

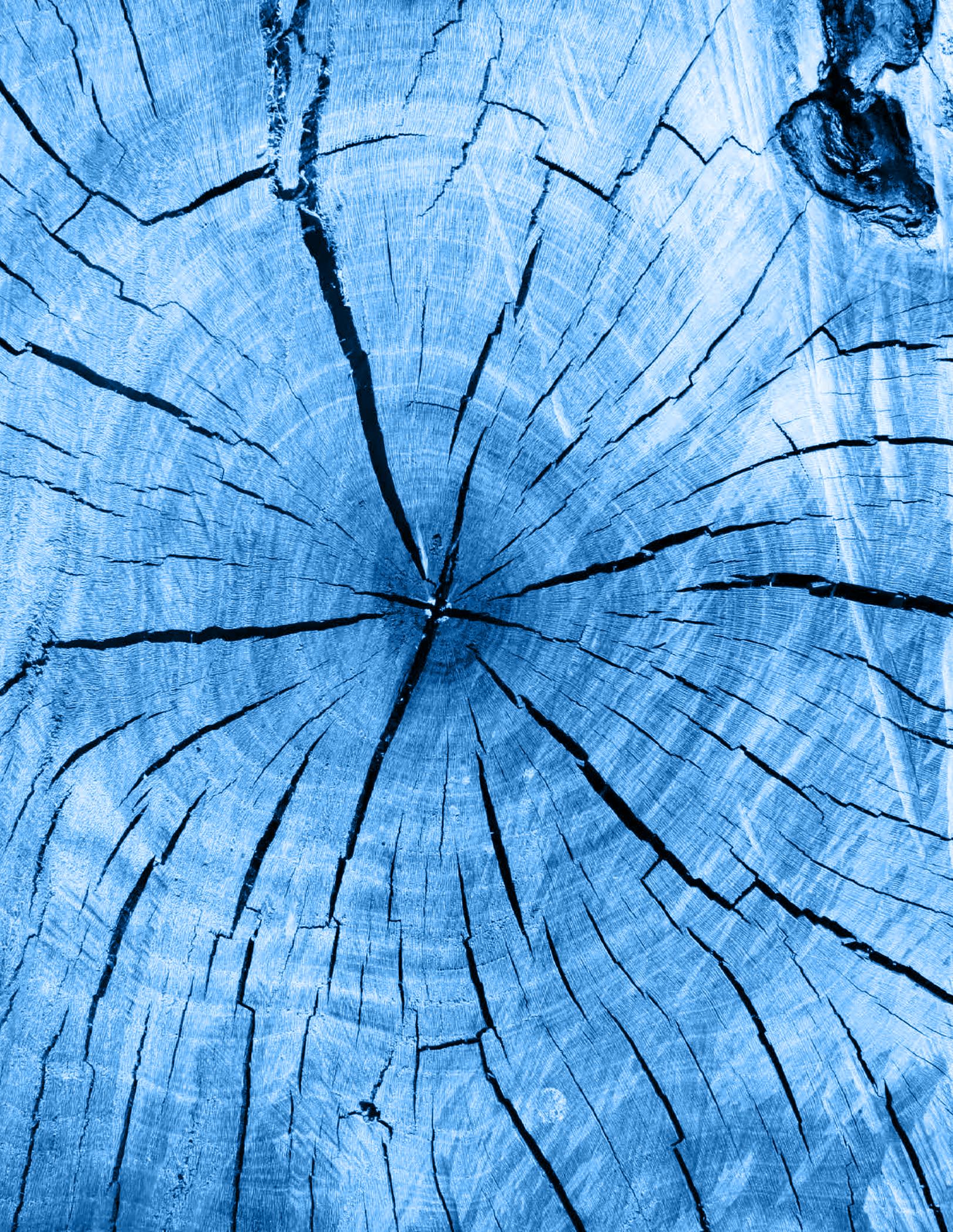


Regional District of Central Kootenay: Area H & the Villages of Slokan, Silverton, and New Denver

Recreation Master Plan

Final
February 2016







Regional District of Central Kootenay: Area H & the Villages of Slocan, Silverton, and New Denver

Recreation Master Plan



The following Recreation Master Plan has been developed through broad public engagement, due diligence, and the compilation of varying levels of internal and external qualitative and quantitative information.

The intent of this Plan is to guide decision making with regards to future recreation facilities and services provided by the Regional District of Central Kootenay in Area H and the Villages of Slocan, New Denver and Silverton with consideration to all associated stakeholders, including regional partners, other levels of government, local non-profit volunteer groups, and the private sector.

Once accepted by the Recreation and Parks Commissions and the Regional District of Central Kootenay Board of Directors, this document will provide guidance for future decision making. Although the potential elements in the Plan, including policy and protocol and recommended new and/or upgraded infrastructure, are not binding, the Plan will be relied upon by all stakeholders as a valid and agreed upon resource.

Executive Summary

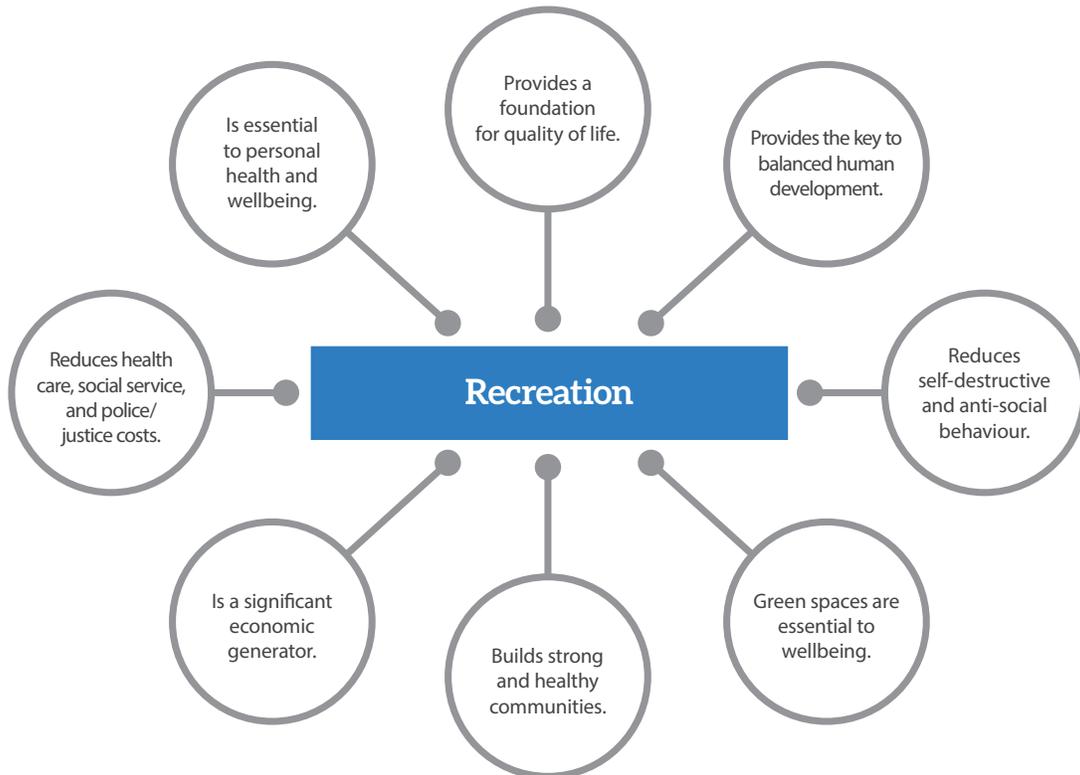
“Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing.”

—(A Framework for Recreation in Canada 2015: Pathways to Wellbeing)

The following Recreation Master Plan will guide decision making and service delivery efforts of recreation stakeholders from the Regional District of Central Kootenay in Area H and the Villages of New Denver, Silverton, and Slocan for years to come. The Plan has been built upon thorough public engagement and research and was developed under the guidance of a steering committee comprised of commissioners from the various recreation and parks commissions throughout Area H. Of note is that this Plan demonstrates strong alignment with the Framework for Recreation in Canada 2015: Pathways to Wellbeing and positions Area H and the Villages to benefit from the national momentum surrounding it.

Recreation opportunities lead to many benefits through Area H and the Villages. These benefits are the justification for publicly funded facilities and services and are fundamental to the vision for recreation services:

We envision a region in which everyone is engaged in meaningful, accessible recreation experiences that foster: individual wellbeing; community wellbeing; and the wellbeing of our natural and built environments.

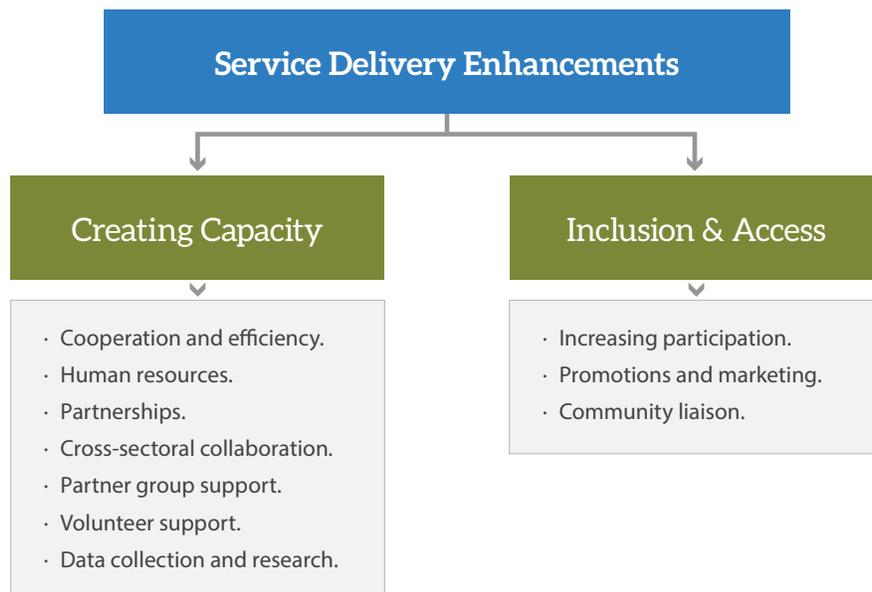


Key findings from the consultation and research conducted during the development of the plan include the following:

1. Recreation, especially outdoor recreation, is valued and important to resident quality of life.
2. Key barriers to participation in recreation include cost, lack of awareness of opportunities and transportation.
3. Enhanced marketing and promotions efforts would lead to higher levels of participation in recreation activities.
4. A number of recreation facilities and spaces throughout Area H and the Villages are ageing and will require investment to sustain current service levels.
5. Volunteers are vital to the delivery of recreation opportunities.
6. There is demand for new and enhanced recreation facilities and spaces.

Based on these findings, other aspects of research and consultation and in achieving the vision outlined, the project steering committee identified and agreed to strategic recommendations in the areas of service delivery, infrastructure, and programming.

Service delivery enhancements outlined include outlining ways in which the commissions and municipalities in Area H can create capacity within the recreation delivery system as well as way that stakeholders can ensure inclusion and access to recreation opportunities. Recommendations around how all stakeholders can work together, thereby optimizing resources, are presented as is a framework for assessing and leveraging partnerships in the provision of services and infrastructure. Direction is provided as to how to support and sustain volunteer involvement in recreation services delivery and guidance around promotions and marketing, including motivating participating, is also provided.



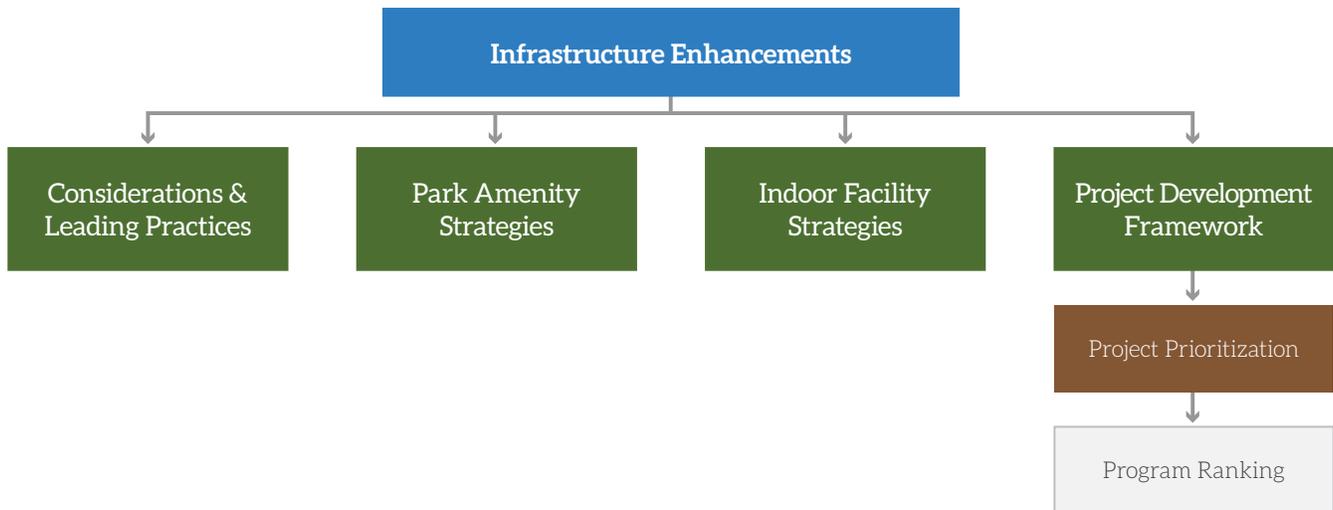
Recommendations are also presented for the provision of specific recreation opportunities and programs. Focus areas such as provided unstructured and scheduled opportunities, to fit busy lifestyles, as well as focus on getting more residents more active and providing opportunities for residents to “connect with nature” are highlighted.

No significant changes to how programs and opportunities are delivered are suggested but new areas of opportunity and program focus are outlined based on the findings of consultation and research.

The Plan also provides guidance on the future of recreation infrastructure in Area H and the Villages. Specific strategies are outlined for park amenities as well as indoor recreation facilities. Highlights of these recommendations include:

- The development of regional recreation facilities and trails master plans are recommended.
- The future development of indoor facilities in Area H, should it be justified, is recommended to occur in the southern portion of Area H and would be subject to feasibility analysis considering markets within Area H but also adjacent service areas (including the City of Castlegar and/or Nelson).
- Consideration may be given to the development of new ice arenas or field house facilities in Area H; indoor swimming facilities are less likely to be justified.

Guidance is also provided on how to prioritize future infrastructure projects and leading practices as to how to plan, operate, and maintain existing and new indoor and outdoor spaces are also included.



Finally, financing considerations for current and potential new recreation investment including recommendations around setting user fees, leveraging sponsorship, and accessing non-traditional forms of revenue to offset program and facility costs are proposed.

This Master Plan represents the feedback and perspective of a number of different stakeholders including, but not limited to, representatives of the Villages of Silverton, New Denver, and Slocan, the Regional District of Central Kootenay, and various volunteer and non-profit groups throughout Area H and the general public. It is meant to be a tool for future decision making regarding recreation services and infrastructure and the recommendations herein are intended to garner the most community benefits from existing and future public investment in these values and essential services. Recreation is important to resident quality of life and is a justified public investment; the recommendations, frameworks, and strategies outlined herein will optimize this investment and create enhanced benefit within Area H and the Villages of New Denver, Silverton, and Slocan for years to come.

Acknowledgments

Great communities are built through active citizen involvement and engagement in planning and public service provision. Thank you to all of those who were engaged in the Recreation Master Plan process.

More specifically, thanks go out to:

- Residents of the Area H and the Villages of Slocan, Silverton, and New Denver for participating in the household surveys and public events;
- Elected officials, commissioners, and administration who completed surveys and participated in interviews and meetings;
- Representatives of volunteer groups and recreation stakeholders who answered questionnaires and attended meetings to discuss their needs; and
- All other key stakeholders who provided information and attended meetings when asked.

Special thanks go to the Project Steering Committee and project liaison who provided advice, information, support, and opinions; who recognized the importance of investing in long range planning; and who displayed the fortitude to make decisions in the best interest of the Area H, the Villages of Slocan, Silverton, and New Denver and the entire Regional District of Central Kootenay.

Project Steering Committee:

- Walter Popoff—RDCK Director, Area H
- Jessica Lunn—RDCK Director, Slocan (Mayor, Slocan)
- Leah Main—RDCK Director, Silverton (Councillor)
- Ann Bunka—RDCK Director, New Denver (Mayor, New Denver)
- Jason Clarke—Chair, Recreation Commission #6 (Mayor, Silverton)
- Christ Nichol—Chair, Recreation Commission #8
- Richard Allin—Chair, Roseberry Parklands and Trails Commission
- Tom Bradley—Chair, Winlaw Regional Nature Park
- Denise LeMoyné deMartingny—RDCK Slocan Valley Programmer

And last but not least, the **Consulting Team:**

- Mike Roma, RC Strategies
- Rob Parks, RC Strategies
- Stephen Slawuta, RC Strategies
- Ryan Schwartz, RC Strategies
- Lauren Hawkins, RC Strategies

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Section 1

Introduction and Methodology

The Regional District of Central Kootenay (RDCK) offers and supports many regional recreation, culture and parks services and facilities. The intent of this Master Plan is to enhance the future provision of these services and facilities by establishing community-based priorities for recreation, parks, and leisure facilities services.

This Plan provides a framework for making decisions, based on an assessment of the aspirations, needs, priorities, and financial abilities of residents of Area H of the RDCK and the Villages of Slocan, Silverton, and New Denver.

In order to develop this Master Plan, a number of key consultation and research steps were undertaken. The following chart explains these steps.



Primary research facilitated during the development of this Plan included:

- **A household resident survey:** a statistically reliable mail out survey sent to all households in Area H and the Villages of Slocan, Silverton, and New Denver and completed by 361 households;
- **A web-based resident survey:** facilitated on the Regional District of Central Kootenay website and completed by 100+ residents;
- **A stakeholder survey:** questionnaires sent to organized groups in the region and completed by 33 groups;
- **Stakeholder group interviews and sessions:** 14 individual and/or group discussions with local recreation and parks delivery stakeholders; and
- **Various other telephone and personal interviews and meetings** with municipal administration, elected officials, and community group stakeholder representatives.

Secondary research conducted for the project included:

- Information gathering from comparable communities regarding facility and services inventories;
- Analysis of provincially collected data describing municipal expenditures;
- A review of recreation industry publications; and
- A review of municipal strategic planning documentation.

Section 2

Planning Context

The development of a Recreation Master Plan needs to consider both local strategic planning (including but not limited to recreation), as well as local, regional, and national recreation specific initiatives and planning. A summary of pertinent background information is presented in the State of Recreation report and sets a planning context for enhancing recreation service provision. Pertinent background studies presented in the State of Recreation report (found in the Appendix) and referenced throughout the Master Plan include the following.

Regional District of Central Kootenay planning:

- RDCK Area H North Official Community Plan
- 2006 RDCK Creston and District Recreation Master Plan
- 2009 RDCK Regional Parks Bylaw
- 2011 RDCK Parks Regulation Bylaw
- 2012 RDCK Nelson and District Recreation Master Plan

Village planning:

- Slocan Official Community Plan
- Silverton Official Community Plan
- New Denver Official Community Plan

It is also important for this Master Plan to consider recreation related planning at a provincial and national level. The Framework for Recreation in Canada 2015 is the result of a comprehensive process of a renewed vision for recreation developed by key stakeholders from within the sector as well as perspectives from other sectors such as (but not limited to) physical activity, parks, health, education, and justice. The Framework is built upon the 1987 Recreation Statement and is the result of two years of consultations with key national stakeholders beginning with the National Recreation Summit in 2011.

Key themes that emerged throughout the consultations and that have driven the development of the Framework as it is presented include the following.

1. High quality, accessible recreation opportunities are integral to a well-functioning society.
2. The recreation sector can be a collaborative leader in addressing major issues of the day.
3. All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.

The Framework outlines a renewed definition of recreation as well as an overview of the parties responsible for the provision of recreation opportunities. It also outlines challenges and opportunities of the current recreation marketplace.

The New Definition of “Recreation”

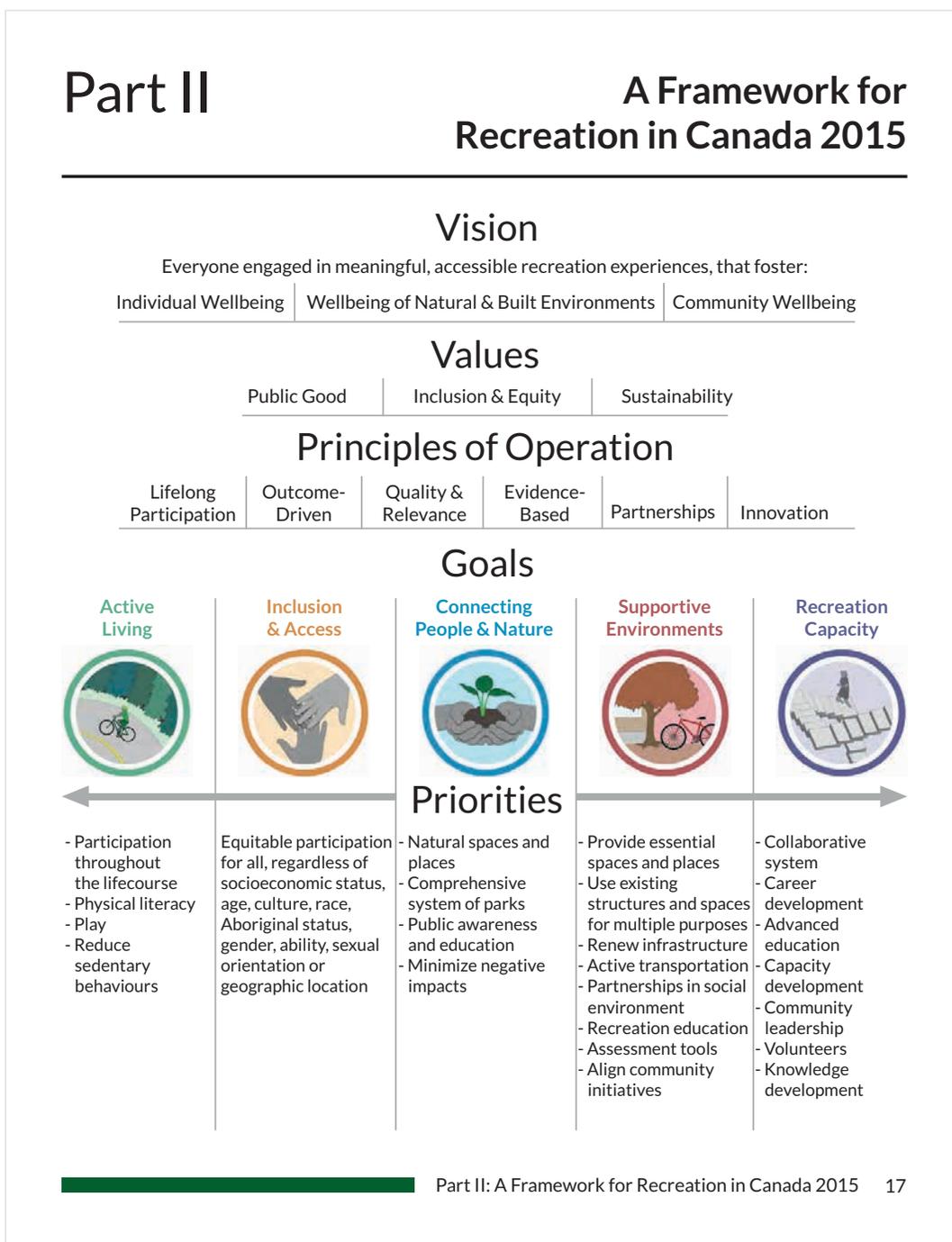
Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing.

The challenges outlined in the document include: demographic shifts (aging, increasingly diverse and experiencing rapid urbanization); health challenges (sedentary living, chronic disease, and mental health); economic inequities (after tax income inequality); social challenges (lack of social connectedness and cohesion); new and emerging technologies (social media and the lure of sedentary, digital pursuits); the infrastructure deficit (the requirement of major investment to sustain existing recreation infrastructure as well as build new for expanding populations); and threats to the natural environment (decreasing biodiversity, extreme weather, global warming).

The Framework positions recreation as a key to addressing these challenges as participation in it leads to:

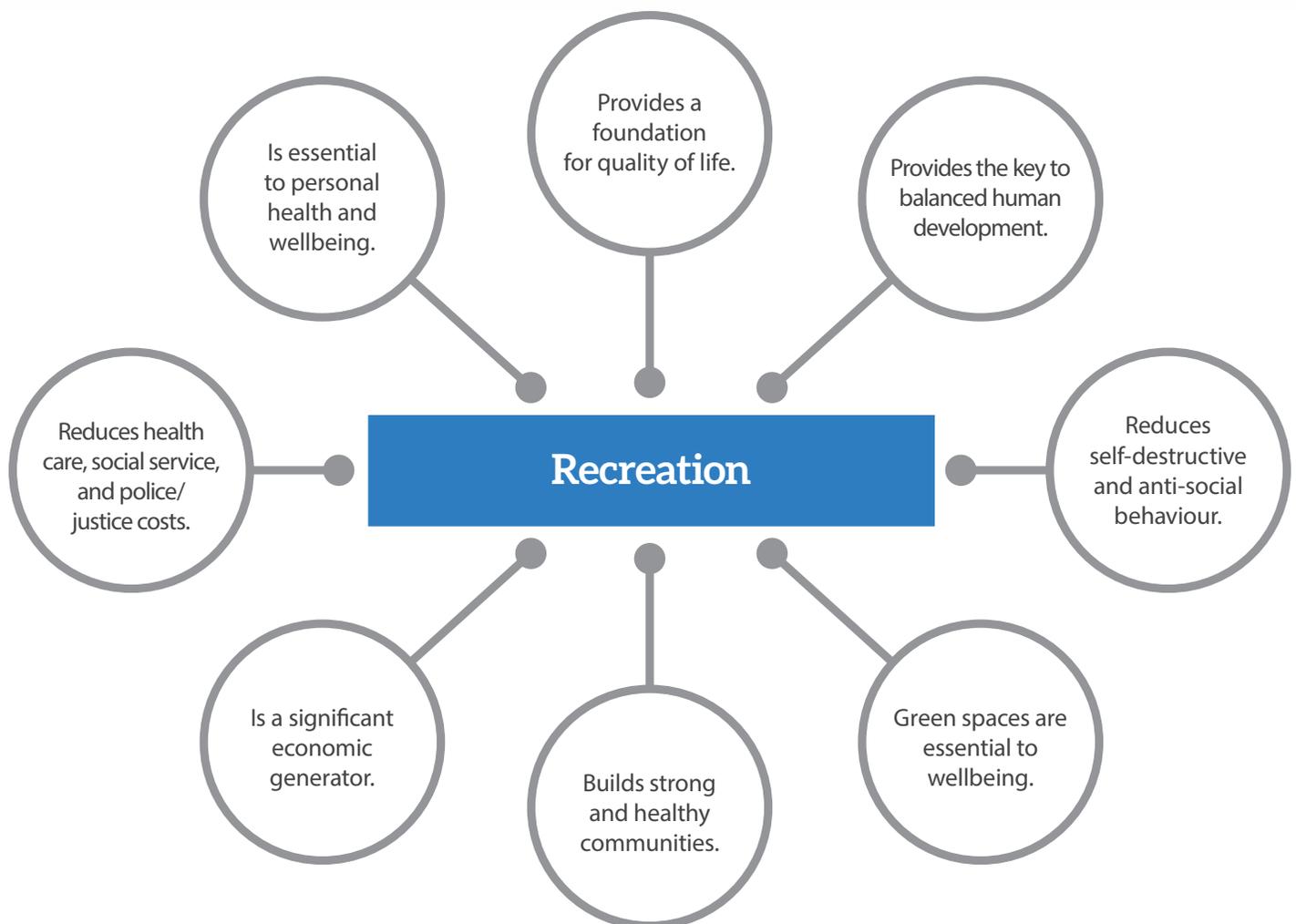
- Enhanced mental and physical wellbeing;
- Enhanced social wellbeing;
- Stronger families and communities; and
- Enhanced connection with nature.

The following graphic summarizes the Framework in regards to its vision, values, principles, goals, and priorities. The Framework is meant to guide a collaborative effort across Canada in enhancing the benefits of recreation in communities and positioning these services as essential to the quality of life of all Canadians. Although some of the strategies outlined do not pertain directly to municipal recreation, the Framework will be referenced throughout the Master Plan where applicable.



The Benefits of Recreation

There are many benefits to participating in recreation pursuits. These benefits are commonly understood throughout the Area H and the Villages of Slocan, Silvertown, and New Denver and the broader Regional District of Central Kootenay and are substantiated through the National Benefits HUB¹ which relates these benefits to individuals and communities through relevant research. The following summary provides an overview of these benefits in eight themed focus areas.



1 <http://benefitshub.ca/>

The benefits of recreation to the overall community, to families and to individuals are significant and well documented. These benefits are commonly categorized into eight key result areas and explained through relevant research and further validated by local household survey results as follows.

Recreation...

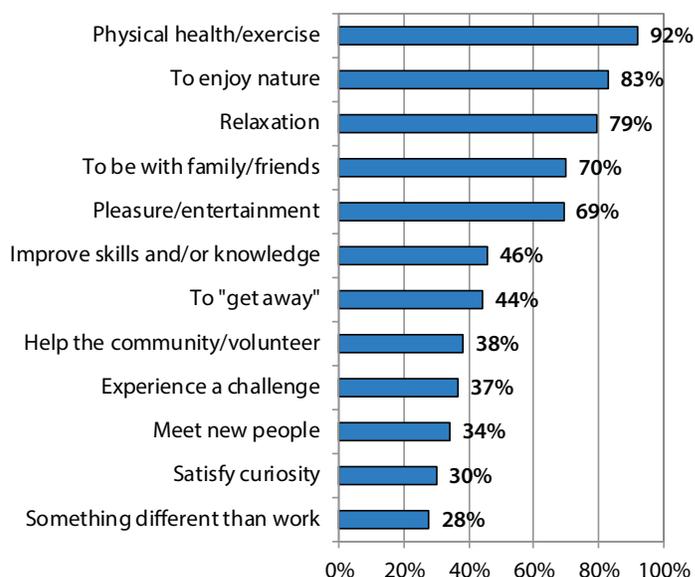
Is essential to personal health and wellbeing.

- Increased leisure time and physical activity improves life expectancy.¹
- Physical activity contributes to improved mental health and reduced rates of depression.²
- Participation in physical activity can reduce workplace related stress.³
- The provision of green spaces has been linked with a number of health and wellbeing benefits including; increased physical activity, reduced risk of obesity, minimized utilization of the healthcare system, and stress reduction.⁴
- 88% of households “somewhat agreed” or “strongly agreed” that the community as a whole benefits from recreation and parks programs and services in Area H and the Villages of Slocan, New Denver, and Silverton.
- 81% of households “somewhat agreed” or “strongly agreed” that residents can benefit from recreation and parks programs and services even if they do not use these service directly.

Provides the key to balanced human development.

- Regular physical activity is likely to provide children with the optimum physiological condition for maximizing learning.⁵
- Low-income students who are involved in arts activities have higher academic achievement and are more likely to go to college.⁶
- The arts and other forms of creativity can have profound individual social outcomes and generate a deeper sense of place and local community.⁷
- Involvement in physical activity and leisure corresponds with adolescents leading a healthier long term lifestyle.⁸

Reasons Why Household Members Participate in Recreation



1 Moore SC, et al. (2012) Leisure Time Physical Activity of Moderate to Vigorous Intensity and Mortality: A Large Pooled Cohort Analysis. PLoS Medicine 9 (11): e1001335. doi:10.1371/journal.pmed.1001335

2 Gallegos-Carillo, Katia et al. (2012). Physical Activity and Reduced Risk of Depression: Results of a Longitudinal Study of Mexican Adults. Health Psychology. In press. doi: 10.1037/a0029276

3 Burton, James P., Hoobler, Jenny M. and Scheuer, Melinda L. (2012) Supervisor Workplace Stress and Abusive Supervision: The Buffering Effect of Exercise. Journal of Business and Psychology.

4 Heinze, John. (2011). Benefits of Green Space—Recent Research. Chantilly, Virginia: Environmental Health Research Foundation.

5 Marten, Karen. (2010). Brain boost: Sport and physical activity enhance children’s learning. Crawley, Western Australia: University of Western Australia.

6 Catterall, James S. (2012). The Arts and Achievement in At-Risk Youth: Findings from Four Longitudinal Studies. Washington, District of Columbia: National Endowment for the Arts

7 Mulligan, M. et al. (2006). Creating Community: Celebrations, Arts and Wellbeing Within and Across Local Communities. Melbourne, Australia: Globalism Institute, RMIT University

8 Aarnio, M. (2003). Leisure-time physical activity in late adolescence: A cohort study of stability, correlates and familial aggregation in twin boys and girls. Journal of Sports Science and Medicine, 2 (Suppl. 2), 1 – 41.

Provides a foundation for quality of life.

- The arts are seen as an important contributor to quality of life in communities.¹
- High quality public space can enhance the sense of community in new neighbourhoods.²
- Community sport facilities have positive benefits related to increased accessibility, exposure, participation, perceptions of success, and improved sport experiences.³
- 98% of households either “strongly agreed” or “somewhat agreed” that recreation is important to quality of life.

Reduces self-destructive and anti-social behaviour.

- Youth participation in recreational activities such as camps increases leadership and social capacities.⁴
- Participation in recreation and leisure related activities by low income and other at risk children and youth populations can result in decreased behavioural/emotional problems, decreased use of emergency services, and enhanced physical and psycho-social health of families.⁵
- Teen athletes are less likely to use illicit drugs, smoke, or to be suicidal.⁶

Builds strong families and healthy communities.

- People with an active interest in the arts contribute more to society than those with little or no such interest.⁷
- Evidence indicates that adults who attend art museums, art galleries, or live arts performances are far more likely than non-attendees to vote, volunteer, or take part in community events.⁸
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.⁹
- 89% of households either “strongly agree” or “somewhat agree” that recreation and parks bring the community together.

Reduces health care, social service, and police/justice costs.

- Physical inactivity has a number of direct and indirect financial impacts on all levels of government.¹⁰
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.¹¹
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.¹²

1 Environics Research Group. (2010). *The Arts and the Quality of Life The attitudes of Ontarians*. Toronto, Ontario: Ontario Arts Council.

2 Francis, Jacinta et al. (2012). Creating sense of community: The role of public space. *Journal of Environmental Psychology*. 32(4): 401 – 409. <http://dx.doi.org/10.1016/j.jenvp.2012.07.002>

3 Grieve, Jackie, Sherry, Emma. (2011). Community benefits of major sport facilities: The Darebin International Sports Centre. *Sport Management Review*. 15(2):218- 229doi:10.1016/j.smr.2011.03.001

4 Henderson, K., Scanlin, M., Whitaker, L., et al. (2005) *Intentionality and Youth Development Through Camp Experiences*. Canadian Congress on Leisure Research. 11th, Nanaimo, British Columbia.

5 Totten, M. (2007). *Access to Recreation for Low-Income Families in Ontario: The Health, Social and Economic Benefits of Increasing Access to Recreation for Low-Income Families; Research Summary Report*. Toronto, Ontario: Ministry of Health Promotion.

6 Poway High School Library. (2001). *Teens and sports: The perfect combination?* *Better Nutrition*, 63(9), 16.

7 LeRoux, Kelly. (2012). *Interest in Arts Predicts Social Responsibility*. Chicago: University of Illinois at Chicago. Press Release

8 National Endowment for the Arts. (2009). *Art-Goers in Their Communities: Patterns of Civic and Social Engagement*. Nea Research Note #98. Washington, D.C.: Author.

9 Hutchinson, Susan L. (2011). *Physical Activity, Recreation, Leisure, and Sport: Essential Pieces of the Mental Health and Well-being Puzzle*. Halifax, Nova Scotia: Recreation Nova Scotia.

10 Canadian Association for Health, Physical Education, Recreation and Dance (CAHPERD). (2004) *Physical Activity: Health benefits and costs to health care system*. Ottawa, Ontario: Author.

11 Witt, Peter A and Cladwell, Linda L. (2010). *The Scientific Evidence Relating to the Impact of Recreation on Youth Development*, in *The Rationale for Recreation Services for Youth: An Evidenced Based Approach*. Ashburn, Virginia: National Recreation and Parks Association.

12 Collingwood, Thomas R. et al. (2000). *Physical Training as a Substance Abuse Prevention Intervention for Youth*. *Journal of Drug Education*. 30 (4): 435 – 451.

Is a significant economic generator.

- Recent Canadian research indicated that cultural activities have the potential to be significant drivers of economic outputs and employment.¹
- Evidence suggests that creative activity shapes the competitive character of a city by enhancing both its innovative capacity and the quality of place so crucial to attracting and retaining skilled workers.²
- The provision of quality parks and open spaces can have significant economic benefits which include increased property values and tourism potential.³



Facilitates the provision of green spaces which are essential to wellbeing.

- Sustainable public green spaces provide crucial areas for residents of all demographics to be physically and socially active.⁴
- Increasing green spaces in urban centres has a number of positive environmental outcomes which can increase sustainability and lower long term infrastructure costs.⁵
- When children and youth have positive experiences with parks and green spaces, they are more likely to have stronger attitudes towards conservation and preservation of the environment as adults.⁶



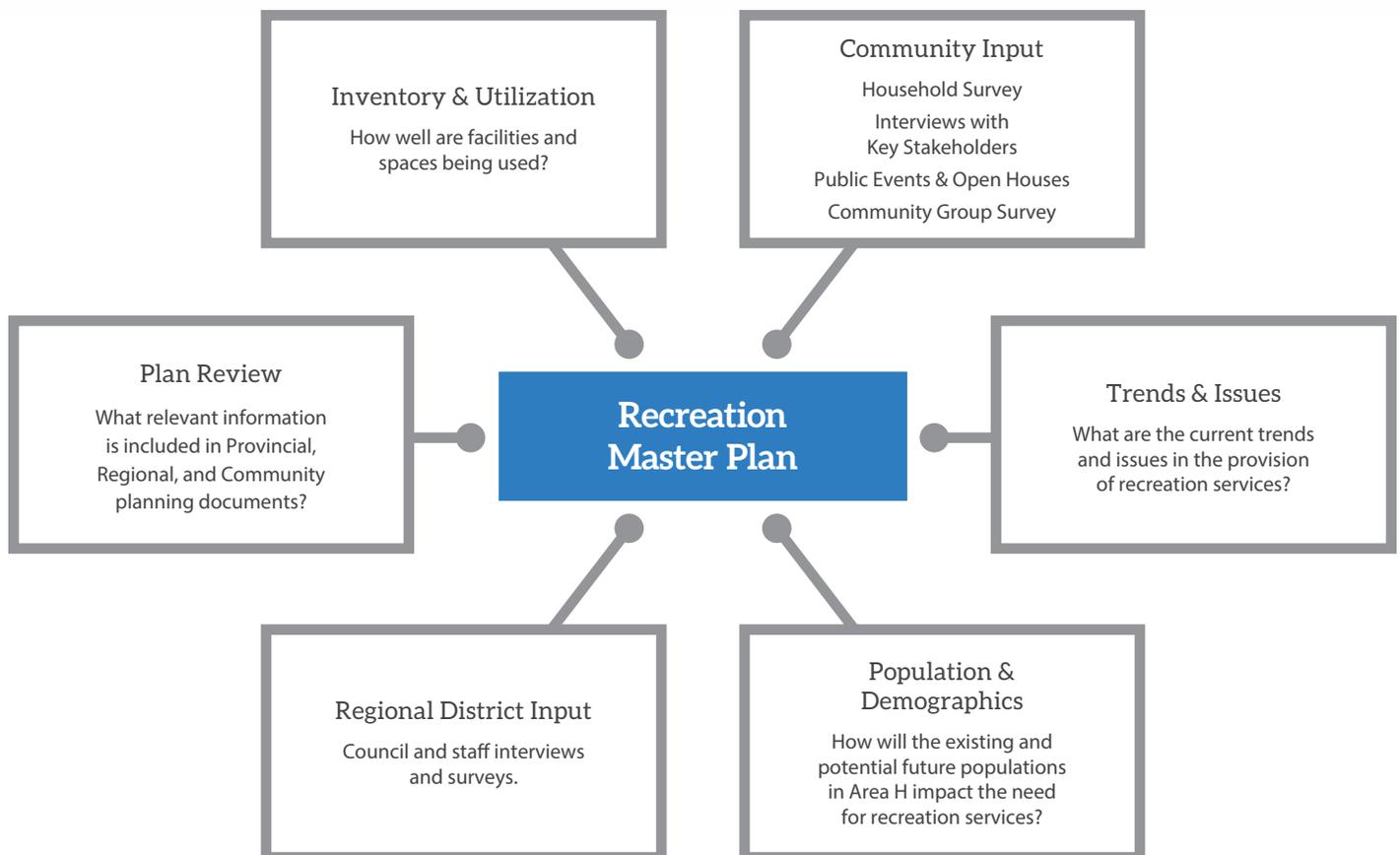
- 1 Momer, Bernard. (2011) *Our City, Ourselves: A Cultural Landscape Assessment of Kelowna, British Columbia*. Kelowna, British Columbia: City of Kelowna Recreation and Cultural Services.
- 2 Gertler, M. (2004). *Creative cities: What are they for, how do they work, and how do we build them?* Ottawa, Ontario: Canadian Policy Research Network.
- 3 Harnik, P., & Welle.B. (2009). *Measuring the Economic Value of a City Park System*. San Francisco, California: Trust for Public Lands.
- 4 Cohen, D. et al. (2007). *Contribution of Public Parks to Physical Activity*. *American Journal of Public Health*, 97(3), 509.
- 5 Groth, P. (2008). *Quantifying the Greenhouse Gas Benefits of Urban Parks*. San Francisco, California: The Trust for Public Land.
- 6 Place, G. (2004). *Youth Recreation Leads to Adult Conservation*. Chicago, Illinois: Chicago State University.



Section 4

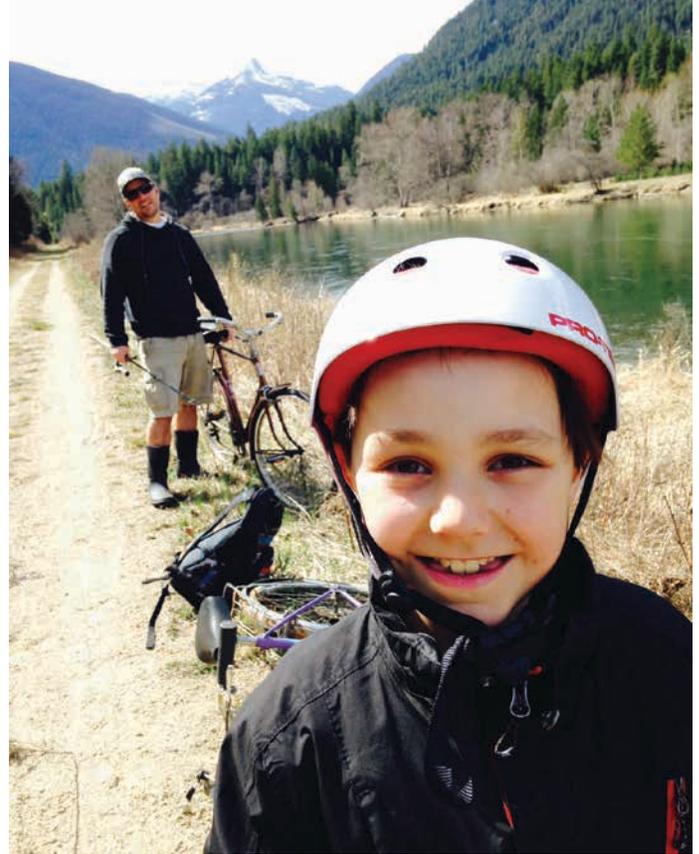
The State of Recreation in 2015

The state of recreation in 2015 has been defined through background research, analysis of trends, and through the engagement of residents and stakeholders. The following provides a summary of these research and consultative efforts. For more detailed information, please refer to the State of Recreation in 2015 report in the Appendix.



While there are innumerable important and interesting pieces of information taken from the State of Recreation report and referenced throughout this Plan the following represent some of the more pertinent that lead into the Recreation Master Plan. These are not in rank order.

- **Recreation (especially outdoor recreation) is valued and important** to residents' quality of life.
- Improvements are needed to the **promotions and marketing** of recreational activities and opportunities.
- A number of popular and well used **facilities and spaces are aging**—planning and resources will be needed to help sustain these facilities.
- Community organizations and **volunteers play a vital role** in recreation.
- Cost, lack of awareness, and transportation are **barriers to participation** for some residents.
- There exists **some demand for new infrastructure development and/or enhancements** to recreation facilities, trails, and parks.



Based on the research conducted, the following indoor and outdoor priorities have been identified. The lists are based upon frequency of response throughout the different aspects of research and do not suggest ultimate future Master Plan space priorities. Actual Master Plan priorities are presented later in the document.

• Top Preliminary **Indoor** Priorities:

1. Youth Centre
2. Pool Facilities
2. Performing Arts/Show Spaces
2. Fitness/Wellness Facilities
2. Library
2. Dance/Program/Martial Arts Room
2. Indoor Child Playgrounds
2. Museum/Interpretive Facilities
2. Ice Arena Facilities

Amenity	Household Survey	Community Group Questionnaire	Stakeholder Consultation	Industry Trends
Youth Centre	✓ ✓	✓	✓	
Pool Facilities	✓ ✓	✓		
Performing Arts/Show Spaces	✓ ✓	✓		
Fitness/Wellness Facilities (e.g. exercise/weight room)	✓ ✓			✓
Library	✓ ✓			✓
Dance/Program/Martial Arts Rooms	✓ ✓			✓
Indoor Child Playgrounds	✓ ✓			✓
Museum/Interpretive Facilities	✓ ✓	✓		
Ice Arena Facilities (e.g. hockey, figure skating, etc.)	✓ ✓		✓	
Community Meeting Rooms	✓	✓		
Walking/Running Track	✓			✓
Leisure Ice Surfaces (non-hockey)	✓ ✓			
Community Hall/Banquet Facilities	✓		✓	
Gymnasium Type Spaces (e.g. basketball, volleyball, badminton, etc.)			✓	✓
Indoor Field Facilities (e.g. soccer, tennis, etc.)				✓
Classroom/Training Space				✓
Art Display Spaces	✓			
Indoor Climbing Wall	✓			
Curling Rinks				
Court Sports (e.g. racquetball, squash, etc.)				

Household Survey: Two checks (✓ ✓) if Top 10 Priority; one check (✓) if Top 15 Priority.

Community Group Questionnaire: One check (✓) if identified by >25% of responding groups.

Stakeholder Consultation: Commonly identified as a priority (for new development or enhancement) during the interviews and discussion sessions.

- Top Preliminary **Outdoor** Priorities:
 1. Cycling/Mountain Bike Trails
 1. Walking Trail System
 2. Amphitheatres/Event Spaces/Band Shelters
 2. Community Gardens
 2. Access to the River
 2. Interpretive Trails

Amenity	Household Survey	Community Group Questionnaire	Stakeholder Consultation	Industry Trends
Cycling/Mountain Bike Trails	✓ ✓	✓	✓	✓
Walking Trail System	✓ ✓	✓	✓	✓
Amphitheatres/Event Spaces/Band Shelters	✓ ✓	✓		✓
Community Gardens	✓ ✓	✓		✓
Access To The River	✓ ✓	✓	✓	
Interpretive Trails	✓ ✓	✓	✓	
Picnic Areas	✓ ✓			✓
Child Playgrounds	✓ ✓			✓
Open Spaces (e.g. parks, greenfields)	✓		✓	✓
Water Spray Parks	✓			✓
Campgrounds	✓ ✓			
Outdoor Swimming Areas	✓ ✓			
Skateboard Parks	✓			✓
Track and Field Spaces			✓	
Basketball Courts			✓	
Sports Fields (soccer, football)			✓	
ATV/Dirt Bike Trails	✓			
Dog Off Leash Areas	✓			
Tennis Courts			✓	
Ball Diamonds			✓	
Pickleball Courts				✓
Outdoor Boarded Skating Rinks				
BMX Bicycle Parks				

Household Survey: Two checks (✓ ✓) if Top 10 Priority; one check (✓) if Top 15 Priority.

Community Group Questionnaire: One check (✓) if identified by >25% of responding groups.

Stakeholder Consultation: Commonly identified as a priority (for new development or enhancement) during the interviews and discussion sessions.

Section 5

Planning Foundations: A Vision for Recreation in Area H and the Villages of Slocan, Silverton, and New Denver

Recreation services are invested in by the Regional District of Central Kootenay to enhance quality of life and create benefits in the community and region. The following section portrays a philosophical foundation for providing and planning recreation services for the public sector. This foundation is based upon community input, national recreation dialogue, and the common threads found throughout existing planning documentation for the Area H and the Villages of Slocan, New Denver, and Silverton.

The following vision statement is strongly aligned with references in each Official Community Plan and with the Framework for Recreation in Canada 2015: Pathways to Wellbeing.

Vision Statement

We envision a region in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing;
- Community wellbeing; and
- The wellbeing of our natural and built environments.

The following three goals are meant to further focus allocation of effort and resources and aid in future decision making. Every action taken and decision made by the Regional District of Central Kootenay, the Villages of Slocan, New Denver, and Silverton and Recreation Commissions #6 and #8 and the Parks Commission should fundamentally further one or more of these goals.



1. To facilitate healthier, more resilient **individuals**.



2. To foster stronger, more connected **communities**.



3. To enhance stewardship, interpretation, and protection of natural **environments**.

In line with these goals and based upon the current national context of the recreation and parks sector, the following values and priority areas for action have been developed by the national recreation and parks community. The following values and five focus areas are outlined in Pathways to Wellbeing. These form a broader lens through which the provision of recreation services in the current and future marketplace should be analyzed. The following are further substantiated in the Pathways to Wellbeing document (see Appendix).

