

# Recreation and Parks Master Plan

CITY OF SASKATOON

**Final Draft**  
For Presentation to Committee of Council

June 29<sup>th</sup>, 2015







# **Recreation and Parks Master Plan**

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CITY OF SASKATOON

The Recreation and Parks Master Plan has been developed to guide decision-making regarding future recreation and parks facilities and services. Although it is focused on the City of Saskatoon's role in service delivery, programming, and infrastructure, the Plan provides insight and information for the benefit of all stakeholders, including regional partners, other levels of government, local non-profit volunteer groups, and the private sector.

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# Acknowledgments

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More specifically, thanks go out to:

- Residents of Saskatoon for participating in the household surveys and public events;
- Members of City Council and Administration who participated in interviews and meetings;
- Representatives (elected officials and administrators) from regional municipalities who participated in interviews and meetings;
- Representatives of volunteer groups and recreation and parks 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 Community Feedback Committee, 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 city.

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# Executive Summary

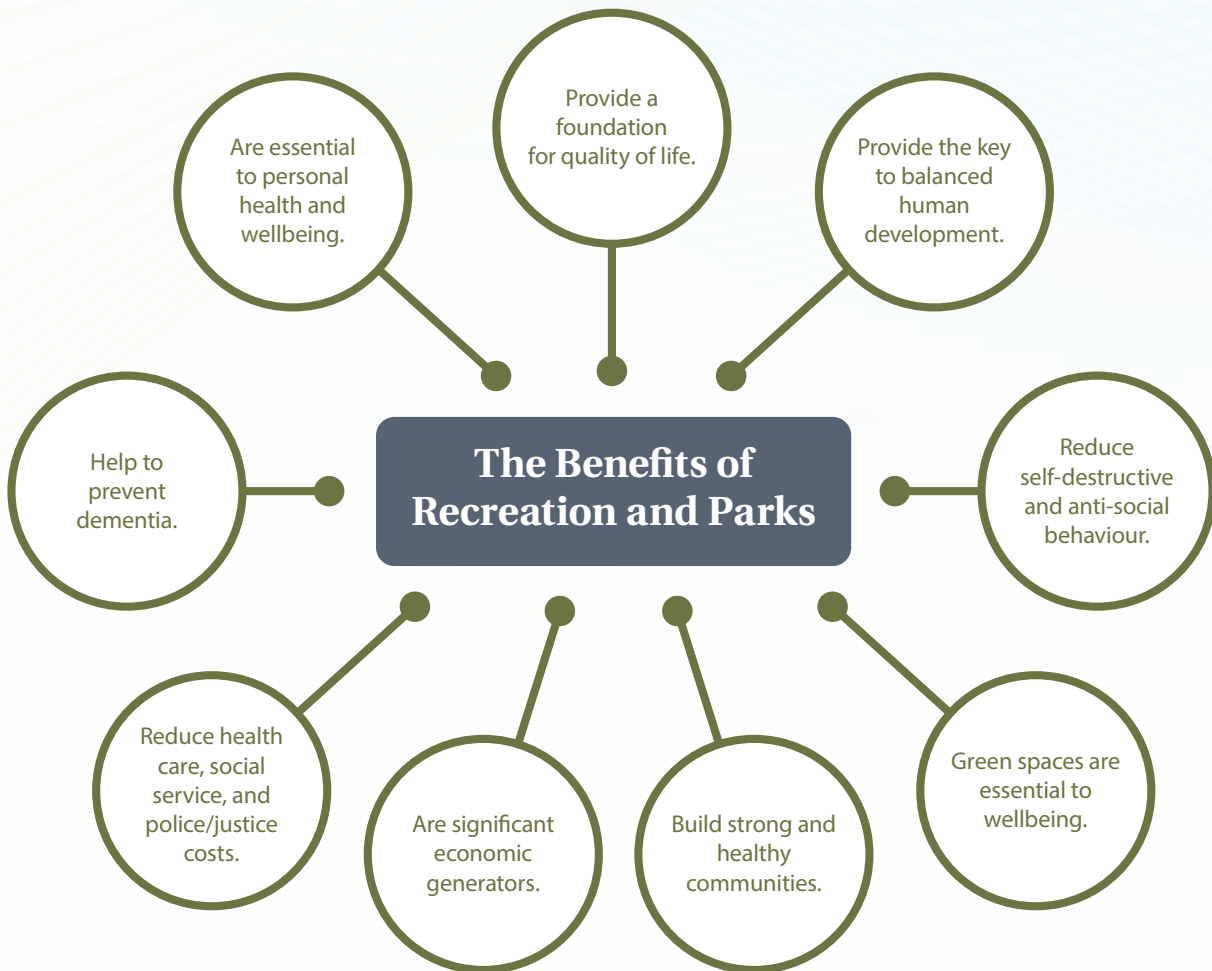
## Building on What We Value Most

Saskatoon cherishes and builds upon what it values most: its people and their strong sense of community; its educational, recreational, and cultural resources; and its access to a wealth of natural resources. Arts, sports, and culture are accessible to all, and central to the city's identity and livability. It is a city of all seasons, as welcoming and active in winter as it is in summer.

With Saskatoon entering a new stage of growth, planning must consider how to best respond to future program and infrastructure needs, not just for today's citizens, but for the generations to come. These and other factors have led the City to develop a comprehensive Recreation and Parks Master Plan.

### THE MANY BENEFITS OF RECREATION AND PARKS

Recreation and parks are an essential public service. The benefits are proven and impact the overall community, the individuals living within it, and the natural environment.

