demand for available school gymnasium facilities by various community groups; the new fees established by the Boards of Education for after school use of those facilities; and the growing number of youth interested in participating in indoor soccer, has put increasing pressure on the requirement for a significant indoor facility for this activity.

Cambridge City Council, has identified an allocation of \$2 million dollars in their current approved 2007 capital budget. These funds are intended to pursue the development of an indoor facility for soccer. The partnership calls for \$1 million dollars to be raised by Cambridge Youth Soccer, through the community, with the City of Cambridge matching those funds to accomplish the overall project.

Cambridge Youth Soccer is actively pursuing their fund raising program.

Cambridge Youth Soccer and City staff will continue to work towards this objective, or any other plan that might secure an indoor facility for the municipality.

## E. PARKS AND OPEN SPACE PLANNING

### 1. Parkland Development

The specific objectives of this position paper include:

- To establish future priorities for parks and open space into 3 timeframes, ie. short term - 1 to 5 years; mid-range, 6 to 10 years; and long range - more than 10 years, and to develop a plan to accommodate those priorities.
- To update the existing inventory of parks and open spaces.
- To review the municipality's partnership with the Boards of Education, specifically as it pertains to parks and open space development, and to identify opportunities and issues within this relationship for the period 2002 – 2022.
- To review the continued adequacy of existing open space classifications/definitions, along with design/development criteria and guidelines for open space development.

### Critical Issues

The critical issues to be addressed can be summarized, as follows:

- What are the capital costs of maintaining the current level of service relating to park facilities and land inventory?
- How much additional land will be required in the parks and open space inventory, to meet requirements for the next 20 years? What will the land purchases cost, and how will they be funded?
- What new significant operational/maintenance expenses can be anticipated with projected growth of land inventory?

How will changes in the new funding formula for the Regional Boards of Education impact on traditional approaches to park/school land use planning, and what opportunities remain for partnerships?

## Stakeholders

Following is a summary of key stakeholders, and the means utilized to secure their input into the process:

### Users

Staff communicate with users on a regular basis concerning their needs. Formal organized user groups meet with staff periodically to assess their requirements and the City's ability to address these needs through the normal budgeting process. Individual users also contact staff regularly with issues concerning the parks/open space system.

### Regional Boards of Education (Public/Catholic)

The municipality has a long-standing practice of discussing areas of mutual interest with respect to land-use planning and other potential partnerships. City staff meet with School Board staff to discuss the Board's accommodation plans for new and existing schools. Discussions also centered on other potential partnership arrangements with the Boards of Education.

### Analysis of Data

#### Future Requirements (Parks/Open Space Inventory)

This plan is intended to address the period 2002 to 2022. In order to be more specific, future requirements have been assessed based upon three planning periods. (ie. short, mid and long range).

#### Short Term (ie. 2003 – 2007) Priorities

Phase I for the development of South East Galt has been initiated. There is potential for several thousands of residents to live in this area of the municipality over the next 10 to 15 years. It is felt that such growth will necessitate a large park/open space/community centre to meet recreational requirements of future residents. It is felt that 10 - 15 hectares (ie. 20 to 30 acres) of park/open space will be required to accommodate a 30,000 square foot community centre, playing fields and parking area. The possibility of expanding the size of the project should be explored with the Boards of Education, as they have tentatively identified two elementary school sites in South East Galt. (ie. Catholic Board – 2011) (Public Board – 2007).

There may also be an opportunity to partner with the Cambridge Library and Galleries on this project.

In order to address this requirement, City staff will be suggesting a review of the existing community plan, to allow for a 10 to 15 hectare block to be reserved for this possibility.

#### Neighbourhood Parks Development

As new subdivisions develop, the municipality plans for green space on a neighbourhood level. Within the current approved Capital Budget, funds have been allocated for a neighbourhood park in each of five years of the capital forecast.

#### Multi-Use Trail Development

The Cambridge Trails Advisory Committee currently has an approved capital budget allocation on an annual basis, of \$150,000. It will be important to maintain these funds to allow development of the trail system in accordance with the specific master plan for trails development in the community in order to address the expectations of the public for the trails system.