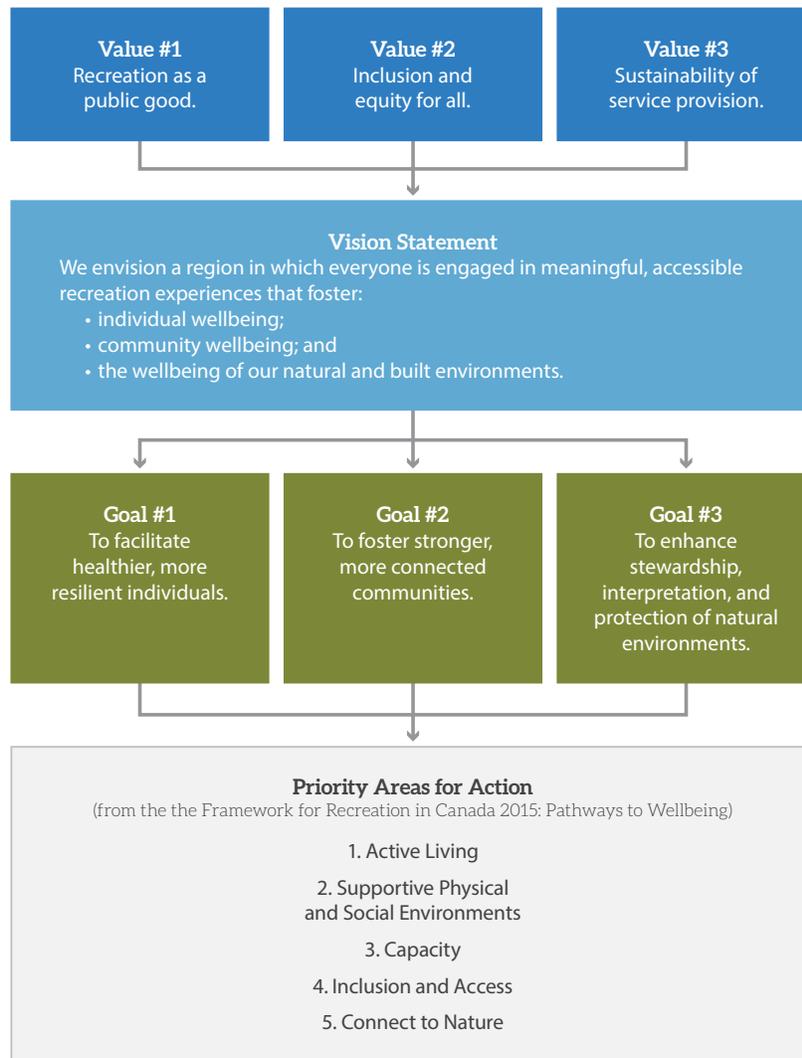
Values

1. Recreation as a public good.
2. Inclusion and equity for all.
3. Sustainability of service provision.

These values and five focus areas, complemented by the three goals from the philosophical foundation, are core recreation service considerations which the Regional District and the villages must consider when contemplating future strategic actions related to recreation provision. The following Master Plan is the beginning of this journey, with all of its recommendations referenced back to these foundational positions and with each intended to build upon past success and further enhance the benefits of recreation services throughout the region.

Priority Areas for Action

1. Foster **Active Living** Through Recreation.
2. Ensure the Provision of **Supportive Physical and Social Environments** that Encourage Participation in Recreation and Build Strong, Caring Communities.
3. Grow and Sustain the **Capacity** of the Recreation Field.
4. Increase **Inclusion and Access** to Recreation for Populations that Face Constraints to Participation.
5. Help People **Connect to Nature** Through Recreation.



Service Delivery Recommendations

Recreation and parks services in Area H and the Villages of New Denver, Slocan, and Silverton are delivered through a combination of public, non-profit, and private sector organizations. The collective efforts of all enhance resident and visitor quality of life and create benefit in the entire region.

Each of the villages and the Regional District of Central Kootenay have a role to play in recreation and parks service delivery. There are also four commissions that guide service delivery. The commissions are advisory bodies struck by the Regional District of Central Kootenay (RDCK) Board of Directors to provide a regional service related to the provision of regional parks and recreation opportunities throughout Area H. The Rosebery Parkland and Trails Commission oversees a regional parks service in the northern parts of Area H while the Winlaw Regional and Nature Park Commission is responsible for that park. Recreation Commission #6 oversees a regional recreation service in the northern part of Area H as well as the governance of Bigelow Bay Regional Park; The Slocan Valley South Recreation Commission oversees recreation services in the southern portions of Area H.

While the Villages of New Denver and Silverton are members of both a recreation commission and a parks commission, the Village of Slocan is only a member of their respective parks commission and has opted out of a regional recreation service.

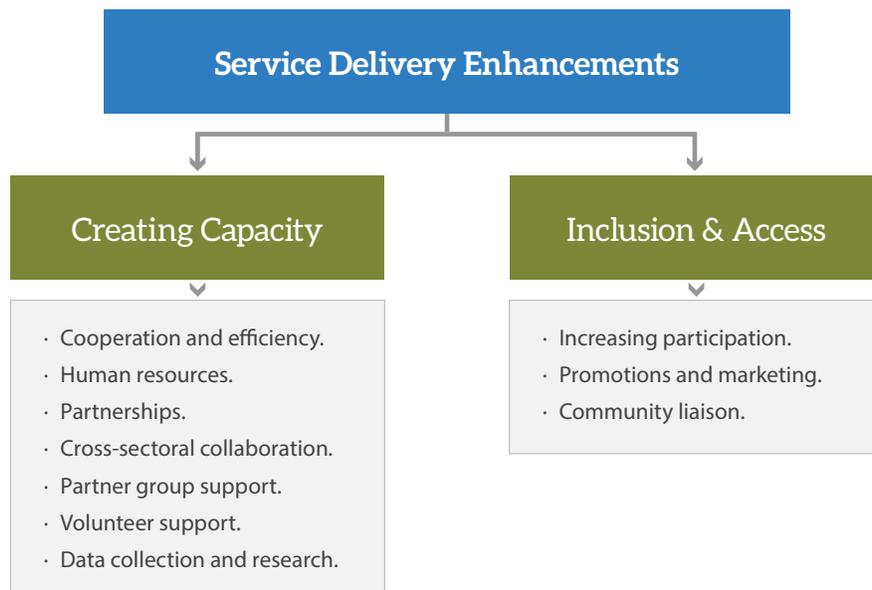
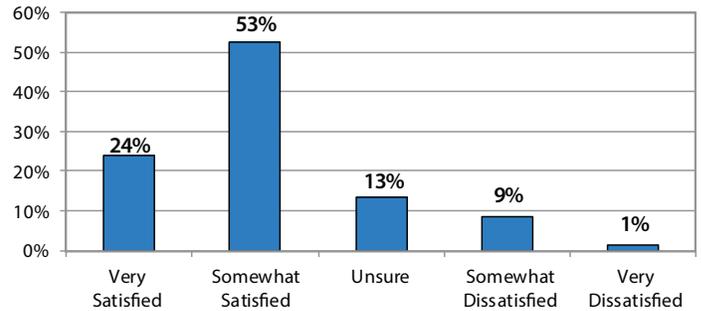


As can be determined, some public bodies have clearly defined and separated roles although some roles do overlap. Roles that overlap include support to local non-profit groups involved in providing recreation and parks programs and opportunities, and in promoting and marketing recreation and parks opportunities to residents and visitors.

The RDCK, the Villages, and the four Commissions play a number of roles in the delivery of recreation services. They are planners, protectors, facilitators, and providers. The scale of the role varies across the region. As a **planner**, decisions and plans for future recreation delivery both independently and in conjunction with partner organizations are determined. As a **protector**, important indoor and outdoor environments are provided and stewarded for activities to occur. The **facilitator** provides recreation opportunities indirectly by building capacity through the support of partner groups and volunteers and by employing a “community development” philosophy. Finally the **provider** directly provides programs and services with paid staff.

The current delivery system for recreation in the area is effective. Residents have rated the availability of recreation opportunities in the area highly (77% are very or somewhat satisfied). Facilities and spaces throughout Area H and the Villages are receiving high levels of household visitation. That being said, the intent of the following service delivery recommendations is to enhance existing services and lead to further, incremental benefit from recreation investment in the area. The following recommendations are meant to create capacity in the delivery system and ensure inclusion and access for all.

Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in Slovan, Silverton, New Denver, and Area H?



Cooperation and Efficiency

1. Develop a Regional District-wide vision and goals for recreation services.
2. Continue to explore and implement Regional District-wide services where appropriate.
3. Members of Commissions should strive for mutual benefit and to create value so that opting out is not warranted or justified.



The Regional District of Central Kootenay is a regional body made up of representation from smaller sub-regions, independent municipalities and rural areas. It is governed by a Board of Directors whose strategic direction is implemented by a complement of internal staff and administrative resources.

As it relates to recreation provision, recreation and/or parks commissions provide governing advice to the Board of Directors to assist in decision making regarding service delivery, the development and operations of facilities and parks and other matters related to recreation. Each commission is solely responsible for a geographic area and currently no Regional District-wide services, strategies or vision exists for these valued and essential services. Recreation Commission #6 is provided with funding to allocate to community organizations. Applications are made to the commissions who adjudicate them and award grant funding.

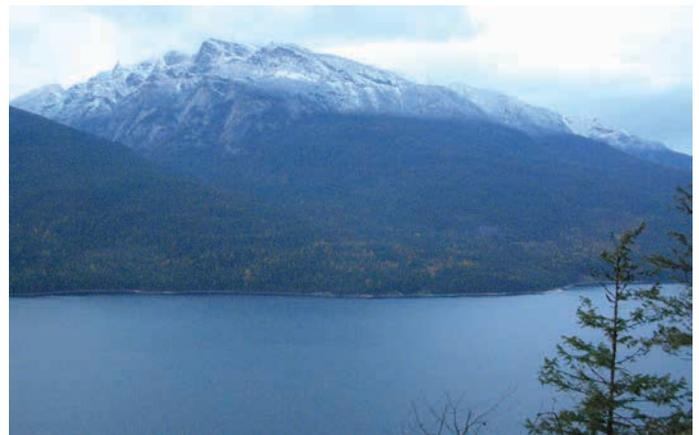
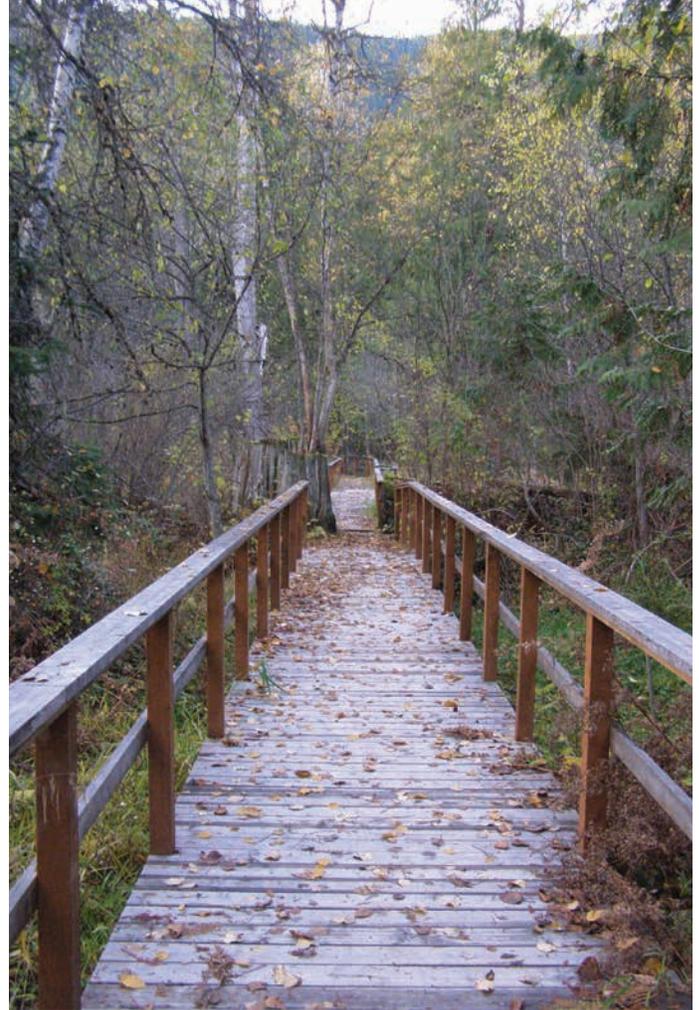
As each recreation and/or parks commission area is unique, so too are the recreation demands and activities offered within each. Standardization of service across the entire Regional District would compromise the individuality of each area and would likely not respond to residents' needs as well as the current system does. A common vision and goals for recreation and parks service, however, would create a larger recreation and parks community throughout the District, create a common thread for all recreation and parks providers and participants (e.g. staff, administration, elected officials, commissioners, stakeholders, volunteers, and residents) through which services can be directed and enhanced.

A common vision will help the entire district to:

1. Align with broader initiatives such as the efforts of BCRPA or the Framework for Recreation in Canada 2015: Pathways to Wellbeing;
2. Position itself more collectively when applying for external funding and support (i.e. Columbia Basin Trust, etc.); and
3. Set the stage for operational-level cooperation throughout the three community complexes, various regional parks, trails, and variety of other recreation resources offered throughout the regional district.

Many existing plans and initiatives (i.e. Creston District Recreation Master Plan, Nelson District Recreation Master Plan, Parks Bylaw, etc.) discuss the merits and justification for enhanced collaboration across the RDCK. Potential areas of regional cooperation at the operational level could include program development, the development of key promotional efforts and messaging (discussed later), and attaining contracted/professional services. The Regional District is already experimenting with some of these ideas with the ongoing development of a Regional District-wide Leisure Guide and collective ice plant maintenance contracting for each of the three community complexes.

The benefits of economies of scale and collaboration are also experienced within each recreation commission. Having the Villages and the RDCK work together through the commission structure creates efficiency and optimizes the use of public funds. For this reason, it is in the best interest of the RDCK and the Villages to have complete representation within each service area (i.e. all municipalities within a service area being part of the commission). In instances where this is not the case, each Commission and the members of it should work together to create value and mutual benefit so that opting out of a service is not warranted or justified.



Human Resources

4. Wherever able, the Regional District should provide professional development opportunities for its staff and commissioners to continually enhance internal capacity.
5. The Regional District will need to respond to Plan implementation and changes in service delivery dynamics via increased and reallocated staff and resources as time progresses.



There are financial implications to enable participation in professional development. The right opportunities, however, can strengthen the delivery system significantly and can ensure internal recreation delivery capacity is appropriate. The Regional District has a leadership role in recreation and staff need to be at the leading edge of recreation skill and knowledge. Similarly, recreation commissioners are working in the communities allocating funds to organizations as they deliver recreation services. Providing some professional development for these individuals in order to more fully understand the issues inherent broadly in recreation and to connect with colleagues in other communities is invaluable and will provide an important, more broad perspective. This professional development could involve sending people to provincial or national recreation conferences and in-services. Alternatively it could mean RDCK staff and commissioners convene with experts and presenters that are brought in.

The focus of this Master Plan is to further enhance the benefits of recreation in the area. It is to build upon the successes of the past and current efforts and further realize the potential these services have in the region to create healthier individuals, communities, and environments.

As the expected impacts of the Master Plan are incremental, so too are the resources required to do so. Recommendations regarding policy and service delivery will require additional budget for supplies, use of local media, and other inputs. Plan implementation discussed herein will require additional staff allocations. The development of new or refurbishment of existing infrastructure will require both capital and operating investment. Expected financial and human resource impacts of Plan implementation have been identified herein but internal staff allocation and organizational structure are not in the scope of this exercise.



Partnerships

6. A partnership policy should be developed that will help guide existing and future relationships.
7. Partnership opportunities should be explored for all recreation infrastructure development.
8. All partnership arrangements should be formalized to include performance measurement related to meeting intended service outcomes and quality control.



Whether it is a partnership with a locally organized interest group that is delivering a recreation opportunity, a cross-sectoral program offering involving a combination of allied stakeholders, or a regional services agreement for recreation, **the RDCK does and will continue to employ, support, and value the role partner organizations play in the provision of recreation services.**

The RDCK Parks Bylaw suggests that the RDCK should "...complement the roles and responsibilities of other park and recreation agencies." Furthermore, partnerships in recreation provision were key aspects of both the Creston and Nelson and District Recreation Master Plans. The development of a RDCK **partnership policy** to guide existing and future relationships would create enhanced structure and transparency related to existing and potential new partnerships. It would also provide a philosophical foundation as to why the Regional District uses partnerships in the provision of recreation services and that desired goals must be achieved through the relationships.

Currently there are not a considerable number of partnerships in place in Area H and the Villages of Slocan, Silverton, and New Denver. There are innumerable organizations and entities delivering recreation programming. Through the grant program of the recreation commission several of these groups receive some funding. This funding arrangement could be construed as a form of partnership. As planning for recreation provision occurs over the long term, it will become more important for the RDCK to have a partnership framework in place.

A partnership framework would prove important as well on those occasions whereby the RDCK is approached by potential partners regarding programming or infrastructure.

A partnership framework would build upon the learnings of the RDCK and would increase clarity on how and why relationships are managed thereby:

- Allowing agencies to better structure future proposals and manage their existing relationship with the RDCK;
- Providing for increased accountability and transparency by clarifying the outcomes of each relationship and how they are measured;
- Ensuring that formal partnerships are in place in situations where they are required;
- Reducing management time by providing a more consistent policy framework for managing relationships.

Increased clarity and transparency of the public policy that underpins the relationships and helps to evaluate them will be even more important in the future as an ever wider range of relationships will be required to meet increasing long term need as the area evolves. Bringing existing and potential new partnerships into alignment with a more consistent and defensible rational basis for decision making, yet allowing sufficient flexibility to respond differently in different situations, means following a protocol which identifies the kinds of issues that need to be discussed between parties involved in the relationship, and address them in a specific order as follows.

1. Will the relationship achieve desired service goals? If so, which of the RDCK's goals are achieved? How can the indirect benefit to the general public be articulated, clarified and measured? If indirect benefit can't be clarified and measured, the RDCK should opt out of the relationship.
2. Can the outcomes be achieved without RDCK involvement or support? **Is public involvement necessary to the achievement of the outcomes?**
3. Could the outcomes identified be achieved **more cost effectively through another approach?** Does the partnership lead to cost savings or financial benefits to the RDCK that allow public funds to be leveraged?

Realizing that these criteria are being met and will be met to varying levels, the RDCK can get involved in the planning, development, and operations of major recreation facilities and spaces in a variety of ways driven by the most efficient and effective use of public funds in service provision. The different levels that the RDCK can get involved in recreation service infrastructure provision (development and operations) are presented as follows. Partnerships related to groups having access to public facilities are also discussed as it relates to performance measurement in later sections.

Level One

The RDCK owns, operates and is directly responsible for recreation resources.

Level Two

The RDCK is a major ownership and operating partner in resource development. The partnership model is based on the RDCK having a significant and/or equal stake in ownership and operating responsibility with other partners.

Level Three

Although the RDCK does not directly control the resource, RDCK administration representatives are involved in resource delivery during the needs assessment, feasibility, business planning, design, and operating stages. Level three includes facilities and sites that are owned by the RDCK and operated through lease agreements or fee-for-service arrangements by delivery agencies. This also assumes the inclusion of RDCK residents in public consultation programs and engagement strategies (and associated need is demonstrated from a resident perspective).

Level Four

The RDCK may provide funding for capital and/or operations to delivery agencies with no RDCK administrative representation in resource delivery (during the needs assessment, feasibility, business planning, design, or operating stages). Although there is no involvement by RDCK administration representatives, a prerequisite to collaboration at this level is that RDCK residents are included in public consultation programs and engagement strategies (and associated need is demonstrated from a resident perspective). These arrangements could include formal agreements with delivery agents but are regarding the provision of opportunities to residents that the RDCK would likely not provide if no partnership existed.



Some of the relationships the RDCK has in place that are successful do not have formal agreements. This is obviously not prohibiting the partnerships to be effective, but effectiveness could be threatened with staff turnover or organizational change. Formalizing some of these agreements may be necessary to ensure sustained success. As an example, **a closer working relationship with W Graham Community Services Society could lead to more streamlined and focused investment in recreation programming.**

Further to the organization of existing and potential new partnerships into the framework presented, consideration should be given to including **performance measurement** into agreements that meet the agreed-to partnership intent. This would mean the inclusion of roles and responsibilities of all partners be delineated into an agreement. This would certainly ensure accountability of the parties, it would also facilitate a shared understanding of all. These measures should be developed collaboratively.

Performance measurement will help the RDCK attain accountability for public investment by ensuring that desired goals are achieved through partnerships and will create a mechanism for quality control (i.e. ensuring partner groups embrace the Long Term Athlete Development Plan). These performance measurement tactics can be used for major project partnerships but also through partnerships with groups that access public facilities at subsidized rates.



Cross-sectoral Collaboration

- Cross-sectoral partners should work together in designing and implementing programs and providing environments for positive recreation activity to occur.

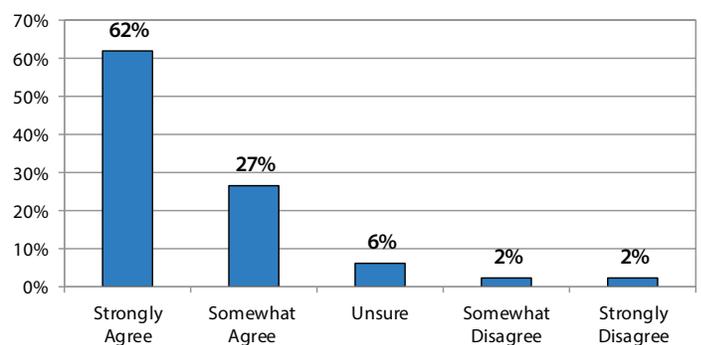


The benefits of recreation services are not confined to the recreation sector. The goals that drive the actions of the RDCK’s recreation efforts have clear and undeniable impacts on issues faced through other sectors such as social services, justice, health, and education; they create broader public good beyond recreation. For instance, playing sports can aid in the integration of new Canadians into the fabric of society; connected communities are safer and thus crime prevention efforts are reduced. The connections between recreation and health are more commonly understood but can even be manifested through prescriptions for exercise provided by health care professionals. Collaboration amongst the various sectors can optimize resources and help ensure benefits are accrued by many sectors.

Today’s recreation practitioners are making **cross-sectoral connections** in the delivery of programs, marketing and promotions efforts, and through the development of policy and infrastructure. The Framework for Recreation in Canada 2015: Pathways to Wellbeing discussion involved stakeholders from many allied quality of life sectors; that discussion is defining strategic direction for recreation in Canada. **Partnerships in the social environment** have been identified as key to broadening benefits of, and support for, recreation and parks. RDCK staff members have already expended effort in connecting with other sectors and tackling community issues collectively and have engaged other sectors in strategic planning and program delivery.

Creating and nurturing cross-sectoral relationships is important in furthering the recreation agenda and enhancing the benefits intended from public investment in these essential services. These relationships can lead to more optimal use of public funding through partnerships and leveraging different sources of program funding, in generating key messages that explain the impacts and benefits of these essential services throughout the area, and enhance community and political support for recreation. **Aligning community initiatives** will create synergies and greater benefit. Residents believe that recreation can help bring the community together.

Recreation Services Bring the Community Together



Partner Group Support

- 10. Organized Interest Groups should continue to be supported equitably and transparently based on ongoing communication to identify group support needs. (Organized Interest Groups are entities, such as the Slocan Valley Threads Guild.)



Recreation service delivery is the product of the efforts of many stakeholders. This system of delivery includes volunteers, non-profit groups, different orders of government, the private sector, and, of course, the Regional District of Central Kootenay. Building capacity in the recreation sector is important as it ensures sustainability of current services and enables public investment to be leveraged.

Recreation participation, either as a participant, organizer or volunteer, leads to community connectedness and wellbeing. Developing capacity in the delivery system creates community leaders and strengthens the fabric of the region and the communities within it.



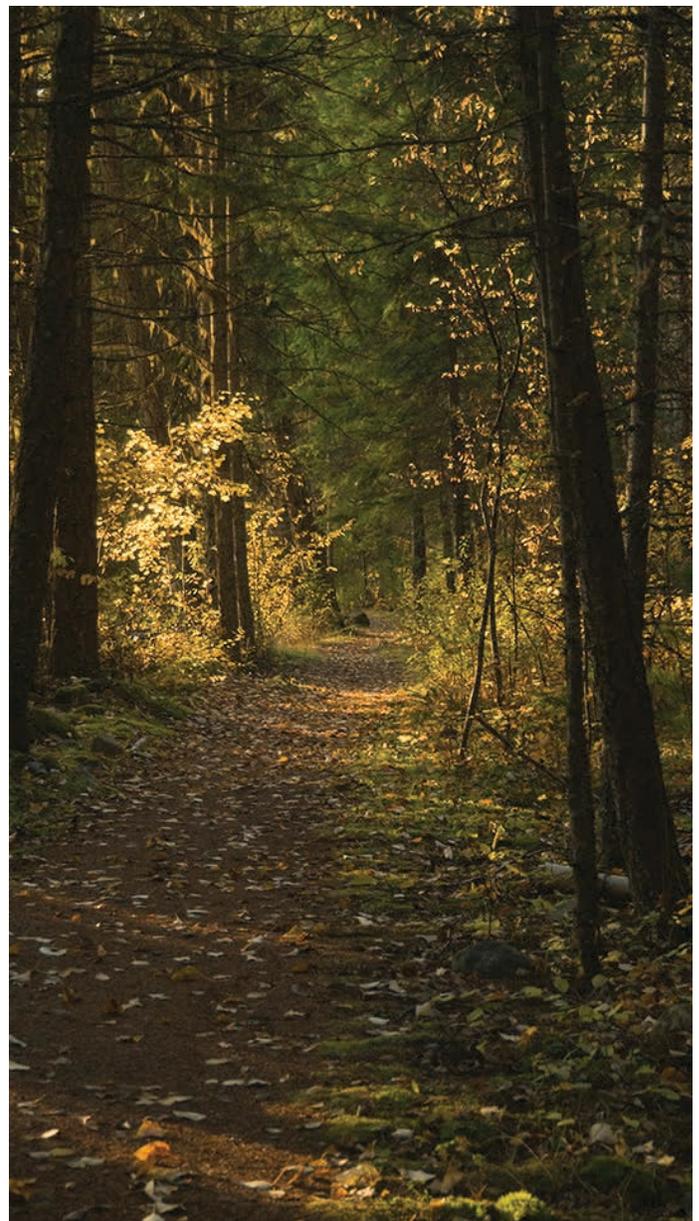
Organized interest groups, such as a minor sport group, provide opportunities that are accessed by regional residents. These interest groups represent different levels of sophistication and different types of activities. The supports currently offered to these interest groups include access to financial assistance (through grants offered by the RDCK) and subsidized access to facilities and spaces where programs occur (user fees at public recreation facilities and spaces ranges from 50% to 100% recovery of operational costs). The reality of the situation is that if these interest groups discontinued service, either the level of service in the region would be diminished or the RDCK would be forced to offer the program or opportunity directly. These interest groups help further intended recreation service goals to different degrees. There is a great deal of pride amongst the people and entities in Area H regarding their independence and ability to deliver services through a reliance on themselves and each other rather than outside entities. This dynamic can be fostered through complementary support from the RDCK of these local delivery agents.



Supports provided to associations by the RDCK include, but are not limited to, ongoing communication and liaison, capacity building supports (e.g. strategic planning, volunteer attraction and retention, etc.), and subsidized or free access to public recreation and parks facilities. The RDCK's role with interest groups is focused on being a facilitator/community developer—through volunteer training, supports, and resources.

Interest groups are key to the current level of recreation opportunities provided to residents. **Supporting Organized Interest Groups should be a major focus for the RDCK moving forward.** Providing supports for groups that build capacity, such as helping recruit volunteers, helping groups develop business plans and strategic plans, and helping groups apply for assistance from external organizations (e.g. grants from other levels of government, attaining private sponsorship, etc.) can lead to strengthened group sustainability and better levels of service to residents. Providing training and knowledge development for groups can have many benefits, not only internally for the interest group but also personally (for those attaining training) and the quality of the program ultimately being delivered to residents.

When providing support to groups, it is important to recognize that all groups are not the same. Support provided must be equitable and appropriate. The ultimate goal of the RDCK should be to enable partner groups to be successful and independent—the essence of community development.



Volunteer Support

11. A community-wide volunteer strategy should be developed with other sectors that rely on volunteers. Many organizations are experiencing volunteer challenges.



Volunteers are vital to recreation service delivery throughout Area H and the Villages of Silverton, New Denver, and Slocan. Volunteers comprise Organized Interest Groups that provide recreation opportunities to residents. Volunteers help the RDCK organize and host special events. Volunteerism creates a stronger sense of community from within and heightens community pride. Without volunteers service levels would be diminished and the costs to provide recreation opportunities would be increased. For these reasons, having a strong volunteer element in the Regional District should be of utmost importance.

Volunteerism is changing. Older, more senior volunteers are ageing and are not able to contribute as much as they once did. Younger, new volunteers are looking for different types of volunteer experiences; experiences that offer personal development opportunities, have close personal or emotional ties, and/or positions that have limited scope and tenure. For these reasons and others, all organizations that rely on volunteers will be required to look at volunteer recruitment, retention, and recognition differently if the level of reliance on volunteers is to be sustained.

The reliance on, and the importance of, volunteerism is broader than recreation service delivery. For this reason, the development of a **regional volunteer strategy** would provide value in the area. A regional strategy involving all sectors that rely on volunteers, would be an example of cross-sectoral collaboration (discussed in later sections), would enhance the benefits of volunteerism in the area, and would create a stronger volunteer community which will be more resilient to impending shifts in volunteerism. A stronger volunteer community will also lead to more resilient and strengthened recreation delivery groups. Regardless of whether a volunteer strategy is developed, the RDCK could help further strengthen the recreation specific volunteer community by helping organizations identify the skills gaps within their volunteer base and connecting organizations to volunteers in its database with those skills. This would facilitate the connection of those willing to volunteer with those seeking volunteer assistance. Part of supporting groups is having clear channels of communication for groups.

Data Collection and Research

12. Data should be collected for structured and spontaneous use of recreation infrastructure.



The need for pertinent and reliable facility and space usage information and participation data is key in furthering the recreation agenda. Relevant and accurate user statistics at facilities and parks, participation counts from service providers (interest groups or partners), and registration information regarding programs are essential in understanding current community impact, supply and demand for facilities, and analysis regarding target markets reached. User satisfaction surveys/opportunities can also provide valuable insight into best practices and areas of improvement.

Usage and user information helps position the impact of publicly supported recreation services amongst the entire population, builds the case for sustained and continued investment in recreation and enables staff and administration to benchmark performance on an ongoing basis. Although this information is only one consideration in measuring achievement of service goals and has to be considered in the context of other less tangible information, it is a valuable tool in building political and community support for these essential services.

Gathering data on recreation usage/participation and ongoing research into trends (internal knowledge development and capacity building as previously discussed) will help determine internal benchmarks. Data and research will also help populate key promotions and marketing messages and will create enhanced internal and external clout for recreation services.

Data collection and research should occur on an ongoing basis and should be a top priority for the RDCK. Interest groups and partner organizations should also be engaged in data collection; public support to groups and partners could be leveraged to get consistent and accurate data from external sources.

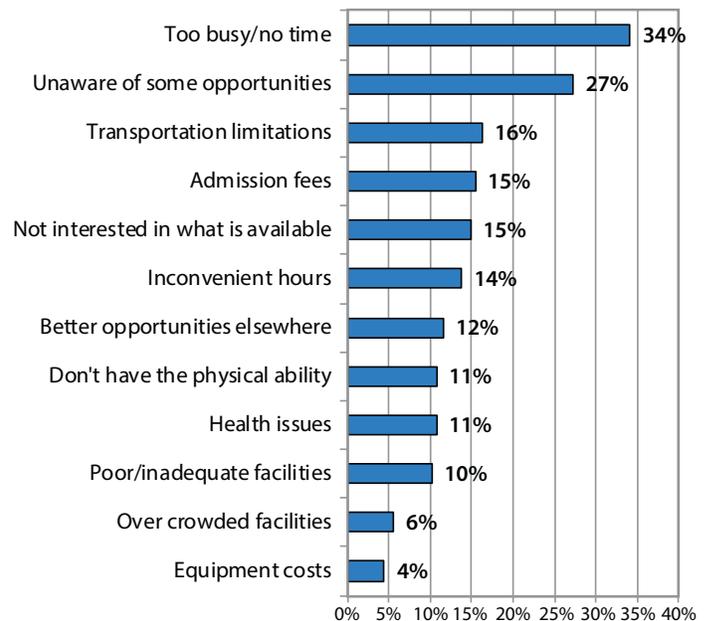
Increasing Participation

13. Continued support for existing external financial subsidy programs for recreation participation is recommended.
14. Information about all financial assistance programs should be included through promotions and marketing efforts.
15. Promotional efforts should focus on promoting free recreation opportunities available to residents.



It is clear that recreation participation provides benefit to both individuals and the communities in which they live. Area residents have demonstrated an understanding and belief in these benefits and existing recreation facilities and spaces are being utilized. That being said, there is potential to increase participation in existing programs and at existing facilities and spaces. Existing RDCK supported facilities and spaces are garnering annual participation from as low as 4% high and 83% of residents suggesting that there is room to increase utilization at many existing resources.

Barriers to Recreation Participation



According to the household survey, significant barriers to participation include busy lifestyles (no time), admission fees, inconvenient hours, and lack of awareness.

Transportation limitations were suggested by 16% of the population to be a barrier. That said, only 33% indicated that travel time to recreation opportunities was a barrier if beyond 20 minutes.

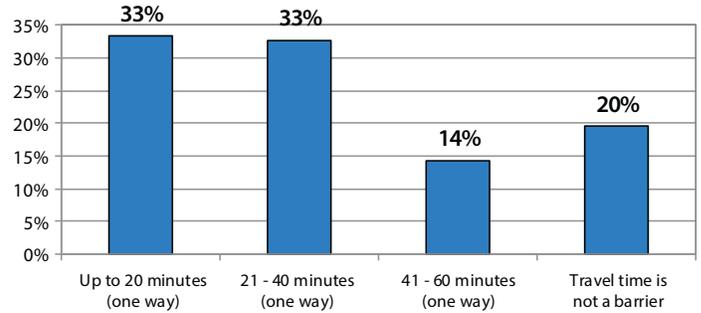
Enhanced promotions and marketing efforts (discussed later) have the potential to combat both awareness and lifestyle benefits. Making more residents aware of opportunities in the area and throughout the Regional District will improve awareness. Focusing on benefits messaging around participation may also increase motivation of residents to find the time it takes to live actively.

Ensuring recreation opportunities are financially accessible is important in achieving goals and creating community benefit. Currently the RDCK offers the Leisure Access Program which provides financial assistance to residents facing financial barriers to participation. The existing program is available to those in need and provides admission or passes to facilities at a 50% subsidy. Other groups external to the RDCK also offer financial assistance programs (i.e. Canadian Tire Jumpstart, Stars for Success). When local residents were asked if they were aware of financial assistance programs in place for children’s programming, only 27% indicated that they were. **Increased awareness of financial assistance programs is necessary, whether they are provided by the RDCK or others in the area.**

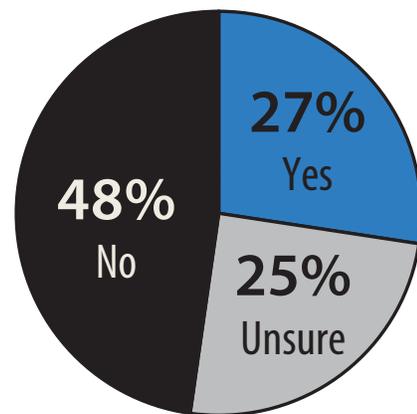
RDCK support of existing programs in the area and the continued implementation of the RDCK Leisure Access Program is warranted. As well, the RDCK philosophy on user fees and program cost recovery may require revisiting. More deliberate focus on achieving social returns may reduce the requirements of generating financial cost recovery. Pricing for recreation should balance affordability with maximum market penetration; a concept that will likely require increased subsidies across the affordability spectrum.

It is incumbent upon the RDCK to make sure that all residents, especially those in need, are aware of financial accessibility programs available to them. This messaging should form part of promotions and marketing efforts and could also include other non-RDCK programs. Creating knowledge in the community about free recreation opportunities will also help reduce financial barriers to participation and extend community benefit.

Generally, what amount of travel time to recreation facilities and programs is acceptable before travel becomes a barrier?



A number of organizations provide some financial assistance to help people access children’s programming in the area. Are you aware of these financial supports?



Promotions and Marketing

16. Promotions and marketing for recreation should focus on educating the public about opportunities, motivating participation, and reducing barriers.

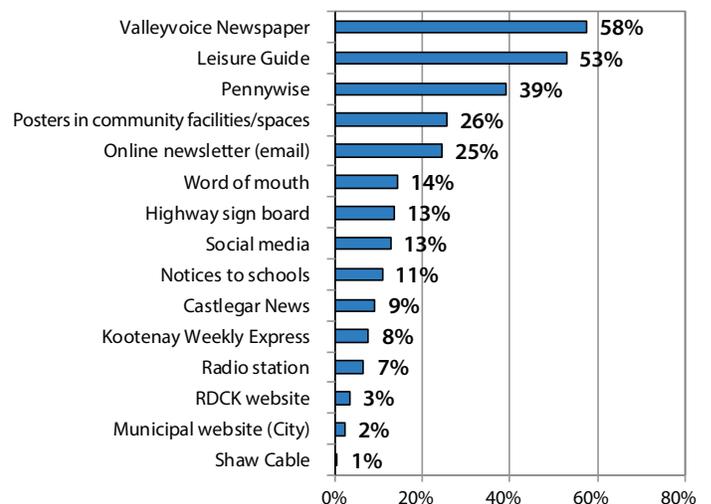


Recreation participation offers many benefits to residents and to the communities in which they live. These benefits derive from direct participation as well as the broader social/public good in the community.

Public awareness around these benefits and the various opportunities residents and visitors have to access recreation opportunities is vital in ensuring that recreation is perceived as essential, valued services and that current and future public investment in these services deliver the greatest public and social good. Educating the public as to available opportunities and the benefits of participation will further the levels of participation and broaden their benefits. **Recreation education** is an important aspect of service delivery, and one that the RDCK may need to take a lead role in delivering in conjunction with cross-sectoral partners such as social services, education, health, and justice. Of those who responded to the household survey, 27% cited that being “unaware of some opportunities” was a barrier to participation. Furthermore, 32% of survey respondents indicated that “improved marketing of programs” should be a priority; the most frequently mentioned improvement/enhancement to existing programming in the area. Overcoming this barrier needs to be a future focus area for the RDCK. This can be achieved by ensuring that residents are aware of opportunities in both their service areas and throughout the entire RDCK. Messaging around benefits of participation may also enhance current participation levels. This can be challenging with the majority of recreation services and opportunities being delivered by entities other than the RDCK (and its commissions).

This puts the RDCK in a position of facilitator one that is best served by the RDCK. Assuming a role to gather and maintain an inventory of programs, services, and contacts requires ongoing efforts and is one best suited to the RDCK versus other bodies. Further, with its reach and resources, the RDCK is positioned well to communicate all of this information as well.

Best Methods to Communicate Information



Developing the right messages and delivering them in the most effective and appropriate means is key to effective marketing. Currently, 58% of household survey respondents suggested they find out about recreation opportunities through the Valleyvoice local newspaper; 53% indicated they rely on the Leisure Guide. Other ways included social media, radio, and word of mouth. The Leisure Guide is clearly an effective means to get information to residents and should be continued.

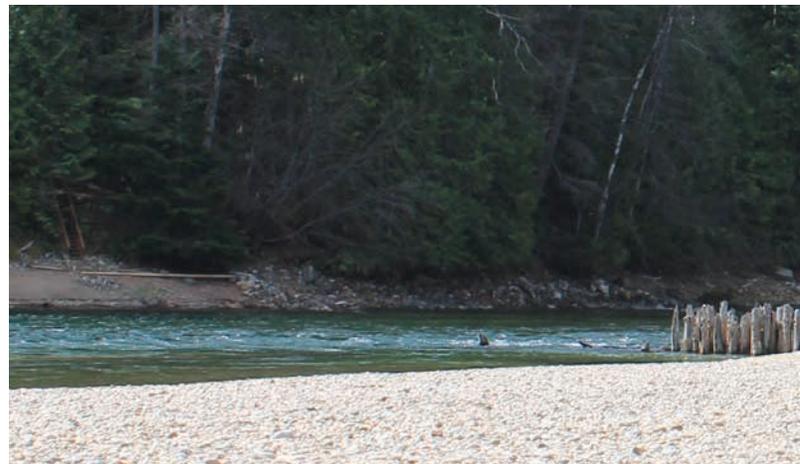
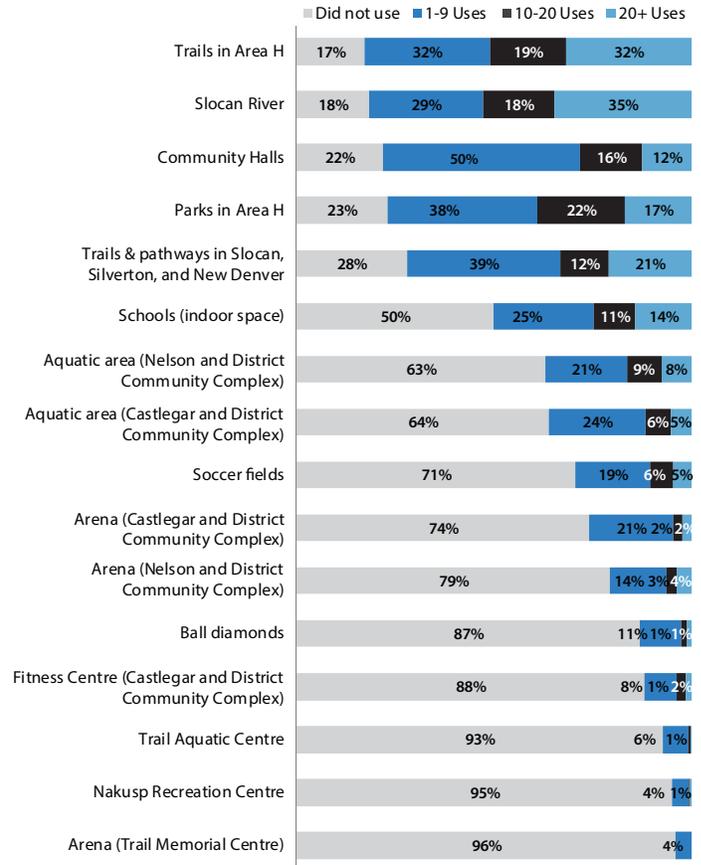
Although the level of public awareness of opportunities is seemingly adequate, local groups indicated that assistance with promotions and awareness of their respective programs was an important role that the RDCK could play in helping them achieve their program goals.

Current efforts related to promotions and marketing focuses primarily on presenting opportunities for participation. There is less emphasis on the motivations and rationale for participation. Enhancing public messaging to include the benefits of recreation and parks will motivate residents to participate and build community perception and political clout for these as essential public services.

As determined through the household survey, even the most heavily utilized facilities available in the area are only used by 83% of residents—many facilities only experience visitation by half of the area’s population or less. There is potential to enrich and increase participation in existing publicly funded recreation opportunities. It is not good enough to ensure that everyone knows what is available and how to get access to opportunities (that is fundamental). The RDCK must go further and proactively convince people to try things. This is particularly true for people who are not active. Being more proactive might include the following:

- Giving away free initial visits, providing access to equipment needed to participate, or otherwise lowering barriers or levels of commitment to encourage people to participate.
- Working with social service agencies to assemble a data bases of those who have significant barriers and/or are not active and then targeting them with specific messaging that is more proactive and to promote opportunities (as outlined in the previous point).
- Work with other sectors in offering free or subsidized initial access to programs and facilities for those that could benefit from direct participation (e.g. those who need recreation for therapeutic/health reasons or those engaged in anti-social, self-destructive behaviours).

Facility, Park, and Open Space Usage in the Past Twelve (12) Months



The development and implementation of a marketing and promotions plan for recreation in the area would outline key messages that the RDCK should be promoting. The plan would also involve constant evaluation of the effectiveness the means by which (and overall effectiveness of) messages are delivered. Key messages should include the following:

- RDCK staff, partner groups and the general public telling success stories regarding the benefits realized (achievement of goals) from participating in recreation pursuits;
- Overall public support of, and participation in, recreation and parks pursuits demonstrated through statistically reliable public engagement activities such as telephone or mail out surveys—as has been compiled in this Master Plan process;
- Participation statistics from local recreation programs, facility memberships and usage statistics, etc. which could equate to annually measured indicators (% of population participating) or special community participation challenges (i.e. neighborhood based healthy lifestyle competitions);
- Recreation focused research from within the province and beyond from sources such as BCRPA and the Leisure Information Network;
- Estimates of the positive economic impact of recreation in the community including non-local spending estimates, impact of recreation amenities on adjacent property values, and estimated reduction of health and crime prevention costs (reduction of anti-social and self-destructive behaviours); and
- Support information/messaging from external, but related, sectors such as health services, crime prevention, education, social services, business, and economic development.

Part of the RDCK marketing and promotions plan would be the **branding of public recreation services** including a logo and associated materials, and also include the **branding of this Master Plan** so that the public is aware that recommended initiatives and projects are happening, and that they were developed and implemented due to the community involvement associated with the Plan.

Measures of media effectiveness should be collected. This could happen with any facility visitation (through point of purchase/ participation, random public recreation facility exit surveys at a facility, trail head, etc.) or through the assistance of partners delivering services and programs (e.g. do you know that recreation and parks are beneficial to your health? How did you find out about this opportunity?). Surveying could be accomplished through questionnaires in the Leisure Guide or on central websites (e.g. RDCK).

Recreation promotions and marketing and educating the public about benefits is key to enhancing the community and individual impact from recreation investment.



Community Liaison

17. An ongoing community liaison strategy for recreation services should be developed that considers the general public, interest groups, and partners.



Residents and visitors have many different preferences and opinions as it relates to recreation services. These preferences shift due to a variety of factors (e.g. ageing, new residents, societal values). As such recreation opportunities need to be dynamic to keep as many people engaged as possible. For these reasons, ongoing community liaison is a necessity for effective delivering of recreation services. Ongoing liaison needs to occur at a resident, user and interest group levels.

The role that the Commission plays in terms of liaison is vital and should be sustained. Further enhancements to the role of the Commission could include annual or biannual open houses or the use of online discussion tools to facilitate dialogue between community members and commissioners.

Ongoing input collection from the general public via public surveys (e.g. web based polls or statistically reliable mail out or telephone surveys) conducted every 3 – 5 years would enable local trending information and create an appropriate reference for decision makers.

Ongoing discussion with interest groups and partners is also necessary, especially as the RDCK contemplates providing enhanced support to interest groups and the volunteer community. Dialogue with interest groups and partners needs to be two-way. Groups can share information about participation and challenges; the RDCK can offer local trend information from surveys and broader strategic direction attached to current and future public support. Sharing information related to the Framework for Recreation in Canada 2015: Pathways to Wellbeing and the Canada Sport For Life initiatives will also provide benefit to local groups.

Recreation Programming and Opportunities

Recreation programs and opportunities throughout the area are delivered by a combination of public, non-profit and private sector organizations. These programs and opportunities afford residents the ability to participate in healthy, active, and creative living pursuits and make good use of recreation facilities and parks. The following recommendations are intended to enhance the delivery of these valued and essential opportunities.



Recreation Program and Opportunity Delivery

18. The RDCK should continue to offer recreation programs (through both direct and indirect delivery).
19. The RDCK should take a lead role in recreation program and opportunity needs assessment on an ongoing basis.
20. An ongoing dialogue with all program providers should be hosted to disseminate needs information and coordinate program and opportunity delivery.
21. Viability of programs and opportunities should be determined with consideration to social and financial return.



The RDCK has a relatively minor role in the direct delivery of programs but assumes a greater role in facilitating programming (particularly in Recreation Commission #8 where there is an RDCK staff position). The RDCK does have a strong interest in the success of local programming delivered by other parties throughout the region and does support these efforts through the grant program administered by Recreation Commission #6.

Generally speaking, the RDCK is best served by interest groups, partners or the private sector offering needed recreation programs that are available to residents with little or no public support required. This allows the RDCK to apply its finite resources and efforts to areas of most need or where other stakeholders are not able or interested in providing. This assumes that the quality and accessibility of the program being offered is in line with RDCK intent. That said, the first default to delivering any program should be to allow and/or enable the non-profit or private sector to provide it first (program quality and affordability held equal). This approach would also include partnering directly with other organizations as a “next best” approach before RDCK staff would provide a program independently. Cross-sector collaboration and partnerships as discussed provide clarity on how this collaborative

partnership approach to programming could occur and why it should occur. **Both Recreation Commission #8 and #6 do not need to follow the same program philosophy** (i.e. direct vs. indirect approach). Decisions regarding program delivery in Area H should be made based on program needs and the ability for external groups to meet identified needs.

The identification of program preferences and resident need is the responsibility of the RDCK; no other program provider has as broad of a mandate to meet public need and deliver social good. For this reason, the role of program needs assessment lies with the RDCK and should be combined with the community liaison process outlined previously. Disseminating needs information to program providers is also important and can be done through dialogue with interest groups and partners as discussed earlier.

Recreation Programming and Opportunities Focus Areas

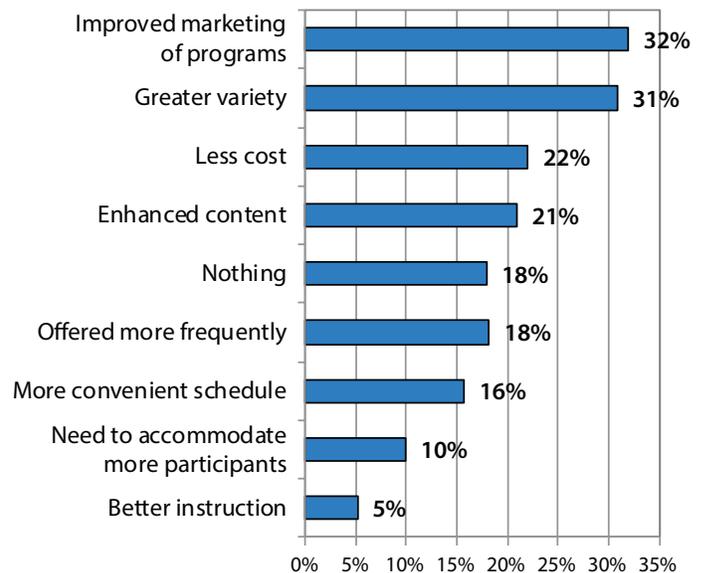
22. The RDCK should use the program focus information provided through this study (and revisit it) to help guide collaborative provision of recreation programming and opportunities.