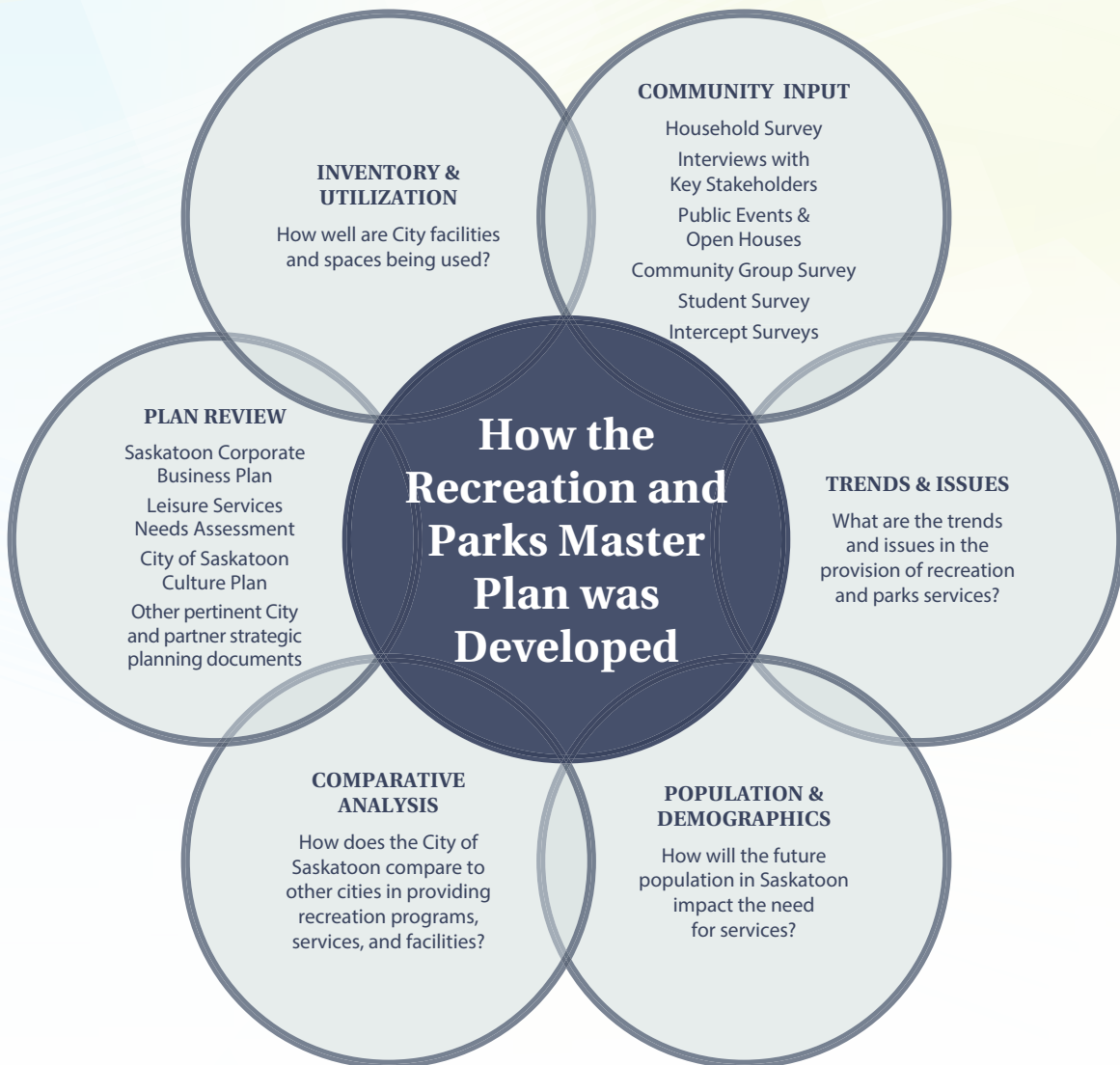


# Master Plan Purpose and Background

The Recreation and Parks Master Plan is intended to guide future decision-making. It provides an overall framework for the development, delivery, and continuous improvement of recreation and parks programs, services, and facilities.

The Plan will:

- Create supportive environments for recreation and parks activity to occur in;
- Build capacity in the recreation and parks delivery system throughout Saskatoon; and
- Enhance inclusion in and access to recreation and parks opportunities provided by the City and stakeholders.



The Recreation and Parks Master Plan is based on diligent research and broad public consultation.

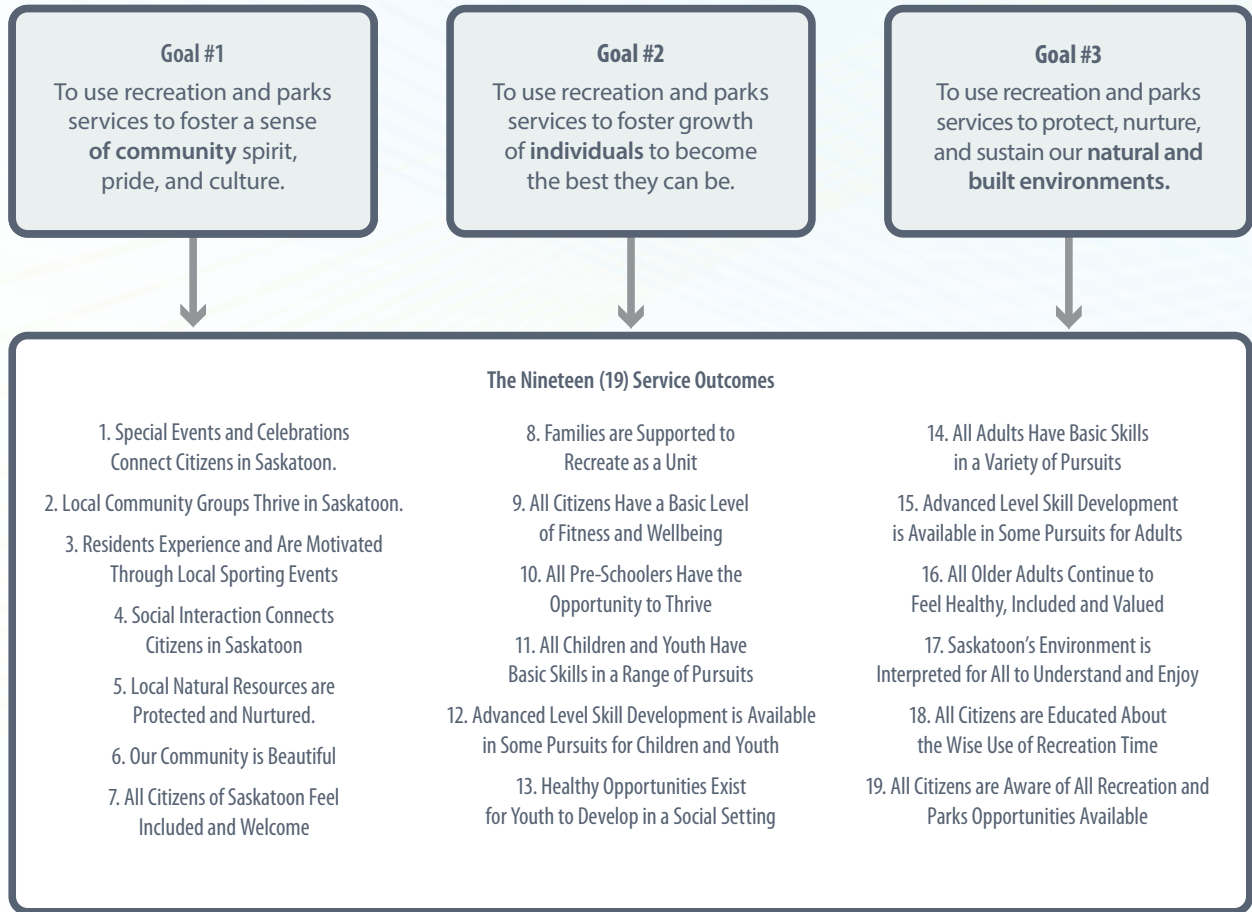
# The Vision

The Plan is founded on the following vision for recreation and parks services.

*We envision a city in which everyone is engaged in meaningful, accessible recreation experiences that enhance quality of life and foster:*

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

In the delivery of recreation and parks services, the City will direct its efforts toward achieving the greatest “public good” in return for investment of limited public resources. The Plan includes three overarching goals and 19 Service Outcomes.



The Service Outcomes outline a desired end state that can be achieved through provision of and participation in recreation and parks activities. The outcomes lead to the three overarching goals and explain what the City (as well as other service providers ) expects out of its investment in recreation and parks services. Everything the City does should further one or more of the Service Outcomes. The desired end states may never be completely achieved, but each warrants continued public support and investment.