#### Hespeler Village River Activation Project

The purpose of this project is to establish a Hespeler Village River Activation Master Plan for the City of Cambridge, which strategically uses the Speed River in the interests of fostering and improving social, environmental and economic well-being.

This project will be addressed by a steering committee established outside of the terms of reference of this Master Plan for Parks, Recreation and Open Space.

#### Parks Critical Maintenance Fund

Currently, the Parks and Open Space Inventory for the City of Cambridge, includes approximately 1,050 acres of developed and passive land; including a variety of buildings, facilities, sports fields, playground, stadiums, trails, picnic shelter/pavilions, walkways, and other assorted equipment.

In order to properly and safely maintain the existing inventory, it will be vital for the municipality to ensure that there are regular conservation funds approved in budget to accommodate the City's Parks and Open Space Inventory.

Mid Range (ie. 2009 – 2013) Priorities

- South East Galt Community Scale Complex (Recreational Facility/Library/Schools)

Assemble a 10 to 15 hectare block in the South East Galt community plan for a future possible community scale complex including such uses as a recreation facility, a library, schools and parkland.

- West Hespeler Watershed Study/Community Plan

This plan has been initiated and will eventually lead to development and approval of a community plan for this area. It is likely that additional lands will be required for a community park/centre concept, to accommodate growing demands for such facilities in the long term.

Long Range (ie. beyond 2013) Priorities

Development of a city wide park/community centre, as part of the West Hespeler Community Plan.

2. Partnerships with Regional School Boards (Public/Catholic)

The school boards are working with a new funding formula which focuses on instructional priorities, and therefore limits the Board's flexibility to partner with municipalities concerning joint land use planning and/or other non-instructional projects. As a result, the municipality faces the following challenges in partnering with school boards.

- Joint sites for school/neighbourhood parks will be smaller, unless the municipality decides to individually purchase more open space for playing fields and the general open area.
- Some existing school sites, both secondary and elementary, could be abandoned in developed areas where demographics have significantly shifted, which allows funding for new schools in new growth areas. Such sites would be made available to the municipality, at fair market value, however, this creates funding issues for the purchase of such properties. If the municipality opts not to purchase such properties, this can lead to open space deficiencies.

- The municipality has a parkland "5% cash-in-lieu" reserve fund, as per the Planning Act, to utilize for parkland purchase. However, as a result of dealing with provincial downloading and funding cutbacks, this reserve has been extensively used for other purposes, and has left a shortfall of funding for new parkland purchases. A concerted effort is required to protect these funds for the intended purpose, in future budgets.

### 3. Future Operational/Maintenance Issues/Costs

The municipality has responsibility for approximately 1,050 acres of developed and passive parkland/open space. In addition, there are numerous park maintenance buildings, facilities within parks used by community groups, playground structures, sports fields, fountains, spray pads, stadium and numerous roads/pathways to be maintained.

The requirement for ongoing conservation funds to address the parks and open space infrastructure will be absolutely essential on a continuing basis throughout the life of this plan.

## **2. Trails (Riverbank Development)**

The Trail Study was adopted by Cambridge City Council in October of 1996. There is a specific background document made available which was produced in April 1996 entitled "Cambridge City-Wide Multi Use Trails Study". This background document provides a detailed view of needs and suggested implementation plans to move towards implementation of a City-Wide Multi Use Trail system.

Some of the key action plans identified in the background document - recommendation section, can be summarized as follows:

- The Trail focus of Cambridge City-Wide Multi-Use Trail System, should be primarily off-road multi-use trail system for non-motorized uses, principally for walking, recreational or touring cyclists, hikers or in some locations - rollerblades.
- The report calls for the development of an implementing body (ie. a trail committee) which would be an advisory committee of Council and which would oversee the development of the trail system, in conjunction with City staff.
- The plan calls for ongoing annual funding for enhancement of the trail system, and funds are currently available in each year of the approved 5 Year Capital Forecast.