Assessing resident needs for recreation programming is complex and requires ongoing community and interest group dialogue. The activities undertaken in the development of this Master Plan including, but not limited to, statistically reliable public surveys, interest group consultation, trends analysis, and background research, all are tactics that can (and should) be used in determining community needs and demands for recreation programs and opportunities.



Improvements/Enhancements to Programming



When residents were asked what improvements or changes should occur to current recreation programs, “improved marketing of programs” was mentioned most frequently followed by “greater variety”, and “less cost”. Key areas of focus for current recreation programs and opportunities by age group were identified through the household survey as follows:

Program Focus Areas for Children (0 – 5 years)	
Priority	Program Type (Household Survey Response)
1	Nature/outdoor education (29%)
2	Recreation (general interest) (22%)
3	Sports (16%)
4	Rural Skills (15%)
5	Fitness and wellness (13%)
6	Visual Arts (10%)
7	Performing Arts (10%)

Program Focus Areas for Young Adults (19 – 39 years)	
Priority	Program Type (Household Survey Response)
1	Rural Skills (39%)
2	Recreation (general interest) (30%)
3	Nature/outdoor education (29%)
4	Fitness and wellness (28%)
5	Sports (25%)
6	Performing Arts (20%)
7	Visual Arts (20%)

Program Focus Areas for Youth (6 – 12 years)	
Priority	Program Type (Household Survey Response)
1	Nature/outdoor education (42%)
2	Sports (32%)
3	Rural Skills (30%)
4	Recreation (general interest) (28%)
5	Fitness and wellness (23%)
6	Performing Arts (23%)
7	Visual Arts (18%)

Program Focus Areas for Adults (40 – 64 years)	
Priority	Program Type (Household Survey Response)
1	Fitness and wellness (37%)
2	Rural Skills (31%)
3	Recreation (general interest) (31%)
4	Nature/outdoor education (29%)
5	Performing Arts (22%)
6	Visual Arts (20%)
7	Sports (19%)

Program Focus Areas for Teens (13 – 18 years)	
Priority	Program Type (Household Survey Response)
1	Nature/outdoor education (40%)
2	Rural Skills (37%)
3	Sports (32%)
4	Fitness and wellness (30%)
5	Recreation (general interest) (29%)
6	Performing Arts (27%)
7	Visual Arts (23%)

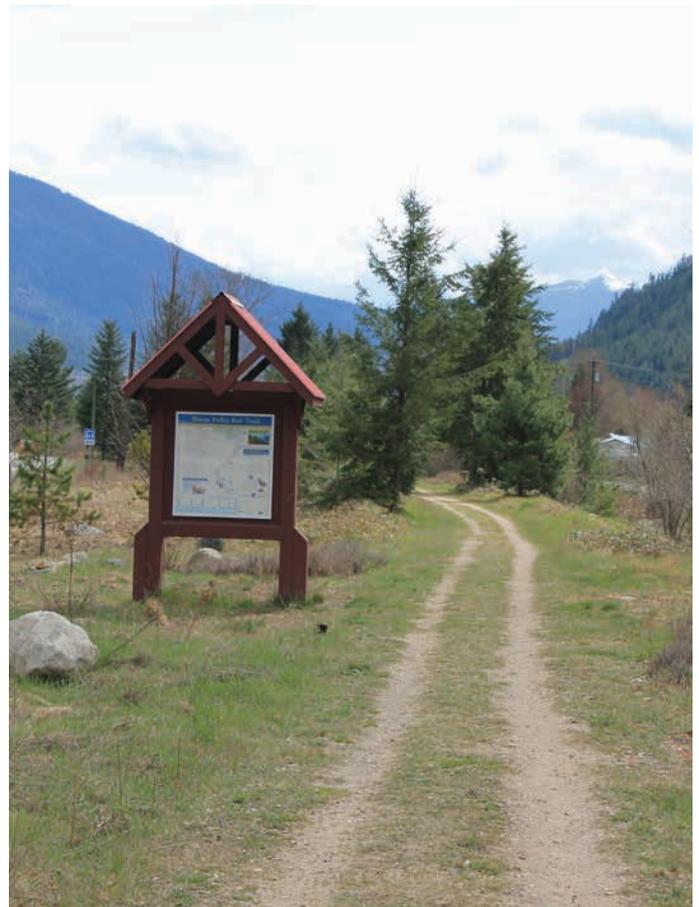
Program Focus Areas for Seniors (65+ years)	
Priority	Program Type (Household Survey Response)
1	Fitness and wellness (39%)
2	Recreation (general interest) (29%)
3	Nature/outdoor education (26%)
4	Performing Arts (22%)
5	Rural Skills (21%)
6	Visual Arts (20%)
7	Sports (13%)

Ongoing dialogue with residents, like the survey results reported, and interest groups provides valuable insight into warranted recreation programs and opportunities. External influences can also provide guidance to program design. For instance, the Canadian Sport for Life movement and the Long Term Athletic Development Plan can help programs focus on different skill development for different age groups.

In terms of program focus identified during this Master Plan process the following have been identified and should also help focus new and incremental efforts. This is not to say that existing programs should be discontinued if they are successful, but does indicate that incremental efforts be directed to these areas as well as reallocation of existing poorly attended programs.

- Providing opportunities for all ages and abilities to participate in physical activity—**getting more people more active more often**;
- Providing opportunities that **enable spontaneous, drop-in** recreation activity;
- Providing opportunities for children and youth to participate in **unstructured play**;
- Enabling all community members to take part in **nature interpretation**;
- Developing broader public programs focused on **nutrition and healthy lifestyle choices**;
- The integration into existing and new programs, where possible, of pertinent stages of the **Canadian Sport for Life Strategy** and principle of **physical literacy**;
- The continuation on supporting traditional **team sports** offering for all age groups with greater focus on skill development and less on competition;
- Programs that promote and ensure **positive ageing**; and
- Programs offered to school aged children during the critical **afterschool** time period (3pm – 6pm).

The aforementioned focus areas and program considerations are extensive and broad. They are meant to provide general guidance to program delivery agents (within recreation and beyond to other sectors), including but not limited to the RDCK, yet still enable creativity and partnership to occur.



Section 8

Recreation and Parks Infrastructure

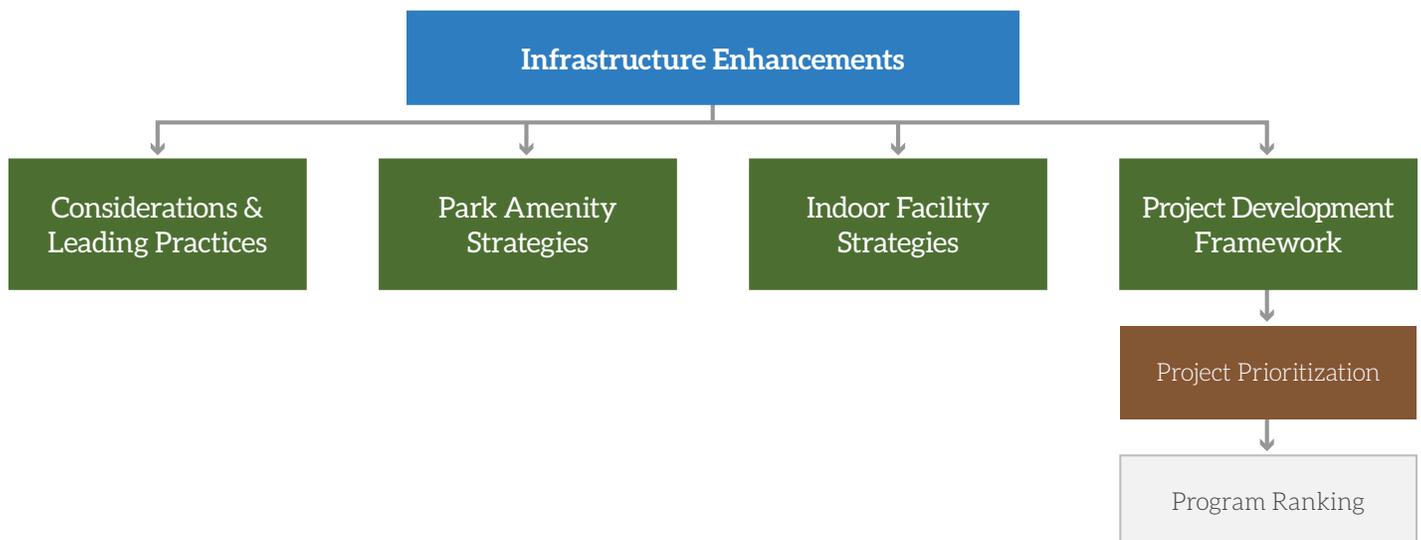
Creating supportive environments for recreation activity to occur is a vital role in the delivery system and a role typically undertaken, to a great degree, by municipal government. Having relevant infrastructure in place, sustaining it, and planning for new infrastructure all has to be strategically considered.

The RDCK currently operates Crescent Valley Beach as well as four regional parks: Winlaw Regional and Nature Park; Rosebery to Three Forks Regional Trail; Bigelow Bay Regional Park; and Rosebery Parklands Regional Park.

Further to the provision of recreation environments by the RDCK, the Villages of New Denver, Silverton, and Slocan each operate and maintain parks, open spaces, and trails.

Current investment in existing recreation facilities and spaces is significant. Operating and maintaining existing facilities is a major responsibility. Residents and groups in the area show high levels of satisfaction with recreation services, yet there is an appetite for investment in new and/or enhanced infrastructure. Approximately half (51%) of households indicated a need for new and/or enhanced recreation facilities; 51% also indicated a need for new and/or upgraded parks and open spaces and 52% supported new trails and or pathways throughout Area H.

Managing and sustaining existing infrastructure, as well as providing new infrastructure to meet current and future demands, requires strategic thinking. The following sections outline a number of considerations and management tools that can aid decision makers in future infrastructure provision.



Regional Infrastructure

- 23. The RDCK develop a regional recreation facilities plan.
- 24. The RDCK develop a regional trails plan with trail stakeholders.

Alignment with the **Framework for Recreation in Canada 2015: Pathways to Wellbeing** Goals



- Active Living
- Inclusion & Access
- Connecting People & Nature
- Supportive Environments
- Recreation Capacity

The RDCK provides, owns, and operates three primary regional recreation complexes (Creston, Nelson, and Castlegar), 22 regional parks, and two trails dispersed throughout 7 areas in the Regional District. The types of parks included in the regional parks system are community parks, multi-purpose parks, water front access parks, and regional trails. The RDCK has a Regional Parks Bylaw and is currently developing Management Plans for regional park sites. Having a regional scope in planning facilities, parks, and trails is important as these resources, and the associated investment in them, is best optimized if assets are complementary and connected.



Recreation Leading Practices

25. The leading practices presented should be considered when planning, operating, and maintaining existing and new recreation infrastructure.



The following recreation infrastructure considerations are provided to help inform and influence decisions regarding the planning, design and operations of both existing and new recreation infrastructure (where applicable). For the most part, they pertain to both indoor and outdoor environments and include strategic recommendations (if applicable). Many of these considerations are currently practiced by the RDCK and Villages within Area H where able. While the provision of indoor infrastructure in Area H by the RDCK is limited, these considerations are important to consider for the existing infrastructure of the Villages and ultimately for future facilities.

Spontaneous/Structured

The provision of spontaneous, unstructured recreation opportunities should continually be considered by the RDCK in the programming of existing and new spaces. The RDCK does operate spaces such as fitness centres and trails that enable spontaneous participation yet much of its investment lies with structured, rental use facilities. All of this has led to a need to increase the provision of spontaneous use recreation outlets for residents. This is not to say that traditional team sports/structured activities and the environments that support them should be ignored.

Spontaneous use is a relatively new concept and the supply/demand relationship of these areas is not as straightforward as is the case with programmable/rentable spaces. This is primarily due to the fact that capacities cannot be clearly identified for spontaneous use areas, as the point at which a facility is “too busy” and thereby prohibitive to participant use is subjective and based on individual perception.

Spontaneous use of facilities occurs in two ways. A spontaneous user may visit a facility for the purpose of participating in a desired activity or a user may participate in an activity because it is convenient to do so, yet it wasn't the intended purpose for the facility visit.

Spontaneous use areas provide users the opportunity to participate at irregular times, thereby enabling users to partake in physical activity or creative/social endeavors even if they cannot commit to signing up for a scheduled team or program. Therefore, spontaneous use areas must provide optimal flexibility in hours of operation. A common theme throughout the consultation process for this Master Plan was that inconvenient timing of recreation opportunities was a barrier to participation.

Spontaneous use activities are best offered in clusters depending on the type of activity and the adjacent facility amenities. Therefore, spontaneous use opportunities must be provided in clusters that work well together, including change rooms for both wet and dry uses.

Spontaneous use activity-clusters must consider cross use and convenience of potential users. Clusters that seem to work well include:

- Fitness/wellness and child minding,
- Fitness/wellness and major scheduled use activity (i.e. arenas, field houses, etc.),
- Fitness/wellness and therapeutic/program aquatics; and
- Leisure skating and ice arenas.

Considering these points, it is apparent that many future spontaneous use spaces should piggy-back with major programmable/rentable spaces. Examples of spontaneous use recreation and parks infrastructure includes (but are not limited to) the following. It is important to note that rental spaces such as traditional ice arenas and gymnasiums can also be spontaneous if they are not rented out for exclusive use.

Spontaneous Use Recreation and Parks Amenities	
Indoor	Outdoor
Fitness Centres	Trails
Walking/Jogging Tracks	Playgrounds
Indoor Child Playgrounds	Passive Green Spaces
Etc.	Etc.



Recreation, Culture, Heritage, and Social

Recreation, culture, parks, and social facilities and programs are relevant and significant contributors to quality of life in Area H. Traditional perspectives often suggest recreation and parks as being sports and physical activity related, culture primarily as encompassing creativity and artistic expression, and social services as being reactive efforts to right social maladies in the community. These traditional perspectives have defined these three important components of quality of life as mutually exclusive. Although these three types of services are often located in independent facilities and sites, they do share some similarities. These similarities include:

- Each allow participants to differentiate and express themselves;
- Each are products of participant choice in how to spend leisure time;
- Each have been proven to have positive benefits to personal development for all ages;
- Each have been proven to promote community pride and cohesiveness; and
- Each promote and improve overall quality of life.

This means that in many cases the separation of recreation, culture, parks, and social service facilities and spaces can be avoided, especially when planning, designing, and operating environments in which these activities can occur. If the use of already limited public funds for recreation, culture, and social infrastructure is to be optimized, the provision of environments that support and integrate these three vital components of municipal service provision as much as possible is highly desirable.

The concept of including elements for recreation activities in facility and space development and operations does not only hold true for the development of future new public facilities spaces, but it can also be applied to existing facilities and spaces. Opportunities to showcase local artists should be explored at existing traditional recreation and park facilities in the region. Exposure to recreational pursuits, perhaps in themed performances or exhibits, should be hosted at existing traditional culture venues. New infrastructure development in the area, whether in a traditionally recreation, parks, culture, or social context, should consider the inclusion of spaces related to the other three. This will optimize the use of public funding, promote multi-purpose development, and planning amongst traditionally separate user markets.

Stand-alone vs. Multiplex

The development of large multi-purpose community recreation facilities warrants exploration whenever new facility development is considered. Combining multiple facilities under one roof or at one site can lead to operation cost economies of scale and can increase overall usage. Gathering more users at one site can also enhance the attractiveness of private sponsorship and retail sales and commercial lease spaces at facilities, hence improving revenues streams. The merits of this approach are currently being demonstrated at the existing RDCK community complexes. This is an approach that is being modeled on a smaller scale where arena space is connected to curling rinks and multi-purpose program rooms.

The development of multiple facilities at one site or in one building envelope can also be more cost effective during the design and construction process. Cost savings can be achieved through professional services as well as other site costs such as parking and site servicing.

Facility clustering of specific facility components using the multiplex approach is appropriate due to both operational economies of scale and complementary uses. Some examples of appropriate clustering include:

- indoor ice arenas and leisure ice amenities;
- fitness and wellness spaces with scheduled use facility spaces (e.g. arenas, field houses, etc.);
- fitness and wellness spaces with child minding facilities;
- fitness and wellness spaces with indoor aquatics venues;
- fitness and wellness spaces and indoor walking track facilities, and;
- ice facilities with indoor aquatics venues (energy sharing).

Geographic Provision

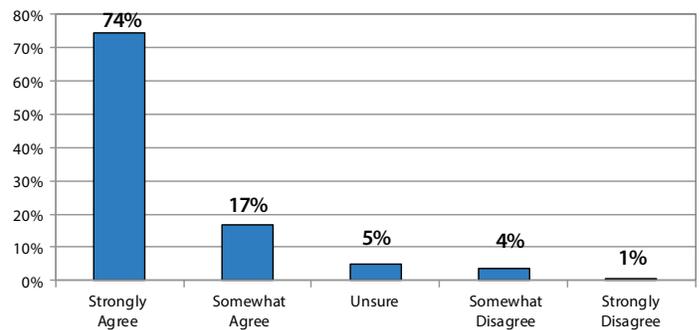
Geographic provision of facilities and sites is an important consideration for Area H as the Area is large. Proximity to the City of Nelson and City of Castlegar suggest that user markets for regional facilities extend beyond defined service areas. Only the residents in the south portion of Area H have quick access to Nelson and Castlegar.

Energy Efficient Design

Residents have stated that facilities and infrastructure should be developed considering their impact on the environment.

Designing facilities in the most environmentally friendly way possible can lead to significant reduction to the environmental impacts of construction and operation. It is also more costly¹ in terms of capital, therefore detailed cost benefit analysis should be undertaken for major mechanical or design revisions. If payback periods can be reduced to 10 years or less, the revision should be strongly considered.

Where possible, recreation facilities and amenities should be developed considering their impact on the environment.



¹ Achieving environmentally conscious design certifications can equate to a premium of 15% or greater in terms of overall project capital cost.

Synthetic Playing Surfaces

More and more municipalities are utilizing synthetic playing surfaces as an alternative to natural turf for the provision of rectangular fields, ball diamonds and in some cases, outdoor rink spaces. These surfaces allow for more intense use (continuous use regardless of weather and extended playing seasons) of scarce outdoor space. Although synthetic surfaces have higher construction and replacement costs as compared to natural turf, the ability to utilize synthetic surfaces much more intensely also enables increased program and tournament hosting capacity. Other benefits of synthetic surfaces include:

- All weather use
- Extended playing season
- Ease of maintenance
- Reduced injuries/safer playing surface for athletes (subject to further research)

Lifecycle Budgeting

Recreation facilities and spaces are some of the most costly (both operational and capital) and complex assets in a municipal asset inventory. Not only do they require extensive human resources to program, operate, repair, and maintain, these heavily utilized facilities can also be costly. Lifecycle budgeting is the practice of including annual budget allotments for the reinvestment and ultimate replacement of existing facilities and spaces.

The concept of **lifecycle budgeting** is becoming more commonplace in Canada. The RDCK does not currently have a formal lifecycle replacement budgeting process in place. Municipalities that do have these type of programs for recreation spaces typically budget fixed percentages of estimated asset replacement value annually to operating budgets.

A concept related to facility and site lifecycle replacement budgeting is facility amenity refreshment planning. Amenity refreshment suggests that the program elements, such as leisure amenities in a swimming pool have a functional shelf life shorter than the life spans of the facility envelope and mechanical systems. Some facilities require periodic reinvestment to ensure functional use and relevance. Amenity refreshment is a concept more commonly found in culture facilities such as art galleries and museums, but is an important consideration for all new or existing recreation and parks facilities and spaces.

Infrastructure Design

The actual design of recreation infrastructure is typically a reflection of the design team selected, community image, and the active involvement of community stakeholders. Recognizing that, the design process and eventual programming of the infrastructure being designed can be enhanced by considering the following.

Most importantly, program spaces must accommodate the program/functional use they are built for as well as multi-use in an appropriate and acceptable fashion. Other considerations related to regional, provincial, national and/or international event hosting capability should also be reviewed to determine the cost benefit related to infrastructure elements such as the amount of spectator seating, meeting rooms and event support spaces, offices, warm-up/cool-down facilities, training areas, and the facility standards outlined by various sport organizations that are required for event, competition, and performance hosting in addition to ongoing community recreation programming.

Physical accessibility is also a very important consideration. Universal design considerations for users with disabilities must be considered as well as concepts such as senior friendly or child friendly design and designing spaces and program areas to promote physical literacy.

Designing for exposure, activity cross marketing (internal and external sight lines) and sponsorship exposure should also be reviewed as there is potential to generate revenues for operations and increase overall facility utilization and community activity with different facility designs.

Indoor recreation facilities typically are found on larger park sites as is the existing complex. The integration of the indoor and outdoor environments (in terms of design and program) is an opportunity. Designing facilities to reflect the topography of a site, to ensure that outdoor trails connect to indoor public corridors of facilities, and, in some cases, using overhead doors, causeways and glazing (glass) to eliminate the boundaries between indoors and outdoors are all examples of how the indoor and outdoor environments can begin to be integrated. This is especially pertinent should the RDCK wish to promote year round outdoor (winter) recreation and parks activity.

Sustain Existing vs. Building New Infrastructure

Investment in recreation infrastructure requires resources to simply sustain existing service levels. The concept of looking after what one has is important and, if practiced, can lead to opportunities to meet new demands with existing facilities, thereby leveraging past investment and allowing for other priorities to be addressed.

An important consideration in planning for future recreation and parks service provision is considering the expense and appropriateness of maintaining existing facilities and sustaining existing service levels. Maintaining existing facilities and spaces first will ensure that existing service levels are sustained and that programs currently subscribed to can continue to be offered.

In considering the development of new facility components and spaces, if they can be added to existing facilities then significant costs savings in site acquisition, servicing, administration, and common-area development may be achieved.

The rationale for looking to existing facilities and sites first for expansion opportunities involves protecting and enhancing existing infrastructure investment and ensuring that existing service levels and programs are sustained prior to offering new ones.

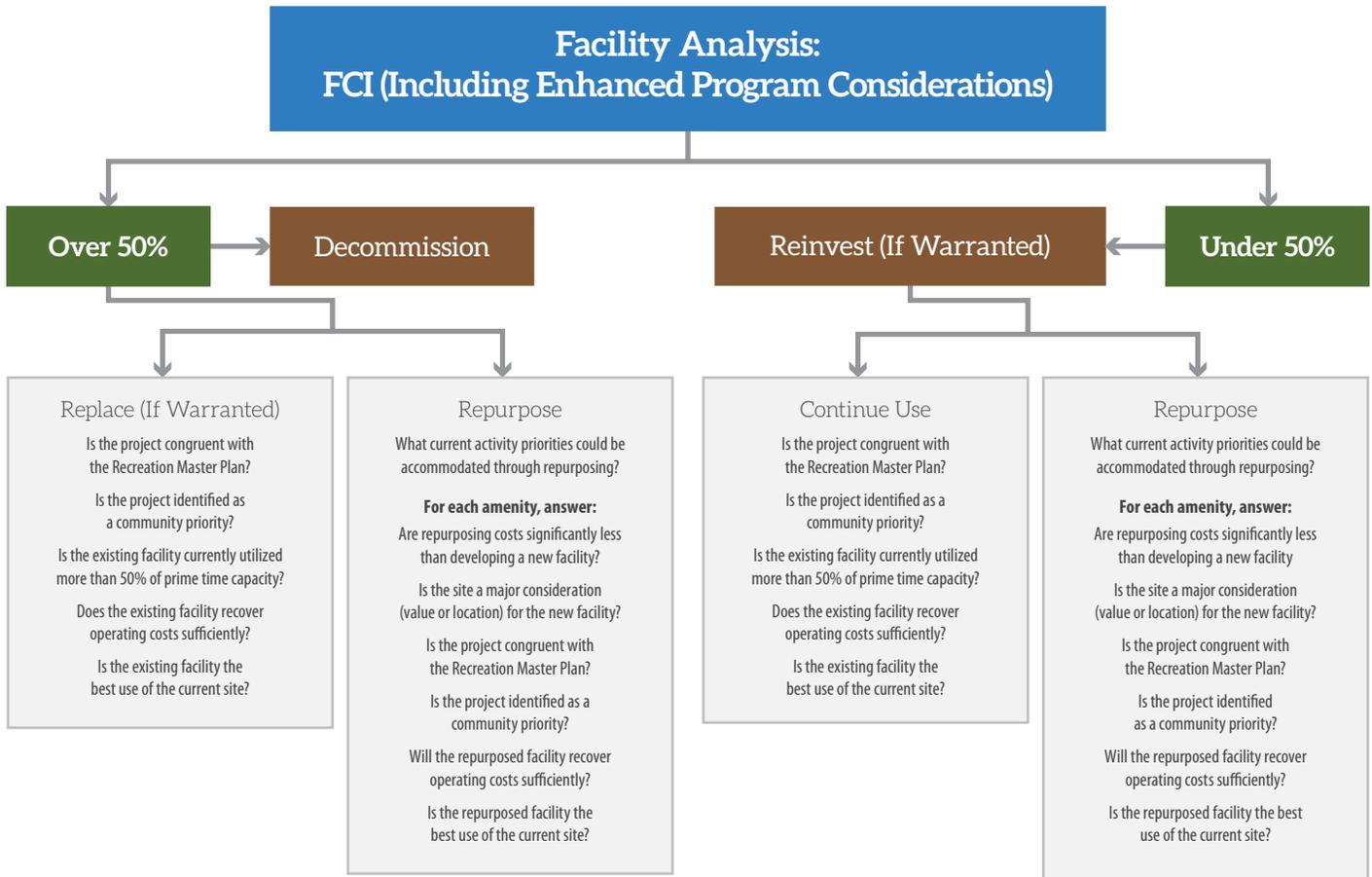
Facility and site lifecycle replacement budgeting (see previous discussion on lifecycle budgeting) includes planning to replace existing facilities when the cost-benefit analysis associated with reinvestment is not warranted and new replacement infrastructure is the most appropriate way to move forward. Facility and site replacement budgeting would suggest that facilities are not only maintained on an annual basis through facility lifecycle planning but that money is also put away through operating budgets to pay for building new replacement facilities. As the life span of recreation facilities and spaces is typically between 40 – 60 years, this annual replacement planning would theoretically put smaller amounts away each year so that when the facility is decommissioned and needs to be replaced a substantial portion of the capital replacement value is already in reserves.

Further to the merits of lifecycle budgeting, even those municipalities that have secured sufficient lifecycle replacement budgets to replace facilities and sites need to decide what is most appropriate: reinvestment, re-purposing, or replacing existing facilities or sites. The repurposing of existing indoor and outdoor recreation and parks facilities has great potential for meeting the needs of expanding programs as well as meeting the needs of newly introduced activities in the area. In order to effectively do so, facilities considered for repurposing must be analyzed in terms of existing usage levels and the costs associated with any changes. As even underutilized spaces in the area are valued by some residents, appropriate justification will undoubtedly be required to repurpose any existing public recreation and/or parks facility or space. If a facility or space has been identified for potential repurposed use, the RDCK must engage the local community, users of the facility and the expertise required to assess opportunities associated with sustained or repurposed uses (architectural and engineering assessment).

The concept of Facility Condition Index (FCI) is a common tool for government in assessing the potential of reinvestment in, or replacement of, a public facility. Currently many western Canadian municipalities utilize FCI to assist in decision making regarding the future of publicly owned facilities and spaces. FCI measures the required upgrade costs of a facility versus its replacement value. Those facilities or spaces that have repair to replacement ratios of over 50% (FCI) are candidates for repurpose or decommissioning. Those with FCI of under 50% are more likely candidates for reinvestment.

Although this approach is accepted and helpful, it does not account for the functionality of the facility in question. If a facility is structurally and mechanically sound, but it doesn't meet demands for functional programming of potential users, the FCI may warrant reinvestment which functionally may not be effective in meeting community needs. This issue is accentuated for recreation and parks facilities and spaces as many have unique and varied uses. The addition of a "program enhancement premium" needs to be understood when calculating FCI and assessing facilities for reinvestment, repurpose or decommissioning.

Once the information is collected, administration and decision makers must consider the costs and benefits associated with repurposing versus new construction and make a move toward a decision. For facilities and spaces that do not warrant repurposing and that support will ultimately be discontinued for, the following decision making framework is proposed:



* If two or more of these questions are answered "NO", then the facility should be decommissioned. If not, the reinvestment/repurpose should be ranked through the system presented in the Recreation Master Plan against other potential projects.

In order to implement the approach and analyze projects, the questions posed need to be answered by administration, community members, or a combination thereof. One way of engaging the public and community partners in decision making is to administer an ad hoc task force every time the future decommissioning or repurposing of a major recreation resource (replacement value of \$1M or beyond) is being contemplated.

This task force would have a holistic perspective of broad community need and, if it included members of the public, could include impacted residents or groups as well as those groups or residents that may not have their needs met if major reinvestment in an existing facility is to occur. The task force would utilize the decision making framework presented and would rely on RDCK staff for assistance in providing necessary information.

Project Development Framework

26. The project development framework should be utilized when contemplating significant recreation infrastructure development whenever public funding is required.



The RDCK has to be accountable to its resident tax base. It has to make decisions in the best interests of the community as a whole and have to do so with appropriate levels of due diligence in decision making. As it relates to recreation infrastructure investment, information is required to prepare decision makers so that they can fully understand the costs and benefits associated with a specific project.

Typically, major recreation projects originate through needs assessments (identified needs via research and public consultation) and are then analyzed via feasibility assessment to further understand costs, benefits, and affordability. The project(s) are ultimately designed, constructed, and operated. The following graphic provides an overview of this process.



Because feasibility analysis is required to provide decision makers with information necessary to make informed judgements, it is recommended that **no major (over \$1M) public investments in recreation or parks infrastructure should occur without undertaking market feasibility analysis and business planning.** This approach is supported by **Bylaw 2044 Regional Parks (2009)** that suggests feasibility analysis be undertaken prior to major investment in regional park assets.

This applies not only to initiatives championed by the RDCK, but also to those projects led by not-for-profit groups and associations where public funds are required for the capital and/or ongoing operations of facilities. The entire process, including needs assessment, feasibility analysis, design and construction can take between 18 and 30 months (or longer) and requires the input of a variety of internal and external stakeholders.

Undertaking feasibility analysis requires investment and resources, and sets public expectations. Since this is the case, the following **feasibility planning “triggers”** outline when the RDCK could/should initiate, (or facilitate in the case of a non-profit based project), feasibility analysis, and business planning. Market feasibility analysis and business planning could occur when one or more of the following criteria are met.

1. Facility spaces currently being offered approach 90% to 100% utilization on a sustained basis.
2. Facility or facility spaces currently being used have less than 25% remaining lifecycle as a functional resource (as determined by ongoing lifecycle planning).
3. Current demands and future demands (as impacted through expression of needs, as a function of public input, trends, and majority impact) and/or market growth can be proven.
4. The facility in question and program services proposed provide equitable access for all residents as a public service.
5. Facility type and function conform to core recreation service functions of the regional municipalities or new functional areas as contained within the broader strategic planning.
6. Facility type and function are not currently and adequately provided through other agencies or private sector services in the area or adjacent service areas.
7. Operational or capital partners of any development proposed are established as registered societies and collectively represent sufficient membership or market segments to sustain use of the development for the life of the development.
8. The external volunteer and/or non-profit group leading a facility development initiative has, or has access to, significant capital and/or operating resources.

The above noted process and associated planning triggers will help formalize and prioritize potential recreation projects in the future. If a combination of these planning triggers criteria are met, further feasibility analysis may be warranted.

As feasibility analysis requires public investment, the following **general guidelines for feasibility exploration** should be achieved. General conditions for prudent feasibility analysis include:

- There must be public engagement in the planning process, preferably through the use of statistically reliable surveys.
- A market assessment for component service delivery functions must be completed.
- A thorough and transparent site/location analysis must be completed.
- There must be a biophysical/environmental impact statement.
- There must be a concept development plan including infrastructure planning, costs, and impacts of ongoing operations.
- The project must demonstrate conformance to the broader regional/municipal strategic planning.
- Business planning outlining capital partners, operating partners, sources of capital, capital amortization, and projection of operating costs must be completed.
- “Opportunity cost” analysis must be undertaken which demonstrates that the project represents the best way of achieving the desired end state.

Should feasibility analysis be warranted, these guidelines will ensure that decision makers have undertaken the due diligence they need to make informed decisions in the best interest of the community and public good.



Recreation Capital Project Prioritization

27. The project prioritization framework presented should be utilized to guide future recreation investment and revisit priorities as new information becomes available.



Ideally, the RDCK would be able to fund all of the recreation infrastructure and programs that are needed and desired by residents. Resource limitations prohibit the RDCK from meeting the needs and priorities of all residents, and thus the RDCK, like every other municipality, has to carefully prioritize future projects.

The following recreation project prioritization approach is built upon considerations to strategic intent, costs of development, trends, and community input.

Recreation Space Prioritization

A number of considerations need to form part of the space prioritization decision. These include the ability for potential spaces to meet desired strategic goals, the existing extent of the proposed service in the community, and overall community priorities based on broad community needs assessment. Considering all of these elements, the following decision making framework is proposed for project prioritization¹.



¹ It should be noted that the weightings are a reflection of the responses gathered from the resident household survey. Approximately two-thirds of households identified community demand (61%) and community benefit (63%) as the top two prioritization criteria. Current provision (45%) and partnerships/grants (33%) were the next highest rated criteria.

Criteria	Metrics				Weight
Community Demand	3 Points: For spaces with 4 or 5 check marks.	2 Points: For spaces with 2 or 3 check marks.	1 Point: For spaces with 1 check mark.	0 Points: For spaces with no check marks.	5
Social Good and Public Accessibility	3 Points: Provides social good and unlimited access to the general public.	2 Points: Provides social good and limited access to the general public.	1 Point: Provides social good and is not accessible to the general public.	0 Points: Does not provide social good and is not accessible to the general public.	4
Current Provision in the Area and RDCK	3 Points: Project would add completely new activity to recreation in Area H.	2 Points: Project would significantly improve provision of existing recreation in Area H.	1 Point: project would significantly improve provision of existing recreation in the RDCK but not within Area H.	0 Points: Activity is already adequately provided in Area H and the RDCK.	2
Cost Savings Through Partnerships or Grants	3 Points: Partnership and/or grant opportunities exist in development and/or operating that equate to 50% or more of the overall project cost.	2 Points: Partnership and/or grant opportunities exist in development and/or operating that equate to 25% – 49% or more of the overall project cost.	1 Point: Partnership and/or grant opportunities exist in development and/or operating that equate to 10% – 24% or more of the overall project cost.	0 Points: No potential partnership or grant opportunities exist at this point in time.	2
Economic Impact	3 Points: The activity or space will draw significant non-local investment into the area and will give the area provincial, national, and/or international exposure.	2 Points: The activity or space will draw significant non-local investment into the area.	1 Point: The activity or space will draw moderate non-local investment into the area.	0 Points: The activity or space will not draw non-local investment into the area.	2
Overall Capital Cost	3 Points: The anticipated project capital cost is low (<\$1M).	2 Points: The anticipated project capital cost is moderate (\$1M – \$5M).	1 Point: The anticipated project capital cost is high (\$5M – \$20M).	0 Points: The anticipated project capital cost is very high (\$20M+).	1
Overall Operating Cost	3 Points: The project estimated operating costs are better than break even on an annual basis.	2 Points: The project operating costs are low (<\$50,000 annual subsidy).	1 Point: The project operating costs are moderate (\$50,000 – \$100,000 annual subsidy).	0 Points: The project operating costs are high (\$100,000+ annual subsidy).	1

Park Amenity and Indoor Recreation Facility Ranking

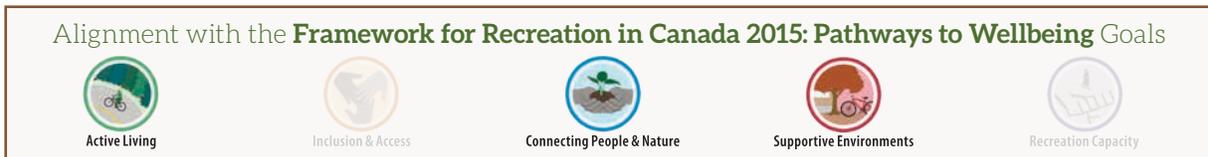
Utilizing the prioritization process outlined and analyzing a variety of potential indoor and outdoor recreation amenities, the following prioritized list of program anxieties has been developed. It is important to note that these priorities will change as new information becomes available and the entire list should be reviewed periodically.

Indoor	Score	Rank
Walking/Running Track	47	1
Fitness/Wellness Facilities (exercise/weight room)	43	2
Indoor Field Facilities (e.g. soccer, tennis, etc.)	43	2
Ice Arena Facilities (e.g. hockey, figure skating, etc)	41	4
Indoor Child Playgrounds	40	5
Court Sports (e.g. racquetball, squash, etc.)	40	5
Gymnasium Type Spaces (e.g. basketball, volleyball, badminton, etc.)	39	7
Performing Arts/Show Spaces	38	8
Youth Centre	38	8
Indoor Climbing Wall	38	8
Pool Facilities Expansion/Attractions	36	11
Museum/Interpretive Facilities	36	11
Dance/Program/Martial Arts Rooms	36	11
Library	34	14
Art Display Spaces	34	14
Leisure Ice Surfaces (non-hockey)	33	16
Community Meeting Rooms	31	17
Classroom/Training Space	31	17
Community Hall/Banquet Facilities	26	19
Curling Rinks	18	20

Outdoor	Score	Rank
Walking Trail System	48	1
Picnic Areas	44	2
Interpretive Trails	44	2
Amphitheatres/Event Spaces/Band Shelters	43	4
Water Spray Parks	43	4
Mountain Bike Park	41	6
Outdoor Swimming Areas	41	6
Dog Off Leash Areas	41	6
Skateboard Parks	40	9
Access to the River	39	10
Child Playgrounds	39	10
Open Spaces (e.g. parks, greenfields)	39	10
Track and Field Spaces	38	13
Community Gardens	36	14
ATV/Dirt Bike Trails	36	14
Pickleball Courts	33	16
Campgrounds	32	17
Sports Fields (soccer, football)	31	18
BMX Bicycle Parks	31	18
Outdoor Boarded Skating Rinks	23	20
Basketball Courts	23	20
Ball Diamonds	22	22
Tennis Courts	18	23

Specific Park Amenity Strategies

28. The park amenity strategies outlined should be pursued as resources become available.



The following discussion includes a demand analysis of specific park amenities and prescribes areas of future focus for each. Where referenced, **the strategies assume three levels of parks for local classification purposes:**

1. **Neighborhood,**
2. **Community, and**
3. **Regional.**

These classifications are identical to those outlined in the Nelson Recreation Master Plan and are assumed to be an intended RDCK standard. The amenities are not presented in rank order and each will ultimately be prioritized in later sections of the Plan.

Amenity Type	Demand Indicators	Future Needs and Considerations
Playgrounds	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 16% of residents as a priority. • Mentioned by 15% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into all new park spaces (neighborhood, community, and regional). • Develop annual inspection programs to ensure user safety. • Develop lifecycle replacement budgets for playground structures.
Community Gardens	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 18% of residents as a priority. • Mentioned by 21% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into community and neighborhood-level parks. • Ensure access to all local residents.

Amenity Type	Demand Indicators	Future Needs and Considerations
River Access	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 45% of residents as a priority. • Mentioned by 36% of local groups as a priority. 	<ul style="list-style-type: none"> • Integrate into regional park sites. • Enhance existing river access points where warranted and develop new ones as opportunities present.
Trails and Pathways	<ul style="list-style-type: none"> • No. 1 community priority. • Mentioned by 36% of residents as a priority. • Mentioned by 18% of local groups as a priority. • 83% of residents claimed utilization of trails and pathways in Area H. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Work with trail stakeholder groups in creating a regional trail system. • Develop a regional trails master plan. • Ensure trail connectivity in newly developing areas. • Develop lifecycle replacement budgets for trails.
Open Spaces (i.e. passive parks)	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 12% of residents as a priority. • Mentioned by 12% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into all new park spaces (neighborhood, community, and regional). • Ensure that passive areas are a priority in all new park planning.
Sports Fields	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 5% of residents as a priority. • Mentioned by 6% of local groups as a priority. 	<ul style="list-style-type: none"> • Maintain and sustain existing fields.
Water Spray Parks	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 13% of residents as a priority. • Mentioned by 6% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into community or regional-level park spaces.

Amenity Type	Demand Indicators	Future Needs and Considerations
Festival Venue/Amphitheater	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 17% of residents as a priority. • Mentioned by 18% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional park spaces when enhancing existing or developing new.
Picnic Areas	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 24% of residents as a priority. • Mentioned by 12% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into all park classifications. • Sustain and maintain existing picnic areas and incorporate new ones into newly developed parks.
Dog Off Leash Areas	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 15% of residents as a priority. • Mentioned by 9% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional and community-levels parks.
Tennis Courts	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 6% of residents as a priority. • Mentioned by 12% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks. • Avoid multiuse when programming tennis courts but construct new courts to be easily adaptable to other purposes.
Basketball Courts/Sport Courts	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 2% of residents as a priority. • Mentioned by 6% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks.
Pickleball Courts	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 1% of residents as a priority. • Not mentioned by local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks. • Avoid multiuse when programming pickleball courts but construct new courts to be easily adaptable to other purposes.

Amenity Type	Demand Indicators	Future Needs and Considerations
Ball Diamonds	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 3% of residents as a priority. • Mentioned by 3% of local groups as a priority. 	<ul style="list-style-type: none"> • Maintain and sustain existing diamonds.
Track and Field Spaces	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 7% of residents as a priority. • Not mentioned by local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional or community level parks at or near secondary school sites. • Development should be contingent upon partnerships between local non-profit groups and/or school authorities.
Outdoor Swimming Areas	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 29% of residents as a priority. • Mentioned by 5% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional or community-level parks.
ATV/Dirt Bike Trails	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 14% of residents as a priority. • Mentioned by 6% of local groups as a priority. 	<ul style="list-style-type: none"> • Do not incorporate into existing or new regional, community, or neighborhood parks. • Provision of activity should be contingent upon the involvement of key stakeholder groups and the Province.
Outdoor Boarded Rinks	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 8% of residents as a priority. • Mentioned by 12% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional or community-level parks.
Skateboard Parks	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 8% of residents as a priority. • Mentioned by 3% of local groups as a priority. • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional or community-level parks.

Amenity Type	Demand Indicators	Future Needs and Considerations
Outdoor Fitness Equipment	<ul style="list-style-type: none"> • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional, community, and neighborhood-level parks as able. • Site in association with children’s playgrounds and active trail systems.
Campgrounds	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 36% of residents as a priority. • Mentioned by 15% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks. • Sustain existing facilities.
Sand/Beach Volleyball Courts	<ul style="list-style-type: none"> • Current utilization does not suggest excess demand. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks.
Boating Facilities (Motorized)	<ul style="list-style-type: none"> • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Integrate into regional park sites. • Sustain existing facilities. • Enhance existing boat launch facilities where warranted and develop new ones as opportunities present.
BMX Bike Parks	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 6% of residents as a priority. • Mentioned by 3% of local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks.
Interpretive Trails	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 17% of residents as a priority. • Mentioned by 27% of local groups as a priority. 	<ul style="list-style-type: none"> • Work with trail stakeholder groups in creating a regional trail system. • Develop a regional trails master plan. • Ensure trail connectivity in newly developing areas. • Develop lifecycle replacement budgets for trails.
Public Art	<ul style="list-style-type: none"> • Provision of this park amenity is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional and community-level parks.

Specific Indoor Facility Strategies

29. The indoor facility strategies outlined should be pursued as resources become available.

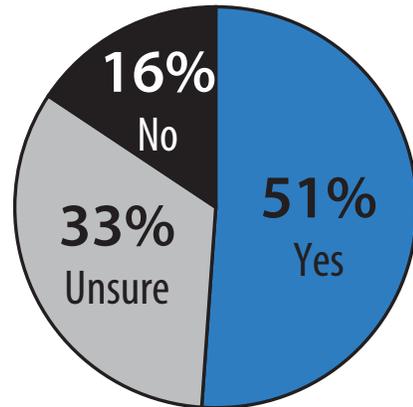


Service providers offer indoor recreation facilities including, but not limited to local school gymnasiums and classrooms.

Although the RDCK and Recreation Commissions #6 and #8 have not traditionally focused on providing indoor recreation opportunities in a significant way, the demand for these types of recreation amenities is apparent. This demand is complemented by the fact that locating indoor recreation facilities in the southern portion of Area H (within the Recreation #8 service area) could provide access to user markets in Castlegar and Nelson. Residents within Area H and the Villages have shown support of new and/or enhanced recreation facilities being developed in the area.

Should the RDCK look to focus more on indoor recreation facilities in Area H into the future, the following strategies have been developed to help guide future decision making.

Is there a need for new and/or upgraded recreation facilities?



Arenas and Leisure Ice

Currently there are no indoor ice arenas anywhere in Area H. Indoor ice arenas were a #4 community priority for development. Of note is that the Silverton Curling Rink is occasionally used for recreational skating. Leisure ice was the 16th highest community priority.

Demand for indoor ice in Area H is not proven as there are no facilities to conduct utilization analysis on in the area. That being said, many Area H and Village residents are expected to use indoor ice arenas in both Castlegar and Nelson. Depending on the future of indoor ice provision in Castlegar (Pioneer Arena replacement or decommissioning) the opportunity to provide indoor ice facilities in Area H (southern portion) may alleviate excess demand for ice in both Castlegar and Nelson while providing Area H with additional indoor recreation amenities of its own.

Should new facilities be contemplated for development in Area H and should excess demand for indoor ice be proven in both (or one of) Castlegar and Nelson, indoor ice arena development in the southern portion of Area H may be warranted.

Swimming Pools

There are currently no indoor swimming pools in Area H or the Villages. Indoor pool facilities were the 11th highest community priority. Due to the size of the overall market size in Area H and the Villages (and associated tax implications of development and operations of indoor aquatics venues), the willingness of Area H residents to travel for recreation, and the provision of indoor aquatics amenities in both Castlegar and Nelson **future development of indoor aquatics in Area H is not recommended.**

Fitness and Wellness

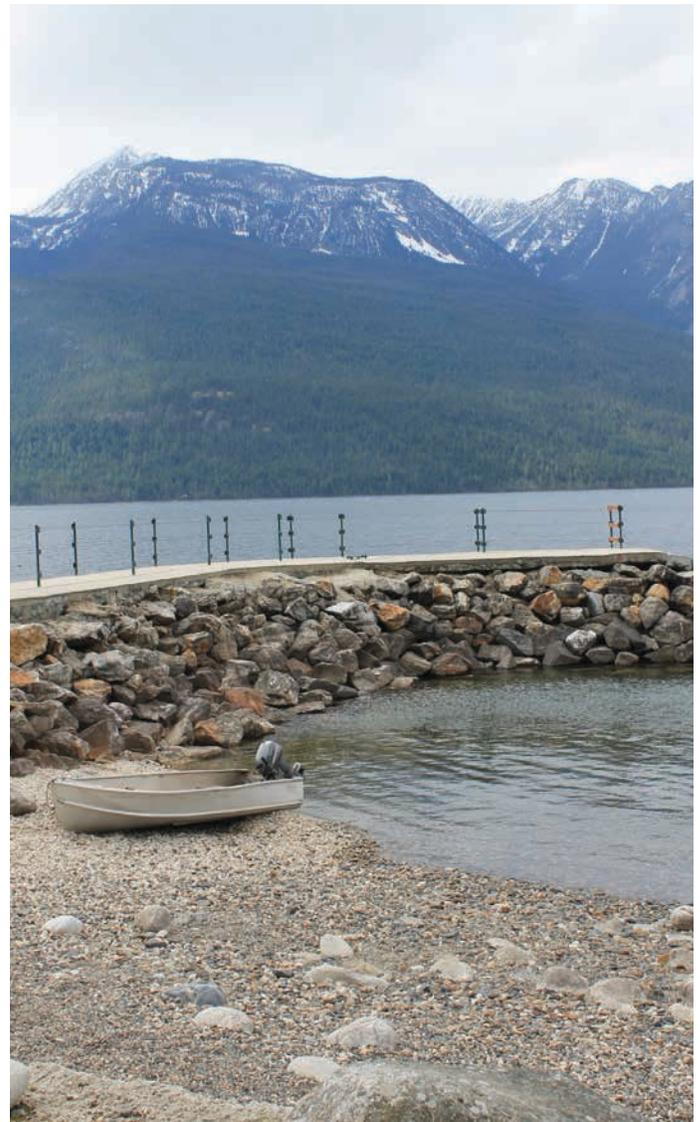
The only indoor fitness and wellness facilities within Area H are in Slocan and New Denver. Fitness and wellness facilities are a top 2 community priority and provide recreation opportunity for large, diverse markets.

Sustaining the operations of the existing fitness centres is a priority. As well, should new recreation facilities be developed, or existing facilities be reprogrammed, in Area H, the inclusion of fitness and wellness spaces (strength and cardio training, etc.) should be considered.

Gymnasium/Indoor Field Spaces

There are gymnasium spaces currently offered in Area H and the Villages through local schools. These schools are accessible to residents however the operational mandate of these facilities prioritizes student use. Gymnasium and indoor field spaces are a top 2 community priority. **Should indoor gymnasium or field facilities be developed in Area H, user markets could be drawn from both Castlegar and Nelson. This would also be the case with indoor ice arena facilities.**

Securing community access to local schools should be a priority for the RDCK in order to meet demand prior to developing new facilities. Should access be secured and excess demand still exist, development of indoor gymnasium/field spaces should be considered for future recreation facility development.



Section 9

Financing Recreation

30. The funding spectrum outlined should be considered in future recreation resource allocation decision making.



The RDCK and the Villages of New Denver, Silverton, and Slokan are the primary delivery agents of public recreation opportunities in the area. Together they invest in infrastructure (indoor facilities, parks, and open spaces), programming, and other system supports such as advertising, professional development, and advocacy. Support from other levels of government (Provincial and Federal) exists primarily for capital projects, but does not account for the majority of budgets required to offer services at the grass-roots level.