# Master Plan Recommendations

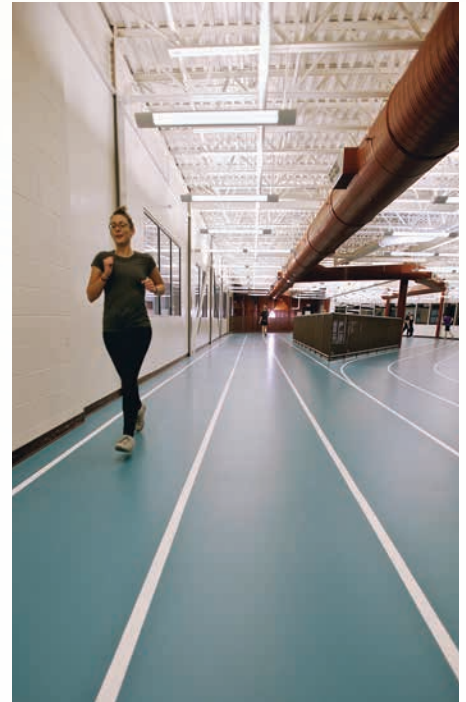
The Recreation and Parks Master Plan outlines how the City can enhance recreation and parks benefits through adjustments to existing service delivery, programming, and infrastructure. The recommendations build upon the strong core of recreation and parks services currently provided by the City and other delivery agencies. Recommendations are presented in four categories:

1. **Service Delivery:** how the City and other service providers offer recreation and parks facilities, spaces, and programs directly and in partnership with others.
2. **Programming:** how the City and other program providers deliver programs and focus efforts where needed.
3. **Infrastructure:** how the City and other providers plan and manage indoor and outdoor facilities and spaces.
4. **Financing:** how the City and other providers can leverage funding along the investment spectrum.

## SERVICE DELIVERY RECOMMENDATIONS

Key themes related to service delivery include creating recreation capacity, facilitating supportive environments, and ensuring inclusion and access.

Recommendations focus on building knowledge and capacity through professional development and consistent information gathering, as well as continuing to partner with allied sectors (e.g. justice, education, health) on recreation and parks opportunities. The Plan outlines a framework for engaging in partnerships with non-profit, private, and municipal organizations. The concept of regional collaboration has been presented and supported by stakeholders as worthy of consideration for future service provision.



Recommendations related to supporting volunteers, communicating with residents and stakeholders, and reducing barriers to participation are intended to help service providers understand, and better serve, the Saskatoon market. Promoting recreation and educating the public on why they should participate are essential to increasing participation and benefits.

Ensuring accessibility of recreation and parks opportunities involves not only promoting the opportunities but also reducing barriers to participation. Revisiting financial cost recovery expectations is required, as is ensuring facilities are designed with physical accessibility in mind.

### Partnership Framework

A partnership framework has been developed to increase clarity on how and why the City manages its relationships. The framework:

- Allows agencies to better structure future proposals and manage their relationship with the City;
- Provides for increased accountability and transparency by clarifying the outcomes of each relationship and how they are measured; and
- Reduces management time by providing a more consistent policy framework for managing relationship.



### Highlights

#### CREATING RECREATION CAPACITY

- **Partnerships:** leveraging a variety of partnerships will optimize public investment and services.
- **Cross-Sectoral Collaboration:** working with allied sectors such as education, health, justice, and social services will ensure benefits are far-reaching and efforts are aligned.
- **Regional Collaboration:** collaborating with regional partners wherever possible will improve overall service delivery.
- **Group and Volunteer Support:** supporting community-based groups and partners will help to sustain existing service levels.

## FACILITATING SUPPORTIVE ENVIRONMENTS

- **Promotions and Marketing:** enhancing existing efforts to promote opportunities and motivate non-participants through benefits messaging will continue to be a focus.
- **Community Liaison:** ongoing discussions with the general public and other stakeholders is key in ensuring services are meeting needs.
- **Data Collection and Research:** collecting reliable data on facility and space usage will help measure performance and clarify service utilization.

## ENSURING INCLUSION AND ACCESS

- **Social Inclusion through Recreation and Parks:** recreation and parks programming will be planned through a social inclusion lens.
- **Financial Assistance:** the City will continue to offer financial assistance programs and to promote these and other low cost/no-cost opportunities to those in need.

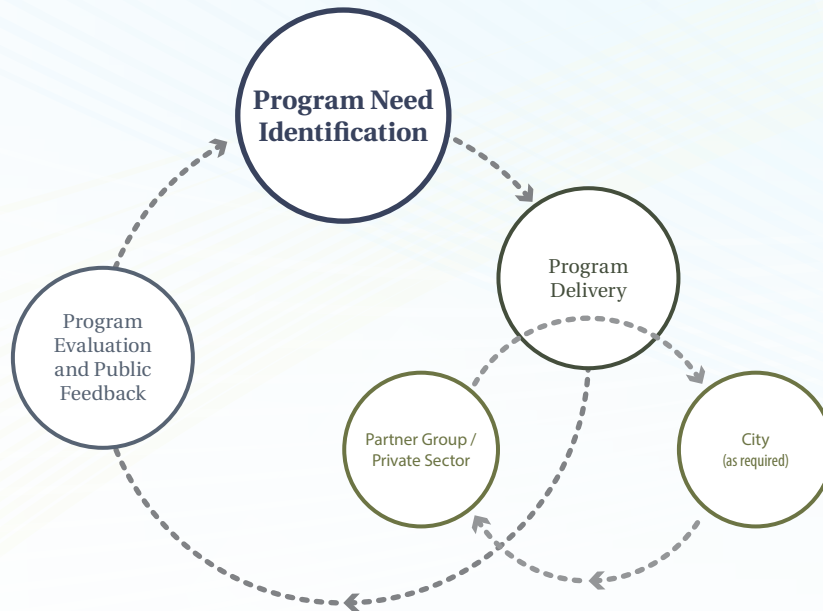
## Recommendations

1. The City will develop a partnership policy based on the framework.
2. The City will use the partnership framework to explore partnership opportunities for all recreation and parks service provision and infrastructure development.
3. The City will consider formalizing existing and future partnership arrangements to include performance measurement of Service Outcomes and quality control.
4. The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.
5. The City will consider regional collaboration, utilizing the resources provided by SUMA and SPRA as a guide when planning and siting new facilities and offering programs that could have regional value and appeal.
6. The City will continue to support Community Associations and Organized Interest Groups equitably and transparently, based on ongoing communication to identify group support needs.
7. The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.
8. The City will continue to promote and market City recreation and parks opportunities with an enhanced focus on benefits and motivating participation.
9. The City will continue to employ an ongoing community liaison strategy that considers the general public (including but not limited to the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.
10. The City will develop utilization measures and collect relative data for structured and spontaneous use of recreation and parks services, programming, and infrastructure.
11. The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.
12. The City will continue to offer its Leisure Access and Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.

## PROGRAMMING RECOMMENDATIONS

Recreation and parks programs in Saskatoon help motivate and focus the participation of city and regional residents in healthy activities. The City of Saskatoon directly provides programs at its facilities and in its open spaces. It also helps facilitate programs that are offered by community-based groups, private sector organizations, and allied stakeholders.

From a recreation and parks programming perspective, the City is the only program provider with a mandate to oversee the needs of the entire community. Thus, the City has a role in determining overall program needs and disseminating information to service providers capable of filling identified gaps. This is not to suggest that the City is responsible for providing all needed programs, but that it can work collaboratively with other providers to optimize program efforts and channel resources where they are most needed.