### 3. **Open Space System Classifications and Definitions**

The Master Plan uses the same classifications of Open Space as found in the Cambridge Official Plan; with a further elaboration of Class 1 - Conservation into three subgroups.

The Open Space System classification is as follows:

Class 1 - Conservation - 1A - The River System  
- 1B - The Linear System  
- 1C - Recreational Woodlots

Class 2 - Major Recreation Areas

Class 3 - Cemeteries

Class 4 - Neighbourhood and Community Recreation Areas

Class 1 - Open Space - Conservation (composed of the River, Linear and Recreational Woodlot Subsystems)

- Class 1A - The River System

The river system comprises the valleys and floodplains of the Grand and Speed rivers; to be developed as major greenbelt corridors connecting passive and active recreation areas. This system is elaborated by long range plans prepared by City staff and the Riverbank Development Advisory Committee.

- Class 1B- The Linear System

The linear system comprises those lands identified as having the potential to provide a pedestrian with physical continuity between areas of overall open space and between major residential, commercial and employment areas of the City.

- Class 1C - Recreational Woodlots

Those woodlots which function as an environmental resource with potential for passive and active recreation opportunities.

Class 2 - Open Space - Major Recreation Areas

Open space which includes large scale recreation facilities to supply active and passive recreation activities on a city-wide basis for the City's total population.

### Class 3 - Open Space - Cemeteries

Cemeteries which also act as an urban amenity resource by providing pleasing landscaped lands and limited recreational use opportunities within the City.

### Class 4 Open Space - Neighbourhood and Community Recreation Areas

Open space which provides recreation activity areas and facilities directly to the residential neighbourhoods or communities in which they are located.

### Class 1A - The River System

#### Goals and Policies:

To use the river system as a major unifying element for the citizens of Cambridge by:

- developing a major greenbelt corridor defined by the valley walls of the Speed and Grand Rivers on which the communities focus; and
- developing a network of minor greenbelt corridors focusing on residential, recreational and institutional areas as defined by the floodplains and valley walls of tributaries of the Grand and Speed rivers.

#### Preservation, Conservation

To preserve significant existing natural areas along riverbank lands by:

- discouraging development upon them or developments both upstream and downstream which would detrimentally alter their present state
- restoring significant natural areas which has received minimal impact from urbanization
- ensuring control of sensitive areas to preclude further urban encroachments
- co-operating with other agencies providing preservation and conservation measures

### Education

To provide the opportunity for acquiring knowledge of the rivers' natural environment, heritage, and history by:

- encouraging participation in river oriented experiences
- promoting activities in co-operation with other public and private concerns.

### Recreation

To provide passive and active recreation opportunities by:

- establishing activity areas and greenbelt corridors connecting these areas
- using greenbelt corridors in the development of hikeway/bikeway routes
- promoting water oriented activities
- encouraging the use of special events along riverbank lands to increase recreational use and participation

### Tourism

To promote the river system as a destination for visiting tourists by:

- providing information services, and advertising with other public agencies involved in tourism promotion when feasible and appropriate

### Floodprone Lands

- The City will co-operate with the Grand River Conservation Authority and other government authorities in the planning and development of flood vulnerable lands for parks, recreation and public open space uses.
- The City will encourage the use of storm water management techniques in the design of public open space. The City will also encourage recreational use on lands designated for storm water management purposes when appropriate.

## Class 1B – The Linear System

### Goals and Policies:

To provide physical amenities for pedestrian access within the City by:

- developing a primary corridor and penetrating subroutes connecting major residential, open space, institutional and employment areas of the City
- developing a complementary network of minor routes focusing on neighbourhood and community units as defined by schools and neighbourhood recreation areas to be connected to the primary corridor
- designating, where necessary, portions of local streets bikeways/walkways with appropriate signage and implementing traffic policies
- encouraging other public agencies to assist in acquiring or controlling lands for pedestrians travel within linear corridors
- negotiating easements or land use agreements over private lands where necessary
- encouraging the development of abandoned railway lands for linear open space purposes
- connecting new development areas to the existing open space by requiring a linkage system for plans of subdivision and other major development proposals: and by using subdivision agreements to supply land for such purposes where appropriate