Although some of the services provided by the RDCK are able to recover portions of their operating costs (in some cases up to 100%), recreation services are generally subsidized by local taxes. The philosophy behind public investment in these essential services can be explained in the funding opportunity spectrum. The spectrum explains that facilities accessible by the entire community and that are within the RDCK’s and Villages’ base level of service (e.g. walking trails, park furniture, etc.) should be funded solely through public taxes. As infrastructure becomes more specialized and less accessible by the general public (i.e. major sports field facilities, ice arenas, etc.), funding should come from a combination of public taxes, user fees, fundraising, and private/non-profit investment.

Public Choice (No Public Subsidy)	Focused Participation and Specialized Services (Partial Public Subsidy)	Blended Choice Wellness and Substantial Public Participation (Partial Public Subsidy)	Broad Public Wellness and Mass Public Participation (Predominant Public Subsidy)
Outdoor/indoor resources provided by the private sector for profit.	Outdoor/indoor resources that serve dedicated interests of smaller not-for-profit groups/associations.	Sports fields and indoor facilities that support minor sports, arts, and culture and other recreation interests of major not-for-profit groups/associations.	Parks and indoor facilities that serve broad public needs through spontaneous access.

PRIVATE AND NOT-FOR-PROFIT PARTNERS \$\$\$ INVESTMENT
(Developers, volunteer groups, private operators, and provincial/national associations)

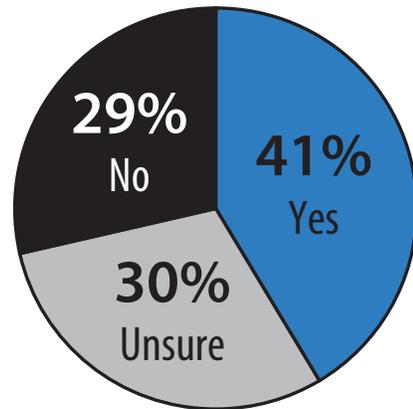
PUBLIC \$\$\$ INVESTMENT
(Local, Provincial/Federal Government, and partner municipalities)

The leveraging of public investment into external sources of funds is important in both sustaining and expanding service provision in the future. The RDCK and Villages already leverage public spending on recreation and parks resources through the collection of user fees, through partnerships with non-profit groups in providing recreation opportunities, and through private sector sponsorship of recreation assets.

Further leveraging public resources in the provision of recreation services is important in order to optimize the impact of public funds in the provision of facilities and services. An examination of existing revenue streams (e.g. user fees) is necessary to ensure that the fees provide an appropriate balance between revenue generation, affordability, access, and other performance indicators. Other, less traditional sources of revenue need to be considered as well. Currently, the majority of area households would not like to see significant increases to tax support for recreation services.

As the spectrum outlines the anticipated level of public investment for certain types of projects, the following discussion outlines other potential sources of funding for those projects that don't warrant holistic public funding.

To ensure that community needs for recreation facilities in Area H and the Villages of Slocan, Silverton, and New Denver are better met, would you support an increase in annual property taxes?



User Fee Based Amenities and Services

- 31. A common approach to setting fees and charges should be considered.
- 32. Non-traditional fee-based services and amenities should be explored that are complementary to existing facility or park space on a break even or profit basis.



The RDCK currently charges user fees for hourly rental facilities (i.e. arenas), registered programs, and many of the drop-in opportunities offered in facilities. These fees are based upon rates the user market is willing to pay yet will still help to offset a portion of the operating costs associated with each facility. This practice is common and should continue. The creation of a **fees and charges policy** could assist staff and administration in setting fees and charges and creating consistency across the entire regional district. This may not result in standardized fees; however, the process and philosophical foundation would be the same.

The charging of user fees for facilities that are currently free, such as trails and playgrounds, is not achievable due to traditional and market reality. Many municipalities throughout Canada consistently identify and implement **non-traditional sources of revenue generation**. Some have wholly or partially owned revenue generating subsidiaries (i.e. utility companies), others promote events or performances, and others lease publicly owned spaces to external organizations. The revenue generating initiatives that municipalities are involved in vary immensely and are a product of the organization’s willingness to compete within other sectors, as well as the propensity of decision makers to focus on return on investment and business acumen as opposed to pure public service. That being said, the RDCK should explore non-traditional revenue sources to help fund its facilities and initiatives. Current strategies employed include leasing publicly owned facilities and spaces and

offering services that are also offered by the private sector (i.e. fitness). These should continue and others should be offered if they are within a level of comfort for decision makers.

One non-traditional opportunity to generate funds that the RDCK may have readily available at its disposal is the potential to create events (e.g. concerts, etc.) and/or programs (e.g. adult sports, sports academies, etc.). As well, adding complementary fee-based amenities and/or services, such as automated teller machines or retail vending in facilities and parks, could allow for revenue generation in areas where use cannot be charged.



Funding Partnerships

33. Where applicable, grants from external sources should be used to lever public investment in recreation services.



The potential for partnerships in building and operating recreation infrastructure is significant. Through partnerships, the RDCK can lever public funds while still providing quality, diverse infrastructure.

The RDCK is presented with opportunities for service in the region as well as partnerships with local institutions, private, and non-profit organizations. The RDCK also already partners with many delivery groups, some of which are responsible for maintaining publicly owned facilities, have contributed to the capital costs of infrastructure upgrades, and, in a few cases, actually operate completely independent from the RDCK while still providing a publicly accessible program or activity.

The RDCK can participate in operating and/or capital partnership arrangements as the primary stakeholder developing or operating the resource and seeking assistance. Alternatively, the RDCK could provide assistance as a secondary stakeholder to non-profit or private sector partners leading a project. Partnerships can include non-profit groups, school boards, post-secondary institutions, service providers (such as minor sport organizations, etc.) and the private sector. Partnership can also take the form of government and private sector grants.



Implementation

Although the content and recommendations contained in the Master Plan are not binding once approved by the RDCK Board, the Plan will become a key reference point in future decision making regarding recreation facilities and services. The estimated financial implications and their associated timing will enable the RDCK and other stakeholders to plan for future resource allocation. Although these estimates may have higher margins of error, the fact that they are being proactively considered is invaluable.

The underlying theme in this Plan and its various recommendations and guidelines is that the delivery of recreation facilities and services is dependent upon a collaborative effort led by the RDCK and the Villages of New Denver, Silverton, and Slocan and involves many dedicated and valued partners. Although the majority of the recommendations are most pertinent for the RDCK administration and staff, the fact remains that these services and facilities are a product of the dedication and perseverance of all stakeholders, including the volunteer sector, other levels of government, and the private sector.

This document is meant to aid the RDCK in making the right decisions for future recreation facilities and services in the area. The planning guidelines and management tools provided will ensure that the RDCK is able to deal with other delivery stakeholders in an efficient, fair, and equitable fashion. As well, the recommendations regarding infrastructure provide a strategic approach to sustaining existing service levels while providing exciting, unique, and necessary future environments and programs to enrich the quality of life of regional residents and visitors alike.

In order for the Plan to remain relevant and useful, it must be dynamic. It must adapt to the changing recreation environment. As new information become available from the RDCK's ongoing acquisition of public input and knowledge, priorities may evolve. The framework presented in the Plan is meant to adapt and be dynamic, as are the services to which it pertains.



Section 11

Plan Summary

The recommendations presented further the fundamental areas of focus outlined in the National Recreation Framework: Pathways to Wellbeing which have been adopted by and incorporated into this Master Plan. The following chart explains.

Recommendation	Foster Active Living Through Recreation	Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities	Grow and Sustain the Capacity of the Recreation Field	Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation	Help People Connect to Nature Through Recreation
1. Develop a Regional District-wide vision and goals for recreation services.		✓	✓		
2. Continue to explore and implement Regional District-wide services where appropriate.		✓	✓		
3. Members of Commissions should strive for mutual benefit and to create value so that opting out is not warranted or justified.		✓	✓	✓	
4. Wherever able, professional development opportunities should be provided for staff to continually enhance internal capacity.			✓		
5. The Regional District will need to respond to Plan implementation and changes in service delivery dynamics via increased and reallocated staff and resources as time progresses.		✓	✓	✓	
6. A partnership policy should be developed that will help guide existing and future relationships.		✓	✓		
7. Partnership opportunities should be explored for all recreation infrastructure development.		✓	✓		
8. All partnership arrangements should be formalized to include performance measurement related to meeting intended service outcomes and quality control.		✓	✓		

Recommendation	Foster Active Living Through Recreation	Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities	Grow and Sustain the Capacity of the Recreation Field	Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation	Help People Connect to Nature Through Recreation
9. Cross-sectoral partners should work together in designing and implementing programs and providing environments for positive recreation activity to occur.	✓	✓	✓	✓	✓
10. Organized Interest Groups should continue to be supported equitably and transparently based on ongoing communication to identify group support needs. (Organized Interest Groups are entities, such as the Slovan Valley Threads Guild.)			✓		
11. A community-wide volunteer strategy should be developed with other sectors that rely on volunteers. Many organizations are experiencing volunteer challenges.			✓		
12. Data should be collected for structured and spontaneous use of recreation infrastructure.		✓	✓		
13. Continued support for existing external financial subsidy programs for recreation participation is recommended.	✓	✓		✓	
14. Information about all financial assistance programs should be included through promotions and marketing efforts.	✓	✓		✓	
15. Promotional efforts should focus on promoting free recreation opportunities available to residents.	✓	✓		✓	✓
16. Promotions and marketing for recreation should focus on educating the public about opportunities, motivating participation, and reducing barriers.	✓	✓	✓	✓	✓
17. An ongoing community liaison strategy for recreation services should be developed that considers the general public, interest groups, and partners.		✓	✓		
18. The RDCK should continue to offer recreation programs (through both direct and indirect delivery).	✓	✓	✓		
19. The RDCK should take a lead role in recreation program and opportunity needs assessment on an ongoing basis.	✓	✓			
20. An ongoing dialogue with all program providers should be hosted to disseminate needs information and coordinate program and opportunity delivery.		✓	✓	✓	

Recommendation	Foster Active Living Through Recreation	Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities	Grow and Sustain the Capacity of the Recreation Field	Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation	Help People Connect to Nature Through Recreation
21. Viability of programs and opportunities should be determined with consideration to social and financial return.		✓	✓	✓	
22. The RDCK should use the program focus information provided through this study (and revisit it) to help guide collaborative provision of recreation programming and opportunities.	✓				✓
23. The RDCK develop a regional recreation facilities plan.		✓	✓		
24. The RDCK develop a regional trails plan with trail stakeholders.		✓	✓		
25. The leading practices presented should be considered when planning, operating, and maintaining existing and new recreation infrastructure.	✓	✓	✓	✓	✓
26. The project development framework should be utilized when contemplating significant recreation infrastructure development whenever public funding is required.		✓	✓		
27. The project prioritization framework presented should be utilized to guide future recreation investment and revisit priorities as new information becomes available.		✓	✓		
28. The park amenity strategies outlined should be pursued as resources become available.	✓	✓			✓
29. The indoor facility strategies outlined should be pursued as resources become available.	✓	✓			
30. The funding spectrum outlined should be considered in future recreation resource allocation decision making.		✓		✓	
31. A common approach to setting fees and charges should be considered.		✓	✓	✓	
32. Non-traditional fee-based services and amenities should be explored that are complementary to existing facility or park space on a break even or profit basis.		✓	✓	✓	
33. Where applicable, grants from external sources should be used to lever public investment in recreation services.		✓	✓		

2015 State of Recreation Report



Regional District of Central Kootenay: Area H & the Villages of Slocan, Silverton, and New Denver

The State of Recreation

Final
February 2016



Section 1

Introduction

The Regional District of Central Kootenay (RDCK) initiated the development of a Recreation Master Plan in the fall of 2014 for Area H and the Villages of New Denver, Slocan and Silverton in order to provide an overall framework to help guide the future delivery of recreation services and infrastructure. A simultaneous Master Plan process was also initiated for Castlegar, Area I, and Area J.

The RDCK currently supports recreation and related activities in the region through a variety of ways. This includes a staffing position to help coordinate programs in the south valley. The RDCK also provides varying levels of support (financial and in-kind) to community organizations that deliver programs and host events. The Master Plan provides an opportunity to assess the current situation and to develop strategies to sustain strengths and enhance gaps.

Comprehensive research and consultation was identified as being critical to the development of the Master Plan. The graphic below illustrates the process used to develop the Master Plan. As reflected in the graphic, a number of research and consultation mechanisms were used in the development of the strategic directions and priorities.

This "State of Recreation" report presents the detailed findings from the research and consultation. Key findings emanating from the research and consultation as well as preliminary infrastructure priorities (indoor and outdoor) are also identified for further consideration in the development of the Master Plan.



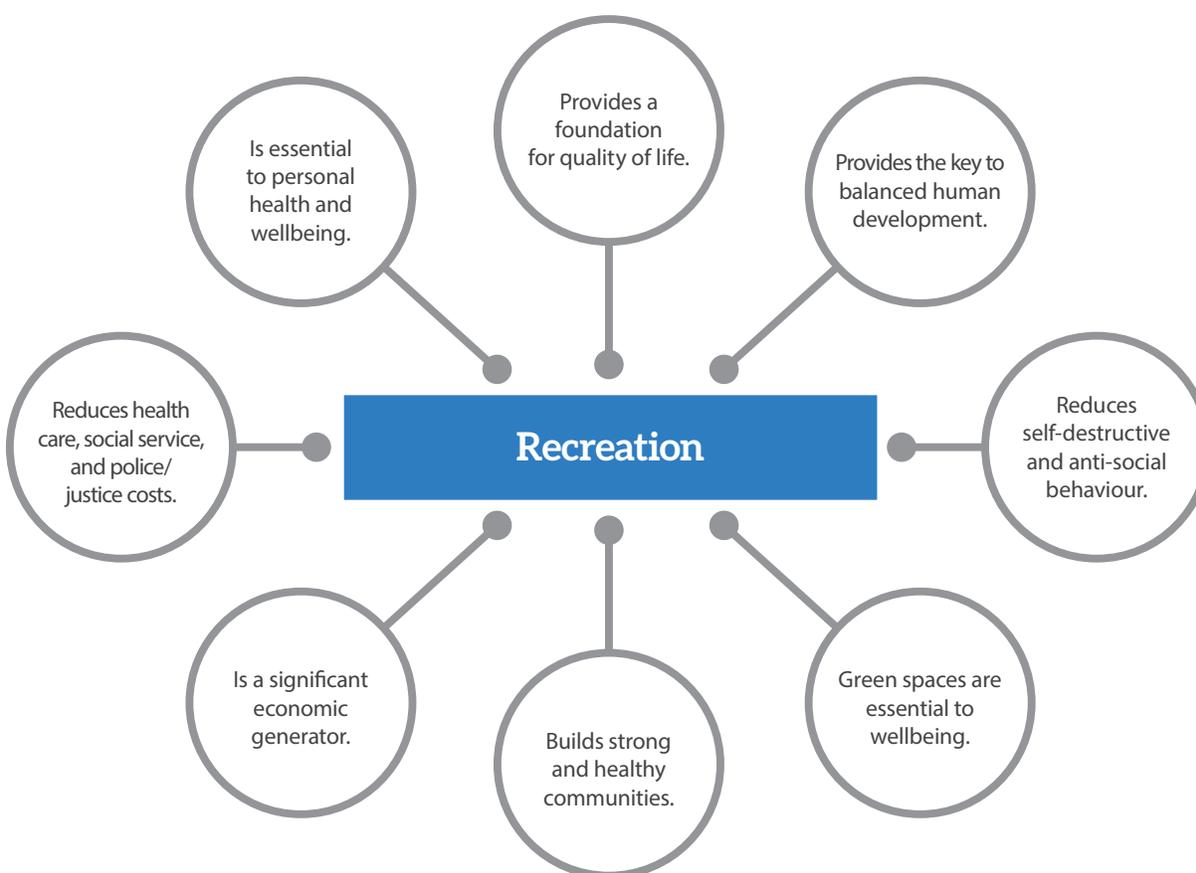
Section 2

The Benefits of Recreation

National Benefits HUB

There are many benefits to participating in recreation pursuits. These benefits are generally understood and are substantiated through the National Benefits HUB¹ which relates these benefits to individuals and communities through relevant research. The following provides an overview of these benefits in eight key result areas.

The benefits of recreation to the overall community, to families and to individuals are significant and well documented. These benefits are commonly categorized into eight key result areas and explained through relevant research and further validated by household survey results as follows.



¹ <http://benefitshub.ca/>

Recreation...

Is essential to personal health and wellbeing.

- Increased leisure time and physical activity improves life expectancy.¹
- Physical activity contributes to improved mental health and reduced rates of depression.²
- Participation in physical activity can reduce workplace related stress.³
- The provision of green spaces has been linked with a number of health and wellbeing benefits including: increased physical activity, reduced risk of obesity, minimized utilization of the healthcare system, and stress reduction.⁴
- 92% of household survey respondents participate in recreation for physical health and exercise.

Provides a foundation for quality of life.

- The arts are seen as an important contributor to quality of life in communities.⁵
- High quality public space can enhance the sense of community in new neighbourhoods.⁶
- Community sport facilities have positive benefits related to increased accessibility, exposure, participation, perceptions of success, and improved sport experiences.⁷
- 98% of household survey respondents either “strongly agreed” or “somewhat agreed” that recreation is important to their quality of life.

- 89% of household survey respondents either “strongly agreed” or “somewhat agreed” that parks are important to their quality of life.
- 89% of household survey respondents either “strongly agreed” or “somewhat agreed” that trails and pathways are important to their quality of life.

Provides the key to balanced human development.

- Regular physical activity is likely to provide children with the optimum physiological condition for maximizing learning.⁸
- Low-income students who are involved in arts activities have higher academic achievement and are more likely to go to college.⁹
- The arts and other forms of creativity can have profound individual social outcomes and generate a deeper sense of place and local community.¹⁰
- Involvement in physical activity and leisure corresponds with adolescents leading a healthier long term lifestyle.¹¹



1 Moore SC, et al. (2012) Leisure Time Physical Activity of Moderate to Vigorous Intensity and Mortality: A Large Pooled Cohort Analysis. *PLoS Medicine* 9 (11): e1001335. doi:10.1371/journal.pmed.1001335.

2 Gallegos-Carillo, Katia et al. (2012). Physical Activity and Reduced Risk of Depression: Results of a Longitudinal Study of Mexican Adults. *Health Psychology*. In press. doi: 10.1037/a0029276.

3 Burton, James P., Hoobler, Jenny M. and Scheuer, Melinda L. (2012) Supervisor Workplace Stress and Abusive Supervision: The Buffering Effect of Exercise. *Journal of Business and Psychology*.

4 Heinze, John. (2011). Benefits of Green Space—Recent Research. Chantilly, Virginia: Environmental Health Research Foundation.

5 Environics Research Group. (2010). The Arts and the Quality of Life The attitudes of Ontarians. Toronto, Ontario: Ontario Arts Council.

6 Francis, Jacinta et al. (2012). Creating sense of community: The role of public space. *Journal of Environmental Psychology*. 32(4): 401 – 409. <http://dx.doi.org/10.1016/j.jenvp.2012.07.002>.

7 Grieve, Jackie, Sherry, Emma. (2011). Community benefits of major sport facilities: The Darebin International Sports Centre. *Sport Management Review*. 15(2): 218 – 229 doi:10.1016/j.smr.2011.03.001.

8 Marten, Karen. (2010). Brain boost: Sport and physical activity enhance children’s learning. Crawley, Western Australia: University of Western Australia.

9 Catteral, James S. (2012). The Arts and Achievement in At-Risk Youth: Findings from Four Longitudinal Studies. Washington, District of Columbia: National Endowment for the Arts.

10 Mulligan, M. et al. (2006). *Creating Community: Celebrations, Arts and Wellbeing Within and Across Local Communities*. Melbourne, Australia: Globalism Institute, RMIT University.

11 Aarnio, M. (2003). Leisure-time physical activity in late adolescence: A cohort study of stability, correlates and familial aggregation in twin boys and girls. *Journal of Sports Science and Medicine*, 2 (Suppl. 2), 1 – 41.

Reduces self-destructive and anti-social behaviour.

- Youth participation in recreational activities such as camps increases leadership and social capacities.¹
- Participation in recreation and leisure related activities by low income and other at risk children and youth populations can result in decreased behavioural/ emotional problems, decreased use of emergency services, and enhanced physical and psycho-social health of families.²
- Teen athletes are less likely to use illicit drugs, smoke, or to be suicidal.³

Reduces health care, social service and police/justice costs.

- Physical inactivity has a number of direct and indirect financial impacts on all levels of government.⁴
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.⁵
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.⁶

Builds strong families and healthy communities.

- People with an active interest in the arts contribute more to society than those with little or no such interest.⁷
- Evidence indicates that adults who attend art museums, art galleries, or live arts performances are far more likely than non-attendees to vote, volunteer, or take part in community events.⁸
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.⁹
- 88% of household survey respondents either “strongly agreed” or “somewhat agreed” that recreation services bring the community together.
- 83% of household survey respondents either “strongly agreed” or “somewhat agreed” that parks bring the community together.
- 82% of household survey respondents either “strongly agreed” or “somewhat agreed” that trails and pathways bring the community together.



1 Henderson, K., Scanlin, M., Whitaker, L., et al. (2005) Intentionality and Youth Development Through Camp Experiences. Canadian Congress on Leisure Research. 11th, Nanaimo, British Columbia.

2 Totten, M. (2007). Access to Recreation for Low-Income Families in Ontario: The Health, Social and Economic Benefits of Increasing Access to Recreation for Low-Income Families; Research Summary Report. Toronto, Ontario: Ministry of Health Promotion.

3 Poway High School Library. (2001). Teens and sports: The perfect combination? Better Nutrition, 63(9), 16.

4 Canadian Association for Health, Physical Education, Recreation and Dance (CAHPERD). (2004) Physical Activity: Health benefits and costs to health care system. Ottawa, Ontario: Author.

5 Witt, Peter A and Cladwell, Linda L. (2010). The Scientific Evidence Relating to the Impact of Recreation on Youth Development, in The Rationale for Recreation Services for Youth: An Evidenced Based Approach. Ashburn, Virginia: National Recreation and Parks Association.

6 Collingwood, Thomas R. et al. (2000). Physical Training as a Substance Abuse Prevention Intervention for Youth. Journal of Drug Education. 30 (4): 435 – 451.

7 LeRoux, Kelly. (2012). Interest in Arts Predicts Social Responsibility. Chicago: University of Illinois at Chicago. Press Release.

8 National Endowment for the Arts. (2009). Art-Goers in Their Communities: Patterns of Civic and Social Engagement. Nea Research Note #98. Washington, D.C.: Author.

9 Hutchinson, Susan L. (2011). Physical Activity, Recreation, Leisure, and Sport: Essential Pieces of the Mental Health and Well-being Puzzle. Halifax, Nova Scotia: Recreation Nova Scotia.

Is a significant economic generator.

- Recent Canadian research indicated that cultural activities have the potential to be significant drivers of economic outputs and employment.¹
- Evidence suggests that creative activity shapes the competitive character of a community by enhancing both its innovative capacity and the quality of place so crucial to attracting and retaining skilled workers.²
- The provision of quality parks and open spaces can have significant economic benefits which include increased property values and tourism potential.³
- The hosting of sporting events generates economic impact and fosters tourism. Visitors participating in tournaments and other sporting activities spend money in the community on hospitality, food, etc.

Green spaces are essential to wellbeing.

- Sustainable public green spaces provide crucial areas for residents of all demographics to be physically and socially active.⁴
- Increasing green spaces in urban centres has a number of positive environmental outcomes which can increase sustainability and lower long term infrastructure costs.⁵
- When children and youth have positive experiences with parks and green spaces, they are more likely to have stronger attitudes towards conservation and preservation of the environment as adults.⁶

A Framework for Recreation in Canada 2015: Pathways to Wellbeing

It is also important for the Master Plan to consider recreation related planning at a provincial and national level. The Framework for Recreation in Canada 2015 is the result of a comprehensive process of a renewed vision for recreation developed by key stakeholders from within the sector as well as perspectives from other sectors such as (but not limited to) physical activity, parks, health, education, and justice.

The Framework is built upon the 1987 Recreation Statement and is the result of two years of consultations with key national stakeholders beginning with the National Recreation Summit in 2011. Key themes emerged from the consultations and drove the development of the Framework including the following.

1. High quality, accessible recreation opportunities are integral to a well-functioning society.
2. The recreation sector can be a collaborative leader in addressing major issues of the day.
3. All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.

The Framework outlines a renewed definition of recreation as well as an overview of the parties responsible for the provision of recreation opportunities. It also outlines challenges and opportunities of the current recreation marketplace. Challenges outlined in the document include: demographic shifts (aging, increasingly diverse and experiencing rapid urbanization); health challenges (sedentary living, chronic disease, and mental health); economic inequities (after tax income inequality); social challenges (lack of social connectedness and cohesion); new and emerging technologies (social media and the lure of sedentary, digital pursuits); the infrastructure deficit (the requirement of major investment to sustain existing recreation infrastructure as well as build new for expanding populations); and threats to the natural environment (decreasing biodiversity, extreme weather, global warming).

1 Momer, Bernard. (2011) *Our City, Ourselves: A Cultural Landscape Assessment of Kelowna*, British Columbia. Kelowna, British Columbia: City of Kelowna Recreation and Cultural Services.

2 Gertler, M. (2004). *Creative cities: What are they for, how do they work, and how do we build them?* Ottawa, Ontario: Canadian Policy Research Network.

3 Harnik, P., & Welle, B. (2009). *Measuring the Economic Value of a City Park System*. San Francisco, California: Trust for Public Lands.

4 Cohen, D. et al. (2007). *Contribution of Public Parks to Physical Activity*. *American Journal of Public Health*, 97(3), 509.

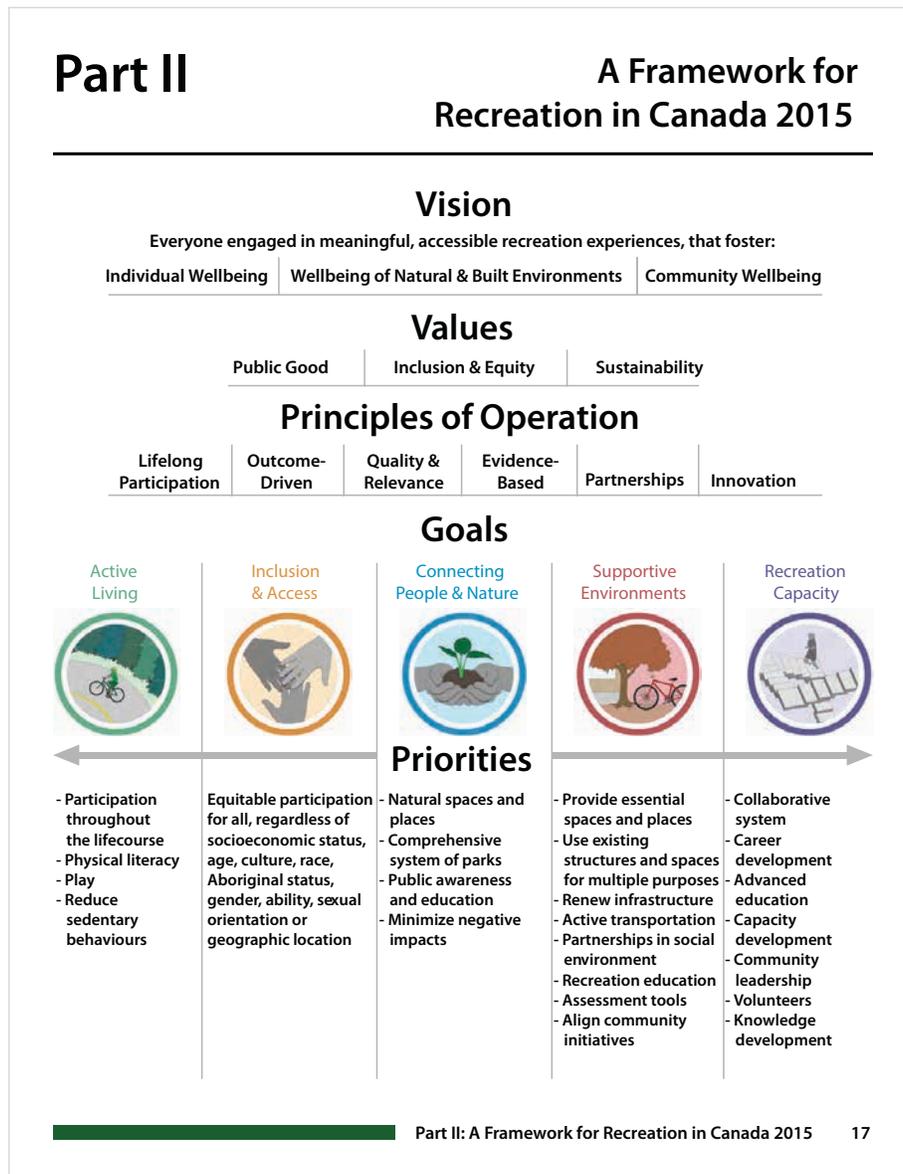
5 Groth, P. (2008). *Quantifying the Greenhouse Gas Benefits of Urban Parks*. San Francisco, California: The Trust for Public Land.

6 Place, G. (2004). *Youth Recreation Leads to Adult Conservation*. Chicago, Illinois: Chicago State University.

The Framework positions recreation as a key to addressing these challenges as participation in it leads to:

- Enhanced mental and physical wellbeing;
- Enhanced social wellbeing;
- Stronger families and communities; and
- Enhanced connection with nature.

The following graphic summarizes the Framework in regards to its vision, values, principles, goals, and priorities. The Framework is meant to guide a collaborative effort across Canada in enhancing the benefits of recreation in communities and positioning these services as essential to the quality of life of all Canadians. Although some of the strategies outlined do not pertain directly to municipal recreation, the Framework will be referenced throughout the Master Plan where applicable.



Section 3

Community Description

The Regional District of Central Kootenay (RDCK) occupies over 22,000 km² in the southeast region of British Columbia. Starting just south of the Trans-Canada Highway, the RDCK spans to the border of the United States and is nestled between the Rocky Mountains and the Okanagan Valley. With a population of 58,411, the Regional District includes the Cities of Castlegar and Nelson, the Town of Creston, and the Villages of Slocan, New Denver, Silverton, Kaslo, Salmo and Nakusp. In addition to the nine municipalities, eleven Electoral Areas (A to K) comprise the RDCK. The District's main administration office is located in Nelson, with staff and facilities located in communities throughout the region.

Settlements originated in the late nineteenth century largely due to the era's prosperous mining industry. With an abundance of silver and gold, the Canadian Pacific Railway purchased and constructed railways to transport minerals throughout the region. In the early 1900's, an influx of Russian Doukhobors, who were being persecuted for their religious beliefs back in their homeland, arrived in the region. Due to their communal lifestyle, the Doukhobors established many of the region's settlements with a focus on agriculture.

The RDCK has three school districts (No.8 Kootenay Lake; No. 10 Arrow Lakes; No. 20 Kootenay-Columbia), overseeing a total of thirty-two schools. British Columbia's first community college, Selkirk College, continues to service the region with its main campus in Castlegar, and satellite campuses in Nelson, Kaslo, and Nakusp (Continuing Education programs). With over 11,000 enrolled students annually, Selkirk College employs over 550 staff members.

With eighteen Provincial Parks, seventeen Regional Parks and additional conservation sites, the RDCK offers a plethora of natural landscapes which continue to attract residents and visitors to the region. The opportunities for outdoor recreation are abundant such as camping, climbing, hiking, and kayaking amongst others. The Selkirk Mountains span the region with the highest point, Mount Sir Sandford, standing at over 3,500 metres. The Columbia River cuts through the region, forming the Upper and Lower Arrow Lakes, before funneling through Castlegar. Other major water bodies include Kootenay Lake and Slocan Lake, and are vital elements of the region's recreational landscape and quality of life.

Electoral Area H

Electoral Area H, commonly referred to as the Slocan Valley, has a population of 4,289 spread throughout 3,291 km². A majority of its eighteen communities are positioned along Highway 6 between Nelson and Nakusp; including the Villages of New Denver, Silverton, and Slocan. Other unincorporated communities within the Area include: South Slocan, Crescent Valley, Slocan Park, Passmore, Winlaw, Red Mountain, Vallican, Perry Siding, Appledale, Hills, Summit Lake, Playmour Junction, Krestova, Brandon, Lemon Creek, Sandon, Rosebery, and New Settlement.

With a vast assembly of natural features, the Slocan Valley is home to many scenic outdoor recreational opportunities. Slocan Lake offers accessible beach sites at locations such as Bigelow Bay Regional Park and Valhalla Provincial Park. Designated in 1983, Valhalla Provincial Park is located on the western shore of Slocan Lake, and covers a portion of the Selkirk Mountains that is popular to backcountry hikers and campers.



The Village of Slocan

The Village of Slocan has a current population of 296 on a land area of 0.78 km². The Village is 70 km north of Castlegar and Nelson via Highway 6 and Highway 3A.

Slocan was incorporated as a Village in 1958, but has a history dating back into the early 1890s when the mining industry grew rapidly throughout the region. Slocan was first incorporated as a City in 1901, and in 1947 local resident Emilie Popoff was elected as the province's second female mayor. Slocan's first major building was the three story Arlington Hotel, which opened to accommodate miners in 1896. The building remained standing until its demolition in 1952. During World War II, The Arlington Hotel housed Japanese internment residents, including six year old David Suzuki.

The community's location along the shores of Slocan Lake heavily influences local recreational and cultural pursuits. Popular annual events include the Unity Music Festival, Annual Christmas Fair, and Halloween Hoot. Recreation facilities in Slocan include the Slocan Health & Wellness Centre, Tenacity Skate Park, Slocan Fitness Centre, and Community Library.



The Village of Silverton

As British Columbia's second smallest municipality, Silverton hosts 195 residents on 0.35 km². Silverton is located 5 km south of New Denver and is also positioned along the shores of Slocan Lake overlooking the Selkirk Mountains.

Originally built in the early 1900s, an old schoolhouse now serves as an art gallery and a live performance theatre. The Silverton Memorial Hall is another venue that plays host to functions such as dances, weddings, concerts and other social gatherings. Silverton hosts a number of popular annual events such as Christmas by the Lake and July 1st Canada Day Celebrations. Christmas by the Lake is a three day event in which the grounds of the Art Gallery are transformed into an authentic German village, providing activities and entertainment for the whole family. On Canada Day, Village staff and local societies organize festivities from the pancake breakfast to the evening fireworks.

Dewis Park remains a hub of recreation and leisure activity in the community. The site includes a ball field, tennis court, bocce courts, playground, curling rink, and picnic area overlooking Silverton Creek. The Day Park is also a popular passive recreation and leisure area with a number of picnic tables and outdoor gathering spaces.

The Village of New Denver

New Denver is home to 504 residents and encompasses just under 1 km². It is situated on the eastern shore of Slocan Lake along Highway 6.

For over 100 years, the Silvery Slocan Museum has drawn visitors into the community to learn about the Valley's mining, logging and agricultural history. Another popular attraction is the Nikkei Internment Memorial Centre. During World War II, over 22,000 Japanese Canadians were relocated to the region.

At Centennial Park, local residents have access to amenities such as sports fields, swimming area, public boat launch, beach volleyball court, children's playground and an adjacent campground. Bosun Hall and Knox Hall also provide the community with important indoor spaces for a variety of social functions, gatherings, and programs. Residents and visitors also have access to the Mori Trail from a number of points in the community. The Mori Trail follows the shoreline of Slocan Lake and is regarded as one of the region's most scenic trail routes.

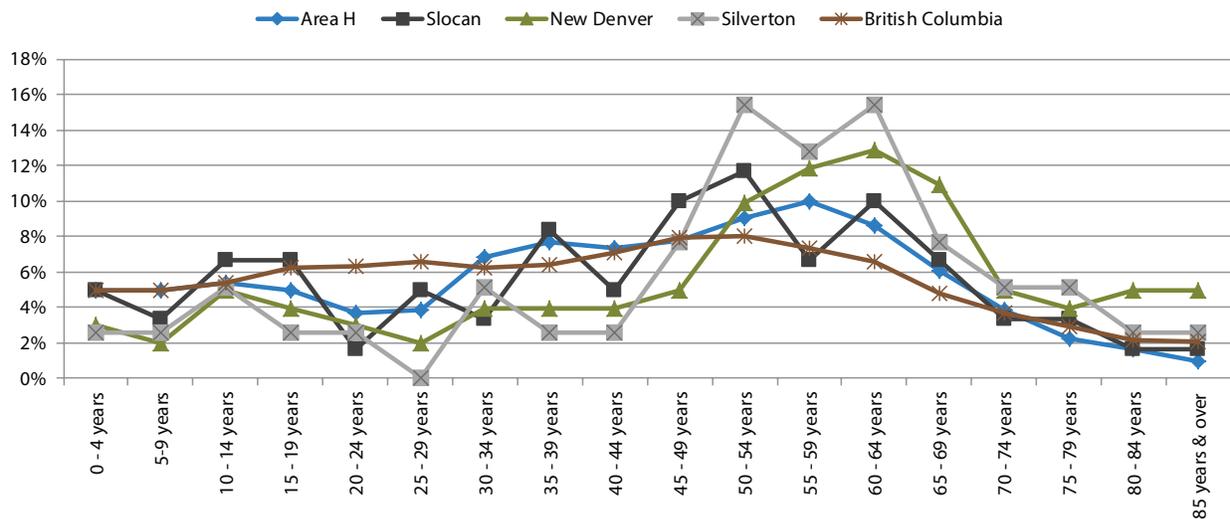
Population Analysis

The combined population of Area H and the Villages of Slocan, New Denver, and Silverton was 5,284 residents in 2011. As reflected in the following chart, a growth of -0.9% occurred since the previous Census data in 2006 which is significantly less than the overall provincial growth rate of 7.0%. Silverton experienced a 5.4% population increase from 2006 – 2011 while Area H, Slocan, and Silverton experienced a decline. Area H and the Villages of Slocan have similar median ages (45.1 years and 47.5 years respectively) while New Denver (56.5 years) and Silverton (55.0 years) have median ages approximately 10 years older.

The graph below illustrates the age distribution of residents in Area H and the Villages of Slocan, New Denver, and Silver as well as overall provincial averages. As reflected in the graph, Area H and the three Villages have low proportions of young adults (ages 20 – 34) and a high percentage of older adults (ages 50 – 69) compared to the province.

Location	Population (2011 Census)	Population (2006 Census)	% Change (2006 – 2011)	Median Age (2011 Census)
Area H	4,289	4,319	-0.7%	45.1
Slocan	296	314	-5.7%	47.5
New Denver	504	512	-1.6%	56.5
Silverton	195	185	5.4%	55.0
Total	5,284	5,330	-0.9%	~46.7

Age Distribution



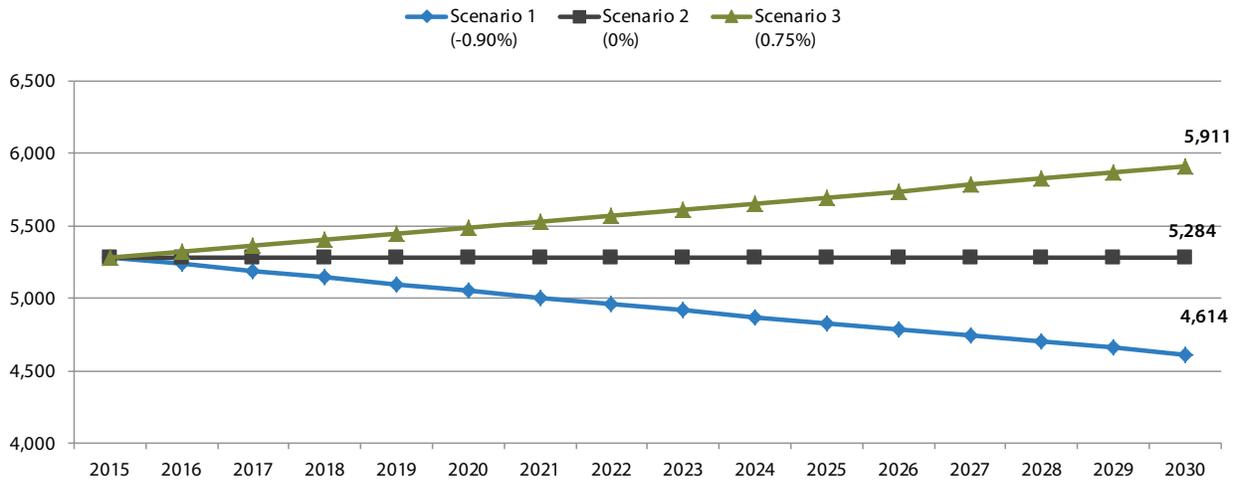
The 2011 National Household Survey conducted by Statistics Canada identifies a number of additional population characteristics for Area H.

- 13.6% of Area H's population are immigrants (provincial average: 27.6%).
- The average family income in Area H is \$53,465 (provincial average: \$78,580).
- 28.3% of working age residents in Area H are low-income earners (provincial average: 16.4%).
- 85.8% of households in Area H are owned by their occupant(s) (provincial average: 70.0%).
- 51.0% of owner households in Area H have a mortgage (provincial average: 57.3%).
- 5.2% of tenant households in Area H are receiving a housing subsidy (provincial average: 13.5%).
- 92.2% of Area H residents aged 15 and older use a car, truck, or van (driver or passenger) as their main mode of workplace transportation (provincial average: 76.9%).

Growth Projection Scenarios

Fifteen year growth projections scenarios for the study area (Area H and the Villages of Slocan, Silverton, and New Denver) have been developed and are illustrated in the graph below. **Scenario 1 (-0.9% annual growth)** reflects the slight decline experienced from 2006 to 2011 and would result in a 2030 population of 4,614 residents. **Scenario 2 (0% annual growth)** reflects a flat-line rate in which no growth nor decline occurs, keeping the population at 5,284 residents in 2030. **Scenario 3 (0.75% annual growth)** reflects a modest increase and would result in a 2030 population of 5,911 residents.

Growth Projections



Section 4

Policy and Planning Review

Understanding the strategic planning context is important when contemplating future recreation services provision. The following section provides an overview of existing strategic planning influencing decision making and service provision from a local, regional, provincial, and national context.

The Regional District of Central Kootenay (RDCK) is guided by broad corporate planning policies and plans. Policies and plans that are particularly pertinent to this study have been examined with some excerpts presented below.

Bylaw 2044 Regional Parks (2009)

The provision of regional parks throughout the RDCK is guided by Bylaw 2044. The Bylaw outlines RDCK's role to provide day-use outdoor recreation opportunities at sites that receive use from residents of two or more municipalities or electoral areas. The purpose of the Bylaw is to establish policies for the regional parks function. The Bylaw outlines provision of regional parks into three categories: multiple purpose parks, waterfront access parks, and regional trails.

The goal for regional parks is "to establish a comprehensive and geographically balanced regional parks system that serves the residents of the Regional District with a diversity of regional recreational opportunities that are not being provided by any other agency." To further the goal, the following objectives for regional parks are outlined.

- To provide a policy framework and program strategy for a regional parks system that serves as a guide for the Regional Board when making decisions on the acquisition, development, and management of Regional Parks.
- To provide for a diversity of regional park recreation opportunities in the Regional District that supply family recreation needs and the recreation requirements of people of all ages.
- To facilitate accessibility for residents by providing one or more regional parks or trails in each sub-region of the Regional District.

- To provide regional parks and trails relatively close to settled areas in order to maintain accessibility, encourage utilization and minimize travel time and costs.
- To complement the roles and responsibilities of other park and recreation agencies.
- To utilize high recreation capability sites for regional parks.
- To provide for high quality water-based recreational experiences in regional parks.

The Bylaw identifies four regional parks within Area H: Winlaw Regional and Nature Park; Rosebery to Three Forks Regional Trail; Bigelow Bay Regional Park; and Rosebery Parklands Regional Park.

The Bylaw also suggests that for major projects related to regional parks, feasibility analysis may be required prior to public investment. It also outlines that the RDCK may develop promotional materials to promote park features and use and that the RDCK may consider staffing related to regional parks. There is currently one RDCK staff person associated with regional park provision.



2006 Regional District of Central Kootenay Creston and District Community Complex and Recreation #3 Recreation Master Plan

The 2006 Creston Recreation Master Plan ultimately led to the retrofit and expansion of the Creston and District Community Complex. It also suggested other operating enhancements such as:

- All service providers focus more on providing both scheduled and spontaneous use indoor and outdoor recreation amenities.
- The RDCK more stringently follow concepts related to lifecycle/capital replacement budget for RDCK facilities (and require similar protocols for funded partner facilities).
- The RDCK continue to strengthen and enhance existing and potential new partnerships in recreation delivery.
- The RDCK develop more transparent and concrete funding formulas for disbursing funds to partner groups.
- The RDCK develop a Referendum Strategy around the conceptual (at that point in time) expansion of the Creston and District Community Complex¹.

2012 Nelson and District Parks and Recreation Master Plan

In 2012 the RDCK, through the Nelson and District Recreation Commission, developed a Parks and Recreation Master Plan. It outlined four key roles the Commission would need to undertake in future recreation provision. These included acting as a “planner,” a “facilitator,” a “provider,” and a “protector”. Other key findings from the Plan included specific recommendations and concepts around the future enhancement and expansion of the Nelson and District Community Complex as well as suggested recommendations around:

- Enhancing support to volunteer groups; and
- Being committed to regional coordination.

Area H Official Community Plan

Services and public functions in Area H of the Regional District of Central Kootenay are governed via the Slovan Lake North Portion of Electoral Area ‘H’ Official Community Plan (OCP) BYLAW NO. 1967, 2009. The Area H OCP outlines specific Parks and Recreation, Culture, and Heritage Objectives for the area.

1. To provide a diverse range of recreational and cultural opportunities that are sustainable and compatible with the rural and cultural character of Slovan Lake North.
2. To ensure that the provision of recreational facilities is directed primarily toward serving local needs and interests.
3. To provide recreational opportunities for visitors that do not stress existing facilities, services, and resources or generate undue costs to local taxpayers.
4. To work toward the development of a comprehensive trail system which encourages and accommodates a variety of users and uses and which is consistent and complementary to existing trail systems within the Plan area.
5. To promote a regional strategy with the villages of Slovan, Silverton, New Denver, and Nakusp to develop regional parks and trails that encourages active living for residents and visitors.
6. To provide for the protection and enhancement of buildings and sites with historical and cultural significance in Slovan Lake North, while encouraging the restoration or retrofitting of such sites to meet local and visitor needs.
7. To protect the shorelines of Slovan and Summit Lakes in recognition of their recreational, aesthetic, and environmental values.

¹ The expansion project ultimately occurred in 2011 and is currently being utilized by RDCK residents and visitors.

Village of Slocan Official Community Plan

The Village of Slocan Official Community Plan (OCP), 2011 guides decision making and service provision for the Village. The Slocan OCP outlines a number of objectives and policies as it relates to parks, open spaces, and recreation.

Objectives

1. Recognize, retain and improve existing parkland, open space, trails, and recreation facilities.
2. Ensure facilities and other amenities provided by the Village take into consideration the ability of all members of the community to access and enjoy them.
3. Encourage the creation of a regional strategy to develop and maintain regional parks and trails that encourage active living for residents and tourist alike.
4. Encourage the establishment of a Waterfront Development Plan.

Village of Silverton Official Community Plan

The Village of Silverton Official Community Plan (OCP), 2010 guides decision making and service provision for the Village. The Silverton OCP outlines goals and objectives and policies as it relates to parks, open spaces and recreation. Those that are pertinent to strategic planning regarding recreation and parks include the following.

Goal: Maintain and enhance local natural areas and parks

Objective: Ensure the environmental assets of the community are maintained for non-intrusive human recreation usage.

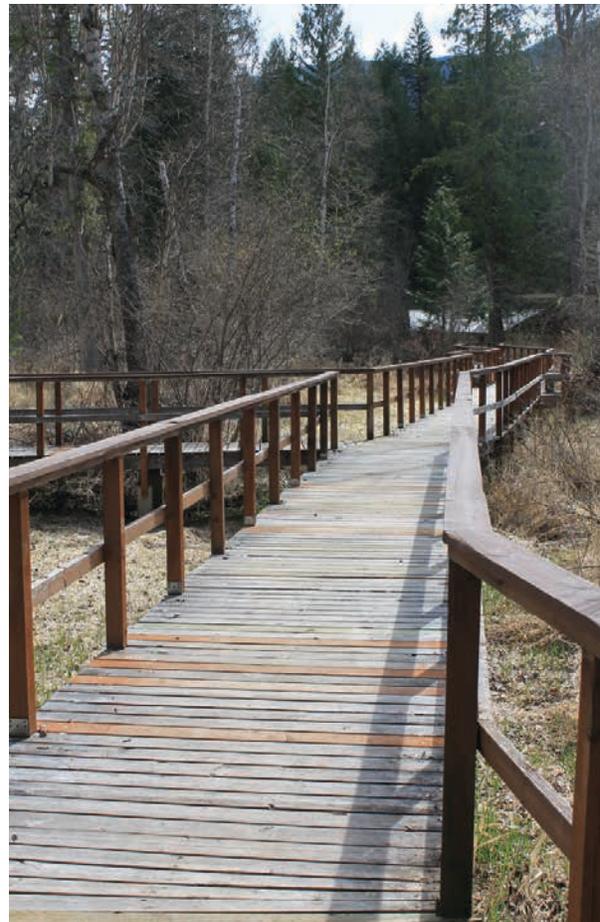
Objective: Preserve and enhance for public use and enjoyment high amenity areas with natural scenic or recreational potential, with emphasis on Slocan Lake shoreline areas.

Village of New Denver Official Community Plan

The Village of New Denver Official Community Plan (OCP), 2007 guides decision making and service provision for the Village. The New Denver OCP outlines a number of objectives and policies as it relates to parks, open spaces and recreation.

Objectives

1. To retain and improve existing parkland, open space, and trails to serve local residents and tourists.
2. To promote a regional strategy with the Regional District and Village of Silverton to develop and maintain regional parks and trails that encourage active living for residents and tourists alike. Such examples include a trail connection along Slocan Lake to Silverton, connection to the Rosebery – Three Forks Rails to Trail Park.



Section 5

Trends and Issues

Identified in this section are a number trends and issues that are currently influencing recreation participation and services (e.g. program provision, infrastructure). A number of trends related to arts and culture are also identified given the relationship and pertinence that many of these trends have to the overall delivery of community services.

While the relevance to the situation in Area H and the Villages of Slokan, Silverton, and New Denver of these trends and issues may vary, it is important and insightful to undertake this scan and examination.