### Highlights

Getting more people active increasing exposure to nature and the outdoors, creating opportunities for winter-based recreation, and continuing to enable access to the river valley are key programming themes. Ensuring trail connections are established and maintained, preserving the ease of “moving around” align with the City’s upcoming Active Transportation Plan. Moving forward, City programs must be affordable and residents must be aware of available opportunities. Increased capacities will be required in some instances.

#### FOCUS OF FUTURE RECREATION AND PARKS PROGRAMMING:

- Getting more people, more active, more often.
- Getting more people outdoors, embracing all seasons.
- Using recreation opportunities to facilitate social inclusion.
- Creating enhanced connections with nature.
- Developing physical literacy and fundamental movement skills throughout life.
- Creating afterschool (3:00 – 6:00 p.m.) opportunities for children and youth.



## Recommendations

13. The City will continue to include information about financial assistance for programs in its promotion and marketing efforts.
14. The City will take a lead role in identifying recreation and parks program needs in the community (including program performance assessment).
15. The City will work with other program providers to reduce redundancy and optimize investment wherever possible.
16. The City will use the Desired Program Focus Areas to guide collaborative recreation and park programming efforts.
17. The City will act to reduce barriers and increase participation wherever possible.
18. The City will review its Fees and Charges Schedule to determine admission fees that encourage greater use while also generating revenues, including potential use of a tiered system with differential fees based on facility type and capacity.
19. The City will look to engage the Community Feedback Committee (or similar group) in implementation of the Plan.

## INFRASTRUCTURE RECOMMENDATIONS

As the primary provider of public sector recreation and parks services, the City currently owns and operates a significant array of recreation and parks facilities and spaces. Operating and maintaining these facilities is a major responsibility. Residents and local groups show high levels of satisfaction with these facilities, yet there is an appetite in the community for investment in new and/or enhanced infrastructure. Meeting future needs will understandably involve partnerships with other service providers and regional municipalities.

The Plan outlines leading practices in recreation and parks infrastructure, such as ensuring adequate lifecycle budgets are in place to sustain facilities, considering geographic balance when building new facilities, and ensuring sufficient lands are acquired for future infrastructure development. Reinvestment in existing facilities is an important consideration. Some of the City's recreation facilities warrant revitalization to sustain existing service levels and meet new and emerging needs.

### Highlights

The Plan outlines strategies for specific indoor and outdoor infrastructure amenities provided by the City. Ice arenas, aquatics facilities, and dry-land areas are some of the indoor environments discussed. Outdoor strategies related to the City's parks classification system as well as specific park amenities like spray parks, skateboard parks, sports fields, and ball diamonds are presented.

The river valley is a valued resource, and continued support of the Meewasin Valley Authority is important. Preserving and protecting natural areas and trails within the city allows residents to connect to nature, while also providing opportunities for recreational and active transportation.

In an ideal scenario, these infrastructure strategies would all be achieved. Given limited resources, however, prioritization is necessary. The Plan includes a prioritization framework to provide a transparent basis for decision-making. Criteria for prioritization include community demand, service outcomes,

existing provision level, cost savings through partnerships/grants, cost/benefit, regional partnership appeal and economic impact.

Using the prioritization framework, the following indoor and outdoor facility priorities have been identified to guide short and mid-term investment decisions. The priorities are meant to assist decision-makers as opposed to being prescriptive.

### Indoor Recreation Facility Spaces—PRIORITY RANKING

Amenity type	Rank
Ice Surfaces (Leisure) <sup>1</sup>	1
Walking/Running Track	2
Indoor Child Playgrounds	3
Arena Facilities	4
Multi-purpose Gymnasium/Social Spaces	4
Fitness/ Wellness Facilities	6
Before and After School Care Facilities	6
Child Minding Space	6
Aboriginal Cultural/Ceremonial Room	9
Gymnasium Type Space	10
Leisure Swimming Pools	10
Skateboard Facility	12
50m Competition Swimming Pools	13
Tennis	14
Climbing Wall	14
Gymnastics Studio	14
Youth Centres	17
Support Facilities	17
Social/Banquet Facilities	17
Seniors Centre	20
25m Competition Swimming Pools	20
Multi-Purpose Program/Meeting Rooms	22
Curling Rinks	22
Dance Studio	22

### Outdoor Recreation Facility Spaces—PRIORITY RANKING

Amenity type	Rank
Shared Use Trail Network/System	1
Festival Venue/Amphitheatre	2
Passive Park (Including Natural Areas)	2
Child Playgrounds	4
Track and Field Spaces	4
Community Gardens	6
Water Spray Parks	6
Bike Parks (BMX, Mountain Bike)	6
Boating Facilities—Non-motorized	6
Boating Facilities—Motorized	6
Hiking Amenities	11
Sports Fields—Artificial Turf	12
Sports Fields—Grass	13
Dog Off Leash Parks	13
Swimming Pools	13
Tennis Courts	16
Ball Diamonds	16
Skateboard Parks	16
Picnic Areas	16
Sand/Beach Volleyball Courts	16
Basketball Courts/Sport Courts	21
Fitness Equipment	21
Cross Country Ski Trails	21

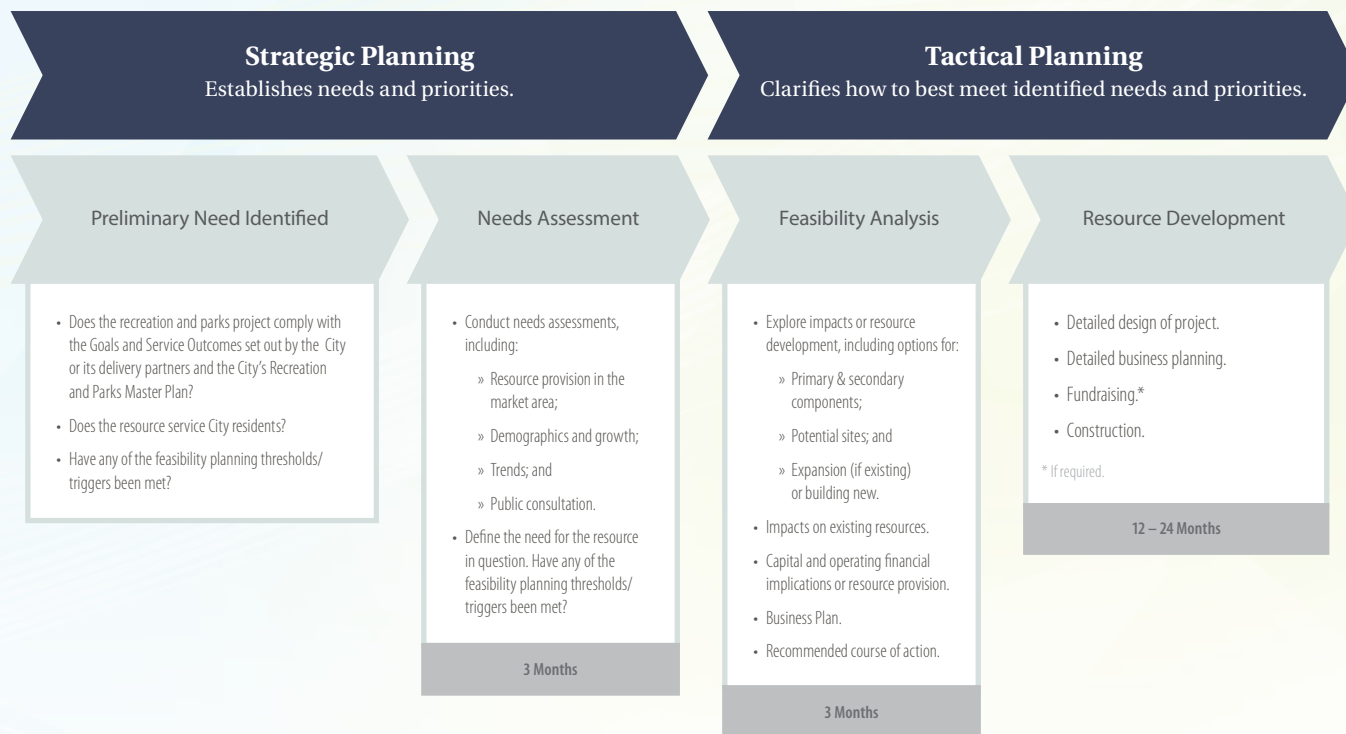
**The priority amenities listed represent broad community interests and developing new or enhanced infrastructure to address these is not the sole responsibility of the City. Addressing these priorities will need to be a collective effort across all recreation and parks stakeholders in Saskatoon.**