### Recreation

To provide year round recreation opportunities and accommodate pedestrian access to recreation areas by:

- providing continuous interesting linear open space corridors focusing on features of a city wide interest
- co-ordinating with other agencies providing similar opportunities such as the Speed River Trail Association
- providing variety in corridors for hikeaway, bikeway and walkway uses

Transportation

To establish a network of safe and efficient pedestrian and bicycle links from residential area of employment and commercial activity

- to provide adequate signage

CLASS 1C - RECREATIONAL WOODLOTSGoals and Policies:Preservation, Conservation

To preserve existing significant woodlots by:

- discouraging urban encroachment upon them
- encouraging other public agencies such as the Grand River Conservation Authority to acquire and preserve woodlots
- undertaking proper management of City owned woodlots through the Office of the City Forester through tree maintenance of existing woodlots and reforestation of deteriorating woodlots
- requiring temporary fencing of city owned woodlots via subdivision agreements prior to construction in new subdivisions to prevent damage to the woodlot or unauthorized tree removal
- identifying those woodlots which have a high recreation potential because of their location or composition
- acquiring significant woodlots in new development areas through parkland dedication where a need is demonstrable

Recreation

To provide recreation opportunities by;

- providing passive and active recreation functions within woodlots when appropriate
- obtaining use agreements with other public agencies and private land owners for recreation easements through their woodlots
- using woodlots in the development of the linear system

### Education

To provide opportunities for nature display and study by:

- providing information on the location of significant woodlots in Cambridge and environs
- encouraging the development of interpretative facilities and programs in woodlots areas

## CLASS 2 - MAJOR RECREATION AREAS

### Goals and Policies:

#### Recreation

To accommodate the diversity of recreational needs by:

- ensuring that facilities for a full range of active and passive recreation opportunities are provided which maintain a city-wide identity
- promoting multiple recreation uses of facilities to generate year round use
- promoting cultural and social uses of facilities

#### Location

To determine the best locations for major recreation areas by considering the following factors:

- special site requirements of the proposed use (such as downhill skiing)
- desirability of the site to be accessible to the whole city population
- incorporation of the site into the overall scheme of open space in the city and as a focal point in the linear system

#### Accessibility

To ensure safe and easy access by:

- providing adequate off-street parking according to the standards specified in the official plan and comprehensive zoning by-law

- separating pedestrian and vehicular traffic where possible
- providing parking facilities, entrances, exits, walkways, ramps, washrooms etc., to accommodate the handicapped and infirm
- servicing the area by public transit

### Tourism

To promote tourists use of facilities by:

- providing information services and advertising with other public and private interests on facilities and programs where feasible and appropriate

### Aesthetics

To provide aesthetically pleasing facilities by:

- incorporating existing landscape or terrain features in the development of major recreation areas
- using design, construction techniques and materials which promote beauty as well as function
- providing planting screens and other forms of buffers to minimize potential conflicts with adjacent land uses

### Education

To increase public awareness and use by:

- ensuring that introductory programs to increase participation are offered
- providing information service, appropriate advertising and encouraging public feedback

To ensure that the number, type, size and location of major recreation areas remains adequate by:

- adopting guidelines for the provision of arenas and indoor pools based on population

- adopting guidelines for major City parks which specify:
  - i) the minimum size in hectares
  - ii) the minimum provision in hectares per thousand residents
- assessing existing deficiencies
- projecting future demand
- determining priorities for alleviating demand
- developing a maintenance and replacement program for major building facilities to ensure safety and longevity of facilities (ie. Aging Plant Study)
- assessing appropriateness of privatization/revenue generation programs during development of major facilities

### GUIDELINES

- identifying future sites and amending the official plan and zoning by-law to permit major recreation uses
- providing an adequate amount of land for major complexes in new development areas
- continually assessing public use and satisfaction to identify changing needs

The guidelines for major city parks may be reduced where there is significant provision of open space in conservation areas. The guidelines for indoor pools and arenas may be reduced where there are facilities provided by the private sector or other public agencies.