Physical Activity and Wellness Levels

According to 2013 data available from Statistics Canada, 64% of British Columbia's residents are active or moderately active. This figure is second highest amongst all provinces and territories in Canada and the overall national average is 55%. Encouragingly, physical activity levels in the province have increased by 4% from the previous data set released in 2011. However the cost of inactivity continues to be significant. A 2004 report prepared for the B.C. Ministry of Health Planning estimated that the cost of providing services to residents who did not meet minimum activity levels was at least \$573 million dollars. The report further estimated that the Province could save \$18 million dollars by increasing the physical activity rate by 10% through the promotion of simple activities such as walking, cycling, swimming, and gardening.¹

Physical inactivity amongst children and youth has received much attention due to its potential implications and societal impacts. The 2014 Active Healthy Kids Canada Annual Report Cards on Physical Activity for Children and Youth reports some concerning trends related to children's participation in physical activity.

- Only 24% of 5 to 17 year olds use only active modes of transportation to get to school (62% use only inactive modes, 14% use a combination of active and inactive modes);
- Only 7% of 5 to 11 year olds and 4% of 12 to 17 year olds meet the daily Canadian Physical Activity Guidelines for Children and Youth; and
- 81% of 10 to 16 year olds do not meet the Canadian Sedentary Behaviour Guidelines for Children and Youth.

¹ British Columbia Ministry of Health:
<http://www.health.gov.bc.ca/prevention/activitycost.html>

Physical Activity Preferences

The 2013 Canadian Community Health Survey reveals data that provides some insight into the recreation and leisure preferences of Canadians. **The top 5 most popular adult activities** identified were walking, gardening, home exercise, swimming, and bicycling. **The top 5 most popular youth activities** were walking, bicycling, swimming, running/jogging, and basketball.¹

Participation levels and preferences for sporting activities continue to garner much attention given the impact on infrastructure development and overall service delivery in most municipalities. The Canadian Fitness & Lifestyle Research Institutes 2011 – 2012 Sport Monitor report identified a number of updated statistics and trends pertaining to sport participation in Canada.²

- **British Columbians are more likely to participate in sport than other provinces.** Approximately one-third (36%) of British Columbian's participate in sport; slightly higher than the national average of 34% and highest among all western provinces.
- **The highest proportion of Canadians prefer non-competitive sports or activities.** Nearly half (44%) of Canadians preferred non-competitive sports while 40% like both non-competitive and competitive sports. Only 8% of Canadians prefer competitive sports or activities and 8% prefer neither competitive nor non-competitive sports.
- **Sport participation is directly related to age.** Nearly three-quarters (70%) of Canadians aged 15 – 17 participate in sports, with participation rates decreasing in each subsequent age group. The largest fall-off in sport participation occurs between the age categories of 15 – 17 and 18 – 24 (~20%).
- **Substantially more men (45%) than women (24%) participate in sport.**
- **Participation in sport is directly related to household income levels.** Households with an annual income of over \$100,000 have the highest participation levels, nearly twice as high as households earning between \$20,000 – \$39,999 annually and over three times as high as households earning less than \$20,000 annually.
- **The highest proportion of sport participants continue to do so in “structured environments”.** Just under half (48%) of sport participants indicated that their participation occurs primarily in organized environments, while 20% participants in unstructured or casual environments and 32% do so in both structured and unstructured environments.
- **Community sport programs and venues remain important.** The vast majority (82%) of Canadians that participate in sport do so in the community. Approximately one-fifth (21%) participate at school while 17% participate in sports at work. A significant proportion (43%) also indicated that they participate in sporting activities at home.

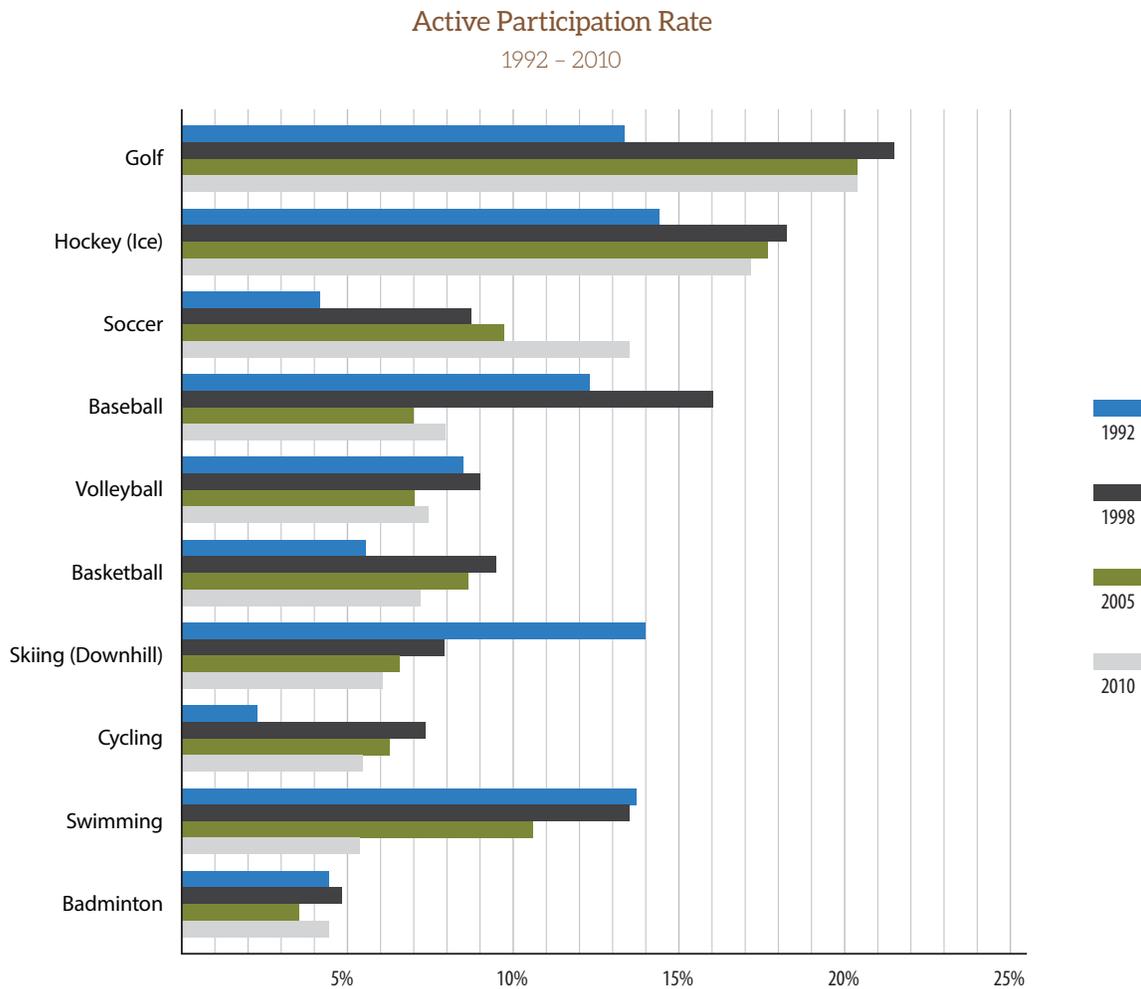


1 Statistics Canada:
<http://www.statcan.gc.ca/daily-quotidien/140612/dq140612b-eng.htm>

2 Canadian Fitness & Lifestyle Research Institutes 2011-2012 Sport Monitor:
<http://www.cflri.ca/node/78>

A research paper entitled “Sport Participation 2010” published by Canadian Heritage also identified a number of trends pertaining to participation in specific sports. The following graph illustrates national trends in active sport participation from 1992 – 2010. As reflected in the graph, swimming (as a sport) has experienced the most significant decrease while soccer has had the highest rate of growth while golf and hockey remain the two most played sports in Canada.

Note: Data includes both youth, amateur and adult sport participants.¹



¹ Government of Canada:
http://publications.gc.ca/collections/collection_2013/pc-ch/CH24-1-2012-eng.pdf

Participation in Culture and the Arts

The B.C. sub-segment findings from research conducted in 2010 for the Department of Canadian Heritage and the Canada Council for the Arts provides data on cultural participation and activity preferences. The study found that 70.9% of British Columbians aged 15 and older attended a performing arts event or cultural festival, while over 52% had visited a museum. In general, when compared with data collected from previous years the findings demonstrated that participation in arts and cultural activities is on the rise.¹

- 40.5% of British Columbians visited an art gallery in 2010, as compared to 27.4% in 1992.
- The percentage of British Columbians that visited a museum increased by over 7% from 1992 to 2010.
- The percentage of British Columbians that attended performances of cultural or heritage music, theatre, or dance nearly doubled from 15.7% in 1992 to 27.6% in 2010.
- 51.5% of British Columbians visited a historic site in 2010 compared to 33.5% in 1992.

It is important to note that while the above statistics indicate that higher proportions of British Columbians are participating in arts and cultural related activities and events, this does not necessarily mean that frequency of attendance is higher.

Value of Parks and Outdoor Spaces

Research supports that individuals continue to place a high value on the availability and quality of parks, trails, and outdoor spaces. A 2013 Canadian study commissioned by the TD Friends of the Environment Foundation found that nearly two-thirds of respondents (64%) indicated that local parks were “very important” to them and their family. Additionally, 68% of Canadians are concerned about the loss of green space in their community.²

Another 2011 study of over 1,100 parents of 2 to 12 year olds in the United States, Canada, and the United Kingdom found that the more time a family spends together at a playground, the greater their overall sense of family wellbeing. Three-quarters also wished that their family had time to visit a playground more often.³

Parks and outdoor spaces also play a key role in helping to combat “nature deficit disorder” amongst children and youth. This phrase, first coined by Richard Louv in his bestselling book *Last Child in the Woods*, suggests that children are becoming estranged from nature and natural play resulting in a number of cognitive, physical, and developmental issues.

While all residents benefit from the availability of quality park spaces, a significant amount of research and attention has been given to the myriad of benefits that result from children and youth being able to play and interact in outdoor settings. Findings include:

- Children who play regularly in natural environments show more advanced motor fitness, including coordination, balance and agility, and they are sick less often.⁴
- Exposure to natural environments improves children’s cognitive development by improving their awareness, reasoning and observational skills.⁵
- Children who play in nature have more positive feelings about each other.⁶
- Outdoor environments are important to children’s development of independence and autonomy.⁷
- Children with views of and contact with nature score higher on tests of concentration and self-discipline. The greener, the better the scores (Wells 2000, Taylor et al. 2002).⁸

1 British Columbians’ Arts, Culture and Heritage Activities in 2010. Research conducted by Hills Strategies Inc.

2 TD Friends of the Environment Foundation survey, conducted by Ipsos Reid (2013).

3 Harris Interactive (2011). Playgrounds Increase Sense Of Family Well-Being. Washington, District of Columbia. Foresters.

4 Grahn, P., Martensson, F., Lindblad, B., Nilsson, P., & Ekman, A., (1997). UTE pa DAGIS, Stad & Land nr. 93/1991 Sveriges lantbruksuniversitet, Alnarp.

5 Pyle, Robert (1993). The thunder trees: Lessons from an urban wildland. Boston: Houghton Mifflin.

6 Moore, Robin (1996). Compact Nature: The Role of Playing and Learning Gardens on Children’s Lives, *Journal of Therapeutic Horticulture*, 8, 72 – 82.

7 Bartlett, Sheridan (1996). Access to Outdoor Play and Its Implications for Healthy Attachments. Unpublished article, Putney, VT.

8 Taylor, A.F., Kuo, F.E. & Sullivan, W.C. (2002). Views of Nature and Self-Discipline: Evidence from Inner City Children, *Journal of Environmental Psychology*, 22, 49 – 63.

Volunteerism

The 2010 Canadian Survey of Giving, Volunteering and Participating¹ helps reveal a number of trends in individual volunteerism and the broader volunteer sector. Encouragingly, data from the Survey reflects that overall volunteerism is on the rise. Since 2007 (last available data) over 800,000 more Canadians have volunteered. In contrast to the commonly held perspective that youth are not interested in volunteering, data from the Survey reflects that Canadians aged 15 – 24 volunteer more than any other age group.

However data from the Survey supports that the nature of volunteerism is changing. Between 2007 and 2010, the average annual volunteer hours contributed by Canadians decreased by approximately 6% from 166 to 156. Hours contributed to volunteerism on an annual basis appear to be highly influenced by age. While a higher proportion of Canadians aged 45 – 54 volunteer on an annual basis as compared to individuals aged 55 – 64, the number of hours they contribute is less.

The British Columbia sub-segment findings of the Survey further reveal a number of findings and trends specific to the province.

- **British Columbians volunteer at a higher rate than the national average.** Nearly half (49.8%) of B.C. residents aged 15 and over volunteered in 2010 as compared to the national average of 47.0%.
- **Some interesting contrasts exist between provincial and national averages with regards to volunteerism by age-segment.** Residents aged 44 and younger as well as those aged 55 and older volunteer at a higher proportion in British Columbia. However volunteerism is lower than national averages in the 45 – 54 age segment.
- **Education and income levels appear to influence volunteer behaviour.** British Columbians with a university degree had the highest rates of volunteerism. Rates of volunteerism also increase in lock-step with household income levels.
- **The presence of school aged children in a household influence volunteerism.** Nearly 60% of households with school aged children volunteer as compared to just 41% of households without children and 45% of households with children that are not school aged.

Volunteer Canada's "Bridging the Gap" study also provides insight into a number of trends and volunteer participation patterns observed at a national level.

- **Much comes from the few.** Over one-third (34%) of all volunteer hours were contributed by 5% of total volunteers.
- **The new volunteer.** Young people volunteer to gain work related skills. New Canadians also volunteer to develop work experience and to practice language skills. Persons with disabilities may volunteer as a way to more fully participate in community life.
- **Volunteer job design.** Volunteer job design can be the best defense for changing demographics and fluctuations in funding.
- **Mandatory volunteering.** There are mandatory volunteer programs through Workfare, Community Service Order, and school mandated community work.
- **Volunteering by contract.** The changing volunteer environment is redefining volunteer commitment as a negotiated and mutually beneficial arrangement rather than a one-way sacrifice of time by the volunteer.
- **Risk management.** Considered part of the process of job design for volunteers, risk management ensures the organization can place the right volunteer in the appropriate activity.
- **Borrowing best practices.** The voluntary sector has responded to the changing environment by adopting corporate and public sector management practices including: standards; codes of conduct; accountability and transparency measures around program administration; demand for evaluation; and outcome and import measurement.
- **Professional volunteer management.** Managers of volunteer resources are working toward establishing an equal footing with other professionals in the voluntary sector.
- **Board governance.** Volunteer boards must respond to the challenge of acting as both supervisors and strategic planners.

¹ Volunteer Canada:
<http://volunteer.ca/content/canada-survey-giving-volunteering-and-participating>

Barriers to Participation

Barriers to participation in recreation and cultural activities, programs and events can take shape in a number of ways. These barriers can be one or a combination of financial, social, or physical. Key to addressing these barriers for a municipality is understanding the context in which they exist, and the community partnerships and resources that can be leveraged to address them.

In recent years, much attention has been given to the **financial barriers** that prevent many individuals from participating in sports, cultural pursuits and recreational activities. Data (including the statistics and trends provided previously in this report) supports that household income is directly correlated to participation levels. Figures from Statistics Canada (2011) show that child poverty rates in B.C. have worsened. Over 18% of B.C. children now live in poverty compared to 13.3% nationally. In the Greater Vancouver area, over 14% of children live in poverty; this is the second highest rate among major urban centres in Canada. Initiatives such as the Canadian Parks and Recreation Association's 'Everybody Gets to Play' program, KidSport, and JumpStart have been created to help address financial barriers by offering fee subsidies or facilitating reduced or no fee access to programs and facilities.

Social barriers to participation can often be more complex and difficult to identify. However research and numerous pilot projects have demonstrated the significant benefits that recreation and parks programs and activities can have on improving social issues such as mental health, social isolation, and by improving overall community connections. Improving attitudes and increasing participation amongst individuals facing social barriers has been accomplished by many municipalities and facilities through partnerships with other service providers, increased staff training, and the development of inclusive and welcoming programs.

Reducing **physical barriers** to participation is often solely associated with the provision of accessible infrastructure at facilities and in public spaces. While these considerations are important, barriers to participation in recreation and cultural activities by individuals with physical impediments is more complex. Individuals with physical barriers often face stereotypes as to their level of ability and interest, transportation issues in accessing facilities and spaces, and financial barriers to participation. In order to address these barriers, service providers are required to work with other service providers (e.g. health care professionals, transportation providers) to properly align and schedule programs and activities.

Trends in Service Delivery

Partnerships

Partnerships in the provision of recreation, leisure, and cultural opportunities are becoming more prevalent. These partnerships can take a number of forms, and include government, not-for-profit organizations, schools, and the private sector. While the provision of recreation and cultural services has historically relied on municipal levels of the government, many municipalities are increasingly looking to form partnerships that can enhance service levels and more efficiently lever public funds.

Partnerships can be as simple as facility naming and sponsorship arrangements and as complex as lease and contract agreements to operate spaces, entire facilities or deliver programs. According to one study¹ over three-quarters (76%) of Canadian municipalities work with schools in their communities to encourage the participation of municipal residents in physical activities. Less than half of municipalities work with local not-for profits (46%), health settings (40%), or workplaces (25%) to encourage participation in physical activities amongst their residents. Seventy-six percent (76%) of municipalities with a population of 1,000 to 9,999 to 80% of municipalities over 100,000 in population have formed agreements with school boards for shared use of facilities. In fact, since 2000, the proportion of municipalities that have reported working with schools, health settings, and local not-for profit organizations has increased from 10% to 20%.

Community Development

Community development is the process of creating change through a model of greater public participation—the engagement of the entire community from the individual up. The concept of community development has a broader reach than just the delivery of recreation and cultural programs and facilities; it is commonly understood to be the broader involvement of the general public in decision making and delivery. Community development in recreation delivery encompasses supporting and guiding volunteer groups to ultimately become self-sufficient while providing facilities and programs that further the recreation and cultural agenda in a community.

¹ "Municipal Opportunities for Physical Activity" Bulletin 6: Strategic partnerships. 2010, Canadian Fitness & Lifestyle Research Institute.

The increasing demand for new and exciting recreation and parks infrastructure and programs, the changing nature of the volunteer, and the need to be efficient with public funds has led many municipalities to adopt a community development role in service delivery. By providing resources and increasing the overall capacity of not-for-profit community organizations, municipalities are able to utilize these groups more effectively and regularly in the provision of programs, events, and facilities.

Fostering Social Inclusion

The concept of social inclusion is increasingly becoming an issue communities are addressing. While always an important issue, its significance has risen as communities have evolved and become more diverse.

Social inclusion is about making sure that all children, adults, and seniors are able to participate as valued, respected, and contributing members of society. It involves the basic notions of belonging, acceptance, and recognition. For immigrants, social inclusion would be manifested in full and equal participation in all facets of a community including economic, social, cultural, and political realms. It goes beyond including “outsiders” or “newcomers”. In fact, social inclusion is about the elimination of the boundaries or barriers between “us” and “them”.¹ There is a recognition that diversity has worth unto itself and is not something that must be overcome.²

There are five dimensions of social inclusion:

1. **Valued Recognition:** conferring recognition and respect on individuals and groups;
2. **Human Development:** nurturing the talents, skills, capacities and choices of children and adults to live a life they value and to make a contribution both they and others find worthwhile;
3. **Involvement and Engagement:** having the right and the necessary support to make/be involved in decisions effecting oneself, family and community, and to be engaged in community life;
4. **Proximity:** sharing physical and social spaces to provide opportunities for interactions, if desired, and to reduce social distances between people; and
5. **Material Wellbeing:** having the material resources to allow children and their parents to participate fully in community life.

1 Omidvar, Ratna, Ted Richmand (2003). Immigrant Settlement and Social Inclusion in Canada. The Laidlaw Foundation.

2 Harvey, Louise (2002). Social Inclusion Research in Canada: Children and Youth. The Canadian Council on Social Development’s “Progress of Canada’s Children”.

While issues of social inclusion are pertinent for all members of a community, they can be particularly relevant for adolescents of immigrant families. Immigrant youth can feel pulled in opposite directions between their own cultural values and a desire to “fit in” to their new home. This tension can be exacerbated in those situations in which parents are experiencing stress due to settlement. Children living in families which are struggling are more likely to be excluded from some of the aspects of life essential to their healthy development. Children are less likely to have positive experiences at school, less likely to participate in recreation, and less likely to get along well with friends if they live in families struggling with parental depression, family dysfunction, or violence.³

Growth of Sport and Cultural Tourism

While recreation and park services are primarily provided by municipalities for local residents, sport and cultural tourism is an important consideration for many municipalities. Sport and cultural tourism provide a community with numerous benefits such as increased visitation and spending at local businesses, while also adding to the quality of life for existing residents through the availability of new events and opportunities to be involved as a volunteer, spectator, or active participant.



3 Harvey, Louise (2002). Social Inclusion Research in Canada: Children and Youth. The Canadian Council on Social Development’s “Progress of Canada’s Children”.

Cultural tourism is an important and growing segment of the tourism industry. Its participants are young, well-educated, spend more money on their trips, and seek unique personal experiences. Although not a new phenomenon, cultural tourism has consistently been characterized by the points below.¹

- **Frequent Short Trips:** The cultural tourist, while small as a percentage of all tourists, makes numerous short trips to participate in cultural activities year-round.
- **Travelers are Increasingly World-Conscious:** Cultural tourists are well-informed and well-prepared about the social histories of their destinations before embarking on their trips. Especially among young people, contextual research is just as important as logistical planning and is usually done online.
- **A Personal Experience:** Cultural tourists seek experiences that are meaningful to them and that will result in individual reminiscences and memories which refer more to the tourist's personal history than to that of the site.
- **High Quality and Authentic Experiences:** Many tourists want to find out about the local culture and really immerse themselves in a unique and genuine experience. This includes 'untouched' landscapes, traditional foods, original crafts, and to interact with locals and their customs.
- **Cultural and Heritage Tourism Increasingly Includes Cultural Landscapes and Townscapes:** For cultural tourists, landscapes are not necessarily valued for their inherent beauty as they are for their social and historical significance: that is, how the land formed, how it is/was used, and what happened there. The built environment, including townscapes and streetscapes, is equally as important as natural landscapes.
- **Blockbusters and Special Events are Major Attractions:** Blockbusters create a sense of urgency and an excitement that captures the attention of people who would not normally attend. People will pay higher admission charges, often two or three times regular admission charges. The cultural tourist values these experiences particularly because they are temporary. This means that facilities capable of handling such events are necessary.

- **City-as-Stage:** City-wide collaborations on cultural phenomena attract cultural tourists more than a singular attraction or event. A recent embrace of city-wide cultural programming, utilizing the city as a backdrop for innovative arts and culture initiatives, has played favourably in regards to cultural tourism. Many cultural tourists will take the time to research and visit large-scale events in hopes of engaging with something creative, unique, and memorable.
- **Most Likely to Visit Museums, Historic Sites, and Monuments:** For cultural tourists, these attractions are must-sees. Historically, logistical obstacles like purchasing tickets, limited hours of operation, and navigating a foreign language have impacted participation in performing arts events, such as concerts and theatre performances.

"**Sport tourists**" have been defined as participants and their families who travel more than 80km to attend, participate in, or are somehow involved in a sporting event. According to the Canadian Sport Tourism Alliance, there are over 200,000 sporting events held each year in Canada and sport travel represents \$2.4 billion in total tourism spending, annually in Canada. In British Columbia, sport tourism is valued at over \$300 million annually.²

Aligning with Provincial and National Strategic Initiatives

Increasingly, municipal service providers are aligning their strategic planning and overall service provision with provincial and national level strategic planning conducted by higher levels of government or governing bodies. Strategically aligning provision can provide a number of benefits, which include:

- Increased access to grant funding;
- Ability to access and utilize research and other available resources; and
- Consistency of messaging to local community groups and organizations (e.g. sport associations, cultural groups).

Within the sport and recreational sphere, national initiatives such as the Long Term Athlete Development model and Canadian Sport for Life Policy have been implemented locally by many municipalities in their programming.

¹ Many of these trends were identified in the 1998 Ontario Cultural Tourism, New Trends Discussion Paper (1998) conducted by Lord Cultural Resources for the government of Ontario (commissioned by the Canada-Ontario Tourism Development Agreement.

² Destination British Columbia website:
<http://www.destinationbc.ca/Programs/Regions,-Communities-and-Sectors/Community-Tourism-Programs/Community-Tourism-Programs-Sport-Tourism.aspx#.VBNX-GNFqkw>

Many municipalities are also requiring that local sport groups and associations align with these initiatives in order to receive funding and ongoing support.

Similarly, strategic alignment with the mandate and goals of the British Columbia Arts Council can help municipal and not-for-profit cultural service providers better position themselves to meet community demand and procure funding from both the public and private sectors.

Promotions and Marketing

The evolving media and consumer landscape and plethora of available leisure options has made effective marketing and promotions even more important for recreation and parks service providers. While many traditional marketing and promotional mediums remain important, the increased prominence of social media provides both opportunities and challenges when trying to promote programs, events, or other opportunities. Social media platforms such as Twitter, Facebook, and Instagram are beneficial in that they provide cost efficient and instantaneous methods to promote opportunities. However the mass nature in which messages are delivered through social media can present challenges.

Unlike many traditional methods, social media also provides participants with the opportunity to provide feedback and express opinions on their experience. This can prove extremely beneficial and help drive participation in interest in certain activities; however, the opposite is also true should a patron perceive an experience to be negative.

Successfully using traditional methods of communication (e.g. newspapers, television, radio, and program guides) requires consistent and concise messaging that is relevant and pertinent to the audiences being targeted. Increasingly, many service providers are focusing on promoting the benefits of participation rather than the specific opportunity. Doing so has proved effective in helping target populations that are inactive and not currently engaged in programs and events. Many municipal providers have also had success in developing branding specific to recreation and parks services. Doing so can differentiate these services from other municipal services as well as create the perception of vibrancy and 'fun' in recreation facilities and park spaces.

Balancing Structured and Spontaneous Uses

While many structured or organized activities remain important, there is an increasing demand for more flexibility in timing and activity choice. People are seeking individualized, informal pursuits that can be done alone or in small groups, at flexible times, and often near or at home. This does not, however, eliminate the need for structured activities and the stakeholder groups that provide them. Instead, this trend suggests that planning for the general population is as important as planning for traditional structured use environments. Analyzing the issue further, if recreation budgets do not increase to accommodate this expanded scope of spontaneous use planning, it may be necessary for municipalities to further partner with dedicated use organizations (e.g. sport teams) in the provision of programs and facilities to ensure the optimal use of public funds.

Flexibility and Adaptability

Recreation and cultural consumers have a greater choice of activity options than at any time in history. As a result, service providers are increasingly being required to ensure that their approach to delivery is fluid and able to quickly adapt to meet community demand. Many municipalities have also had to make hard decisions on which activities they are able to directly offer or support, and those which are more appropriate to leave to the private sector to provide.

Ensuring that programming staff and management are current on trends is important in the identification and planning of programming. Regular interaction and data collection (e.g. customer surveys) from members are other methods which many service providers use to help identify programs that are popular and in-demand. The development of multi-use spaces can also help ensure that municipalities have the flexibility to adapt to changing interests and activity preferences.

Creating Opportunities for All Ages and Abilities

The municipal provision of recreation and parks services fundamentally requires that opportunities be provided for residents of all ages and ability levels. However, many service providers have struggled meeting this mandate and have tended to focus on traditionally popular sports and recreational activities. An increasing awareness of the benefits that physical activity and cultural participation can have on society has

fuelled a trend towards more broad based service provision. This mandate can be overwhelming for municipal service providers and requires an understanding of the interests, barriers, and dynamics of multiple population segments.

While it is impossible for a municipality to provide programs and facilities that meet every specific interest, a number of strategies have proven effective at ensuring that opportunities to be active and socially engaged are available for all residents. These include:

- Partnerships with groups that address program and facility gaps;
- Ensuring that directly offered programming incorporates a mix of passive and high intensity activities; and
- Ensuring that adequate “unstructured” time exists at facilities such as gymnasiums, sports fields, and program rooms.

It is also important for service providers to understand that interests and perspectives on recreation and cultural pursuits continue to evolve within various age segments and demographics. The aging “baby boomer” population provides one such example. A paper published by the Ontario Parks Association notes that “boomers” are generally better educated, living in a more consumer driven society, and have a different perspective on aging than previous generations of seniors. As a result activity preferences of these younger “boomers” vary in a number of ways from previous generations of seniors as noted below.¹

- A willingness to try more intense and adventurous pursuits.
- Greater demand for, and importance placed on, convenience and service levels.
- Desire to undertake activities that separate themselves from feeling “old”.
- Greater desire and willingness to integrate with children, youth, and younger adults in recreational pursuits.
- Greater interest to partake in recreation and leisure activities that are outdoors.

Trends in Infrastructure

Managing Aging Infrastructure

A report published in 2009 by the British Columbia Recreation and Parks Association titled “A Time for Renewal” identified a number of statistics related to the aging condition of recreation infrastructure in the province. Findings published in the report included:²

- Approximately two-thirds (68%) of B.C.’s indoor recreation facilities are 25 years or older, and 42% of facilities are 35 years or older.
- Recreation infrastructure development is not keeping up with current or projected population growth.
- Inconsistent funding has led to uneven investment periods for recreation infrastructure.
 - » A number of facilities were developed in the 1960’s and 1970’s, with development decreasing in years since.
- An estimated \$4 billion dollars is needed for the rehabilitation of existing indoor facilities based on lifecycle stage assumptions.
- An estimated \$1.2 billion dollars is needed to build new indoor facilities to proportionately accommodate B.C.’s ten-year population growth predictions.

Managing aging infrastructure requires municipalities to fully understand the condition of facilities within its asset base, and to put in place a number of strategies to sustain a safe and positive experience for residents. Increasingly, municipalities are considering or adopting the practice of lifecycle/capital replacement budgeting. This practice involves making an annual contribution based on the capital cost or replacement value of a facility. Adopting this practice can help ensure that funds are in place when future upgrades, re-purposing, or replacement is needed.

Staying current on trends and participation rates in recreation and cultural pursuits can also help a facility provider ensure that components and amenities remain relevant. In some cases, the demand for new activities may require a municipality to contemplate infrastructure development. While the development of new infrastructure may be desired, considering the re-purposing of existing infrastructure can present the opportunity to meet community demand in a more cost efficient manner.

1 <http://www.ontarioparksassociation.memberlodge.com/Resources/Documents/Parks%20are%20also%20for%20Seniors.pdf>

2 http://www.bcrpa.bc.ca/recreation_parks/facilities/sports_recreation/a_time_for_renewal/background.htm

Multi-Purpose Facilities and Spaces

Increasingly, recreation and leisure facilities are being designed to accommodate multiple activities and to encompass a host of different components. The benefits of designing multi-use spaces include the opportunity to create operational efficiencies, attract a wide spectrum of users, and procure multiple sources of revenue. Providing the opportunity for all family members to take part in different opportunities simultaneously at the same location additionally increases convenience and satisfaction for residences.

Creating spaces within a facility that are easily adaptable and re-configured is another growing trend observed in many newer and retrofitted facilities. Spaces such as gymnasiums, theatres, field houses, and arenas are being designed with temporary barriers, temporary spectator seating, viewing areas and other amenities that can be easily adjusted or removed depending on the type of activity or event. Many cultural facilities are being developed to include “makers’ spaces” or community-oriented workspaces where people with common interests can meet, socialize, collaborate, and construct or make things. For example, the new Toronto Library at Fort York has a new digital innovation hub that includes 3D scanners and printers, Arduino kits, Raspberry Pi Computers, hi-definition video cameras, audio mixers, and a green screen. There are also classes and demonstrations which help people learn how to use them.

The development or “clustering” of facilities also provides the opportunity to ensure efficiency and create community “hubs”. Developing multiple components (e.g. ice arenas, aquatics facilities, indoor fields) as part of one facility can help reduce capital and operating costs while allowing for the sharing of amenities (e.g. social/banquet rooms).

Integrating Indoor and Outdoor Environments

A new concept in recreation and cultural infrastructure planning is to ensure that the indoor environment interacts seamlessly with the outdoor recreation environment. Examples being included in many new facilities include indoor/outdoor walking trails, indoor/outdoor child play areas, and indoor/outdoor aquatics facilities. Integrating indoor and outdoor environments can also be as “simple” as ensuring interiors have good opportunities to view the outdoors. Although there are a number of operational issues that need to be considered when planning to integrate indoor and outdoor environments (e.g. cleaning, controlled access, etc.); the concept provides the opportunity to ensure year-round usage and optimize the use of public funds for recreation infrastructure.

Ensuring Accessibility

Many current community recreation and cultural facilities are putting a significant focus on ensuring that user experiences are comfortable. This includes meeting accessibility requirements and incorporating designs that can accommodate various body types. Programming is made as accessible as possible via “layering” to provide the broadest appeal possible to intellectual preferences.

Meeting the needs of various user groups is also an important aspect of accessibility. Incorporating mobile technologies, rest spaces, child-friendly spaces, and multi-purpose rooms for classes and broad based community use is an emerging trend. Accessibility guidelines set by governments, as well as an increased understanding of the needs of different types of visitors is fueling this trend.



Revenue Generating Spaces

Increasingly, operators of community facilities are being required to find creative and innovative ways to generate the revenues needed to both sustain current operations and fund future expansion or renovation projects. By generating sustainable revenues outside of regular government contributions, many facilities are able to demonstrate increased financial sustainability and expand service levels.

Lease spaces provide one such opportunity. Many facilities are creating new spaces or redeveloping existing areas of their facility that can be leased to food and beverage providers and other retail businesses. Short term rental spaces are another major source of revenue for many facilities. Lobby areas, program rooms, and event hosting spaces have the potential to be rented to the corporate sector for meetings, team building activities, seasonal parties, and a host of other functions.

Social Amenities

The inclusion of social amenities provides the opportunity for multi-purpose community recreation facilities to maximize the overall experience for users as well as to potentially attract non-traditional patrons to their facility. Examples of social amenities include attractive lobby areas, common spaces, restaurants and cafeterias, spectator viewing areas, meeting facilities, and adjacent outdoor parks or green space.

Technology is being embraced within facilities as a modern communication tool useful for effectively sharing messages with younger, more technologically savvy audiences. Many facilities are now equipped with television screens throughout the facilities that can promote programs, messaging and membership sales. It is also becoming increasingly common for new public facilities, especially in urban areas, to be equipped with public wireless Internet.

Another significant benefit of equipping facilities with social amenities is the opportunity to increase usage and visitation to the facility during non-peak hours. Including spaces such as public cafeterias and open lobby spaces can result in local residents visiting the facility during non-event or non-program hours to meet friends or simply as part of their daily routine. Many municipalities and not-for-profit organizations have encouraged this non-peak hours use in order to ensure that the broader populace perceives that the facility is accessible and available to all members of the community.

“Green-Thinking” and Sustainable Practices

The growing societal concern and awareness towards environmental issues has contributed to this trend. When possible, municipalities and other facility providers are increasingly looking at incorporating “green” technologies into new and existing infrastructure. In some cases, municipalities are now required to meet LEED® (Leadership in Energy and Environmental Design) standards when constructing new infrastructure. Increasing the efficiency of indoor heating and cooling systems, installing geothermal systems in ice arena and pool facilities, and ensuring the washroom and program rooms are equipped with motion activated light switches are just a few examples of how environmentally friendly technologies are being introduced into many recreation facilities.

Over the last decade, an increasing number of municipalities have put an emphasis on encouraging recreation and leisure uses and activity in outdoor spaces such as utility corridors, storm retention ponds, and reclamation sites. The development of amenities such as trails, community gardens, dog off-leash zones, and art to these spaces can help maximize the efficiency of land within a municipality while meeting community recreation and leisure needs.

Ensuring that natural spaces and “green infrastructure” are protected is another key component to ensuring environmentally sustainable and attractiveness of a community. Green infrastructure is defined as “natural vegetation and vegetative technologies that collectively provide society with a broad array of products and services for healthy living”. These spaces can include urban forests, natural areas, greenways, streams and riparian zones; meadows and agricultural lands; green roofs and green walls; parks, gardens, and landscaped areas; community gardens, and other green open spaces; and rain gardens, bioswales, engineered wetlands, and storm water ponds. The benefits of protecting these spaces are many and include: improved quality of life, health and wellness of residents, and even economic benefits such as the creation of green jobs and higher property values.¹

¹ <http://www.greeninfrastructureontario.org/benefits>

Trends In Culture

Presented as follows are additional trends specific to the cultural 'landscape' as well as the provision of cultural services and opportunities.

The Cultural Consumer

A number of macro-trends have been shaping demand for cultural programming in recent years. Generally, the cultural participant:

- Has limited leisure time;
- Is aging;
- Is spending less on culture and recreation¹;
- Has an abundance of cultural activities to choose from;
- Identifies with increasingly niche cultural tastes;
- Seeks a meaningful and multi-tiered cultural experience; and
- Pursues social opportunities through culture.

The rise of the "Experience Economy"—personal experiences, like services and material goods, are the next hot commodity. People are now looking to define their social realm through the consumption of, and participation in, experiences rather than through material wealth. Culture, through festivals and events, historic and well-designed streetscapes, natural landscapes, and visitor attractions is well placed to take advantage of this growing trend.



1 CIW Report.

Cultural Planning, Policy, and Leadership

In recent years a couple of pertinent trends have been observed which have impacted the planning and delivery of cultural services.

- **Joint Planning of Recreation and Cultural Services.** Over the past 5 to 10 years, North American municipalities have participated in a cultural planning "boom"—which in some ways is a reflection of the impact of the trends noted previously. While cultural planning had typically been undertaken separately, in recent years it has been observed that some municipalities have been combining strategic planning for culture with strategic planning for recreation and leisure in a single document. Varying perspectives exist regarding this approach. Regardless of the planning model undertaken (combined or as separate), it is important that cultural services and the art are not undermined or overshadowed.
- **Cultural Resource Committees.** During the cultural planning process community engagement often reveals the need for leadership, capacity building, and the mobilization of partnerships and resources to successfully implement a Cultural Plan. Historically, some municipalities have relied on local Arts Councils to play this role. In recent years there has been a shift away from this model as some Arts Councils have too narrow a focus on visual and performing arts; they often do not address heritage, creative industries or enterprises, or non-mainstream cultural groups and activities. The trend is now moving towards a broader, cross-sector leadership model representing the full spectrum of cultural resources.
- **Doing More with Less.** In 2009 – 10 B.C. was last amongst all provinces in per capita spending in the cultural sector at \$206 per capita, versus the national average of \$309 per capita. Additionally, B.C. was almost \$50 per person behind the next lowest province, Manitoba. The province's reluctance to commit to long-range planning and spending on culture has contributed to a shortage in available match funds and initiatives. However, the demand for cultural services and activities has not declined; in fact, as we have seen from the cultural participation trends above, the reverse is true.

This forces cultural organizations and institutions to do more with less and leaves a great deal of responsibility with cities and towns across B.C. to bridge the gap. According to the Canadian Conference on the Arts, there are three things that save the B.C. cultural sector from overall decline:

- The province's growing and diverse population and a potential audience that is recognized by municipalities;
- A strong tradition of volunteerism and independence from government;
- Creative innovation in many sectors from visual arts to new media.¹

Importance of the Built Environment and Quality Design

Recognition is now being given to the critical role that the built environment—modern buildings and public spaces, heritage buildings, streets, transport networks, parks, and natural spaces—can play in shaping the physical, psychological and social health of individuals and their communities. Quality of place is also recognized as an essential ingredient in attracting the coveted “creative class”. Increasingly, more municipalities are producing and adopting Community Design Strategies and Guidelines. These provide design expectations and guidelines for both private and public sector development of new and existing sites, buildings, streetscapes, and neighbourhoods within a community. The guidelines provide details for the arrangement, shape, and appearance of development to help manage the community's evolving built environment and to direct these changes in a positive and sensitive manner. Guidelines are not intended to restrict the creativity of designers, rather they provide a framework for helping to ensure that design solutions are compatible with the character, quality, and heritage of the community and support revitalization objectives.

Fostering Creative Communities

Current economic theories suggest that where the previous industrial economy was driven by physical resources and commodities, the new economy will be driven by people. Now economic growth and success will depend on the ability of a place to attract and retain people with the capacity to generate innovative ideas and new business models. Creativity is the source of this innovation and is not simply limited to the arts; it encompasses a broad spectrum of people including scientists, engineers, architects, designers, and educators—essentially anyone whose economic function is to create new ideas, technology, or creative content.

According to Richard Florida, successful cities require the “three Ts” of economic development—Talent, Technology, and Tolerance. That is, the ability to attract and retain top creative thinkers and doers; providing avenues for converting research, ideas, and innovations into marketable and sustainable products; and communities who are open and accepting of new ideas and different people. According to Next Generation Consulting, the community characteristics that are most valued by 20 – 40 year olds are:

- Cost of lifestyle;
- Earning potential;
- Places to go after work and on weekends;
- Healthy, green and safe environments;
- Learning opportunities;
- Walkability and good transit links; and
- Social opportunities for people to fit in quickly and meet diverse people.²

However, it is important to note the role that authenticity plays in helping to ensure a place is able to achieve its potential. Areas must emphasize their intrinsic advantages and cultivate existing assets otherwise there is a great risk of backlash towards “fakery”. Additionally, efforts must look to improve the quality of life for everyone, not just a small subset of the population otherwise the main result will be gentrification rather than solving true economic and social problems.

1 Flat-Lined but Still Alive; Analysis of the Provincial and Territorial 2012 – 13 Budgets from the Perspective of Arts, Culture and Heritage, Canadian Conference of the Arts: <http://ccarts.ca/wp-content/uploads/2013/02/Provincial-and-Territorial-Budget-Analyses-12-02-13.pdf>

2 Attracting the Talent. The Creative Class is Key to Current Economic Development Trends. http://www.renaissanceatbristol.com/news/upload/72_attracting-the-talent.pdf

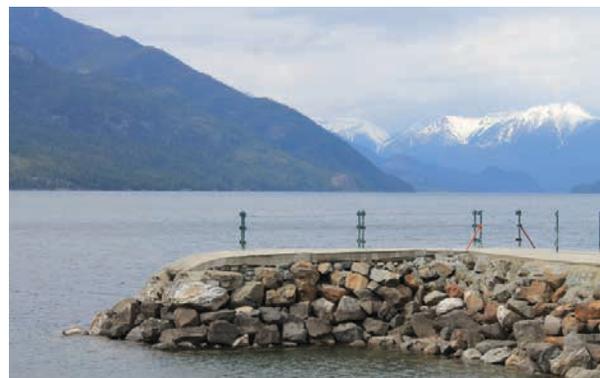
Section 6

Service Delivery

Recreation and parks services in Area H and the Villages of New Denver, Slocan, and Silverton are delivered through a combination of public, non-profit, and private sector organizations. The collective efforts of all enhance resident and visitor quality of life and create benefit in the entire region.

Each of the villages and the Regional District of Central Kootenay have a role to play in recreation and parks service delivery. There are also four commissions that guide service delivery. The commissions are advisory bodies struck by the Regional District of Central Kootenay (RDCK) Board of Directors to provide a regional service related to the provision of regional parks and recreation opportunities throughout Area H. The Rosebery Parkland and Trails Commission oversees a regional parks service in the northern parts of Area H while the Winlaw Regional and Nature Park Commission is responsible for that park. Recreation Commission #6 oversees a regional recreation service in the northern part of Area H as well as the governance of Bigelow Bay Regional Park; The Slocan Valley South Recreation Commission oversees recreation services in the southern portions of Area H.

While the Villages of New Denver and Silverton are members of both a recreation commission and a parks commission, the Village of Slocan is only a member of their respective parks commission and has opted out of a regional recreation service.



Section 7

Inventory and Assessment

Recreation and community gathering spaces are available in the Villages of New Denver, Slocan, and Silverton. Many of these facilities are operated by not-for-profit organizations with some receiving support from local municipalities and the Regional District of Central Kootenay. In addition to those facilities listed below, school facilities also provide valuable gymnasium and classroom spaces.

Identified as follows is an overview of the community facilities available in each of the villages. It is important to note that the lists below are not exhaustive of all facilities, but rather include those that are municipally supported and/or significant in the community.

Electoral Area H

A number of rural halls exist in rural communities in Area H. These facilities include:

- Winlaw Hall
- Passmore Hall
- Crescent Valley Hall
- Hill Community Hall/Firehouse
- Appledale Hall

Community organizations in the region utilize facilities in the Villages and rural areas for a variety of programs, events and social functions. The RDCK employs a Slocan Valley Recreation staff position to oversee the facilitation of programming through the hiring of instructors and coordination of programming. The Villages and not-for-profit organizations also play a key role in program delivery. In general, programming in the Villages and Area H is highly community and volunteer driven.

Village of Slocan

- Slocan Health and Wellness Centre (includes medical services, Slocan Library, Slocan Fitness Centre)
- Slocan Expo Ball Park (includes ball diamonds, goal posts for soccer, gazebo, and a public Bavarian Garden)
- Slocan Lake Beach Gazebo
- Kiddie Park (playground)
- Slocan Legion Hall
- Tenacity Skate Park
- Slocan Curling Club
- Tennis Courts

Village of Silverton

- Memorial Hall (capacity: 200 seated)
- Lakeside Campground and boat launch
- Day Park (picnic areas, landscaped day use area)
- Children's Playground
- Dewis Park (ball diamond, tennis court, bocce courts, playground, picnic areas)
- Finland Cabin
- Silverton Gallery
- Slocan Lake Arena (skating and curling rinks)

Village of New Denver

- Bosun Hall
- Centennial Campground
- Centennial Park
- Knox Hall (includes the Reading Centre Library)
- Kohan Garden
- Mori Trail
- Nikkei Internment Memorial Centre
- Silvery Slocan Museum

Section 8

Consultation

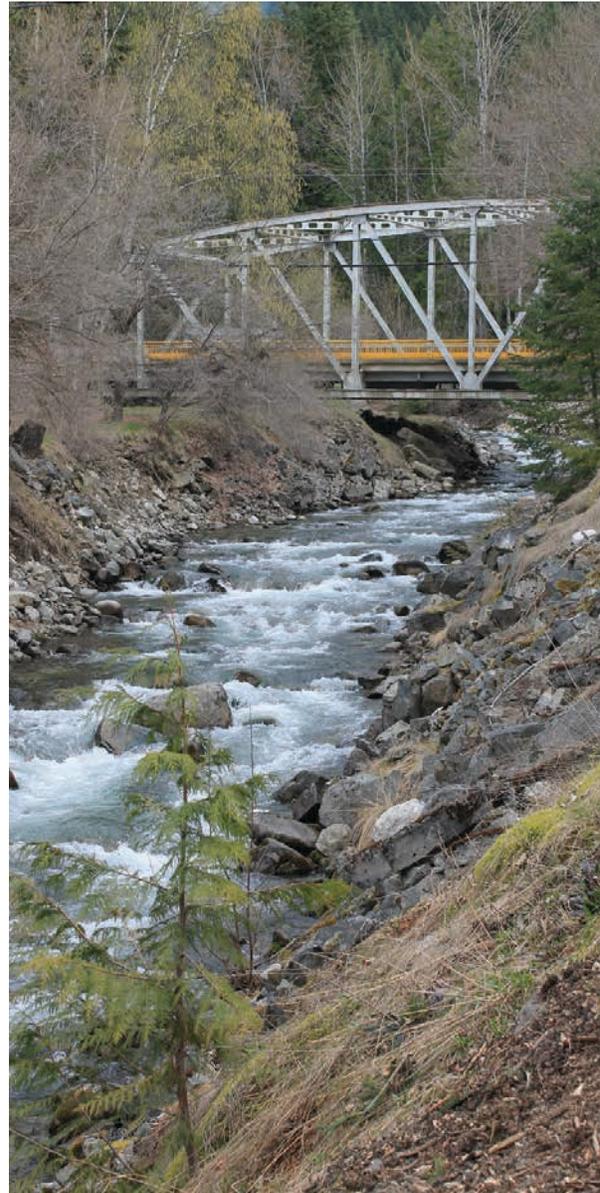
An extensive programme of resident and stakeholder consultation was utilized to gather a wide array of perspectives on current recreation opportunities and future needs. The following chart provides a summary of the consultation mechanisms utilized.

Consultation Mechanism	Responses/ Participants
Resident Household Survey	363 households
Community Group Questionnaire	33 group responses
Stakeholder Discussion Sessions	14 sessions

Provided in the following section are the findings from the Resident Household Survey, Community Group Questionnaire, and the stakeholder discussions.

Resident Household Survey

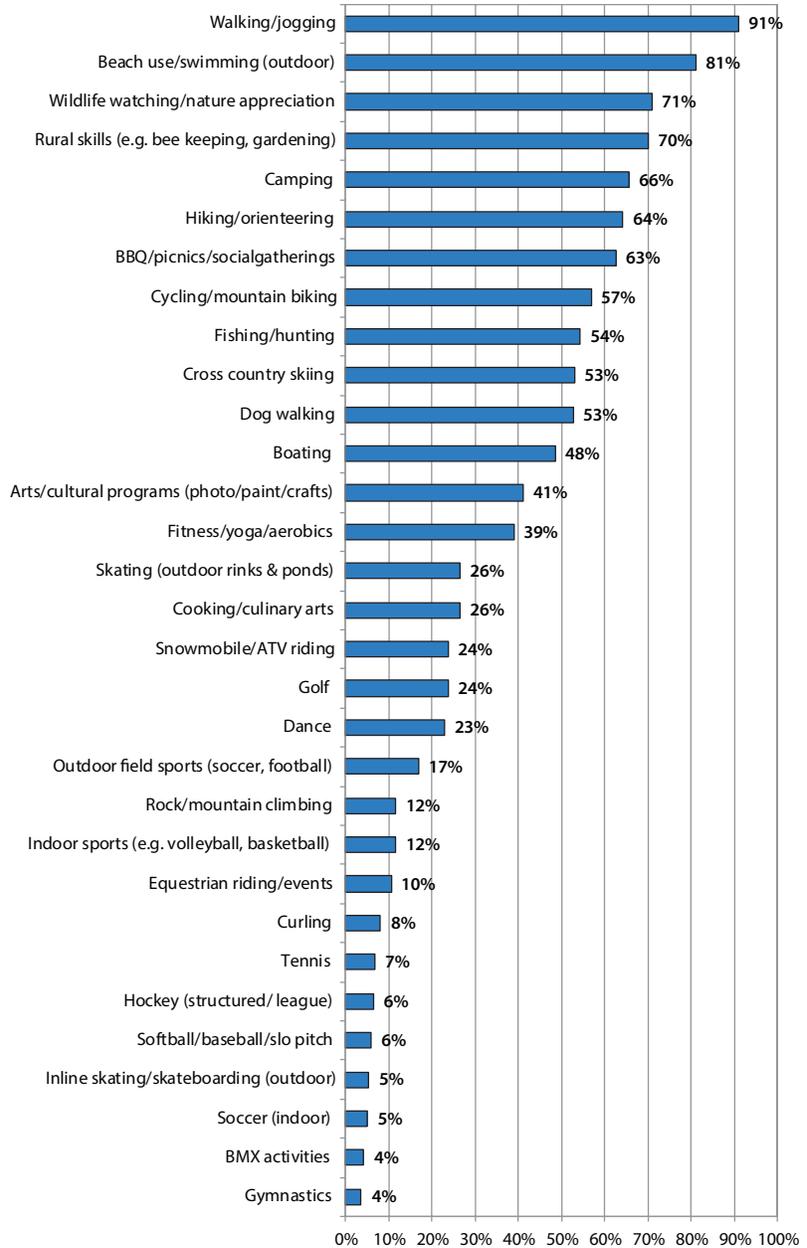
A resident questionnaire was fielded to households in Area H and the Villages of Slocan, New Denver, and Silverton. In total, 2,990 surveys were distributed and 363 were returned which provides a margin of error of $\pm 5.0\%$. To encourage participation, respondents were offered the opportunity to enter into a draw for a \$100 Home Hardware gift certificate. A number of promotional mechanisms (Leisure Guide advertisement, municipal website announcement, promoted during programs) were also used to generate awareness and encourage participation.