It is important to note that the definition of indoor and outdoor priorities is dynamic and expected to change as new information and partnerships emerge. The framework can be reviewed and updated by Administration whenever necessary. The priorities are meant to assist decision-makers as opposed to being prescriptive.

<sup>1</sup> Leisure ice facilities are non-boarded, indoor ice spaces typically found adjacent to traditional ice arenas that allow for unstructured public skating opportunities and do not accommodate ice sports such as hockey and ringette.

## PROJECT DEVELOPMENT FRAMEWORK

City Council and Administration are tasked with making decisions about recreation and parks infrastructure in the best interests of the community. The project development framework provides a process for decision-making based on due diligence.



Several upcoming projects could be assessed using the project development framework. These include the potential development of a City Centre recreation facility through partnerships, development of a new facility in the city's northeast quadrant, reinvestment in existing civic recreation facilities and parks, and potential partnerships in the development of indoor ice facilities.

## Recommendations

20. City recreation and parks professionals will continue to work with other divisions in planning future recreation and parks infrastructure.
21. The City will revisit, update, and enhance its Parks and Open Space classification system.
22. The City will revisit, update, and enhance its current Park Development Guidelines policy and formalize its Landscape Design Standards.
23. The City will use a recreation facilities classification system to help guide future development of new or enhanced facilities.
24. The City will consider providing both spontaneous and structured recreation, culture, and parks spaces in the expansion/enhancement of existing or the development of new infrastructure.
25. The City will explore opportunities to develop integrated facilities when contemplating the development of new or enhanced recreation and parks infrastructure.

26. The City will continue to consider including multiple types of spaces in a facility and/or at a site when planning for investment in recreation and parks infrastructure.
27. The City will consider geographic balance in the provision of existing and the development of new programs and services, especially for facilities and spaces provided at the district level.
28. The City will employ principles of environmentally sound design wherever possible when contemplating new facilities/sites or when investing in existing infrastructure.
29. The City will explore the application of synthetic playing surfaces when contemplating major outdoor recreation and park facilities.
30. The City will continue to plan for facility and parks lifecycle replacement and amenity refreshment through an annual lifecycle budget approach.
31. The City will consider crime prevention through environmental design, multi-use, physical accessibility, age-friendly design, sponsorship exposure, and event hosting capability when designing and constructing new and/or enhanced recreation facility or developing open spaces.
32. The City will ensure that healthy food and beverage options are provided in recreation facilities and parks where possible.
33. The City will consider additional Municipal Reserve allocation and budgeting for land acquisition for the creation of larger multi-district and/or district park and recreation facility sites.
34. The City will consider revitalization, enhancement, and potential expansion of existing facilities, including but not limited to playground structures, recreation units, and leisure centres when contemplating future recreation and parks infrastructure development.
35. The City will use the reinvestment/repurpose or decommission decision-making framework when contemplating the future of existing recreation and parks assets requiring substantial lifecycle investment.
36. The City will strive to achieve the park amenity strategies as well as the desired outcomes outlined in the Plan related to natural areas, trails, and the river valley.
37. The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness, etc.) strategies outlined in the Plan.
38. The City will use the project development framework when contemplating significant recreation and parks infrastructure development requiring public funding.
39. The City will use and periodically revisit the recreation and parks facility space prioritization model to help guide future infrastructure investment decision making.

## FINANCING RECOMMENDATIONS

As the primary delivery agent of public recreation and parks services in Saskatoon, the City makes a significant investment in infrastructure, programming, and other supports. Although there is some cost-recovery, recreation and parks services are generally subsidized by local taxes. The philosophy behind public investment in these essential services is explained in the investment spectrum.

The investment spectrum suggests that facilities accessible by the entire community and within the City's base level of service (e.g. walking trails, park furniture) be funded solely through public taxes. As infrastructure becomes more specialized and less accessible by the general public (e.g. major sports field facilities, ice arenas), the spectrum suggests that funding come from a combination of public taxes, user fees, fundraising, and private/non-profit investment.

### Investment Spectrum



### Recommendations

40. The City will enhance its existing sponsorship policy to focus on recreation and parks and administer an associated campaign to garner external funding to support of programming and/or infrastructure.
41. The City will explore non-traditional fee-based services and amenities, on a break even or profit basis, that are complementary to existing facility or park space.
42. Where applicable, the City will pursue grants from external sources to leverage public investment in recreation and parks services.
43. The City will allocate sustained internal resources (either reallocated or incremental) to implement the Plan in the spirit of continuous improvement.
44. Where possible, the City will continue to provide staff professional development opportunities to continually enhance internal capacity.

## Implementation: A Joint Effort

Implementation of the Recreation and Parks Master Plan will require commitment, resources (financial and human), and adjustment of existing policies and protocols. The Plan is dynamic, and the frameworks and systems outlined allow recreation and parks stakeholders to adapt as Saskatoon grows and evolves.

The Plan's underlying theme is that the delivery of recreation and parks services, programming, and infrastructure is dependent upon a collaborative effort led by the City and involving a variety of dedicated partners and service providers. Although the majority of recommendations focus on the City, they impact services and facilities that are a product of the dedication and perseverance of all stakeholders, including the volunteer sector, other levels of government, and the private sector.

Financing recreation and parks is expected to come through a combination of public taxes, user fees, and external sources, such as grants and sponsorship. The financial implications and associated timing will enable the City and other stakeholders to plan for future resource allocation. Although estimates may have higher margins of error, the fact that they will be proactively considered is invaluable.

The recommendations in the Plan will provide a key reference point in future decision-making regarding recreation and parks services, programming, and infrastructure. As the Plan is implemented, it will create strength and capacity in the recreation and parks delivery system and lead to improved resident quality of life.