### CLASS 3 – CEMETERIES

#### Goals and Policies:

To provide adequate cemeteries for citizens by:

- developing cemeteries in accordance with The Cemeteries Act of Ontario and By-law 523 of the City of Cambridge
- completing a master development plan for each cemetery and forecasting the time for it to reach its maximum capacity

- acquiring new cemetery lands which have suitable soil, water and sloped conditions conducive to efficient burial operations
- expanding existing cemeteries through adjacent land acquisition where feasible for efficient operation and continuity

### Aesthetics

To provide a pleasant atmosphere of quiet contemplation and remembrance by:

- retaining significant existing vegetation and natural features where conducive to efficient cemetery operation
- supplementing natural vegetation with the planting of shrubs and trees, especially specimen trees to establish tree preserves
- using planting screens which will delineate burial grounds from adjacent passive recreation uses and screen burial grounds from other uses

### Recreation

To integrate cemetery lands into the open space system without interfering with quiet remembrance by:

- using cemeteries where appropriate as linear open space
- allowing passive recreation on open space lands peripheral to burial grounds including walking, nature observation, jogging, cycling and other non-competitive activities
- encouraging the development of interpretive and historical walking tours

## CLASS IV = NEIGHBOURHOOD AND COMMUNITY RECREATION AREAS

### Goals and Policies:

#### Recreation

To provide neighbourhoods and communities with a diversity of recreation opportunities according to their needs by:

- attempting to centrally locate facilities in the areas which they serve

- combining neighbourhood and community recreation areas with other open space to maximize multiple use
- negotiating with other public and private agencies to encourage combined or shared use of facilities
- analyzing the social character of a neighbourhood or community in determining needs
- consulting neighbourhood and community recreation groups, associations and citizens in the planning and development of facilities

### Education

To increase public awareness and use of neighbourhood and community open space by:

- providing information services, appropriate local advertising and encouraging public feedback
- using community and neighbourhood groups, associations, and citizens to disseminate information and provide feedback

### Accessibility

To ensure that neighbourhood residents using neighbourhood and community recreation areas have the greatest opportunity for safe physical access by:

- providing pedestrian access which will minimize conflicts with traffic or other hazards
- integrating these recreation areas into the linear open space system

### Orientation

To establish a sense of community and neighbourhood identity by:

- making recreation areas focal points for the neighbourhood and community
- employing local historic features or factors, neighbourhood character, and neighbourhood input in the naming of facilities

### Aesthetics

To beautify the urban environment by:

- using recreation areas for the separation of conflicting land use where appropriate
- screening recreation areas from adjacent incompatible uses
- acquiring small incidental spaces in the community for the purpose of urban amenity when appropriate
- clearly demarcating property lines between recreation areas and adjacent uses to prevent encroachment

### Guidelines for Neighbourhood and Community Recreation Areas

To ensure that the number, type, size and distribution of facilities and recreation areas is adequate by:

- adopting guidelines for both neighbourhood and community parks which specify:
  - i) the service radius in kilometers
  - ii) the minimum size in hectares
  - iii) the minimum provision in hectares per thousand residents within the service radius
  - iv) the minimum frontage requirement in meters
- considering where feasible, the provision of portable, temporary play equipment in partially completed residential development areas where a park is planned but has not been constructed when:
  - i) substantial completion of the residential development area is not expected to occur within the next 3 years
  - ii) demand has been demonstrated by requests of neighbourhood/community groups
  - iii) a minimum of 200 households exist within a .5 kilometer service radius where no other public recreational facilities are provided

- considering development of neighbourhood and community recreation areas when:
  - i) 80% of residential development within service radius guidelines has been completed
  - ii) demand has been demonstrated by requests of neighbourhood/community groups
  - iii) no other public recreation facilities are provided within the service radius guidelines

The guidelines may be reduced where there is significant tandem effect produced by the proximity of neighbourhood, community and city parks to each other or to other open space of facilities provided by the private sector or other public agencies.