Household Participation in Recreational Activities

Activities

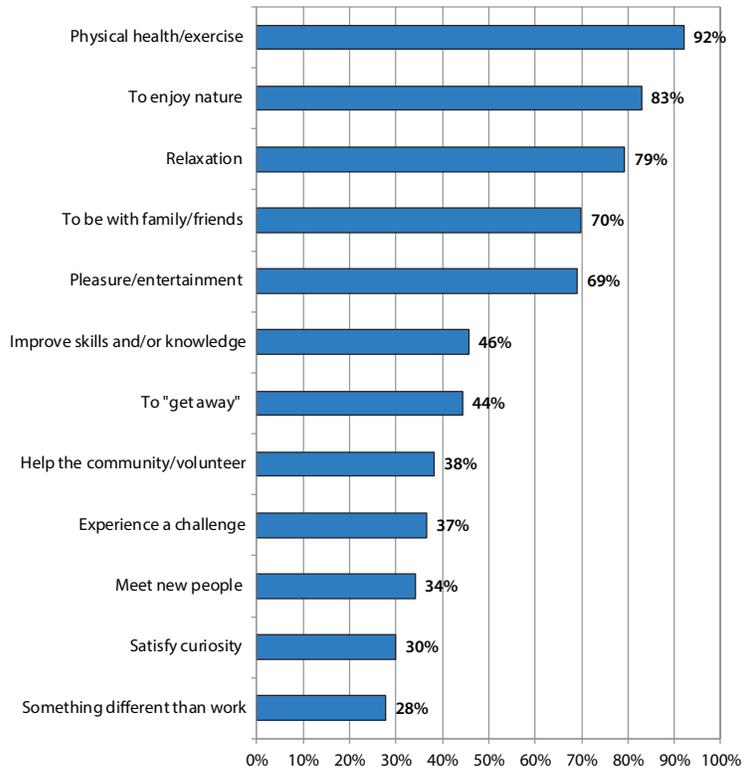
Ninety-one percent (91%) of respondents indicated that a member of their household participates in walking or jogging type activities. Eighty-one percent (81%) of respondents engage in swimming outdoors/beach use while seventy-one percent (71%) watch wildlife and appreciate nature.



Top of Mind Thoughts

The most common reason why household members participate in recreation for physical health and exercise (92%). Eighty-three percent (83%) of respondents indicated to enjoy nature and seventy-nine percent (79%) selected relaxation as reasons why they participate in recreation.

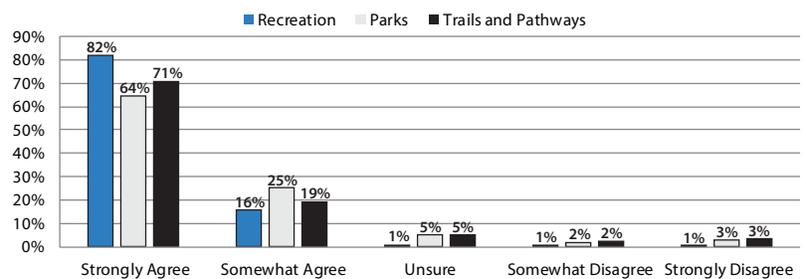
Reasons for Participating in Recreation Activities



Benefits

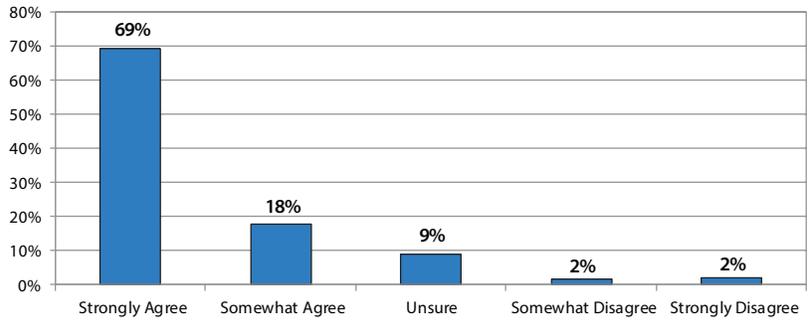
Respondents were asked to indicate the extent to which they agree with the following six statements. Ninety-eight percent (98%) of respondents agreed to some extent that recreation is important to their quality of life. Ninety percent (90%) agreed to some degree that parks are important to their quality of life while ninety percent (90%) also agreed when asked about trails and pathways.

Recreation is Important to My Quality of Life



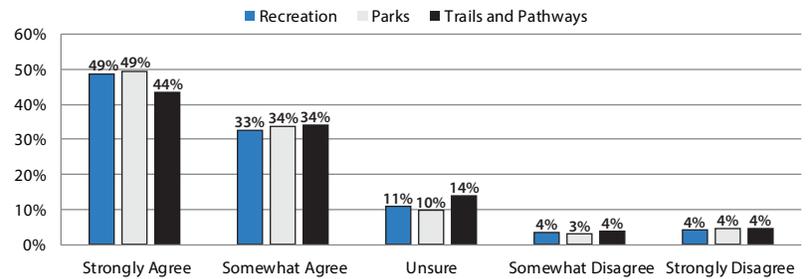
The Community as a Whole Benefits from the Recreation and Programs and Services in New Denver, Silverton, Slocan, and Area H.

Eighty-seven percent (87%) of respondents agreed to some extent that the region as a whole benefits from recreation programs and services.



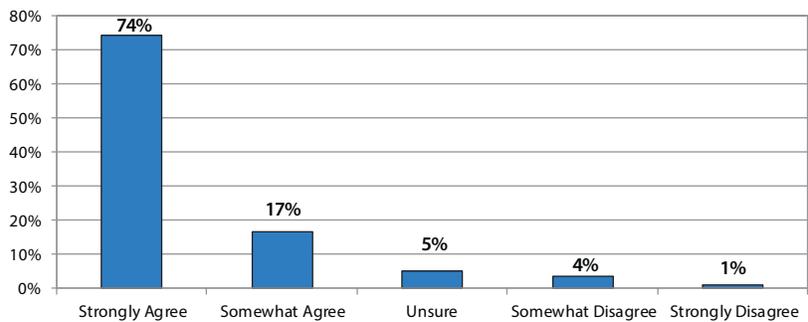
Residents Can Benefit Even if They Do Not Use Recreation Services, Parks, Trails, and Pathways Directly

Over three-quarters (81%) of respondents agreed to some extent that residents can benefit from recreation services even if they do not use recreation services directly. For parks, eighty-three percent (83%) agreed and seventy-eight percent (78%) agreed for trails and pathways.



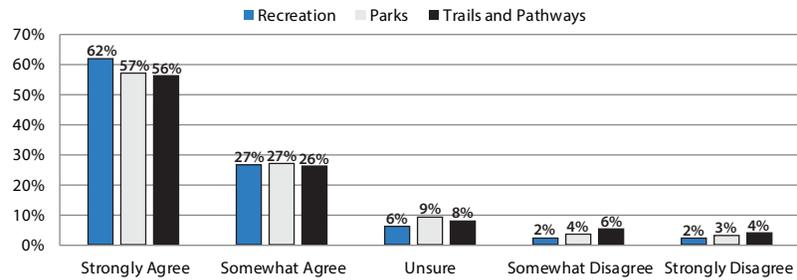
Where Possible, Recreation Facilities and Amenities Should be Developed Considering Their Impact on the Environment

Ninety-one percent (91%) of households agree that recreation facilities and amenities should be developed considering their impact on the environment.



Recreation Services, Parks, Trails, and Pathways Bring the Community Together

Eighty-nine percent (89%) of the respondents agreed to some extent that recreation brings the community together, eighty-four percent (84%) agreed that parks bring the community together, and eighty-three percent (83%) agreed for trails and pathways.



Current Facility Usage

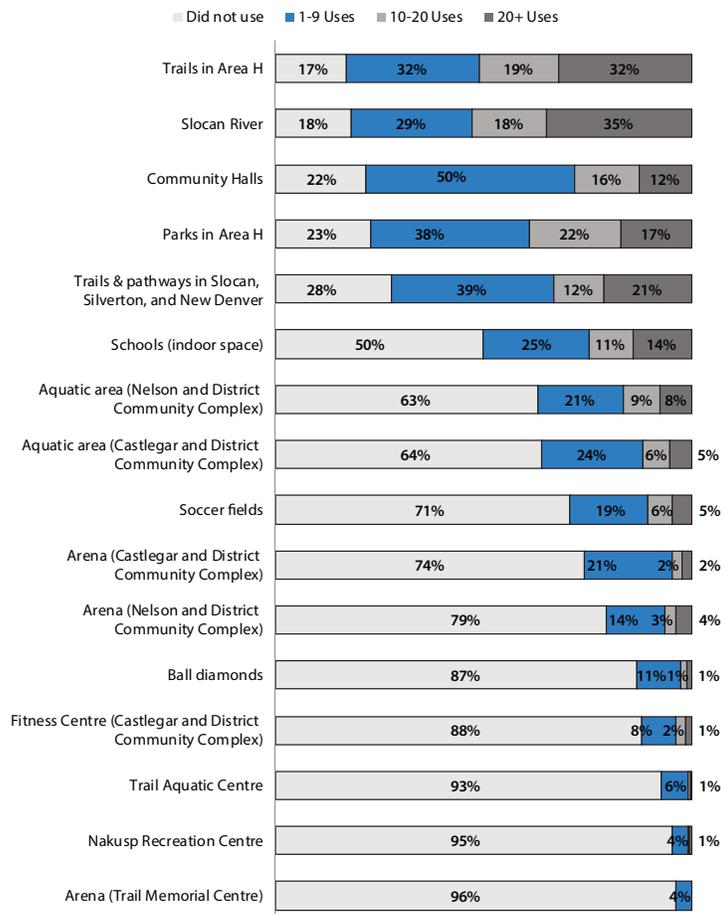
The following questions asked respondents to indicate their frequency of use in regard to recreation facilities, parks, and open space in each municipality. In the past 12 months, eighty-three percent (83%) of respondents utilized trails in Area H. The Slocan River was the next most utilized amenity with eighty-two percent (82%) of residents visiting the river at least once in the past year. Over three-quarters (78%) of respondents indicated they had visited community halls in the past twelve months.

Respondents were asked to write in which community halls, parks, and trails their household members had used in the previous twelve months. Winlaw Hall and Slocan Park were the top two community halls mentioned followed by Passmore and Crescent Valley Community Halls.

Winlaw Nature Park and Valhalla Provincial Park were both mentioned by over 90 respondents. Crescent Valley Beach, parks in New Denver, and beaches in Slocan and Silverton were brought up numerous times as well.

In terms of trails, the Slocan Valley Rail Trail was mentioned by 242 respondents. Various other trails in the Slocan Valley received mention including the Galena Trail, Idaho Peak, and trails within Valhalla Provincial Park.

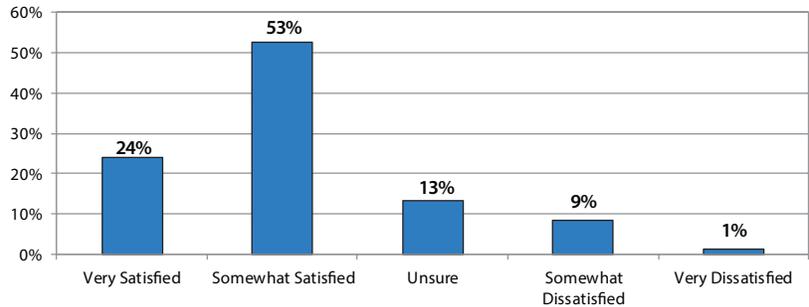
Facility, Park, and Open space Usage in the Past Twelve Months



Recreation and Parks Services Assessment

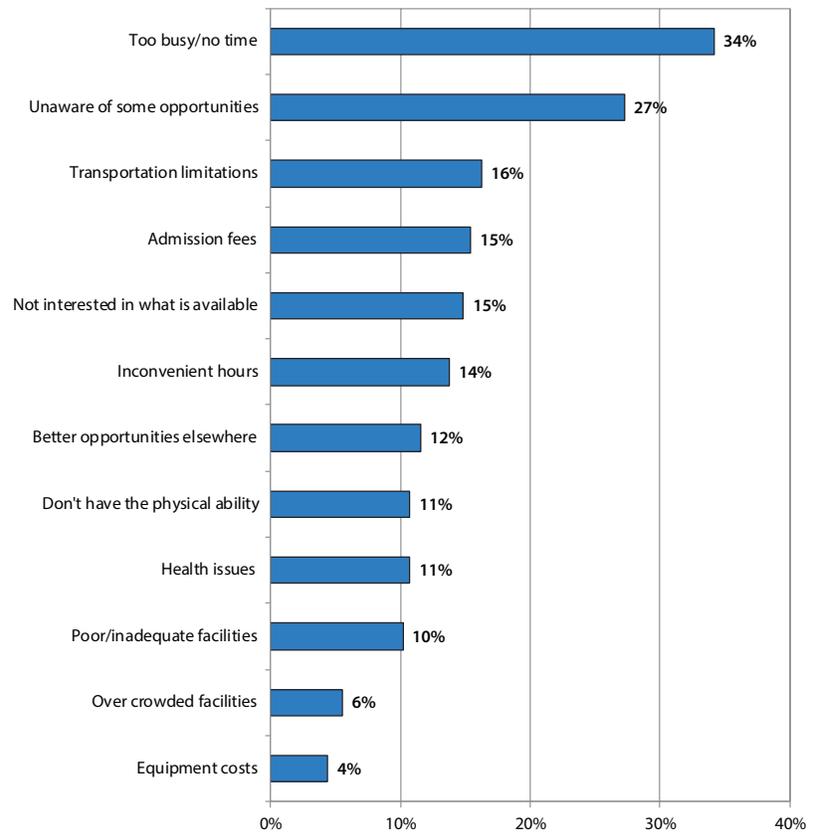
Three-quarters (77%) of households are satisfied to some extent with the current availability of recreational opportunities and service offered in the area. Ten percent (10%) are dissatisfied to some extent while thirteen percent (13%) are unsure.

Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in New Denver, Silverton, Slocan, and Area H?



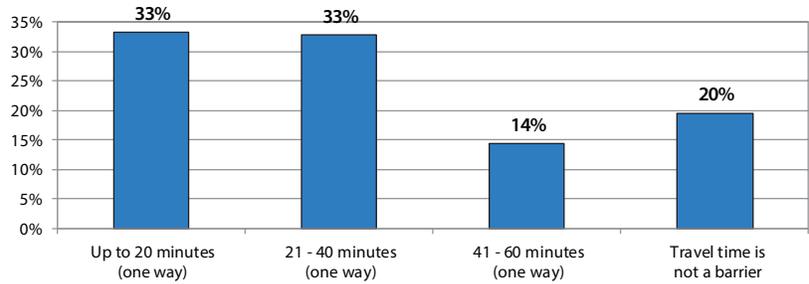
Barriers to Recreation Participation

When asked to identify barriers to recreation participation, one-third (34%) of respondents indicated time constraints. Twenty-seven percent (27%) have the feeling that they are unaware of opportunities while sixteen percent (16%) pointed to transportation limitations as a barrier.



Generally, what amount of travel time to recreation facilities and programs is acceptable before travel becomes a barrier?

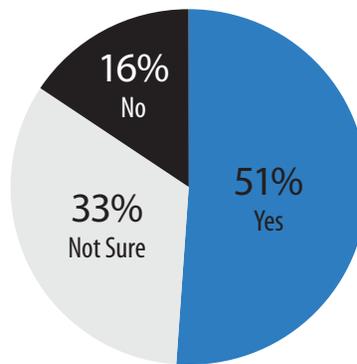
One-third (33%) of respondents felt that up to 20 minutes for travel time is acceptable before travel becomes a barrier to recreation participation. Another one-third (33%) identified 21 – 40 minutes acceptable while twenty percent (20%) reported that travel time is not a barrier.



Is there a need for new and/or upgraded recreation facilities?

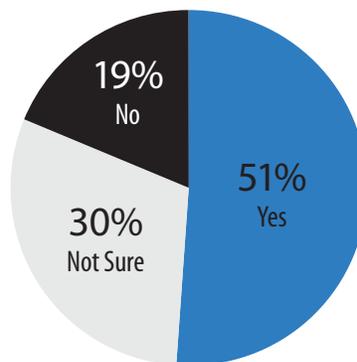
New/Upgraded Community Services

Residents were asked whether they think there is a need for new and/or upgraded recreation facilities, parks and open space, and trails and pathways. In terms of recreation facilities, one-half (51%) of households answered "yes," one-third (33%) were not sure, and sixteen percent (16%) answered "no."



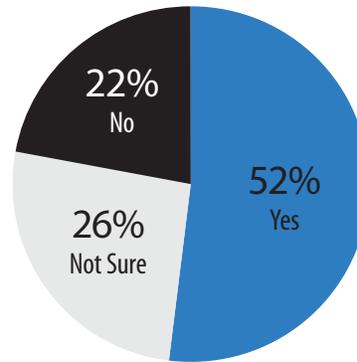
Is there a need for new and/or upgraded parks and open spaces?

When asked about the need for new and/or upgraded parks and open space, one-half (51%) of respondents answered "yes," thirty percent (30%) were not sure, and nineteen percent (19%) selected "no."



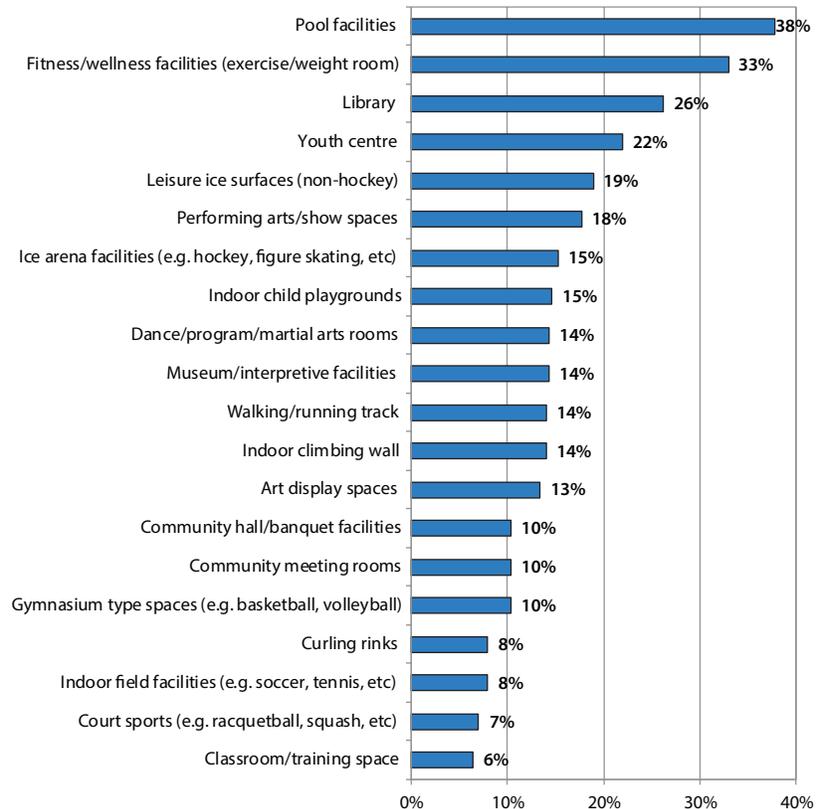
Is there a need for new and/or upgraded trails and pathways?

Fifty-two percent (52%) of households believe there is a need for new and/or trails and pathways. One-quarter (26%) were not sure while twenty-two (22%) percent did not see a need for enhanced trails and pathways.



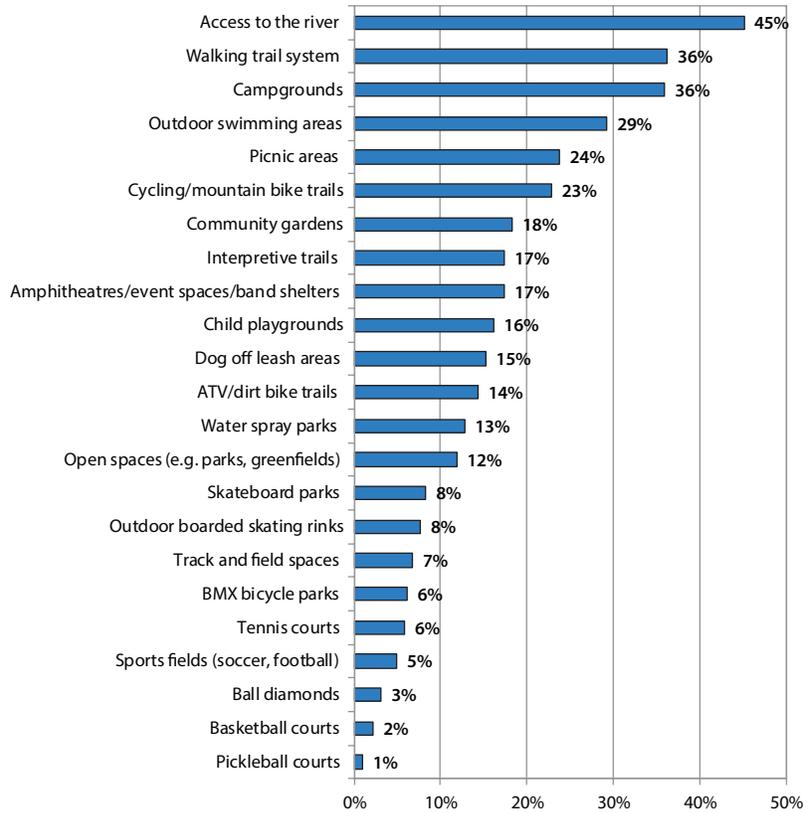
Indoor Facility Priorities

The respondents who selected “yes” and “not sure” were asked to identify up to five indoor and up to five outdoor recreation facilities that should be more readily available in the area. Thirty-eight percent (38%) of households would like indoor pool facilities more available, one-third (33%) would like to have increased access to fitness/wellness facilities, and one-quarter (26%) of respondents identified libraries as an indoor facility need.



Outdoor Facility Priorities

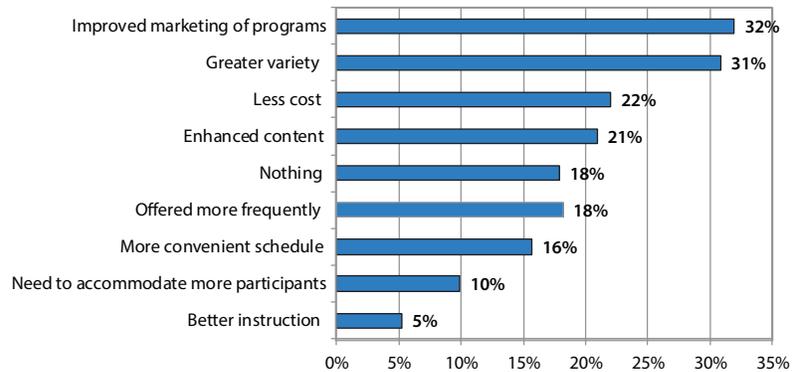
Forty-five percent (45%) of respondents would like increased access to the river, thirty-six percent (36%) of respondents want enhanced walking trail systems, and another thirty-six percent (36%) want more campgrounds.



Recreation Programming

Thinking about existing and new programs, respondents were asked to identify what improvements or changes are needed. One-third (32%) of households would like to see improvements to the marketing of programs while thirty-one percent (31%) suggest a greater variety in recreation programming.

Improvements/Enhancements to Programming



Programming Needs by Age

Respondents were asked to identify the types of programming that needs to be more readily available in the area for each of the following age groups. In terms of children (0 – 5 years), twenty-nine percent (29%) of residents would like to see more nature/outdoor education programs while twenty-two percent (22%) selected general interest recreation as a need.

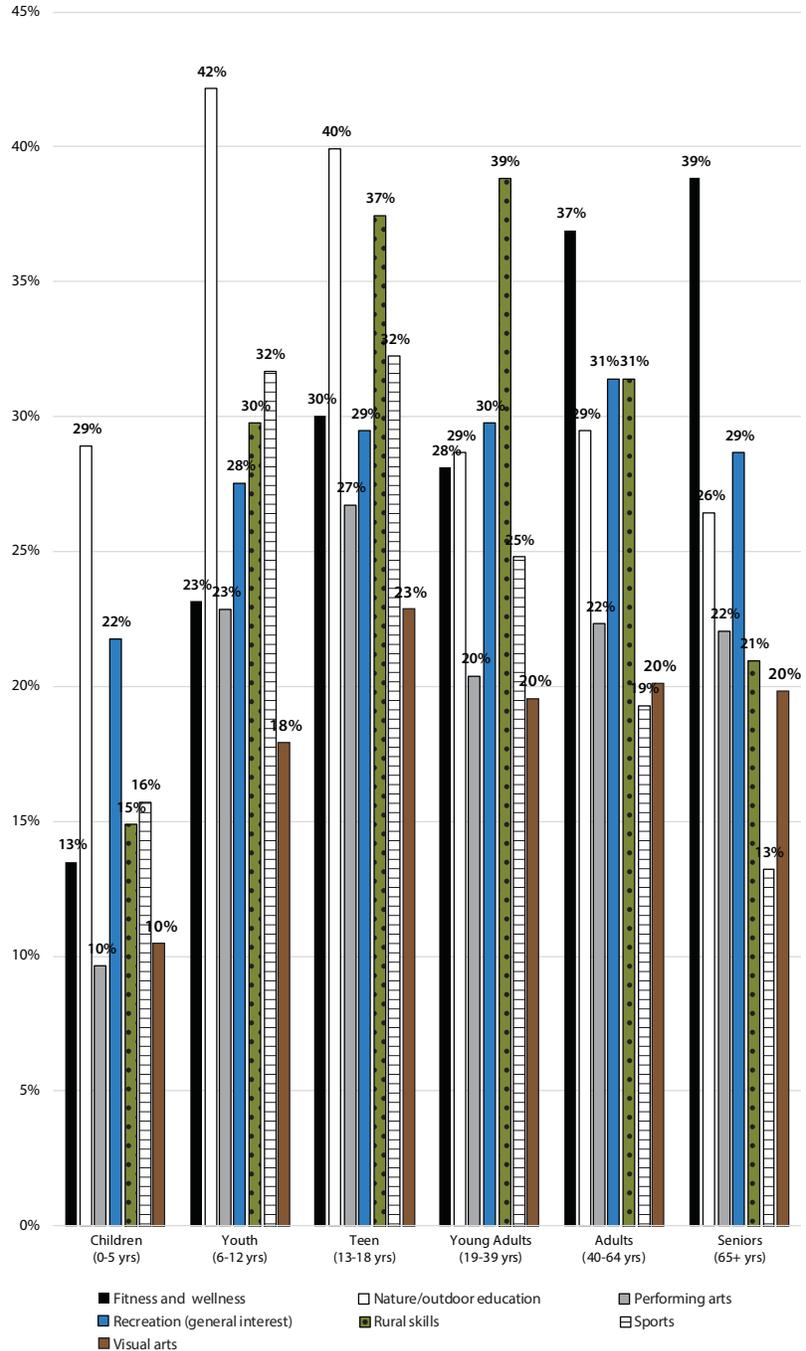
Forty-two percent (42%) of households would like nature/outdoor education programs more readily available for youth (6 – 12 years). Thirty-two percent (32%) of respondents would like to see more sports programs offered for youth.

Nature/outdoor education programs (40%) and rural skills (37%) were both identified by respondents as programming needs for teens (13 – 18 years).

Thirty-nine percent (39%) of respondents indicated that rural skills programs are a need for young adults (19 – 39 years) and another thirty percent (30%) mentioned general interest recreation.

Over one-third (37%) of respondents feel there is a need for fitness and wellness programming for adults (40 – 64 years) and thirty-one percent (31%) indicated rural skills programming as a need.

When thinking about programming needs for seniors (65+ years), thirty-nine percent (39%) of residents indicated fitness and wellness as an area of improvement. Twenty-nine percent (29%) of respondents identified general interest recreation programming as a need for seniors.



Respondents were asked to identify specific types of programs they would like to see and any other comments regarding recreation programming were encouraged. Twenty-four (24) respondents mentioned outdoor education as a need for programming while art and swimming each had 13 mentions. Programs relating to nature and rural skills were brought forth 72 times compared to sports with 33 mentions.

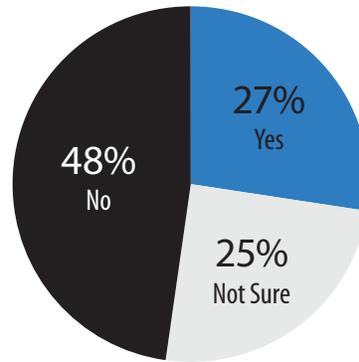
Top Seven (7) Programs Mentioned	Total Mentions
Outdoor education	24
Art	13
Swimming	13
Gardening	11
Drop in fitness	10
Yoga	9
Music	9

Programs Mentioned Relating to Nature/Rural Skills	Total Mentions
Outdoor education	24
Gardening	11
Guided Walks	7
Safety courses (water, avalanche, etc.)	6
Farming	6
Edible nature programs	5
Permaculture	4
Hiking	3
Food processing	2
Beekeeping	1
Woodworking	1
Hunting	1
Fishing	1

Programs Mentioned Relating to Sports	Total Mentions
Hockey/Skating	7
Softball	5
Baseball	3
Basketball	3
Tee Ball	2
Volleyball	2
Tennis	2
Cross country skiing	2
Floor hockey	2
Football	1
Curling	1
Track and field	1
Soccer	1
Table Tennis	1

A number of organizations provide some financial assistance helping people access children's programming in the area.
Are you aware of these financial supports?

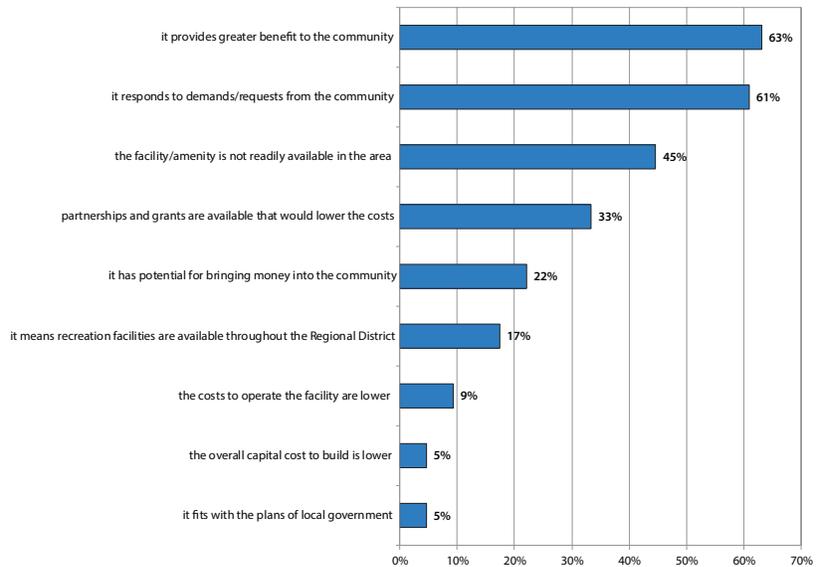
Respondents were asked if they were aware of organizations that provide financial assistance to help people access children's programming in the area. Almost one-half (48%) were unaware of these supports while twenty-seven percent selected "yes" and one-quarter (25%) responded "not sure."



A Recreation Facility Project Should be a Higher Priority If...

Planning Priorities

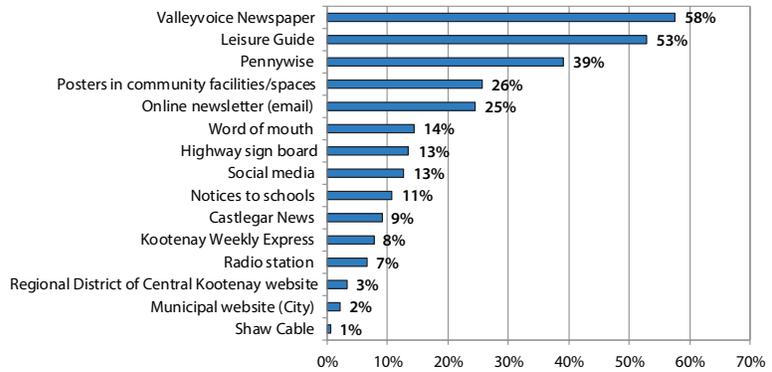
Respondents were presented a list that included possible criteria that could be used to prioritize several recreation facility projects. When asked to select from the list of criteria, sixty-three percent (63%) of the respondents felt that a recreation facility project is a higher priority if it provides greater benefit to the community. Sixty-one percent (61%) believe the project is a high priority if it responds to demands/requests from the community.



Best Methods to Communicate Information

Promotions

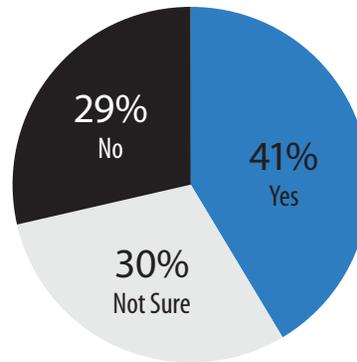
Respondents were asked to identify the three best methods to get information to the public regarding recreation programs and events. Over one-half (58%) indicated that the Valleyvoice Newspaper is an effective way to communicate, while fifty-three percent (53%) acknowledged the Leisure Guide.



To ensure that community needs for recreation facilities in New Denver, Silvertown, Slocan, and Area H are better met, would you support an increase in annual property taxes?

Willingness to Pay

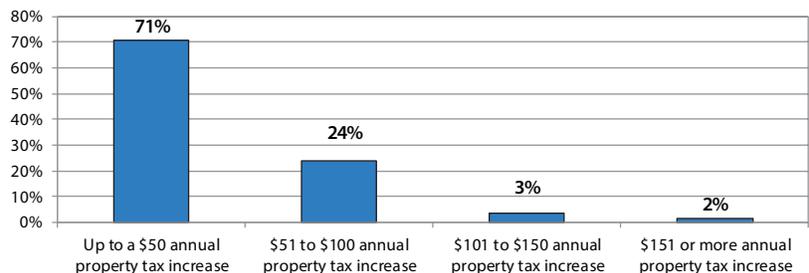
To ensure that the community needs for recreation facilities in the area are better met, residents were asked if they would support an increase in annual property taxes. Forty-one percent (41%) of respondents would support an increase, thirty percent (30%) were not sure, and twenty-nine percent (29%) would not be in support.



How much of an increase in annual property tax would you support?

Subset: Respondents who would support an increase.

Of those who selected "yes" and "not sure," respondents were asked a subsequent question regarding the amount of an increase that they would be willing to pay. Seventy-one percent (71%) of the subsequent respondents would support an annual property tax increase of up to \$50.



Respondent Profile

Respondent Characteristics	Proportion
Where do you live?	
Area H	74%
Slocan	17%
New Denver	8%
Silverton	1%
How long have you lived in the New Denver, Silverton, Slocan, and Area H region?	
Less than 1 year	2%
1 to 5 years	13%
6 to 10 years	11%
More than 10 years	74%
Do you expect to be residing in the area for the next five years?	
Yes	90%
Not Sure	10%
No	<1%
Do you own or rent your home?	
Own	94%
Rent	6%
What is your total household income (prior to taxes) in the previous year?	
Less than \$50,000	55%
\$50,001 – \$75,000	23%
\$75,001 – \$100,000	8%
\$100,001 – \$125,000	7%
\$125,001 – \$150,000	5%
\$150,001 and over	2%
What is the proportion of the population amongst respondents is in each segment?	
0 – 9 years	12%
10 – 19 years	9%
20 – 29 years	5%
30 – 39 years	10%
40 – 49 years	13%
50 – 59 years	19%
60 – 69 years	22%
70 – 79 years	7%
80 years and older	1%

Community Group Questionnaire

A community group questionnaire was fielded to organizations in the region that use facilities or are involved in the provision of recreation (and related) activities in Area H and the Villages of New Denver, Silverton, and Slocan. In total 33 responses were provided by group representatives. A list of participating groups can be found in the Appendices.

Note: In some instances not every group provided a response to each question.

To begin the survey, group representatives were asked a series of questions about their organization's current membership/participant/client composition.

- 11 groups (34%) indicated that they have members/participants/clients that are preschool aged (0 – 5 years old).
- 17 groups (53%) indicated that they have members/participants/clients that are youth (6 – 12 years old).
- 16 groups (50%) indicated that they have members/participants/clients that are teens (13 – 17 years old).
- 27 groups (84%) indicated that they have members/participants/clients that are adults (18 – 59 years old).
- 21 groups (66%) indicated that they have members/participants/clients that are seniors (60+).

Group representatives were then asked to indicate what their expectations are for future participant/membership/client numbers. Over half (17 of 33) of the responding groups indicated that they expect to grow while 16 groups expected to remain stable. No groups expected to experience a decline in participant/membership/client numbers.

Group representatives were next asked to identify up to five facilities that their organization uses most frequently. Reflecting the diverse nature of recreation in the region; 46 different facilities, sites, or types of recreation spaces were identified by the groups. The top 10 facilities or facility types with the highest numbers of mentions by responding groups were:

- Trails (7 groups identified trails as one of their top 5 most frequently used facilities or spaces)
- School gymnasiums (5 groups identified gyms as one of their top 5 most frequently used facilities or spaces)
- Winlaw Hall (5 groups identified the Hall as one of their top 5 most frequently used facilities or spaces)
- Castlegar and District Community Complex (5 groups identified The Complex as one of their top 5 most frequently used facilities or spaces)
- Passmore Hall (4 groups identified the Hall as one of their top 5 most frequently used facilities or spaces)
- Silverton Memorial Hall (4 groups identified the Hall as one of their top 5 most frequently used facilities or spaces)
- Bosun Hall (4 groups identified the Hall as one of their top 5 most frequently used facilities or spaces)
- Crescent Valley Hall (3 groups identified the Hall as one of their top 5 most frequently used facilities or spaces)
- Slocan Health Centre (3 groups identified the Centre as one of their top 5 most frequently used facilities or spaces)
- W.E. Graham School/Learning Centre (3 groups identified the Centre as one of their top 5 most frequently used facilities or spaces)

Space was also provided for group representatives to identify any enhancements/improvements that could be done to improve their group's enjoyment of the existing facilities used. Twenty-three (23) comments were provided. General themes from the comments were:

- Improvements needed to aging Hall facilities (kitchen, flooring, lighting, roofing, A/V amenities).
- Addition of washrooms to trails and park spaces.
- Need for financial assistance to initiate or complete facility upgrades.

Group representatives were next asked if, answering on behalf of their organization, they believed there was a need for new or upgraded recreation facilities, parks and open spaces, and trails and pathways to be developed in the Area H, New Denver, Silverton, and Slocan area. As reflected in the chart, the majority of groups believe that development is needed.

Is there a need for...	Yes	Not Sure	No
Recreation Facilities	19 groups (61.3%)	10 groups (32.3%)	2 groups (6.5%)
Parks and Open Spaces	16 groups (51.6%)	7 groups (22.6%)	8 groups (25.8%)
Trails and Pathways	18 groups (58.1%)	8 groups (25.8%)	5 groups (16.1%)

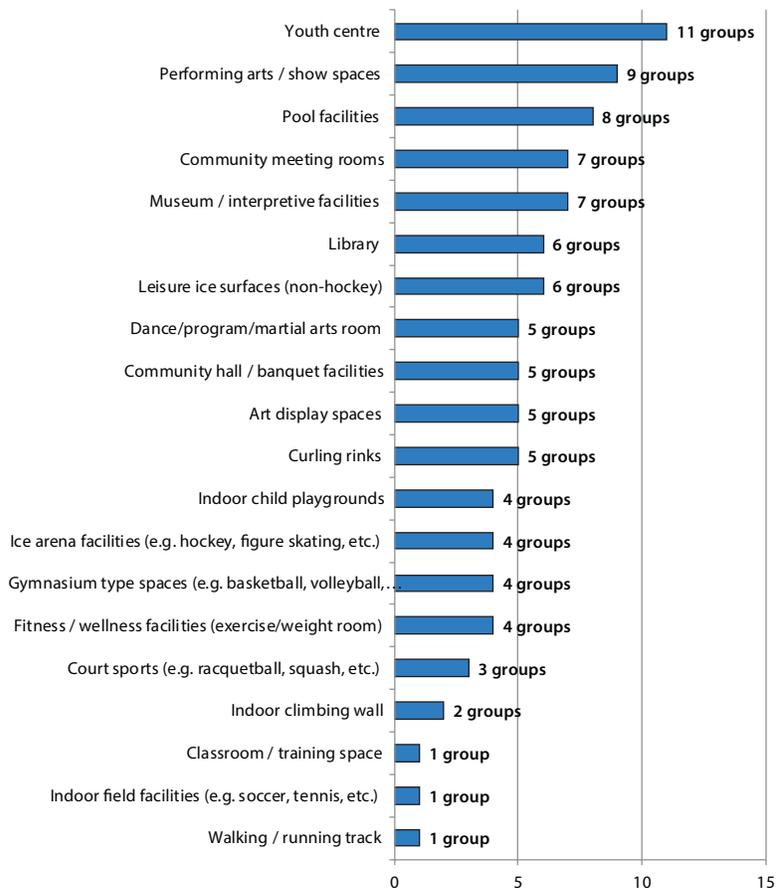
Groups that supported (or were “not sure”) new or enhanced facilities were next provided with separate lists of indoor and outdoor facility and amenity types. For each list, group representatives were asked to select up to 5 that should be more readily available in Area H and the Villages of Slocan, Silverton, and New Denver.

The top **indoor** facility priorities were: youth centre (11 groups); performing arts/show spaces (9 groups); pool facilities (8 groups); community meeting rooms (7 groups); and museum/interpretive spaces (7 groups).

Note: “Other” indoor facilities identified were: commercial kitchen space and a shooting range.

Group representatives were also asked to indicate the community which has the greatest need for the new or upgraded **indoor facilities** that they identified. Slocan and/or surrounding areas were identified by 9 group representatives. New Denver was mentioned by 3 group representatives. Two group representatives identified Nakusp (not located within Area H).

Indoor Facility Priorities

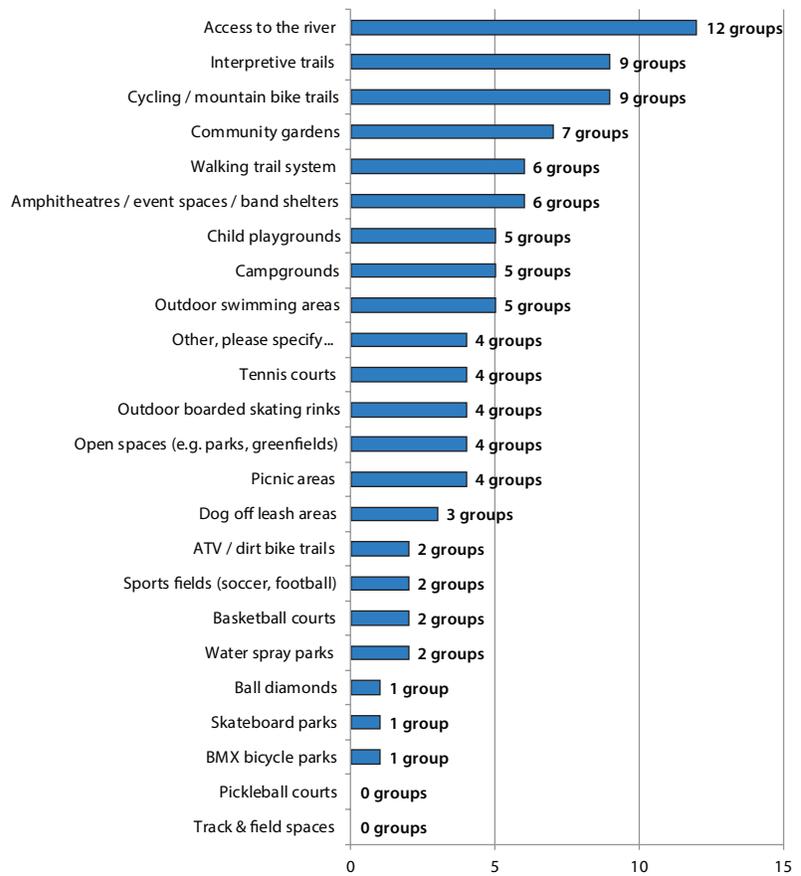


Outdoor Facility Priorities

The top **outdoor facility** priorities were: access to the river (12 groups); interpretive trails (9 groups); cycling/mountain bike trails (9 groups); community gardens (7 groups); walking trail system (6 groups); and amphitheatres/event spaces/ band shelters (6 groups).

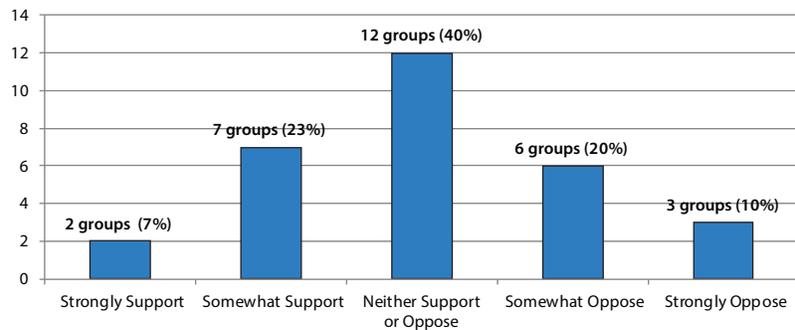
Note: "Other" outdoor facilities identified were: archery range, outdoor shooting range, and public access to the north end of Slocan Lake.

When asked to identify the community which has the greatest need for the new or upgraded **outdoor facilities** that they identified, Slocan was again mentioned as the greatest location of need by 9 groups. Two (2) mentions were also made for each of New Denver, Silverton, and Area H in general.



Group representatives were next asked how supportive their group would be of an increase in user/rental fees to ensure community needs for recreation can be better met. As illustrated in the adjacent graph, the highest proportion of groups (12 groups, 40%) neither supported nor opposed. Nine groups supported an increase to some degree while 9 groups also opposed an increase.

How supportive would your group be of an increase in user/rental fees to ensure community needs for recreation are better met?



Space was then provided for groups to explain their response to the previous question regarding their level of support for an increase in user/rental fees. Twenty-four (24) wide ranging comments were provided. Common themes included:

- The majority of recreation opportunities in the area are currently free.
- Raising taxes might be a better option than increasing user fees to enhance recreation facilities and opportunities.
- Community organizations have minimal resources and may have difficulty managing an increase.
- Residents in the region have minimal discretionary income and need access to low or no cost recreational opportunities.

Group representatives were next asked if their organization partners with other organizations to provide recreation opportunities in their community or on a regional basis. Over three-quarters (77%) of groups indicated that they partner while 6 groups (20%) indicated that they do not. One group was unsure. When asked to explain the nature of the partnerships a wide range of examples were provided.

- Funding support from the RDCK and provincial agencies (e.g. B.C. Gaming).
- Joint events and/or event planning.
- Sponsorship from local and regional businesses.
- Partnerships between not-for-profit groups to provide joint programs.
- Participation/membership on other community organizations Boards or Committees.

Group representatives were also asked to identify any other opportunities that may exist for community organizations to work together to enhance the recreation programs and facilities in their local community or regionally. A common theme identified in the comments was the opportunity for better coordination between organizations as it relates to program planning. It was suggested that this could help lead to better knowledge and resource sharing among groups and organizations.

Next, group representatives were asked to identify the main challenges that their organization is dealing with in the delivery of its programs and services. Twenty-eight (28) comments were provided. Ten (10) groups identified financial or funding challenges that their organization faces. A handful of comments were also provided on the lack of financial capacity of their organization’s participants and the impact that has on annual registrations. Five (5) groups identified challenges with recruiting or retaining volunteers. Transportation barriers and the spread out/remoteness of the area were also mentioned by a handful of groups. When asked if there are any resources or supports that the Villages or RDCK can provide to help address their challenges, a wide array of suggestions were provided. These included:

- Increase funding to support groups or projects.
- Hire a volunteer coordinator to assist groups with recruitment.
- Subsidization of program fees.
- Assistance with transportation.
- Assistance with promotions and marketing .



Stakeholder Discussions

A series of interviews and discussion sessions (14) were convened with individuals and organization representatives from Area H and the Villages of New Denver, Silverton, and Slocan. These people are users of recreational services and programs in the area and/or are representatives of key community organizations with an important perspective on recreation in the area. Perspectives offered included those from community associations, village facilities, arts and culture groups, community halls, outdoor enthusiasts, and others. See the appendix for a complete list.

A synopsis of the interviews and discussion follows. This qualitative analysis does not attribute any of the comments to any single individual or group. Rather the write-up reflects the key points gleaned from the discussions as determined by frequency of response or as determined by the consultant.