Section

# 1

## **Introduction and Methodology**

Saskatoon is Saskatchewan’s largest city. With a growing population and a thriving business sector, Saskatoon has positioned itself as an attractive and vibrant city that is a primary engine of the Saskatchewan economy. Notwithstanding the global economic challenges, Saskatoon’s diverse economy, low unemployment, healthy real estate market, and rising incomes, all indicate that Saskatoon will continue to grow and prosper, becoming an even more attractive and competitive city. Saskatoon’s strong economy has resulted in continuous and substantial population increases in recent years.

Saskatoon cherishes and builds upon what it values most: its people and their strong sense of community; its educational, recreational, and cultural resources; its access to a wealth of natural resources; its balanced and diverse economy and cultural diversity; and the breathtaking river valley at the heart of the city. It is a city of distinct, interconnected neighbourhoods accommodating a broad range of housing and amenities. The city’s many educational and health institutions continue to expand and excel, fueling the local and provincial economies and helping to build a smarter and healthier city. Arts, sports, and culture are accessible to all and central to the city’s identity and livability. It is a city of all seasons, as welcoming and active in winter as it is in summer. The city’s natural, built, and financial resources are used wisely. For residents and visitors, it is a city of great character and rich experiences.

While the city is well positioned, it also recognizes that growth comes with challenges. Over the past number of years, the City and its partners has focused on improving capital infrastructure and ensuring the provision of programs and services that matter most to citizens. Saskatoon is now entering a new stage of growth, and as growth continues, future planning must consider how to best respond to future program and infrastructure needs, not just for today’s citizens, but for the generations to come. These and other factors have led the City to develop a comprehensive Recreation and Parks Master Plan for the City of Saskatoon.<sup>1</sup>

“Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing.”<sup>2</sup>

The focus of this Recreation and Parks Master Plan is explained as follows:

*To provide an **overall framework** to guide the **development, delivery, and continuous improvement of recreation and parks programs, services and facilities.***



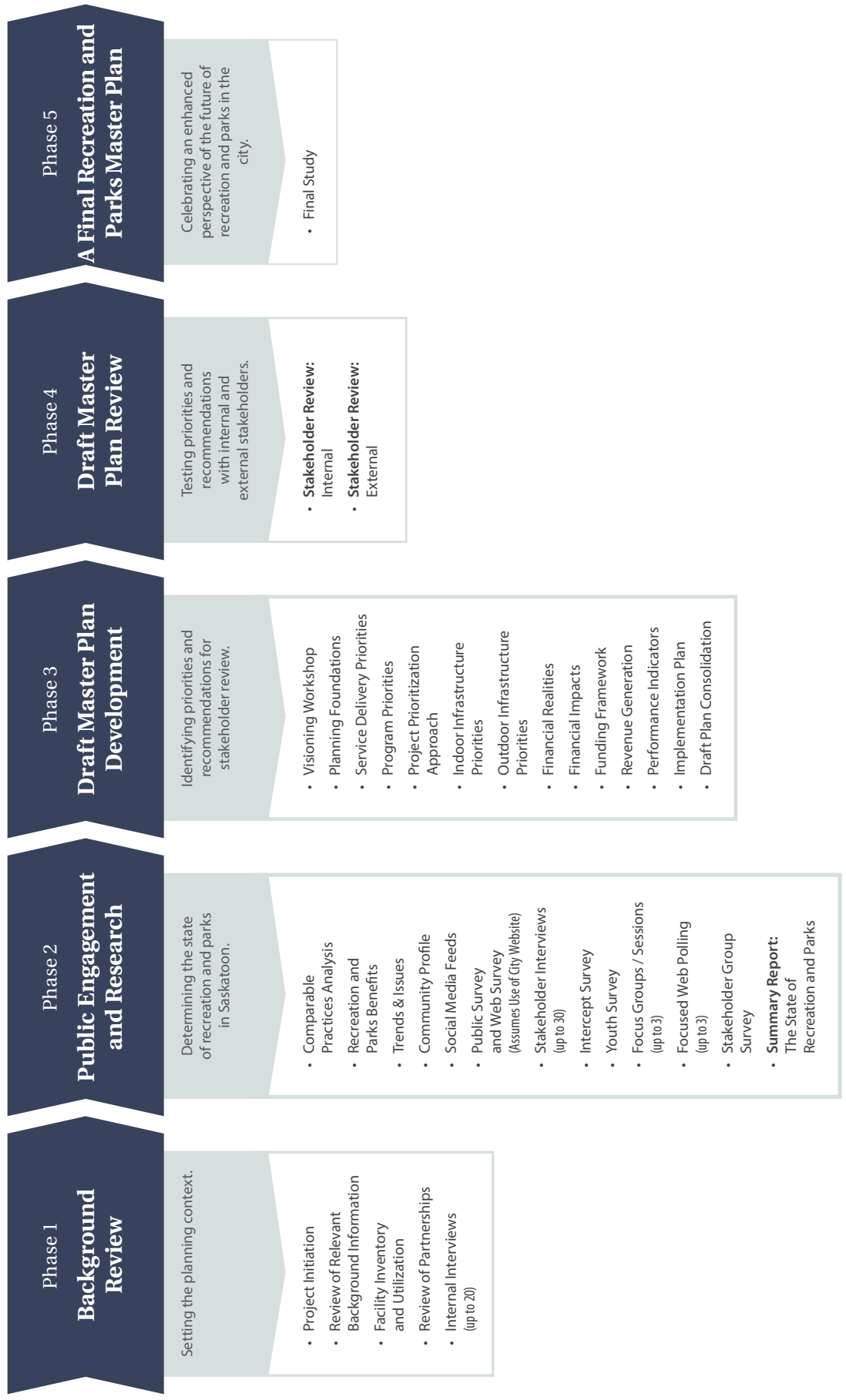
1 2013 City of Saskatoon Business Plan.

2 Pathways to Wellbeing: A framework for recreation in Canada, 2015.



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

**Diagram 1: Project Framework**

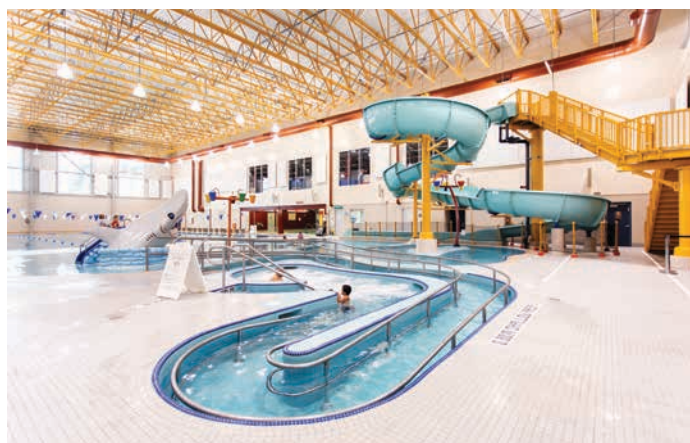


**Primary research** facilitated during the development of this Plan included:

- A household resident survey: a statistically reliable telephone survey of 400 city households;
- A web-based resident survey: facilitated on the City's website;
- A stakeholder survey: questionnaires sent to organized groups in the region;
- Stakeholder group interviews: individual discussions with local recreation and parks delivery stakeholders;
- Public open houses and attendance at existing community events;
- Intercept surveys at City recreation and parks facilities and spaces;
- Focus group meetings with key segments of the city's population; and
- Various other telephone and personal interviews and/or meetings with municipal administration, elected officials and community group stakeholder representatives.