**4. City of Cambridge Recreational, Open Space and Facility Guidelines**

1.\* Considering where feasible, the provision of portable, temporary play equipment in a partially completed residential development areas where a park is planned, but has not been constructed when:

- 1) substantial completion of the residential development area will not occur within the next 3 years
- 2) demand has not been demonstrated by the requests of neighbourhood/ community groups
- 3) minimum of 200 households exist within a .5 kilometer service radius where no other public recreation facilities are provided.

2.*	Neighbourhood Recreation area (Class 4 Open Space)	0.4 ha per 1,000 population 0.5 km service radius 2.0 ha minimum size 20 m minimum frontage
-----	--	--

3.	Community Recreation area (Class 4 Open Space) ha minimum size	0.8 ha per 1,000 population 1.0 km service radius  50 m minimum frontage
----	---	---

4. Considering development of Neighbourhood and Community Recreation Areas when:

- 1) 80% of residential development within service radius guidelines has been completed
- 2) demand has been demonstrated by requests of neighbourhood/ community groups
- 3) no other public recreation facilities are provided within the service radius guidelines

5.	Major City Park (Class 2 Open Space)	1.8 ha per 1,000 population minimum size 30 ha
----	--------------------------------------	---

6.	Conservation Major Recreation Area and Other (Class 1 and 2 Open Space)	no guideline
----	---	--------------

7.	Arenas	1 per 15,000 population
----	--------	-------------------------

8. Indoor Pools 1 per 35,000 population
9. Park dedication as regulated in the Planning Act of Ontario.
10. Cash-in-lieu of parkland dedication should be used for neighbourhood or community recreation area development and acquisition.

Note: \* asterisk indicates guidelines added to those found in the 1984 Master Plan

**F. SUMMARY OF FINANCIAL IMPLICATIONS****1. Operating Budget (2003 to 2005)**

<u>Year</u>	<u>Item</u>	<u>Estimated Cost</u>	<u>Current Status</u>
2003	Marketing Plan (Seniors)	\$15,000	Approved
	Special Event Staffing Support (Co-op Student and Overtime)	\$14,500	Approved
	Special Event Equipment (One Time Expense)	\$15,000	Approved
	Youth Website (One Time Expense)	\$5,000	Approved
2004 (proposed)	Volunteer Recruitment and Promotion Package (One Time)	\$10,000	Pending
	Volunteer Training Library (One Time)	\$6,000	Pending
	Skateboard Equipment Replacement	\$20,000	Pending
	Hire Youth Co-ordinator (Salary/Fringe Benefits)	\$57,500	Pending
	Funding Support for Volunteer Recruitment/Recognition	\$12,000	Pending
	Youth Newsletter/Special Events	\$13,200	Pending
2005 (proposed)	Administrative Support to 13 Special Event Groups	\$13,000	Pending
	Skateboard Equipment Replacement	\$20,000	Pending

**2. Capital Budget – New Funding**

Short Term (2003 to 2007)

<u>Year</u>	<u>Item</u>	<u>Estimated Cost</u>	<u>Current Status</u>
2003	Playing Field Lighting (Jacob Hespeler Field)	\$150,000	Approved
	Inclusion/Access Funding (Budget Annually)	\$50,000	Approved
	Conservation of Buildings, Properties, Equipment (Budget Annually)	\$850,000	Approved
2004	Sports Field Development	\$300,000	Pending
	Youth Centre Partnership (with Y.M.C.A.) for 5 years (Total Contribution: \$250,000)	\$50,000	Pending
2005	Sportsfield Development	\$300,000	Pending
2007	Land Acquisition – New Recreation/Park/Community Centre	\$1,500,000	Pending
	Indoor Soccer Facility	\$2,000,000	Pending
<u>Mid Term</u>	<u>(2008 – 2013)</u>		
	New Community Scale Recreation Centre/Park	6 – 10 million	Pending
	Wellness Centre for Older Adults	1.5 to 3 million	Pending
<u>Long Term</u>	<u>(2014 – 2019)</u>		
	New Arena Twin Pad (replaces 2 existing single pads)	11- 15 million	Pending