Findings

The findings from the discussions are presented around several issues. There was some general discussion during which participants expressed a **general satisfaction** with the recreation opportunities in the area pointing out the plethora of natural amenities. The trails, waterways, and natural landscape all provide plentiful opportunities for people to recreate. It was generally felt that residents of the area are those that appreciate the natural environment and are accepting of the recreation amenities available. **Residents are independent** and look to themselves and their neighbours to provide what they need—volunteerism is a source of much of the services provided. Finally, some **concern** was expressed **regarding regional initiatives**; there is very much an identity constructed that reflects the local area. Some people were apprehensive that this identity and independence would be compromised should a regional approach be furthered.

There is a reliance on **volunteers** to provide many of the services in the area. While these volunteer organizations are key contributors in the community, they are facing some recruitment and succession issues. With the onus on volunteers, it was felt that volunteer recognition and appreciation events would be valuable and something that could help with the challenges they are experiencing.

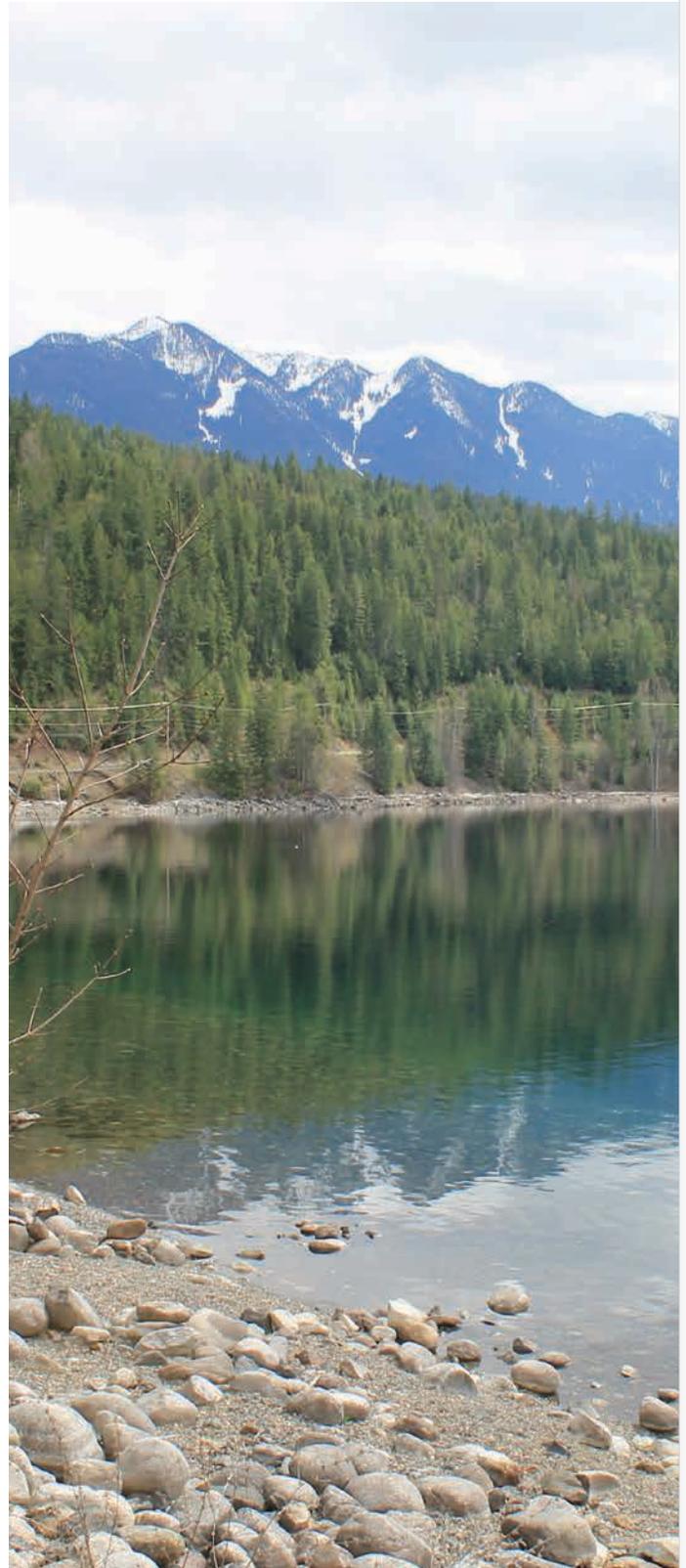
In terms of **facilities and infrastructure** there were not great calls for additions to the existing inventory. Organizations are making great use of existing community facilities and schools. Some thought was given to ensuring each community in the area has the “basics”. What should be included in the “basics” was not entirely clear but it could consist of sport fields and diamonds as well as tennis and outdoor courts. Additional trail development as well as maintenance of existing trails were both seen as needs in the area. There are a number of recreation facilities throughout the area that would benefit from additional financial support in order to better maintain them. The entities responsible for them are being stretched to maintain them.

Additional **outdoor and environmental programs** were identified as being desirable in the area. While these may target the community’s youth and seniors populations, additional programming for these cohorts was suggested. Community events help bring a community together—there were calls from those interviewed to have more events. Strengthening the community can help address, to a degree, volunteer issues. Finally concerns were expressed about cost recovery goals. Often a new program may take some time to become sustainable and tying a program offering to short term cost recovery targets may result in cancellations. A longer term view may result in a greater offering of programs.

Communication and promotion of recreation opportunities was identified as an item in need of attention. While people were not particularly supportive of a regional recreation guide, if it reflected the local area through photographs and through a community by community listing (not by activity type) it would receive more support. Concerns were expressed about the cost to community organizations of advertising in the guide. A need was expressed for a central body to manage an inventory of programs as well as a contact list of key individuals and program contacts. This would provide a single source that would better enable effective communication and promotion. Additionally this type of service would facilitate an effective mechanism for people to update information. Even in the smaller communities it is difficult to stay abreast of this information. The leisure guide currently is seen as a resource that does not appropriately promote all the recreation groups, services, and programs in the area. This is a role that should be assumed by the guide.

During the interviews the **role of the RDCK** in the provision of recreation in Area H and the Villages of Silverton, New Denver, and Slocan was discussed. It was suggested that the RDCK could play a bigger role in the promotion of programs and events. With such a prominent role for community organizations, the RDCK could provide more support to the groups such as helping them identify grants, offering support and training in the management of not-for-profit organizations, and serving in a community development role. As an overarching body, the RDCK could develop partnerships amongst organizations and help identify potential partners for others. Funding was a significant issue. It was felt that the RDCK could provide additional funding to the Recreation Commissions as well as help fund program expenses, offer facility operating funds, and help with insurance costs.

Several **key issues** were identified during the discussions. The affordability of recreation is a concern—it was felt that cost can be a significant barrier to people accessing recreation opportunities. Transportation is a significant issue in the valley, particularly for youth and seniors. Opportunities can be spread out and it is difficult for people to actually get to the service. There is a strong desire for the area to maintain its identity and to maintain local autonomy. Talk of regional service provision brings these issues to the forefront. Partnerships are key in the provision of service—resources are scarce and groups and people need to work together. Finally, greater transparency in the distribution of recreation funds is desired.



Summary and Conclusions

The information presented herein is summarized below according to key themes and findings. This summary and conclusion provides a foundation upon which the Master Plan is built.

There are **numerous benefits for providing recreation** services. From personal to community health and wellbeing to economic advantages, recreation services are important to provide in a community. An examination of the municipal planning documents of the RDCK, Area H, and the Villages shows a support and understanding for the provision of recreation services. Regional provision for some services was specifically identified by some as a means to offer services. Certainly with limited resources the ability to deliver services through partnerships is a good way to leverage what is available.

The population of Area H and the Villages of Slocan, Silverton, and New Denver is not expected to increase by much—most likely the population will remain static. The population is **dispersed** across a large area as well. This presents some **challenges in the provision of services** and can put an onus on transportation to access services and opportunities outside of the immediate community. Residents understand this dynamic and independently look within to provide many of the recreation services and opportunities. They are looking to the RDCK for some assistance but not at the expense of increased taxes or reduced independence. Affordability was identified as a barrier in participation in recreation opportunities.

Residents value the outdoor recreational opportunities afforded in the region. In fact the primary activities they engage in are outdoor and unstructured¹. They participate for health and social reasons and overwhelmingly agree that recreation/parks/trails and pathways is important to their quality of life. Further residents agree that the entire community can benefit from recreation programs and services and that individuals can benefit from recreation/parks/trails and pathways even if they do not use the services directly. Over three-quarters (77%) of respondents to the household survey are satisfied with the availability of recreation opportunities and services currently offered in the area.

There is a **variety of indoor and outdoor recreation facilities and amenities** in the area. The most used amenities are the trails in Area H (83% of households used them); Slocan River (82%); community halls (78%); parks in Area H (77%); and trails and pathways in Slocan, Silverton, and New Denver (72%). There is a recreation programmer position in the Slocan Valley Recreation Commission #8 that does offer some direct programming but primarily facilitates and promotes other programs and opportunities. Other programming and opportunities are offered by a large variety of community volunteer organizations, the Villages, and other entities in the area.

The Valleyvoice newspaper, the Leisure Guide, and the Pennywise were the top three ways identified by residents to **communicate information** about recreation programs and events. A main barrier to participation in recreation opportunities is lack of awareness; in fact improved marketing of programs was identified as the top improvement to the programming offered. Efforts to better promote these opportunities is needed. The RDCK is best positioned to help in this regard both through its reach but also due to its ability to allocate resources to manage and implement initiatives across the area. It is considered imperative however that work undertaken by the RDCK in this vein should **respect the uniqueness of the broader area** in a manner that enables its character and identity to be maintained.

It is important to **consider local, regional, provincial, and even national plans and policies** as decisions are made regarding the provision of recreation services. Certainly the Villages and Area H have undertaken planning that needs to be respected. When all levels of planning from the various governments aligns, the best chances of success is realized. The relationships furthered and the lines of communications strengthened through the development of this research document needs to be maintained and continued. A greater understanding of the needs of each party and the challenges faced will help strengthen cohesion as plans are implemented.

¹ Walking/jogging (91% of households participated in); outdoor swimming/beach use (81%); nature appreciation (71%); rural skills (70%); camping (66%); etc.

Key Trends in Recreation

A number of key trends and leading practices exist broadly across recreation. Where applicable, service providers should consider these trends and align with best practices. Notable trends with potential application to the RDCK include the following.

- Volunteer organizations are a mainstay in the provision of opportunities in Area H and the Villages of Slocan, Silverton, and New Denver. The changing nature of volunteerism needs to be considered as volunteers are recruited, retained, and recognized.
- The financial, social, and physical barriers to participation are real for residents within this study area. Consideration needs to be given to these barriers as recreation services and opportunities are developed and provided.
- Partnerships and community development approaches are keys in the provision of services. This sees organizations working together to leverage limited resources and communities supported in their efforts to deliver services. Residents in the study area are independent—where possible this needs to be fostered in a manner that most effectively supports what is occurring.



Preliminary Infrastructure Priorities

The charts on the following page identify **preliminary** indoor and outdoor infrastructure priorities based on an analysis of the research and consultation findings presented herein. While these rankings provide initial direction for the infrastructure recommendations in the Master Plan, it is important to note that they do not take into account a number of important planning considerations (e.g. capital and operating costs, potential partnerships, RDCK and municipal priorities, economic benefits, existing provision). The Master Plan will further explore these preliminary priorities in the context of these aforementioned factors.



- Top Preliminary **Indoor** Priorities:
 1. Youth Centre
 2. Pool Facilities
 2. Performing Arts/Show Spaces
 2. Fitness/Wellness Facilities
 2. Library
 2. Dance/Program/Martial Arts Room
 2. Indoor Child Playgrounds
 2. Museum/Interpretive Facilities
 2. Ice Arena Facilities

Amenity	Household Survey	Community Group Questionnaire	Stakeholder Consultation	Industry Trends
Youth Centre	✓ ✓	✓	✓	
Pool Facilities	✓ ✓	✓		
Performing Arts/Show Spaces	✓ ✓	✓		
Fitness/Wellness Facilities (e.g. exercise/weight room)	✓ ✓			✓
Library	✓ ✓			✓
Dance/Program/Martial Arts Rooms	✓ ✓			✓
Indoor Child Playgrounds	✓ ✓			✓
Museum/Interpretive Facilities	✓ ✓	✓		
Ice Arena Facilities (e.g. hockey, figure skating)	✓ ✓		✓	
Community Meeting Rooms	✓	✓		
Walking/Running Track	✓			✓
Leisure Ice Surfaces (Non-Hockey)	✓ ✓			
Community Hall/Banquet Facilities	✓		✓	
Gymnasium Type Spaces (e.g. basketball, volleyball, badminton, etc.)			✓	✓
Indoor Field Facilities (e.g. soccer, tennis, etc)				✓
Classroom/Training Space				✓
Art Display Spaces	✓			
Indoor Climbing Wall	✓			
Curling Rinks				
Court Sports (e.g. racquetball, squash, etc.)				

Household Survey: Two checks (✓ ✓) if Top 10 Priority; one check (✓) if Top 15 Priority.

Community Group Questionnaire: One check (✓) if identified by >25% of responding groups.

Stakeholder Consultation: Commonly identified as a priority (for new development or enhancement) during the interviews and discussion sessions.

- Top Preliminary **Outdoor** Priorities:
 1. Cycling/Mountain Bike Trails
 1. Walking Trail System
 2. Amphitheatres/Event Spaces/Band Shelters
 2. Community Gardens
 2. Access to the River
 2. Interpretive Trails

Amenity	Household Survey	Community Group Questionnaire	Stakeholder Consultation	Industry Trends
Cycling/Mountain Bike Trails	✓ ✓	✓	✓	✓
Walking Trail System	✓ ✓	✓	✓	✓
Amphitheatres/Event Spaces/Band Shelters	✓ ✓	✓		✓
Community Gardens	✓ ✓	✓		✓
Access To The River	✓ ✓	✓	✓	
Interpretive Trails	✓ ✓	✓	✓	
Picnic Areas	✓ ✓			✓
Child Playgrounds	✓ ✓			✓
Open Spaces (e.g. parks, greenfields)	✓		✓	✓
Water Spray Parks	✓			✓
Campgrounds	✓ ✓			
Outdoor Swimming Areas	✓ ✓			
Skateboard Parks	✓			✓
Track and Field Spaces			✓	
Basketball Courts			✓	
Sports Fields (e.g. soccer, football)			✓	
ATV/Dirt Bike Trails	✓			
Dog Off Leash Areas	✓			
Tennis Courts			✓	
Ball Diamonds			✓	
Pickleball Courts				✓
Outdoor Boarded Skating Rinks				
Campgrounds				
BMX Bicycle Parks				

Household Survey: Two checks (✓ ✓) if Top 10 Priority; one check (✓) if Top 15 Priority.

Community Group Questionnaire: One check (✓) if identified by >25% of responding groups.

Stakeholder Consultation: Commonly identified as a priority (for new development or enhancement) during the interviews and discussion sessions.

Appendix I

Resident Household Survey Tool



AREA H & THE VILLAGES OF SLOCAN, SILVERTON, AND NEW DENVER

Recreation Master Plan

Household Questionnaire

Dear Resident:

The Regional District of Central Kootenay (Area H & the Villages of Slocan, Silverton, and New Denver) is developing a Recreation Master Plan that will guide the delivery of recreation, parks, and related services.

Gathering feedback from regional residents on the current state of recreation services and future needs for programs and facilities is a critical part of planning. Please have an adult in the household answer this questionnaire by considering the needs of all members of your household.

Help plan the future of recreation in your community!

Please seal your completed questionnaire in the enclosed self-addressed envelope (no postage necessary) and mail it **by February 27th, 2015**. Alternatively you can drop it off at the Slocan Park Hall (3036 Hwy 6, Slocan Park) during office hours or place your it in the secured mailbox outside the office door—please seal it in the business reply envelope as well. Completed questionnaires will be directly sent to RC Strategies, an independent consulting firm.

As a token of thanks for completing this questionnaire, one draw will be made for a \$100 Home Hardware certificate. To be included in the draw, complete the entry form below. This information will be utilized solely for the purposes of the draw and will not be reported in connection with the responses you have provided.

For additional information about the Recreation Master Plan contact Slocan Valley Recreation (Regional District of Central Kootenay) at (250) 226 – 0008 or Steve Slawuta (RC Strategies) at (780) 441 – 4267.

Draw Entry Form



Name (first name only): _____

Phone number: _____

The personal information requested on this form will be used for the purpose of contacting you should you be the draw winner. Your personal information will not be shared with anyone for any other purposes. If you have any questions about the collection or use of your personal information, contact the Regional District of Central Kootenay at (250) 352 – 6665.



Section I: Activities

1. In what recreational activities do you and members of your household participate in the area? Check (✓) all responses that apply.

- | | |
|---|---|
| <input type="checkbox"/> Walking/jogging | <input type="checkbox"/> Cross country skiing |
| <input type="checkbox"/> Fishing/hunting | <input type="checkbox"/> Camping |
| <input type="checkbox"/> Snowmobile/ATV riding | <input type="checkbox"/> Cycling/mountain biking |
| <input type="checkbox"/> Boating | <input type="checkbox"/> Wildlife watching/nature appreciation |
| <input type="checkbox"/> BBQ/picnics/social gatherings | <input type="checkbox"/> Tennis |
| <input type="checkbox"/> Skating (outdoor rinks & ponds) | <input type="checkbox"/> Pickleball |
| <input type="checkbox"/> Dog walking | <input type="checkbox"/> Rock/mountain climbing |
| <input type="checkbox"/> BMX activities | <input type="checkbox"/> Equestrian riding/events |
| <input type="checkbox"/> Hockey (structured/league) | <input type="checkbox"/> Fitness/yoga/aerobics |
| <input type="checkbox"/> Golf | <input type="checkbox"/> Soccer (indoor) |
| <input type="checkbox"/> Outdoor field sports (soccer, football) | <input type="checkbox"/> Curling |
| <input type="checkbox"/> Beach use/swimming (outdoor) | <input type="checkbox"/> Inline skating/skateboarding (outdoor) |
| <input type="checkbox"/> Hiking/orienteering | <input type="checkbox"/> Softball/baseball/slo pitch |
| <input type="checkbox"/> Dance | <input type="checkbox"/> Gymnastics |
| <input type="checkbox"/> Cooking/culinary arts | <input type="checkbox"/> Indoor sports (e.g. volleyball, basketball, badminton, floor hockey) |
| <input type="checkbox"/> Arts/cultural programs (photography/painting/crafts) | <input type="checkbox"/> Rural skills (e.g. bee keeping, gardening) |

Section II: Top of Mind Thoughts

2. What are the main reasons you and/or members of your household participate in recreational activities? You may check (✓) more than one response.

- | | |
|--|---|
| <input type="checkbox"/> Physical health/exercise | <input type="checkbox"/> Experience a challenge |
| <input type="checkbox"/> To be with family/friends | <input type="checkbox"/> Meet new people |
| <input type="checkbox"/> Relaxation | <input type="checkbox"/> Pleasure/entertainment |
| <input type="checkbox"/> Improve skills and/or knowledge (education) | <input type="checkbox"/> Help the community/volunteer |
| <input type="checkbox"/> To “get away” | <input type="checkbox"/> To enjoy nature |
| <input type="checkbox"/> Something different than work | <input type="checkbox"/> Satisfy curiosity |
| <input type="checkbox"/> Other (please specify): _____ | |

Section III: Benefits

3. To what extent do you agree with the following statements?

Statement	Strongly Agree	Somewhat Agree	Unsure	Somewhat Disagree	Strongly Disagree
Recreation is important to my quality of life.	<input type="checkbox"/>				
Parks are important to my quality of life.	<input type="checkbox"/>				
Trails & pathways are important to my quality of life.	<input type="checkbox"/>				
The community as a whole benefits from the recreation programs and services in Area H and the Villages of Slocan, Silverton, and New Denver.	<input type="checkbox"/>				
Residents can benefit even if they do not use recreation services directly.	<input type="checkbox"/>				
Residents can benefit even if they do not use parks in the area.	<input type="checkbox"/>				

Statement	Strongly Agree	Somewhat Agree	Unsure	Somewhat Disagree	Strongly Disagree
Residents can benefit even if they do not use trails & pathways in the area.	<input type="checkbox"/>				
Where possible, recreation facilities and amenities should be developed considering their impact on the environment.	<input type="checkbox"/>				
Recreation services bring the community together.	<input type="checkbox"/>				
Parks bring the community together.	<input type="checkbox"/>				
Trails & pathways bring the community together.	<input type="checkbox"/>				

Section IV: Current Facility Usage

4a. For each of the following community facilities, parks and open spaces in your region, please indicate how frequently in the previous twelve (12) months someone in your household used/visited it. Please check (✓) the appropriate box.

Facility Type	1 - 9 Uses	10 - 20 Uses	21+ Uses	Did Not Use
Facilities				
Soccer fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ball diamonds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community Halls	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Schools (indoor space)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks & Open Spaces				
Slocan River	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks in Area H	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails in Area H	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails & pathways in Slocan, Silverton, and New Denver	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional Facilities				
Aquatic area (Castlegar and District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Castlegar and District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness Centre (Castlegar and District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Aquatic area (Nelson and District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Nelson and District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nakusp Recreation Centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trail Aquatic Centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Trail Memorial Centre)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4b. Which **community halls** has your household used in the previous twelve (12) months?



4c. Which **parks in Area H** has your household used in the previous twelve (12) months?

4d. Which **trails in Area H** has your household used in the previous twelve (12) months?

Section V: Recreation & Parks Services Assessment

5. Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in New Denver, Silverton, Slocan and Area H?

- Very Satisfied Somewhat Satisfied Unsure Somewhat Dissatisfied Very Dissatisfied

6. What, if anything, prevents you or someone in your household from participating in recreation opportunities in New Denver, Silverton, Slocan and Area H? You may check (✓) more than one response.

- | | |
|---|---|
| <input type="checkbox"/> Admission fees | <input type="checkbox"/> Equipment costs |
| <input type="checkbox"/> Transportation limitations (cost/availability) | <input type="checkbox"/> Overcrowded facilities |
| <input type="checkbox"/> Poor/inadequate facilities | <input type="checkbox"/> Unaware of some opportunities |
| <input type="checkbox"/> Too busy/no time | <input type="checkbox"/> Don't have the physical ability |
| <input type="checkbox"/> Better opportunities elsewhere | <input type="checkbox"/> Inconvenient hours (schedule of programs/facility) |
| <input type="checkbox"/> Not interested in what is available | <input type="checkbox"/> Health issues |
| <input type="checkbox"/> Other (please specify): _____ | |

7. Generally, what amount of travel time to recreation facilities and programs is acceptable before travel becomes a barrier?.

- Up to 20 minutes (one way).
 21 to 40 minutes (one way).
 41 to 60 minutes (one way).
 Travel time is not a barrier.

Section VI: New/Upgraded Community Services

8. Answering on behalf of your entire household, do you think that there is a need in New Denver, Silverton, Slocan, and Area H for new and/or upgraded...

- | | | | |
|---------------------------|------------------------------|-----------------------------------|-----------------------------|
| a. Recreation facilities? | <input type="checkbox"/> Yes | <input type="checkbox"/> Not Sure | <input type="checkbox"/> No |
| b. Parks & open spaces? | <input type="checkbox"/> Yes | <input type="checkbox"/> Not Sure | <input type="checkbox"/> No |
| c. Trails & pathways? | <input type="checkbox"/> Yes | <input type="checkbox"/> Not Sure | <input type="checkbox"/> No |

If you answered "NO" for every question above, please proceed to Question #11.

9. Answering on behalf of your entire household, please check (✓) **up to five (5) INDOOR** recreation facilities or spaces that should be more readily available or enhanced in your area.

- | | |
|---|--|
| <input type="checkbox"/> Fitness/wellness facilities (exercise/weight room) | <input type="checkbox"/> Gymnasium type spaces (e.g. basketball, volleyball, badminton, etc) |
| <input type="checkbox"/> Pool facilities | <input type="checkbox"/> Ice arena facilities (e.g. hockey, figure skating, etc) |
| <input type="checkbox"/> Walking/running track | <input type="checkbox"/> Art display spaces |
| <input type="checkbox"/> Indoor field facilities (e.g. soccer, tennis, etc) | <input type="checkbox"/> Dance/program/martial arts rooms |
| <input type="checkbox"/> Indoor child playgrounds | <input type="checkbox"/> Indoor climbing wall |
| <input type="checkbox"/> Leisure ice surfaces (non-hockey) | <input type="checkbox"/> Community meeting rooms |
| <input type="checkbox"/> Curling rinks | <input type="checkbox"/> Performing arts/show spaces |
| <input type="checkbox"/> Library | <input type="checkbox"/> Court sports (e.g. racquetball, squash, etc) |
| <input type="checkbox"/> Youth centre | <input type="checkbox"/> Classroom/training space |
| <input type="checkbox"/> Museum/interpretive facilities | <input type="checkbox"/> Community hall/banquet facilities |
| <input type="checkbox"/> Other (please specify): _____ | |

10. Answering on behalf of your entire household, please check (✓) **up to five (5) OUTDOOR** recreation facilities or spaces that should be more readily available or enhanced in your area.

- | | |
|--|---|
| <input type="checkbox"/> Track & field spaces | <input type="checkbox"/> BMX bicycle parks |
| <input type="checkbox"/> Water spray parks | <input type="checkbox"/> Outdoor boarded skating rinks |
| <input type="checkbox"/> Campgrounds | <input type="checkbox"/> Dog off leash areas |
| <input type="checkbox"/> Outdoor swimming areas | <input type="checkbox"/> Interpretive trails |
| <input type="checkbox"/> Cycling/mountain bike trails | <input type="checkbox"/> Tennis courts |
| <input type="checkbox"/> Picnic areas | <input type="checkbox"/> Amphitheatres/event spaces/band shelters |
| <input type="checkbox"/> Campgrounds | <input type="checkbox"/> Skateboard parks |
| <input type="checkbox"/> Basketball courts | <input type="checkbox"/> Walking trail system |
| <input type="checkbox"/> Open spaces (e.g. parks, greenfields) | <input type="checkbox"/> Ball diamonds |
| <input type="checkbox"/> Access to the river | <input type="checkbox"/> Pickleball courts |
| <input type="checkbox"/> Sports fields (soccer, football) | <input type="checkbox"/> Child playgrounds |
| <input type="checkbox"/> ATV/dirt bike trails | <input type="checkbox"/> Community gardens |
| <input type="checkbox"/> Other (please specify): _____ | |

Section VII: Recreation Programming

11. The local municipalities, partner organizations and many other community organizations in the area provide a variety of recreation programs. Thinking about existing and new programs, what improvements or changes are needed? Please check (✓) all that apply.

- | | | |
|---|--|---|
| <input type="checkbox"/> Improved marketing of programs | <input type="checkbox"/> More convenient schedule | <input type="checkbox"/> Less cost |
| <input type="checkbox"/> Offered more frequently | <input type="checkbox"/> Need to accommodate more participants | <input type="checkbox"/> Better instruction |
| <input type="checkbox"/> Enhanced content | <input type="checkbox"/> Greater variety | <input type="checkbox"/> Nothing |
| <input type="checkbox"/> Other (please specify): _____ | | |



12a. Using the chart below, please identify the types of programming that you think need to be more readily available in your area for each age group. Please check the appropriate boxes that indicate program type and age group.

Program Type	Children (0 – 5 years)	Youth (6 – 12 years)	Teens (13 – 18 years)	Young Adult (19 – 39 years)	Adult (40 – 64 years)	Seniors (65+ years)
Nature/outdoor education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness & wellness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Performing arts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Visual arts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recreation (general interest)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sports	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rural Skills	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

12b. Please use the space below to identify specific types of programs you would like to see. Please also provide any other comments you have regarding recreation programs.

13. A number of organizations provide some financial assistance helping people access children’s programming in the area. Are you aware of these financial supports?

- Yes Not Sure No

Section VIII: Planning Priorities

14. The following list includes possible criteria that could be used to prioritize several recreation facility projects. What criteria do you think are the most important to consider when setting project development priorities? **Choose your top three (3).**

“A recreation facility project should be a higher priority if...”

- | | |
|---|--|
| <input type="checkbox"/> ... the facility/amenity is not readily available in the area. | <input type="checkbox"/> ... the cost to operate the facility are lower. |
| <input type="checkbox"/> ... partnerships and grants are available that would lower the costs. | <input type="checkbox"/> ... it fits with the plans of the local government. |
| <input type="checkbox"/> ... it responds to demands/requests from the community. | <input type="checkbox"/> ... the overall capital cost to build is lower. |
| <input type="checkbox"/> ... it has potential for bringing money into the community. | <input type="checkbox"/> ... it provides greater benefit to the community. |
| <input type="checkbox"/> ... it means recreation facilities are available throughout the Regional District. | |

Section IX: Promotions

15. From these existing and potential methods, what are the best methods to get information to you about recreation programs and events? Please check (✓) the **three (3)** best methods.

- | | | |
|--|---|--|
| <input type="checkbox"/> Word of mouth | <input type="checkbox"/> Leisure guide | <input type="checkbox"/> Municipal website (City) |
| <input type="checkbox"/> Online newsletter (email) | <input type="checkbox"/> Social media (Facebook, Twitter, Blog) | <input type="checkbox"/> Posters in community facilities/spaces |
| <input type="checkbox"/> Highway sign board | <input type="checkbox"/> Shaw Cable | <input type="checkbox"/> Regional District of Central Kootenay website |
| <input type="checkbox"/> Pennywise | <input type="checkbox"/> Radio station | <input type="checkbox"/> Castlegar News |
| <input type="checkbox"/> Kootenay Weekly Express | <input type="checkbox"/> Notices to schools | <input type="checkbox"/> Valleyvoice Newspaper |
| <input type="checkbox"/> Other (please specify): _____ | | |

Section X: Willingness to Pay

16. To ensure that community needs for recreation facilities in Area H and the Villages of Slocan, Silverton, and New Denver are better met, would you support an increase in annual property taxes? Please check (✓) your response.

- Yes Not Sure No (If "No", please proceed to Question #18)

17. How much of an increase in annual property taxes would you support? Please check (✓) the appropriate box.

- Up to a \$50 annual property tax increase.
 \$51 to \$100 annual property tax increase.
 \$101 to \$150 annual property tax increase.
 \$151 or more annual property tax increase.

Section XI: Respondent Profile

18. How long have you lived in the New Denver, Silverton, Slocan, and Area H region?

- Less than 1 year 1 – 5 years 6 – 10 years 10+ years

19. Do you expect to be residing in the area for the next five years?

- Yes Not Sure No

20. Do you own or rent your home?

- Own Rent

21. Please describe your household by recording the number of members in each of the following age groups. (Please do not forget yourself!)

_____	Age 0 – 9 years	_____	10 – 19 years	_____	20 – 29 years
_____	30 – 39 years	_____	40 – 49 years	_____	50 – 59 years
_____	60 – 69 years	_____	70 – 79 years	_____	80+ years

22. What is your total household income (prior to taxes) in the previous year?

- Less than \$50,000
 \$50,000 – \$75,000
 \$75,001 – \$100,000
 \$100,001 – \$125,000
 \$125,001 – \$150,000
 \$150,001 and over



23. Where do you live?

- New Denver Silverton Slocan Area H
- Other (please specify): _____



Collection and Use of Personal Information: Personal information is being collected under the authority of the Freedom of Information and Protection of Privacy Act (FOIP) and is managed in accordance with the provisions of FOIP. This information will be used to analyze public input in the development of a Recreation Master Plan. If you have any questions about the collection and use of your personal information, contact the Regional District of Central Kootenay at (250) 352 – 6665.

Appendix II

Discussion Session Participating Groups and Organizations

1. Homeschooler Parent Representative
2. Columbia Basin Alliance for Literacy
3. Slocan Valley Early Childhood Community Advisory Council
4. Slocan Afterschool Sports Initiative
5. Slocan Valley Threads Guild
6. Winlaw Elementary School
7. Director—Slocan Park Hall
8. Maintenance—Slocan Park Hall
9. Slocan Legion Branch #276
10. Slocan Valley Grassroots Grammas
11. Passmore Hall board
12. Passmore Seniors Association
13. Passmore Lodge Board
14. Slocan Valley Seniors Housing Association (2)
15. Rural Alternatives Research and Training Society (RARTS)
16. Vallican Whole Community Centre
17. Passmore Senior Centre
18. Passmore Lodge Seniors Outreach Programs
19. Threads guild
20. Slocan Valley Arts Council
21. Vallican Whole Community Choir
22. General Interest—Arts/Culture
23. Slocan Valley Heritage Trail Society
24. Winlaw Regional Nature Park (2)
25. Seniors Leisure RDCK
26. Borderline Boaters Kayak Club
27. North Kootenay Sport and Recreation Council (NKSRC) (2)
28. Representative of the Village of Silverton
29. Rec 6 (Hills Recreation Society) (2)
30. Roseberry Parklands Development Society (3)
31. Trails Commission
32. Dark Water Dragon Boat Society
33. North Slocan Trails Society (2)
34. Village of New Denver Corporate Officer
35. Councillor—Village of Silverton (2)
36. Slocan District Chamber of Commerce
37. Healthy Community Society (2)
38. New Denver and Area Youth Centre
39. Lucerne School Parent Advisory Council
40. Nikkei Internment Memorial Centre (Village of New Denver)
41. Bosun Hall
42. Sucern Association for Community Education
43. Red Mountain Interment society
44. Slocan Garden Society
45. LACE
46. VF Arts Society
47. Slocan Solutions
48. Past Commissioner (2)
49. Past Programmer Rec 8 Representative
50. B.C. Parks Representative
51. Past Commissioner

Appendix III

Community Group Questionnaire Participants

1. North Slovan Trails Society
2. Brent Kennedy Elementary School
3. Slovan Lake Recreation Commission No.6
4. Slovan Riverwatch
5. The Whole School
6. Slovan Park Community Hall
7. Columbia Basin Alliance for Literacy
8. Slovan Valley Historical Society
9. West Kootenay Permaculture Co-op Association
10. Winlaw Elementary School Parent Advisory Committee
11. The Slovan Community Library Society
12. SIFCO
13. Slovan Valley Grassroots Grammas
14. Special Olympics, Nakusp
15. Nakusp Oldtimers
16. Lucerne Association for Community Education
17. Junction Church
18. Slovan Valley Snowmobile Association
19. Slovan Valley Heritage Trail Society
20. Slovan Valley Co-operative Association
21. Rosebery Parklands Development Society
22. Valhalla Fine Arts
23. Slovan After School Sports and Art Initiative
24. Slovan Valley Community Arts Council
25. Nakusp Tai Chi
26. Borderline Boaters Kayak Club
27. Hills Recreation Society
28. North Valley Mountain Film Festival
29. Nakusp Badminton Club
30. The Slovan Valley Seniors Housing Society (SVSHS)
31. Winlaw Elementary School, School District #8 Kootenay Lake
32. Slovan Valley Legion Branch #276
33. Slovan Valley Threads Guild

**A Framework for
Recreation in Canada 2015:
Pathways to Wellbeing**

A Framework for Recreation in Canada 2015

Pathways to Wellbeing

A Joint Initiative of the Interprovincial Sport and Recreation Council
and the Canadian Parks and Recreation Association



A Framework for Recreation in Canada 2015: Pathways to Wellbeing

January 2015

Également disponible en français sous le titre: Cadre stratégique pour les loisirs au Canada 2015 : Sur la voie, du bien-être

Available online at
lin.ca/national-recreation-framework and www.cpra.ca

For more information, contact the Canadian Parks and Recreation Association
Phone: (613) 523-5315
Email: info@cpra.ca

This paper is a collaborative effort of the provincial and territorial governments (except Quebec), the Canadian Parks and Recreation Association and the Provincial/Territorial Parks and Recreation Associations (including l'Association québécoise du loisir municipal).

The authors of this paper would like to acknowledge and thank the many participants in the engagement process for their insights and contributions leading up to the development of this document.

On February 13, 2015 in Prince George, British Columbia, a meeting of the Federal-Provincial-Territorial Ministers responsible for Sport, Physical Activity and Recreation took place. At this meeting, the Framework for Recreation in Canada 2015 was endorsed by Provincial and Territorial Ministers (excluding Quebec) and supported by the Government of Canada.

Executive Summary

Recreation provides multiple pathways to wellbeing for individuals, communities, and for our built and natural environments. This paper and the Framework for Recreation in Canada 2015 which it describes allows for a timely re-visioning of recreation's capacity for achieving wellbeing.

Recreation has the potential to address challenges and troubling issues such as increases in sedentary living and obesity, decreased contact with nature, and inequities that limit recreation opportunities for some population groups.

Doing this requires a clear understanding and commitment to a shared vision, values and goals, as well as the development and implementation of action plans. The Framework provides a foundation for reflection, discussion and the development of such action plans.

The first part of the paper presents a renewed definition of recreation and explores the challenges and benefits of recreation today. It provides the rationale for investing in an evolved recreation strategy, and describes the need for collaboration with other initiatives in a variety of sectors.

A Renewed Definition of Recreation

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

The second part of this paper describes a Framework for Recreation in Canada. The Framework provides a new vision, and suggests some common ways of thinking about the renewal of recreation, based on clear goals and underlying values and principles.

A Vision for Recreation in Canada

We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing
- Community wellbeing
- The wellbeing of our natural and built environments

The Framework describes five goals and priorities for action under each goal. The goals are:



Goal 1: Active Living
Foster active living through physical recreation.



Goal 4: Supportive Environments
Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.



Goal 2: Inclusion and Access
Increase inclusion and access to recreation for populations that face constraints to participation.



Goal 5: Recreation Capacity
Ensure the continued growth and sustainability of the recreation field.



Goal 3: Connecting People and Nature
Help people connect to nature through recreation.

Although this paper and the Framework it contains is primarily written for and by the recreation and parks field, its implementation requires discussion and collaboration with a broad range of stakeholders. Key partners for recreation include departments and not-for-profit organizations at all levels, and the private sector. These include stakeholders in sport, physical activity, health, urban planning, Aboriginal affairs, infrastructure development, rural development, natural resources and conservation, arts and culture, social development, tourism, justice, heritage, child development and active aging.

Our opportunity is to identify concrete ways to work together that enable all people in Canada to enjoy recreation and outdoor experiences in supportive physical and social environments.

The development of the Framework is a co-led initiative by the provincial and territorial governments (except Quebec), the Canadian Parks and Recreation Association and the Provincial/Territorial Parks and Recreation Associations (including l'Association québécoise du loisir municipal). It is the result of a comprehensive consultation process that began at the 2011 National Recreation Summit.

This document and the Framework it describes is a call to action that invites leaders, practitioners and stakeholders in a variety of sectors to collaborate in the pursuit of common priorities, while respecting the uniqueness of individuals and communities across Canada. All provinces and territories (except Quebec) intend to implement the measures and recommendations outlined in the framework as they deem appropriate to their recreation system. The Framework presents an opportunity to return to traditional paths and to forge new ones that will ensure recreation's continued relevance and leadership in the journey to wellbeing. The time to move forward is now.

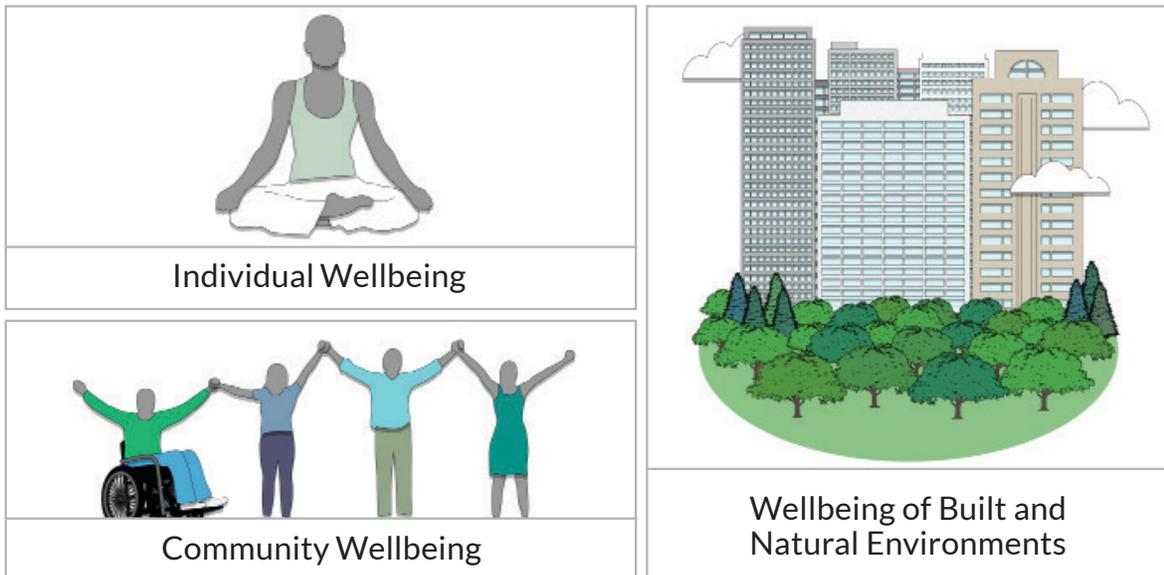
Part I

Setting the Context

Introduction

Recreation fosters the **wellbeing** of individuals and **communities**, and of our built and natural environments. This paper and the Framework for Recreation in Canada 2015 that it describes allows for a timely re-visioning of recreation's capacity to foster wellbeing.

Recreation Fosters



Purpose of this Paper

This paper is designed to guide and stimulate coordinated policies and practices in recreation and related jurisdictions in Canada that aim to improve the wellbeing of individuals, communities, and the built and natural environments.

Structure of this Paper

The paper is divided into three parts:

Part I **Setting the Context** provides a renewed definition of recreation, and explores the challenges and benefits of recreation today. It provides the rationale for investing in an evolved recreation strategy, and describes the need for collaboration and alignment with other sectors.

Part II *A Framework for Recreation in Canada* provides a new vision for recreation and suggests some common ways of thinking about this renewal, based on underlying values and principles. The Framework is a call to action, which invites leaders and stakeholders in a variety of sectors to collaborate in the pursuit of five goals and priorities for action.

Part III *Moving Forward* provides some ideas for next steps in implementing the Framework for Recreation in Canada.

Throughout this document, “recreation” is an umbrella term for recreation and parks, as well as recreational activities in physical activity, sport, arts, culture and heritage. When recreation in nature is discussed, the term “parks” may be specifically added to acknowledge the lead role of parks services.

While the Framework provides recommendations for all sectors (public, private and not-for-profit), it respects and does not override the jurisdiction of each governmental and non-governmental collaborator.

Infographics and Sidebars are used to provide additional evidence or to illustrate promising practices in policies and programs. These serve as examples only; the paper does not provide a scan of the many excellent initiatives across the country that address the key issues and priorities described in the paper.

A Glossary at the end of this paper helps clarify the meaning of key terms used in the text. Words highlighted in red are hyperlinked to the Glossary. The Endnotes section provides document sources, references and links to websites that provide additional information.

Revitalizing Recreation

Over the past 50 years, recreation and society have changed. Historically, recreation was considered a public good, which focused on outreach to vulnerable people, families and communities. In recent times, this has often shifted toward an individual-based, facility-focused, user-pay model. At the same time, we are witnessing rapid technological, economic, environmental, demographic and social changes.

This creates an urgent need for recreation to reaffirm historic values, while simultaneously adopting new ways of working that meet emerging needs. Underscoring this revitalization is a community development approach that empowers people and communities to work together to enhance wellbeing.

Recreation has the potential to address socio-demographic challenges and troubling issues such as increases in sedentary behaviour and obesity, decreased contact with nature, threats to the environment, and inequities that limit participation. These challenges can become opportunities but addressing them requires a commitment to a shared vision, values and goals, as well as the development and implementation of effective action plans. The Framework for Recreation in Canada 2015 provides a foundation for reflection, discussion and the development of such action plans.

The **recreation field** has developed capacities that help address needs and achieve positive outcomes in a broad range of areas. Working with partners in sectors such as community design, physical activity, public health, crime prevention and natural resources, the recreation field has gained experience and skills in helping to create inclusive opportunities; develop healthy, engaged citizens; build healthy, active communities; enhance leadership; and build and protect spaces that are essential for participation in recreational experiences.¹ The benefits of recreation are discussed later in this section of the paper and are fully captured in the **National Benefits Hub**.

The Framework is the result of a comprehensive process of renewal that began at the 2011 National Recreation Summit.² It draws on reflections and recommendations from two years of consultations, discussions and debate at provincial, territorial and national levels. Throughout these conversations, three key messages emerged:

- High quality, accessible recreation opportunities are integral to a well-functioning society.
- The recreation sector can be a collaborative leader in addressing major issues of the day.
- All people and communities deserve equitable access to recreational experiences. Recreation must be accessible and welcoming to all.

Understanding Recreation

A Renewed Definition of Recreation

The evolution of the following definition from the one in the National Recreation Statement (1987)³ reflects the evolution of recreation in response to changes and challenges in Canadian society.

A Renewed Definition of Recreation

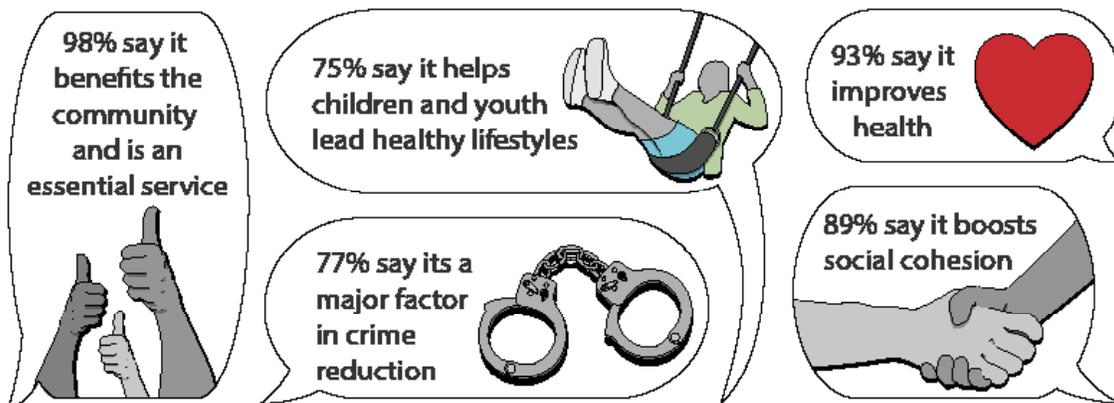
Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

Recreational experiences include participation in physical activity and sport, and in artistic, cultural, social and intellectual activities. Spiritual wellbeing may be enhanced through connecting with nature, helping others through volunteering, engaging in artistic expression and other forms of recreational experiences. Recreational activities can be structured and unstructured. Many are done with other people while others are done alone.

Recreation remains a fundamental human need in all ages and stages of life.⁴ People participate in recreational activities for fun, enjoyment, fitness and health, social interaction, creative expression, a desire to connect with nature, relaxation, and to enhance their quality of life. Most people also understand and support the beneficial role that recreation plays in community development.

The recreation field contains players from the public, not-for-profit and private sectors. **Public recreation** is the provision of recreation services by governments and non-governmental organizations for the benefit of individuals and communities.

What Canadians Say About Parks and Recreation ⁵



Who is Involved in Recreation?

The recreation field includes volunteers, paid staff, community groups, educators, researchers, organizations and governments that work collectively to enhance individual and community wellbeing through recreation. This includes stakeholders and service providers from the not-for-profit, private and public sectors.

Key partners for recreation include government departments and not-for-profit organizations at all levels, including those dealing in sport, physical activity, **health**, urban planning, infrastructure development, rural development, Aboriginal affairs, natural resources and conservation, arts and culture, social development, tourism, justice, heritage, child development and active aging. Educational institutions and educators are important partners in recreation, developing leaders through advanced recreation studies, providing spaces and programs in the community, teaching students about recreation, and developing and sharing knowledge.

Implementation of the Framework for Recreation in Canada 2015 will respect the existing roles and responsibilities of federal, provincial/territorial and municipal governments that are described in the National Recreation Statement (1987) and other existing governmental agreements addressing specific jurisdictional circumstances.

- The provinces and territories have primacy of jurisdiction for recreation, as they do for health and education⁶ (except on First Nations reserves as defined in federal legislation).
- Local government is the primary supplier of direct recreation services.
- The federal government plays a role in matters of national and international concern, and in collaboratively developing and supporting policies and funding mechanisms that enable all Canadians to participate in recreation.

The Framework recognizes that governing bodies and organizations in Aboriginal communities are concerned with the management of matters that directly affect **Aboriginal Peoples** and their communities. These governing bodies may oversee services, policies, programs and infrastructure development in health, education, natural resources and conservation, cultural identity and community recreation. It also recognizes that spending on public recreation by local governments is significant. For example, in 2008 local governments in Canada spent \$9.189 billion on recreation (12.4% of total expenditures).⁷

Collaboration between and among all orders and levels of government is essential. According to the National Recreation Statement, there is an “expectation that independent provincial and territorial actions will be complemented by a commitment to work together on an interprovincial basis to meet mutual needs”.⁸

The Federal/Provincial/Territorial (F/P/T) Ministers Responsible for Sport, Physical Activity and Recreation provide a key platform for collective discussion of this Framework, and for considering action on the goals and priorities it describes. Outreach and inclusion of governing bodies and leaders in Aboriginal communities is also required.

The large and vibrant not-for-profit/voluntary sector in sport, recreation and nature conservation serves the general public, members, and specific population groups in all areas of the country. It has a rich history of reaching out to diverse groups who face constraints to participation. The sector employs recreation specialists and volunteers play a major role in their operations.

The private sector employs recreation specialists and provides opportunities for recreation and physical activity. Increasingly, innovative public-private partnerships in recreation have been shown to support park renewal efforts, sponsorship, product and service innovation, cooperative access to facilities, and the delivery of tourism products and services.

Challenges and Opportunities

Recreation has a rich history of enabling wellbeing. The Framework for Recreation in Canada 2015 builds on the National Recreation Statement (1987) and other existing federal, provincial/ territorial/ and local government agreements that respond to the realities of the day and to emerging trends and challenges in recreation. To address the critical challenges that lie ahead, the Framework recognizes the existing alignment of governmental responsibilities, as defined in the National Recreation Statement and other agreements, and is intended to increase intergovernmental collaboration. Drawing on the experiences of the past, the Framework looks to the future to find new ways to integrate previous agreements.