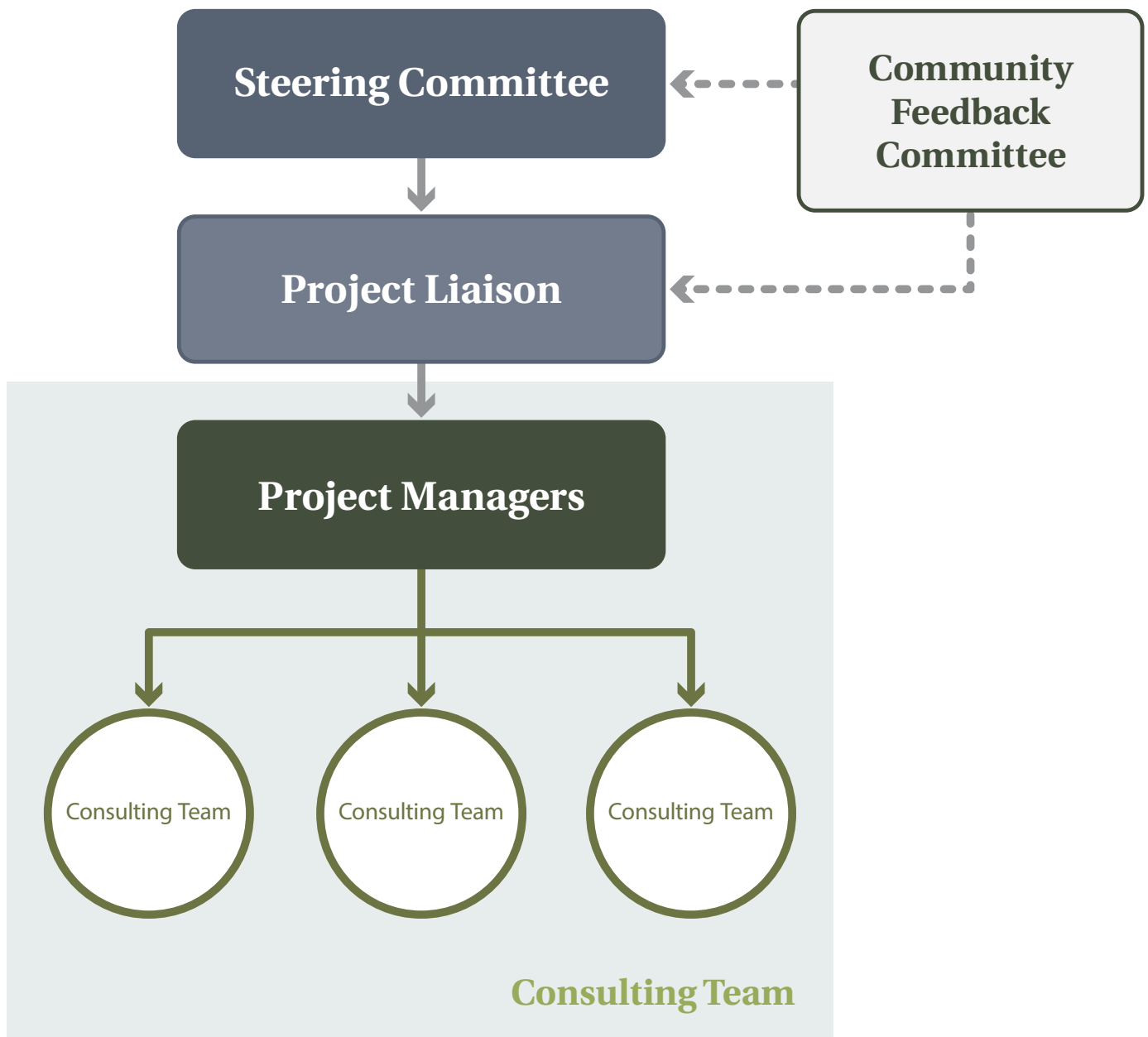
**Secondary research** conducted for the project included:

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



These tasks were undertaken by a study team comprised of City Administration, third party consultants, and other Saskatoon recreation and parks stakeholders. The structure of the study team is outlined as follows:

**Diagram 2: Project Structure**



Overall guidance and logistics for the study process was provided by the Steering Committee. The Steering Committee was comprised of City Administration from the key divisions responsible for City recreation and parks deliver namely: Community Development, Recreation and Sport, Parks, and the Facilities and Fleet Management Division that is part of the Asset and Financial Management Department.

To provide a broader perspective to the project and to complement the work of the Steering Committee, a Community Feedback Committee was also struck. The Community Feedback Committee was engaged in the study process to provide strategic guidance and ensure that collaborative community perspectives were considered.

To support both the Steering Committee and the Community Feedback Community, a consulting team was hired comprised of professionals with extensive expertise in recreation and parks planning, public engagement and research, and architecture.

The entire study team worked collaboratively in collecting information, analyzing data and developing key strategic directions to guide the development, delivery, and continuous improvement of recreation and parks programs, services, and facilities.



Section

# 2

## **Planning Context**

The development of a Recreation and Parks Master Plan needs to consider both broad City strategic planning (including but not limited to recreation and parks), as well as local, regional, and national recreation and parks specific initiatives and planning. A summary of pertinent background information is presented in the State of Recreation and Parks Report (Appendix B) and sets a planning context for enhancing recreation and parks provision. It is important to note that there are other planning processes underway but not yet complete that may also have influence on the provision of recreation and parks. These include, but are not limited to a City of Saskatoon Active Transportation Plan. Pertinent background studies presented in the State of Recreation and Parks report (found in the Appendix) and referenced throughout the Master Plan include:

- The City of Saskatoon 2013 – 2023 Strategic Plan;
- Saskatoon Speaks (2011);
- Growing Forward, Shaping Saskatoon
- The Official Community Plan<sup>1</sup> (OCP) ;
- The 1995 Discussion Paper: Role of Municipal Government in Parks and Recreation ;
- A Framework for Recreation in Canada 2015: Pathways to Wellbeing;
- The 2012 Future Sport and Recreation Facility Development Model;
- The City of Saskatoon Joint Use agreement with the School board of Saskatoon School Division No.13 of Saskatchewan; and
- 2014 Leisure Centres Market Research Report.

The City of Saskatoon also has a number of policies that influence the provision of recreation and parks. These policies provide clarity as to who can access public recreation and parks facilities and how these assets can be utilized (the Recreation Facilities and Parks Usage Bylaw 1998 No. 7767 A10-014) as well as how much users have to pay to access facilities and programs (Leisure Services Fees and Charges Policy C03-029).

There are a number of policies that guide the City in planning, funding, developing, and managing open spaces. Key examples include the Park Development Guidelines (A10-017) and the Parks and Recreation Levy Policy (C03-011). In addition, more specific open space needs and issues are addressed through policies such as the Wetland Policy (C09-041) and Recreational Use of Storm Water Retention Ponds (C10-024).