The challenge today is to build pathways to wellbeing in the midst of change and emerging issues, and to turn challenges into opportunities. Challenges and current trends are often interrelated and include:

Demographic changes. Four key trends provide both challenges and opportunities for recreation.

- The aging of the population means that many communities have a declining proportion of children and an increasing proportion of older adults. This is particularly evident in rural areas due to the migration of young people to urban centres to pursue education and work, and the desire of older people to “age in place” if possible.

- Canada’s population is increasingly rich in diversity. Two demographic trends are particularly relevant: 1) since changes in immigration policies in the 1970s, newcomers to Canada come from all areas of the world; and 2) the Aboriginal community is younger and growing faster than the general population. These populations and other ethnocultural/racial groups enrich our recreational experiences with multiple languages, historical context and diverse cultural identities, while challenging recreation to respond to their unique needs and strengths.
- Rapid urbanization (80% of Canadians now live in cities) ⁹ means that people have less exposure to the healing power of nature. They have increased exposure to the human and environmental stresses that accompany urban development, such as high levels of traffic and high-rise housing. Urbanization holds many opportunities but also challenges recreation to develop and nurture programs and places and spaces, which contribute to a high quality of life, both socially and environmentally.
- At the same time, Canada’s rural and remote areas face particular challenges in recreation due to small and decreasing population levels (in most but not all communities), a lack of funds and infrastructure, threats to the natural environment and traditional ways of life, increasing pressure on small numbers of volunteers to lead in many areas, and challenges related to transportation and distance.

Challenges to health. Modern lifestyles combined with changes in the social and physical environments have precipitated some negative trends in health. These include increases in:

- risk behaviours such as sedentary living, and risk factors for disease such as obesity
- chronic diseases such as diabetes and heart disease
- mental health concerns such as depression and youth suicide.

Economic inequities. While visible minority populations face some of the worst effects of Canada’s growing economic inequality, this trend affects all Canadians. For example, family after-tax income inequality rose by 40.9 % between 1995 and 2011, with economic gains going primarily to higher-income families.¹⁰ Individuals and families with lower incomes typically have fewer opportunities for recreational experiences due to costs associated with transportation, equipment, some activities and facility rental.

Social challenges. Rapid changes associated with increasing inequities, persistent unemployment, rapid development, the use of social media instead of face-to-face interaction, and the loss of traditional supports have compounded feelings of isolation for many people, and negatively affected civic involvement, **social connectedness**, community engagement and **social cohesion**.

Addressing Sedentary Behaviour

The **Canadian Physical Activity Guidelines** have been developed to encourage children and youth to accumulate at least 60 minutes of moderate- to vigorous-intensity physical activity daily. Now, these guidelines are complemented by evidence-based **Sedentary Behaviour Guidelines** for children and youth. These guidelines recommend that for health benefits, children and youth limit sedentary behaviour (i.e., screen time, sedentary transport, prolonged sitting and time spent indoors) during their free time each day. Guidelines are also provided for infants, toddlers and preschoolers at www.csep.ca.

New and emerging technologies. The recreation field is challenged to access and keep up with rapidly changing technologies, which offer opportunities for innovation, communication, improved efficiency and enhanced connections, especially with young people. At the same time, parents and leaders in public health and recreation are concerned about the increasing amounts of time people (especially children and youth) spend in sedentary and solitary digital pursuits, instead of active recreation and unstructured play. New technologies that encourage 24/7 connections have led to reductions in time available to pursue recreational experiences, and to challenges in achieving a balanced lifestyle.

Infrastructure deficit. Most communities in Canada have significant infrastructure deficits.¹¹ These deficits include the need to develop walking and cycling routes, facilities, and green spaces in order to meet the recreation requirements of growing communities, and to upgrade existing facilities to make them more functional and energy efficient. The opportunity for recreation is to contribute to an integrated community design and infrastructure planning process that considers what is built, and where it is located in relation to where people live and how they move through the community to get there.

At the same time, some communities on reserves and in remote areas still lack basic recreation facilities. Communities in the North that have recreation facilities face unique challenges in maintaining them. Strengthening the infrastructure for recreation, sport and physical activity is critical to strengthening the health, vitality and economies of local communities.

Threats to the natural environment. Failing fish stocks, extreme weather, decreasing biodiversity, new destructive species such as the spruce budworm and mountain pine beetle, the loss of green spaces to urban sprawl, and the warming of northern regions are all indicators of environmental stresses that directly affect the **spaces and places** where people enjoy recreational experiences. Growing threats to the natural environment have made the role of environmental stewardship increasingly important to the recreation field.

Benefits of Recreation

The evidence on the benefits of recreation and exposure to nature suggest that recreation and parks can address existing challenges with policies and practices that:

Enhance mental and physical wellbeing.¹³ Public recreation and parks services have an important role in enhancing physical activity, which in turn, is a critical factor in improved physical and mental health. Increased physical activity levels are associated with the presence of trails for walking, hiking and cycling, and organized events, including sport competitions and other attractions. For children, the presence of a playground within a nearby park is significantly associated with enhanced levels of physical activity. Among all ages, recreational experiences involving physical activity facilitate the maintenance of healthy weights, and thus a reduction in health care costs.

Participants in recreation report improvements in mental wellbeing, including increased self-esteem and life satisfaction. Recreation provides opportunities for personal growth and development for people of all abilities and can be especially helpful to people living with disabilities.

Enhance social wellbeing.¹⁴ Participation in recreational experiences is shown to enhance social wellbeing. For example, participation in after-school recreation programs provides many developmental opportunities for children and youth. For both children and adults, recreation can facilitate and support social relationships—through clubs, social organizations, participating on a team or making a new friend. Among youth, recreation can help decrease anti-social behaviours.

Help build strong families and communities.¹³ Recreation can be an important vehicle for promoting family cohesion, adaptability and resilience. Culture and recreation help build **social capital** in the form of arts, recreation and parks programs, and community celebrations, such as festivals, parades and block parties. Community events help keep neighbours in touch with each other and reinforce relationships that make neighbourhoods strong. Participation in cultural and artistic programs has been shown to promote social connectedness and social cohesion, and positively influence civic behaviour, mutual caring and voluntarism. Recreational activities can help build welcoming communities for people and families from diverse cultures.

Help people connect with nature^{15, 16, 17, 18} Enhancing opportunities to connect people with nature can result in both environmental and human benefits. **Natural playgrounds** (which incorporate natural elements like logs, flowers and trees) stimulate physically active and imaginative play and help children connect with nature. Studies have shown that exposure to the natural environment and green spaces have an independent, positive effect on health and health-related behaviours. From lowering blood pressure, to reducing stress levels, to supporting children's cognitive development, nature has a profound ability to support both physical and mental health. Nature-based recreation fosters a better understanding and appreciation for all aspects of nature. This may be especially important in Aboriginal communities, where fishing, hunting and nature conservation are traditional activities.

Recreation and parks has a key role as a steward of natural environments: protecting and interpreting parks, trails, waterways and wilderness areas, managing and balancing the needs of natural ecosystems with the needs of users, and minimizing any negative impacts resulting from services and programs.

Provide economic benefits by investing in recreation. Though economic benefit is not the primary driver for recreation service decisions, recreation is an important contributor to community economic development and cost reductions in other areas. Spending on recreation creates jobs, fosters tourism, and makes communities more attractive places in which to live, learn, work, play and visit. “Upstream” investments in recreation can lead to improvements in individual and community wellbeing, which helps to reduce costs in health care, social services and justice.¹⁹

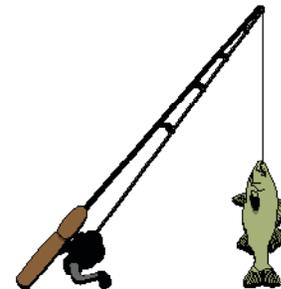
The Economic Case For Investing In Recreation



\$2.9 Billion
Labour income, jobs created by Canada’s parks (2009)²²



\$3,773
Amount spent on recreation by average Canadian household (2012)²⁰



\$8.3 Billion
Total amount spent on recreational fishing contributed to local economies (2010)²⁴



\$134 Million
Amount spent by cyclists using Quebec’s Route Verte (2013)²¹



\$14.5 Billion
Amount Canadians spent on nature-based recreational activities (2012)²⁵



\$6.8 Billion
Total health care costs of physical inactivity in Canada²³

Convergence and Collaboration

In recent years, a number of complementary strategies and frameworks have been developed, which address interrelated public policy at national, provincial and local levels. These include:

Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada (2012) provides a vision and a change agenda to describe steps that will increase physical activity and reduce sedentary behaviour, thereby reducing health risks and achieving the many benefits of a society that is active and healthy. Recreation is identified as an important player in pursuing this agenda.²⁶

The Canadian Sport Policy (CSP, 2012) sets a direction for the period 2012-2022 for all governments, institutions and organizations committed to realizing the positive impacts of sport on individuals, communities and society. F/P/T Ministers responsible for Sport, Physical Activity and Recreation endorsed the policy in June 2012. CSP sets out 5 broad objectives, including “Recreational Sport: Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation”. Participants are introduced to the fundamentals of sport through programs delivered primarily by clubs, schools and local recreation departments. Participants develop sport-specific skills with an emphasis on fun, a positive attitude, healthy human development and remaining active for life.²⁷

Connecting Canadians with Nature. An Investment in the Well-Being of our Citizens was developed by the Canadian Parks Council on behalf of the F/P/T Ministers Responsible for Parks. The report synthesizes the growing body of evidence demonstrating the benefits of connecting with the natural world. Canada’s park leaders endorsed the paper in March 2014 and committed to working with various sectors to support experiences in nature that enhance Canadians’ collective health, prosperity, growth and productivity. This initiative positions park agencies to adapt to changing societal circumstances and enable increased opportunities for recreational experiences in nature.²⁸

The Declaration on Prevention and Promotion, which was adopted by Canada’s F/P/T Ministers of Health and of Health Promotion/Healthy Living in 2010, confirms that health and wellbeing is determined by “the physical and social conditions that people experience daily in the places where they live, learn, work and play”. The declaration calls upon a wide range of people and organizations in communities and across society to help create the conditions that reduce risks for poor health and support individuals in adopting healthy lifestyles.²⁹

Healthy Aging in Canada: A New Vision, A Vital Investment³⁰ a policy brief adopted by the F/P/T Committee of Officials Responsible for Seniors in 2006, specifically identifies recreation as critical to addressing priority areas in healthy aging such as social connectedness, physical activity and **age-friendly communities**. Canada has been a leader in developing Age-Friendly Communities in communities and cities of all sizes, and particularly in rural areas.³¹

IndigenACTION³² (2010) aims to foster partnerships that will help ensure Indigenous peoples in Canada have every opportunity to enhance their lives and their communities through recreation, sport, community fitness, and wellness. IndigenACTION, which was adopted by the Chief’s Assembly, is complementary to the Framework for Recreation in Canada described in this paper. There is clear alignment in terms of vision and direction; therefore, collaboration and convergence with this strategy is in order.

While recreation is unique, the Framework described in this document aligns well with all of these strategies. The fields of physical activity, sport, recreation, parks, the environment and health all share a common mandate to enhance the wellbeing of individuals, communities and the environment. Thus, there is a clear need to coordinate these strategies and frameworks, and to collaborate on specific actions and initiatives.

Strategies proposed by the parks, physical activity, sport and health sectors have historically involved the recreation sector. For example, recreation is a key delivery agent for sport and provides a variety of supports to local sports organizations. These include access to facilities, early skill development and exposure programs, ongoing sport play, coordination and communication, enhanced coaching capacity, allocation policies and subsidies, joint use agreements, sport hosting and sport tourism.

Similarly, the promotion of physical activity is a key priority for recreation. This includes the provision of physical activity programs for all age groups, ranging from active play for preschool children, to teen and adult fitness classes, to engaging older adults in ongoing activity. Many communities have worked with partners in public health, physical activity, sport and education to develop comprehensive community plans for active living. These plans include awareness campaigns, program opportunities and events, initiatives aimed specifically at inactive and vulnerable populations, and the development of supportive indoor and outdoor environments.

Our challenge and opportunity is to link these unique yet complementary efforts in ways that strengthen each sector while leveraging resources, and facilitating outcomes that meet common mandates and goals. This requires collaborative action and implementation, ongoing communication, knowledge sharing, common measurements, the sharing of resources, and joint efforts in service improvement.

Part II

A Framework for Recreation in Canada 2015

Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing	Wellbeing of Natural & Built Environments	Community Wellbeing
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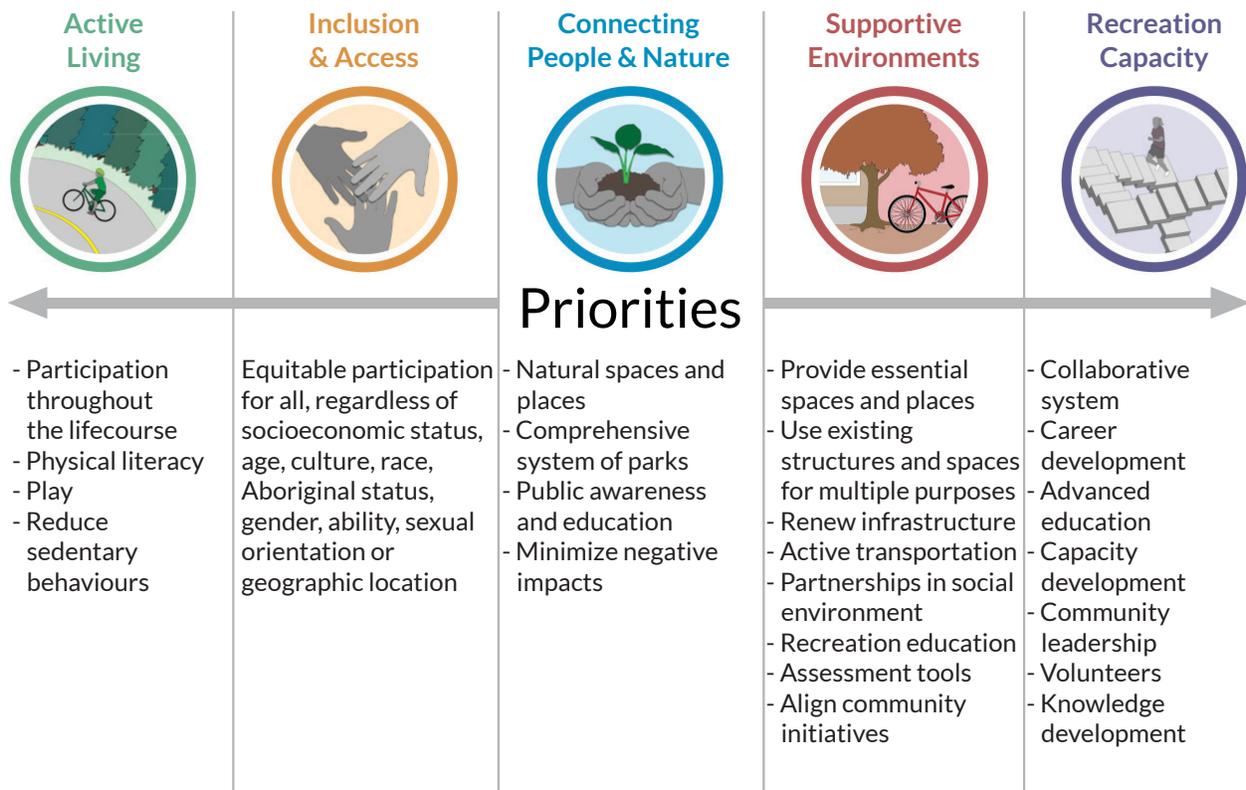
Values

Public Good	Inclusion & Equity	Sustainability	Lifelong Participation
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Principles of Operation

Outcome-Driven	Quality & Relevance	Evidence-Based	Partnerships	Innovation
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Goals



Vision

We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster:

- Individual wellbeing
- Community wellbeing
- The wellbeing of our natural and built environments

Values and Principles of Operation

Values

Values are deeply held beliefs that guide the decision-making, management and delivery of policies and practices.

Public Good

Through much of the 20th century, public recreation was regarded as a “public good.” The emphasis was on accessibility for all, outreach to disadvantaged groups and a belief in the universal benefits to the whole community, not just to users. In the 1990s, recreation departments and organizations came under increasing pressures for cost recovery and revenue generation, including increases in user fees. The community development and outreach functions that were historically part of the mandate of public recreation were often quietly marginalized, as the field shifted its focus to meet the demand from that portion of the population who could pay. Leaders in recreation have continued to stress the need for equitable recreational experiences for all, with a call for the renewed importance of public recreation’s historic mandate of addressing the inclusion of vulnerable populations. Quality recreation needs to be available to all, paid for by a combination of taxes and flexible user fees, which take into account economic circumstances. This does not mean denying services to people who have resources, but that they should not be served to the exclusion of those who face constraints to participation.

Inclusion and Equity

Inclusion is an organizational practice and goal in which all groups and individuals are welcomed and valued. Equity speaks to fairness in access to resources, opportunities and experiences.

Sustainability

To deliver quality recreational experiences, recreation requires a system that is sustainable, in terms of human resources, economics and the environment. Recreation values and stewards indoor and outdoor places and spaces in the built and natural environments. This requires balancing the needs of natural ecosystems with those of users, and providing sustainable facilities and services that minimize negative effects on the social and natural environments.

Lifelong Participation

Individuals and communities benefit from lifelong participation in recreational experiences, from early childhood to old age.

Active for a Lifetime

Canadian Sport for Life (CS4L) is a movement to improve the quality of sport and physical activity in Canada. It links sport, education, recreation and health, and aligns community, provincial and national programming. CS4L’s mission is to improve the health, wellness, and sporting experiences of all Canadians by advancing **physical literacy**, improving performance and increasing life-long participation in physical activity.
Source: Canadian Sport for Life: canadiansportforlife.ca

Principles of Operation

Principles of operation provide some “rules of the road” in how the field carries out its business.

Outcome Driven

Recreation is outcome-driven. It strives to help individuals and communities attain the outcomes they are seeking, such as improved health and wellbeing. It also focuses on indirect benefits to all, such as enhanced community cohesion and green environments that will serve generations to come.

Quality and Relevance

Recreation is committed to offering safe recreation experiences of the highest possible quality, while addressing the unique needs and capacities of each community, and the economic situation of individuals, families and communities.

Evidence-based

Recreation is committed to “fact based” decision-making— getting the best evidence and using it to guide policy and practice. Recreation integrates the best available research evidence with practitioner expertise and the characteristics, needs, capacities, values and preferences of those who are affected. This requires support for the systematic collection and analysis of data, the sharing of information, and the use of both quantitative and qualitative research methods, evaluation, and social and economic modeling.

Partnerships and Collaboration

Recreation relies on and nurtures partnerships and collaboration among:

- Public, not-for-profit and private providers of recreation and parks experiences
- Public and private planners and developers (urban and rural)
- All orders and levels of government (local, regional, provincial/territorial, federal and in Aboriginal communities)
- Multiple sectors and disciplines that influence wellbeing and share common goals, e.g. health, tourism, education, arts and culture, nature conservation, etc.
- People who care about and influence the wellbeing of individuals, families, communities and our natural and built environments, e.g. parents and other family members, elected officials, recreation staff, early childhood educators, caregivers, teachers, school boards, coaches and volunteer leaders in community programs.

Innovation. Recreation practitioners value innovation and recognize the benefits of ingenuity, the co-creation of new policies or services with people, and the creation and implementation of new ideas in design, program concepts, research and learning.

Quality Assurance Programming

HIGH FIVE® is an example of best practice in quality assurance programming for recreation and sport programs for children aged 6-12. HIGH FIVE provides a range of training, assessment tools and resources to ensure that organizations can deliver the highest quality programs possible. HIGH FIVE ensures leaders, coaches, and instructors have the tools and knowledge to nurture a child’s mental health and create positive experiences for children. www.highfive.org



Goals and Priorities for Action

NOTE: The goals and priorities are numbered for ease of discussion and use; however, the ordering does not indicate levels of importance or priority. This will be determined by the organizations, communities and individuals who are using the Framework for Recreation in Canada 2015 to guide the development of their own action plans.

Goal 1

Active Living



Foster active living through physical recreation.

Participation in physical recreation is essential to building healthy, active individuals from infancy to older adulthood.

A solid evidence base supports the positive relationship between regular physical activity and healthy aging. For older people, participation in active recreation adds vitality and quality to life. It positively affects functional capacity, mental health, fitness levels, the prevention and management of chronic diseases and disability, and overall wellbeing. Engaging in physical activity with others can help older adults build social networks that promote overall health.³³

While unstructured **play** is important for all ages, the evidence suggests it is particularly critical for children in today's society. Over the last few decades, children's lives have become increasingly structured and media oriented, reducing their time in active unstructured play. This shift has contributed to increasing levels of physical inactivity, sedentary behaviour and excess weight in children and youth.^{34, 35, 36, 37} There is a particular concern for the missed opportunity of outdoor play, which has been shown to increase a child's capacity for creativity, problem-solving, and emotional and intellectual development.³⁸

The Canadian Physical Activity Guidelines provide recommendations about the amount of physical activity required for health benefits for older adults, adults, and youth and children, including preschoolers, toddlers and infants. These are complemented by the Canadian Guidelines for Sedentary Behaviour, which encourage children and youth to enjoy incidental movement, active play, active transportation and time outdoors, and discourage prolonged periods of sitting. For health benefits, this is good advice for all ages.³⁹

Individuals and families choose active living over sedentary behaviours when the "active choices are the easy choices." This requires the creation and maintenance of supportive environments for physically active recreation in the everyday settings where people live, work, play and learn. See Goal 4 for more discussion and priorities related to this.

The Economic Impact of Increased Physical Activity and Reductions in Sedentary Living⁴⁰

According to an analysis by the Conference Board of Canada (October 2014), small changes in physical activity and sedentary living can have substantial benefits. By getting 10% of Canadians with suboptimal levels of physical activity to be more active and less sedentary, the incidence of chronic conditions would be substantially reduced. With Canadians living healthier, more productive lives, GDP could increase by a cumulative \$7.5 billion between 2015 and 2040. In addition, health care spending on hypertension, heart disease, diabetes and cancer would potentially be reduced by \$2.6 billion within this same timeframe.

Source: Conference Board of Canada, 2014

Priorities

- 1.1 Enable participation in physically active recreational experiences throughout the lifecourse, continuing to focus on children and youth but expanding to meet the needs and foster the participation of the growing number of older people in Canada.
- 1.2 Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport in the Canadian Sport Policy 2012.⁴¹
- 1.3 Support the child's right to play, and to participate freely and fully in "age-appropriate recreational experiences, cultural life, and artistic and leisure activities", as outlined in the United Nations Convention on the Rights of the Child.⁴² Enhance opportunities for children and youth to play outdoors and interact in nature in school, community and neighbourhood settings. Engage parents and provide safe, welcoming, low- or no-cost opportunities for families and multiple generations to experience the joy of spontaneous active play together.
- 1.4 Inform recreation leaders about the importance of reducing sedentary behaviours, and enable them to explore and implement strategies and interventions that address this important public health issue.

After-School Recreation Programs

Ontario's After School Program is an example of how recreation and community partners are working to enhance wellbeing among young people at risk. It provides programming for 21,000 children and youth, at low or no cost, who participate in fun, safe, supervised activities that focus on physical activity (including both recreation and sport), healthy eating/nutrition, personal health and wellness, and activities that address cultural identity and local needs. More than 130 not-for-profit recreational organizations, local governments and First Nations groups deliver programming in over 400 sites to at-risk children and youth (grades 1-12) during the hours of 3:00 p.m. – 6:00 p.m. throughout the school year. (2014).

For more information, visit www.mtc.gov.on.ca/en/sport/afterschool/after_school.shtml

Goal 2

Inclusion and Access



Increase inclusion and access to recreation for populations that face constraints to participation.

More than any other service, recreation has the ability to reach all citizens, and to bring people together in a non-threatening, pleasurable atmosphere. However, a rebalancing of recreation is necessary if it is to strategically address the barriers and constraints to participation faced by some people, and to celebrate the rich diversity of Canada's population.

At its most basic, "diversity" refers to any and all differences between and among people. Acknowledging and valuing cultural, ethnic and racial diversity is vital to the prevention of prejudice and discrimination. At the same time, recreation needs to take into account other differences. Some of these are visible, such as variations in sex and gender, age, and ability. Others may be invisible, such as sexual orientation, education, hearing, religious beliefs, socioeconomic status and mental health concerns that affect wellbeing.

Inclusiveness celebrates diversity as a gift, rather than a deviation from the norm. Inclusive organizations value the perspectives and contributions of ALL people, and strive to incorporate the needs and viewpoints of diverse communities into all aspects of the organization and their services and programs.

Priorities

- 2.1 Develop and implement strategies and policies, which ensure that no families or individuals in Canada are denied access to public recreation opportunities as a result of economic disadvantage.
- 2.2 Enable people of all ages to participate in recreation. Address constraints to participation faced by children and youth from disadvantaged families and older adults who are frail and/or isolated.

Acting on Equity and Social Inclusion

In Moncton, New Brunswick, the Parks and Recreation Services Department addresses poverty and homelessness within their portfolio of services. A Community Development Officer of Social Inclusion facilitates programs and services for disadvantaged citizens in the city. He/she liaises with other local programs and community development staff. These efforts encourage a coordinated approach to reducing poverty and encouraging social inclusion in the community through parks and recreation (2014).

- 2.3 Build trust and participation through the provision of recreational opportunities and experiences that are respectful and appropriate for various ethnocultural groups. Actively engage persons of diverse and racialized backgrounds in developing, leading and evaluating recreation and park activities.
- 2.4 Recognize and enable the experience of Aboriginal peoples in recreation with a holistic approach drawn from traditional values and culture. Work with Aboriginal communities in pursuit of all five goals outlined in the Framework for Recreation in Canada 2015.
- 2.5 Enable and encourage women and girls of all backgrounds and circumstances to achieve their potential and participate fully in all types of recreation. Address the historical, cultural and social barriers to participation experienced by girls and women, and apply a gender equity lens when developing and monitoring policies, programs and practices.
- 2.6 Enact policies of nondiscrimination on the basis of gender identity and gender expression. Provide a welcoming and safe environment for people with all sexual orientations and sexual identities.
- 2.7 Provide leadership, support, encouragement, information, policies and programs that facilitate full participation in recreation by people of all abilities across all settings. Work with persons with disabilities and special needs to create inclusive opportunities and build leadership capacity. Ensure that recreation environments are accessible, and remove physical and emotional barriers to participation.
- 2.8 Address the unique challenges and capacities in rural and remote communities. Seek community leadership in decision-making regarding the provision of and access to appropriate spaces and places, opportunities and experiences in recreation.

Goal 3 Connecting People and Nature



Help people connect to nature through recreation.

People have an inherent need to connect with the natural world and the recreation field plays a vital role in meeting that need. Connecting with nature is associated with improved cognitive, mental, and physical health, enhanced creativity and positive social behaviours. Communities also see economic benefits associated with ecotourism.⁴³

Traditionally, recreation has contributed to this goal through the provision and stewardship of outdoor places and spaces, and the development of enabling policies, programs and services related to natural environments. These activities continue to be essential components of recreation's role.

More recently, the need to increase appreciation of and exposure to nature through participation in the community design process has become increasingly important. Recreation contributes to creating walkable, safe, livable communities through the provision of parks, trails, waterways, community gardens and landscaped areas. Recreation supports policies, which ensure that neighbourhoods are designed to maximize opportunities for healthy, active living and exposure to nature.

For many people, urban parks may be one of the few connections that they experience with the natural world. Because of this, urban parks play an essential role in public health and wellbeing. Urban parks can serve as restorative environments in which individuals have the ability to view nature, to be active in nature, to observe plants and gardens, and to observe and encounter animals (both pets and wildlife).

Canadians Care About Nature

Percentage of Canadians in 2012

Who:

- 70% Spent time in nature
- 53% Participated in nature education
- 47% Travelled to experience nature
- 45% Reduced their ecological footprint
- 13% Volunteered in nature conservation

Most Popular Activities:

- 71% Picnics and relaxing in nature
- 64% Hiking, climbing, and horseback riding
- 41% Gardening and landscaping
- 21% Fishing
- 18% Birding

Priorities

- 3.1 Work in partnership with community and provincial/territorial planners and Aboriginal communities to provide natural spaces and places in neighborhoods, communities and regions through the retention and addition of natural areas, forests, parks, trails and recreational waters (rivers, lakes, canals and beaches).
- 3.2 Work collaboratively at all orders and levels of government (local, regional, provincial/territorial, federal and with Aboriginal governing bodies) to create and maintain a coordinated, comprehensive system of parks and protected areas across Canada that allows year-round access to nature. Share best practices and findings in planning, design, management, ecosystem monitoring and public information.
- 3.3 Develop public awareness and education initiatives to increase understanding of the importance of nature to wellbeing and child development, the role of recreation in helping people connect to nature and the importance of sustainability in parks and recreation.
- 3.4 Ensure that operational policies and practices in parks and recreation limit the use of non-renewable resources and minimize negative impacts on the natural environment.

Goal 4 Supportive Environments



Ensure the provision of supportive physical and social environments that encourage participation in recreation and help to build strong, caring communities.

Supportive physical and **social environments** help people explore their creativity and adopt healthy, active lifestyles by making “the healthy choices the easy choices”. They also facilitate community and family connectedness, which foster reciprocal caring—taking care of each other, our communities and our natural environment.

Some people (especially those who have had limited experiences with quality recreation) are unaware of the benefits of recreation and how to get involved. A lack of knowledge about available options and/or fears related to safety and entering new environments may limit their decisions about the use of their time outside of work or school.

Environments for recreation encompass many settings, including homes, schools, neighbourhoods, community spaces and places, rural places and the natural and built environments. Recreation has a leadership role to play in community building in all of these settings. Aligning with other community initiatives avoids duplication of efforts and helps to build social networks and voluntarism, as well as community norms of trust and cooperation.

Creating **supportive environments** for recreation has many dimensions including the implementation of policies and guidelines, innovative programming, social action, education and funding. All of these mechanisms are needed to ensure access to safe and effective spaces and places that are required to deliver a comprehensive mix of high quality recreational experiences.

Creating supportive physical environments includes the provision of essential facilities, the effective use of existing spaces and places, and addressing the decline of Canada’s **recreation and sport infrastructure**. It also includes the creation and maintenance of built environments that enable people to actively recreate as part of their daily activity and as a form of transportation.

Walking, biking, wheeling and skating are modes of **active transportation** and active recreation. Good walking environments and well-designed multipurpose trails encourage walking, cycling and wheeling and enable recreational experiences during daily commutes to work, school or other places in the community. Ideally, all parts of a well-maintained walking environment are integrated and connected to make it easy for pedestrians to move through the community to a variety of destinations.

Priorities

- 4.1 Provide recreation facilities and outdoor spaces in under-resourced communities (including on-reserve and in remote and rural areas), based on community and/or regional needs and resources.
- 4.2 Work with partners to increase the use of existing structures and spaces for multiple purposes, including recreation (e.g. use of schools, churches, vacant land and lots).
- 4.3 Enable communities to renew recreational infrastructure as required and to meet the need for green spaces by:
 - securing dedicated government funding at all levels, as well as partnerships with the private and not-for-profit sectors for the necessary development, renewal and rehabilitation of facilities and outdoor spaces
 - developing assessment tools and evidence-based guidelines for investing and reinvesting in aging recreation infrastructure
 - developing and adopting innovative renewal strategies that will endure over time, use less energy and provide affordable access for all.
- 4.4 Lead and support community efforts and planning processes for active transportation and public transit. Participate in the planning and design of communities to encourage the placement of workplaces, schools, shops libraries, parks, and sport and recreation facilities in close proximity so that active modes of transportation are easier to use. Encourage development and maintenance of active transportation routes that connect people to the places they want to go.
- 4.5 Enhance mental and social wellbeing by creating supportive social environments in the settings where people live, learn, work and play. This requires strengthened partnerships with schools, social service groups, the arts community, law enforcement, transportation and urban planners, community organizations and the private sector.
- 4.6 Develop and implement targeted **recreation education** campaigns that increase knowledge about how recreation contributes to enjoyment and quality of life, and help people acquire the skills and attitudes they need to plan for making recreation a part of their lives.
- 4.7 Develop a common understanding of community wellbeing through the development and use of standardized assessment tools and indices that will help communities assess and measure their status on community wellbeing.
- 4.8 Adopt a strategic approach to community building that features alignment and collaboration with other community initiatives (e.g. Age-Friendly Communities, **Healthy Cities/Communities**, **Community Food Centres**).

Goal 5

Recreation Capacity



Ensure the continued growth and sustainability of the recreation field.

Leaders in recreation include professional staff and volunteers. Both need the skills, knowledge and resources required to plan and deliver high-quality recreation services, based on specific community needs and strengths.

Volunteers in recreation make an impressive contribution to community cohesiveness, Canadian society and the economy. Volunteers need to be valued, trained and supported as an essential part of the delivery of recreational experiences in every community in Canada.

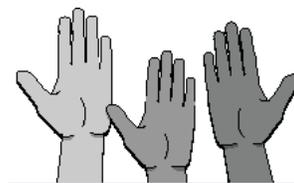
Leaders in recreation need to work within a connected, vibrant and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system that Canadians can enjoy for generations to come.

The recreation field needs to recruit and inspire new leaders (of all ages) who can address emerging trends and have knowledge in a variety of areas, such as cultural diversity, emerging technologies, urban planning, active transportation and nature conservation. All who work in recreation need to acquire and attain the core competencies for recreation and the capacity to address changes in the physical and social environments that impact recreation.

Recreation provides many young people with opportunities for employment and for leadership and career development. For example, in 2013, 8.4% of youth (age 15-24) were employed in the Arts, Culture and Recreation sector in Canada.⁴⁶ These young leaders are critically important to the recreation workforce both today and in the future.

To be relevant and outcome-driven, leaders in recreation need timely access to emerging technologies as well as current evidence and information. A comprehensive **knowledge development** strategy including research, knowledge transfer, and monitoring and evaluation would address this need.

Canadians Volunteer in Recreation and Sport (2010)⁴⁵



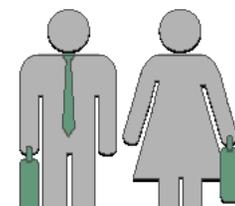
3.3 Million

Number of volunteers in recreation and sport



400 Million

Number of hours per year given by these volunteers



Over 208,000

Equivalent number of full-time jobs

Academics and governments at all orders and levels undertake research and data collection to analyze recreation trends and issues in order to keep recreation policies and programs current and effective. In addition to theoretical and conceptual research, applied research projects, which identify promising approaches at the community level, are particularly important. The findings of research need to be shared broadly (knowledge transfer), with provincial/territorial recreation associations, communities, and other stakeholders and partners.

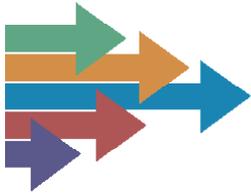
Priorities

- 5.1 Increase collaborative efforts among provincial/territorial governments, local governments, voluntary organizations, Aboriginal communities, the private sector and recreation associations to support and nurture a vibrant recreation system that serves as the primary means for achieving the vision and goals in this Framework.
- 5.2 Implement career awareness, preparation and development strategies to attract and educate new leaders.
- 5.3 Support advanced education in recreation. Use long-term market studies to inform curricula development and capture supply and demand needs in the industry.
- 5.4 Develop and implement high-quality training and competency-based capacity development programs for organizations and individuals (professionals and volunteers) working in recreation, particularly in under-resourced rural and remote areas.
- 5.5 Develop a strategy to enhance community-based leadership in recreation.
- 5.6 Rejuvenate and update volunteer strategies to reflect societal changes and take advantage of community and individual capacities. Engage volunteers of all ages and from all walks of life. Make a special effort to recruit and support volunteers from a variety of ethnocultural and racialized populations and other groups that face constraints to participation. Recognize and support the role of the not-for-profit sector in developing and engaging volunteers.
- 5.7 Support a pan-Canadian, comprehensive knowledge development strategy that increases support for:
 - recreation research and data collection carried out by universities and colleges, the not-for-profit sector, provincial/territorial, local and Aboriginal governments, with special attention to applied research at the community level
 - the national recreation information system so that all those planning and delivering recreation services have access to the latest evidence
 - collaborative efforts among governments, recreation associations and colleges and universities to develop new recreation programs and services that meet the evolving and expanding needs within communities.

Developing and Sharing Knowledge

The Leisure information Network (LIN) at www.lin.ca is a national knowledge- based digital forum for sharing information on individual and community wellbeing through recreation, parks, and active living. The Northern Links web site at www.northernlinks.org is an initiative of LIN that supports recreation and sport practitioners and volunteers in Canada's Aboriginal communities (both rural and urban) in creating more culturally relevant and engaging programming. The National Benefits HUB at <http://benefitshub.ca> is a living resource, which summarizes evidence on the value of recreation and parks services. Validation is provided for 49 outcome statements. LIN and the Benefits HUB are invaluable resources for policy development, planning, marketing, program/service development and evaluation.





The Framework for Recreation in Canada 2015 invites the field to think of its place in Canadian society in different ways. With a refreshed definition and vision, and a renewed sense of what is important, the Framework presents a rare opportunity to take a new path. This path will ensure recreation's continued relevance as an essential contributor to the wellbeing of individuals, communities, and the built and natural environments.

Embrace the Framework – Share it, Use It, Own It

The reader is encouraged to share this document widely and to talk about the Framework with colleagues, partners, policy-makers, community leaders, and others who are interested and involved in recreation. All stakeholders can use the Framework to guide decision-making, planning, resource allocation and the development of strategies, policies, programs and performance metrics.

Next Steps

Some actions going forward require strategic thinking, development and coordination at the national level. These will require the leadership of the Canadian Parks and Recreation Association (CPRA), intergovernmental Federal/Provincial/Territorial (F/P/T) mechanisms and Aboriginal communities. Not-for-profit organizations, provincial/territorial associations, local/regional governments, the private sector and stakeholders in education, health, sport, physical activity and the environment may take on initiatives that advance the Framework goals, either alone or in partnership.

Follow-up activities are both short- and long-term, and include action in the following areas:

Endorsement

The Framework for Recreation in Canada 2015 has been endorsed by the Canadian Parks and Recreation Association. In early 2015, it will be presented for endorsement by the Provincial/Territorial (P/T) Ministers responsible for Sport, Physical Activity and Recreation, and the P/T Recreation and Parks Associations. In the longer term, it is hoped that Aboriginal communities and many other stakeholders will support the ideas and directions outlined in the Framework. Community leaders, parents, caregivers, and the public will support and advocate for full inclusion in recreation as described in this document.

Communication

A first step in implementing the Framework for Recreation in Canada 2015 is to ensure it is top of mind within the recreation system. There are many ways to achieve this, which could include using the Framework as a topic for discussion and analysis at staff meetings, conferences and workshops. Building cross-Canada awareness and use of the Framework requires an effective national communications plan. Enhanced mechanisms for sharing best practices across Canada will inform leaders about concrete ways to address the challenges, opportunities and directions provided by the Framework.

Implementation

It is suggested that the partnership of F/P/T governments, CPRA and the P/T Recreation and Parks Associations continue to work on the Framework for Recreation in Canada 2015 and that these organizations take on leadership and coordination roles at the national level. Governments at local, regional and provincial/territorial levels may use the Framework for Recreation in Canada 2015 to develop implementation action plans in areas of their jurisdiction. Non-governmental agencies and organizations working in recreation may develop action plans to address the goals and priorities identified in the Framework that are relevant and important in their communities. Other sectors and stakeholders (e.g. education, physical activity, sport, nature conservation, health) are encouraged to consider the relevance of the Framework in their area, how it may influence the work of their organizations, and how they might address the goals and priorities identified in the Framework. Employers and private sector providers of recreation may consider ways to support the ideas and goals described in this document.

It is recommended that an implementation group be formed. This group would be responsible for collating and sharing the action plans of governments and non-governmental organizations and for reporting on progress, in collaboration with evaluation efforts underway in sport and physical activity. This group would facilitate the development of indicators and metrics, as appropriate, and analyze longer-term pan-Canadian impacts. Recognizing that they are accountable to their own constituents, individual governments and organizations will be responsible for evaluating their own programs and activities and assessing their contributions.

Knowledge Development

The Framework for Recreation in Canada 2015 can become an integral part of post-secondary curricula, and used to identify research topics and inspire choices for professional development. The Leisure Information Network and Northern Links will continue to publish items related to the Framework, and the creation of a community-of-practice network could be explored.

Collaboration

Leaders in recreation will invite conversation about alignment and plans for partnership action with other sectors and stakeholders who share a mandate to enhance wellbeing among individuals, communities and in our built and natural environments. It is important to identify concrete ways to collaborate with other pan-Canadian initiatives in areas where visions overlap, strategies converge and resources can be shared (e.g. The Canadian Sport Policy 2012, Active Canada 20/20, Connecting Canadians with Nature). Work that is already underway will continue (e.g. the collaboration among F/P/T governments, Sport Canada, P/T associations, the Federation of Canadian Municipalities and CPRA to inventory and assess the state of sport and recreation facilities across the country).

While there are many steps along the path to an integrated, effective strategy for recreation in Canada, the Framework provides a roadmap and a bridge for how to get there. The vision is compelling—a future Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster the wellbeing of individuals and communities and of our natural and build environments. The time to take action is now. Together, we can build pathways to wellbeing for all Canadians.

Glossary*

*Thank you to The Leisure Information Network (LIN) for their help in preparing this Glossary.

Aboriginal Peoples refers to the indigenous inhabitants of Canada when describing the Inuit, First Nations (Indians) and Métis people, without regard to their separate origins and identities.

Source: Inuit Tapiriit Kanatami, <https://www.itk.ca> (accessed September 2014)

Active transportation refers to any form of human-powered transportation, such as walking, cycling, using a wheelchair, in-line skating or skateboarding.

Source: Public Health Agency Canada, www.phac-aspc.gc.ca/hp-ps/hl-mvs/pa-ap/at-ta-eng.php (accessed September 2014)

Age-Friendly Communities. In an age-friendly community, the policies, services and structures related to the physical and social environment are designed to help older people “age actively”. In 2014, over 400 cities and communities in Canada were involved in this global movement.

Sources: 1) www.phac-aspc.gc.ca/seniors-aines/afc-cao-eng.php and 2) afc-hub.ca (accessed September 2014)

Canadian Physical Activity Guidelines and Canadian Sedentary Behaviour Guidelines.

The Canadian Physical Activity Guidelines (2011) describe the amount and types of physical activity that offer substantial health benefits to children (from infancy to age 12), youth, adults and older adults. The Canadian Sedentary Behaviour Guidelines provide recommendations to Canadian children and youth on limiting sedentary behaviour during discretionary time in order to reduce health risks.

Source: Canadian Society for Exercise Physiology, www.csep.ca (accessed September 2014)

Community/communities: a group of individuals who share common interests or characteristics, such as demography, geographic location, culture, etc., and who are perceived or who perceive themselves as distinct in some respect from the larger society within which it exists.

Source: Adapted from Dictionary.com

Community Food Centres provide places where people come together to garden and grow, cook, share and advocate for good food.

Source: cfccanada.ca (accessed September 2014)

Health is defined by the World Health Organization (WHO) as “a state of complete physical, social and mental wellbeing, and not merely the absence of disease or infirmity”. The Ottawa Charter for Health Promotion goes on to say, “Health is a resource for everyday life, not the object of living. It is a positive concept emphasizing social and personal resources as well as physical capabilities.”

Source: WHO: Constitution 1948 at www.who.int/governance/eb/who_constitution_en.pdf; WHO: Ottawa Charter Health Promotion, 1986 at www.who.int/healthpromotion/conferences/previous/ottawa/en (accessed September 2014)

Healthy Cities/Communities create and improve the physical and social environments and community resources, which enable people to mutually support each other in performing all the functions of life and developing to their maximum potential. Several cities and communities in Canada have adopted Healthy City strategies.

Source: WHO Healthy Settings. www.who.int/healthy_settings/types/cities/en (accessed September 2014)

Knowledge development in recreation is the creation, synthesis, exchange, and application of knowledge to strengthen recreation and improve wellbeing. It includes research of all types, monitoring and evaluation, the sharing of knowledge (sometimes called knowledge transfer) and program development.

Natural playgrounds are play environments that blend natural materials and vegetation (e.g. logs, sand, boulders, hills, trees and stumps) with varied landforms to provide unique, creative play areas for children. They are designed with the intent of helping children connect with nature.

Source: adapted from various sources

National Benefits Hub provides updated evidence for 50 outcomes statements about the benefits of recreation, the trends impacting benefits, and emerging promising practices.

Source: <http://benefitshub.ca> (accessed September 2014)

Physical literacy is the ability of an individual to move with competence and confidence in a wide variety of physical activities in multiple environments that benefit the healthy development of the whole person.

Source: Canadian Sport policy 2012 and Physical and Health Education Canada, 2010 http://canadiansporttourism.com/sites/default/files/docs/csp2012_en_lr.pdf (accessed March 2014)

Play is freely chosen and self-directed mental or physical activity that is undertaken for enjoyment and that is separate in some way from “real” life.

Source: Adapted from 1) The Value of Play I: The Definition of Play Gives Insights, by Peter Gray, published on Nov 8, 2008 in Freedom to Play, accessed March 2014 at www.psychologytoday.com/blog/freedom-learn/200811/the-value-play-i-the-definition-play-gives-insights; and 2) Discover Leisure Education, accessed March 2014 at www.indiana.edu/~nca/leisureed/play.html

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

The **recreation field and system** includes stakeholders and providers from the not-for-profit, private and public sectors; including volunteers, paid staff, community groups, educators, researchers, organizations and governments that work collectively to enhance individual and community wellbeing through recreation.

Public recreation is the provision of recreation services by governments and non-governmental groups and organizations for the benefit of individuals and communities.

Recreation and sport infrastructure includes the construction, maintenance, repair, operation, and the supervision of facilities and outdoor areas. Indoor spaces and places include arenas, community centres and halls, indoor pools, cultural centres, senior and youth centres. Outdoor spaces and places include parks, playing fields, play-structures, trails, forested areas, outdoor pools, splash pads, pavilions, gardens,

waterfronts, marinas, outdoor courts (e.g., tennis, basketball), outdoor rinks and golf courses.

Recreation education is the process of acquiring the knowledge, skills, and attitudes required for positive experiences in recreation. Recreation education helps individuals and communities understand opportunities, potentials and challenges in recreation; understand the impact of recreation on wellbeing; and gain knowledge, skills, and appreciation enabling full participation in recreation experiences.

Source: Adapted from Leisure education and physical literacy by Brenda Robertson, NRA 2011 National Summit, Accessed March 2014 at lin.ca/sites/default/files/attachments/Robertson%20summit%20talk.pdf

Social environment includes the formal and informal groups and networks to which people belong, the neighborhoods in which we live, the organization of the places where we work, worship, learn and play, and the policies we create to order our lives. The degree of social cohesion that exists in communities results from everyday interactions between people. It is embodied in such structures as civic, cultural and religious groups, family membership and informal community networks, and in norms of voluntarism, altruism and trust. The stronger these networks and bonds, the more likely it is that members of a community will co-operate for mutual benefit.

Source: Adapted from 1) Yen IH, Syme S. The social environment and health: A discussion of the epidemiologic literature. *Annual Review of Public Health* 1999; 20: 287-308, accessed March 2014 at www.annualreviews.org/doi/abs/10.1146/annurev.publhealth.20.1.287 and 2) WHO Glossary Health Promotion, 1998, accessed September 2014 at www.who.int/healthpromotion/about/HPG/en

Social capital: The features of social organization such as social networks, norms and social trust that facilitate coordination and cooperation for mutual benefit.

Source: Putnam, R. Social Capital: Measurement and Consequences. *Isuma, Canadian Journal of Policy Research* 2001;2(1):41-51, and Putnam, R. Bowling Alone: America's Declining Social Capital. *Journal of Democracy*, 1995; 6(1):65-78.

Social cohesion is an ongoing process of developing a community of shared values, shared challenges and equal opportunity, based on a sense of trust, hope and reciprocity.

Source: Adapted from Government of Canada's Policy Research Sub-Committee on Social Cohesion. Accessed March 2014 at www.parl.gc.ca/content/lop/researchpublications/prb0756-e.htm

Social connectedness: A person's number of close friends, frequency of interactions with family and friends, trust in neighbors, and level of participation in volunteer activities or community events all play a role in supporting well-being and can also influence health, both directly and indirectly. Together, these examples begin to describe social connectedness - the extent to which people interact with one another, either individually or through groups.

Source: Social Connectedness and Health, Wilder Research 2012. Accessed September 2014 at www.bcbsmnfoundation.org/system/asset/resource/pdf_file/5/Social_Connectedness_and_Health.pdf

Spaces and Places. Spaces are areas or expanses deliberately designed for specific processes or purposes, such as an urban park or a community garden. Spaces integrate people with nature and with each other, increase socialization within and between neighbourhoods and invite increased physical activity. Places are portions of those spaces, such as a specific building, structure, or location, e.g., splash pad or skate park within a larger park.

Source: Adapted from various sources

Supportive environments for recreation offer safe, enjoyable experiences, and empower people to expand their self-reliance, confidence and abilities to participate. They occur where people live (their homes and communities) and where they learn, work, worship and play. Supportive physical and social environments are structured to support a desired activity, action or outcome. Individuals are provided with encouragement, opportunities, access, and resources that enable this activity, action or outcome.

Source: Adapted from 1) WHO Glossary Health Promotion, 1998 accessed March 2014 at www.who.int/healthpromotion/about/HPR%20Glossary%201998.pdf?ua=1; and 2) Halton Active Living Bulletin, accessed March 2014 at lin.ca/sites/default/files/attachments/Bulletin%203%20-%20Supportive%20Environments.pdf and 3) Canadian Fitness and Lifestyle Research Institute Survey 2008, accessed March 2014 at www.cflri.ca/media/node/256/files/Bulletin_3.pdf

Wellbeing. The presence of the highest possible quality of life in its full breadth of expression, focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in recreation and culture.

Source: Adapted from Canadian Index of Wellbeing, accessed March 2014 at uwaterloo.ca/canadian-index-wellbeing

The Framework vision incorporates:

- Individual wellbeing: Individuals with optimal mental and physical wellbeing, who are engaged and contributing members of their families and communities
- Community wellbeing: Communities that are healthy, inclusive, welcoming, resilient and sustainable
- The wellbeing of places and spaces: Natural and built environments that are appreciated, nurtured and sustained.

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Appendix A Acknowledgements

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