These policies are discussed throughout the Master Plan. As these policies govern the use of recreation and parks infrastructure, they should be revisited periodically. For instance, the cost recovery goals for recreation facilities may need to be adjusted as cost structures and market demands shift. Parks and Recreation Levy Policy (C03-011) may need to be readjusted given capital replacement requirements of new infrastructure. As well, some aspects of provision that may require policies but that currently do not have them, such as recreational use of environmental reserves may need to be addressed.



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<sup>1</sup> Updated in 2014.

Section

# 3

## **The State of Recreation and Parks in 2015**

The state of recreation and parks in 2015 has been defined through background research, analysis of trends and comparable cities and through the engagement of Saskatoon 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 and Parks in 2015 report in Appendix B.

**Table 1: Consultation Summary**

Methodology	Responses
Broadway Street Fair	21 comments provided
Household Survey (telephone)	400
Public web survey	536
Community Group Survey	44
Stakeholder Interviews/ Discussion Groups	25
Input Open House	21
Intercept Surveys	Spray Parks: 33 Skate Parks: 28 Outdoor Pools: 41



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While there are many important and interesting pieces of information presented in this report, the following represent some of the more pertinent in regards to the development of a Recreation and Parks Master Plan. These are not in rank order.

- Residents of Saskatoon have access to a **multitude of recreation and parks facilities and services**. These are delivered by a number of entities including the City, community associations, not-for-profit organizations, the private sector, and others. The demand for these services continues to increase as the population of Saskatoon increases—the result of natural growth and immigration (increasingly from Newcomers).
- There has been and will continue to be **increasing demands for unstructured and informal recreational opportunities**. This is a result of people’s changing schedules as well as a desire to recreate when it is convenient. This trend has impacts on recreational programming scheduling and on facility and space development.
- **Children and youth are becoming less active**. This is resulting in greater levels of obesity amongst the country’s children and youth. Related is the continuing disconnect of children and youth to the natural world. Coined “nature deficit disorder”, this disconnect is leading to a loss of creativity, imaginative play, and physical activity that can occur as children connect and are exposed to natural settings.
- **Volunteerism is changing** as more is expected of a community’s volunteers. Tasks are becoming more complicated while people have increasing demands on their time. As such, volunteerism is becoming more discrete as people look to volunteer for specific tasks over shorter periods of time. The most common barrier to participation in recreation is a lack of time according to residents. With many recreation and parks services being delivered by volunteer organizations, cities need to closely monitor the trends in local volunteer organizations.
- Facilities are becoming more **multi-purpose**. While efficiencies can be captured in terms of operating costs, providing a variety of recreational uses in a single building makes it easier for multi-generations and all members of a family to consider a single location as their destinations. Multi-purpose facilities also help expose people to a variety of activities and increasingly become community hubs.



- **Integrated trail systems** are increasingly being demanded from communities. These facilitate spontaneous and individual informal activities for a broad array of people in a community. People with a variety of mobility levels can access trails systems; they accommodate various levels of activities as well. More and more people are utilizing trails as transportation corridors making signage important. As well, major destinations including recreation facilities, should be accessible by trail networks. In fact, trails and pathways are utilized by more households in Saskatoon than any other recreation amenity.
- **Partnerships** are becoming more prevalent in the delivery of recreation and parks services. While partnerships are not new, a broader array of partners are becoming involved representing the health, social service, education, justice, and corporate sectors. Recreation and its benefits are being addressed by many and accrued by many.
- **Residents and groups recognize the important contribution recreation and parks programs and services make to community and quality of life.** Further there is acknowledgment that the community as a whole benefits from recreation and parks services and that recreation and parks can help build the community.
- A majority of residents and groups believe there is a **need for new/upgraded recreation and parks facilities to be developed in Saskatoon.** Those facilities that have highest community priority are presented in the charts in the following section (indoor and outdoor).
- **Affordability** of programs and opportunities as well as **improved promotions and marketing** were two of the main aspects to consider for program improvement. Specific program activities were also identified with many mentions to physical activity for health reasons and those linked to the environment and nature.
- Many Community organizations believe that new/upgraded facilities are needed. Infrastructure development and access was the primary vehicle identified for the City to support their efforts.
- Many of Saskatoon's major recreation facilities have **capacity for increased utilization at present.** While user data is currently under a more comprehensive review and therefore not conclusive, observation suggests there is a substantial amount of excess capacity that should be filled before new capacity is developed.



These key research themes, as well as many other references from this document, influence the development of the Recreation and Parks Master Plan. Appropriate references are included in the Master Plan where applicable.

**Table 2: Indoor Facilities and Spaces Priorities**

<b>Indoor Facilities and Spaces Priorities</b>	<b>Household Survey<sup>1</sup></b>	<b>Stakeholder Consultation<sup>2</sup></b>	<b>Population Growth/Utilization</b>	<b>Industry Trends</b>
Fitness/Wellness Facilities	✓ ✓	✓		✓
Indoor Child Playgrounds	✓ ✓	✓		✓
Before and After School Care Facilities	✓ ✓	✓		✓
Arena facilities (Leisure Skating Use)	✓ ✓	✓		✓
Child Minding	✓ ✓	✓		✓
Indoor Walking/Running Track	✓ ✓	✓		✓
Youth Centres	✓ ✓	✓		
Support Facilities (e.g. storage, washrooms, etc.)	✓ ✓	✓		
Seniors Centre	✓ ✓			
Indoor Leisure Swimming Pools		✓	✓	✓
Arena Facilities for Ice and Dry Floor Use in the Summer	✓	✓	✓	
Gymnasium Type Spaces	✓	✓		✓
Multi-purpose Gymnasium/Social Spaces	✓	✓		✓
Indoor Climbing Wall	✓	✓		✓
Multi-purpose Program/Meeting Rooms	✓	✓		✓
Gymnastics Studio		✓		✓
25 metre Competition Swimming Pools	✓		✓	
50 metre Competition Swimming Pools	✓		✓	
Indoor Skateboard Facility	✓	✓		
Aboriginal Cultural/Ceremonial Room	✓	✓		
Indoor Tennis		✓		
Social/Banquet Facilities		✓		
Curling Rinks	✓			
Dance Studio				

<sup>1</sup> Indicates top twenty Household Survey priorities. Two check marks ( ✓ ✓ ) signify top-ten priorities.

<sup>2</sup> Indicates support for new development, by 50% or more responding groups.

**Table 3: Outdoor Facilities and Spaces Priorities**

<b>Outdoor Facilities and Spaces Priorities</b>	<b>Household Survey <sup>1</sup></b>	<b>Stakeholder Consultation <sup>2</sup></b>	<b>Population Growth/Utilization</b>	<b>Industry Trends</b>
Community Gardens	✓ ✓	✓	✓	✓
Shared Use Trail Network/System	✓ ✓	✓	✓	✓
Outside Festival Venue/Amphitheatre	✓ ✓	✓		✓
Passive Park (Including Natural Areas)	✓ ✓	✓		✓
Child Playgrounds	✓ ✓	✓		✓
Water Spray Parks	✓ ✓	✓		✓
Sport Fields—Grass	✓ ✓	✓	✓	
Picnic Areas	✓ ✓	✓		
Hiking Amenities	✓ ✓	✓		
Track and Field Spaces	✓	✓		
Bike Parks (BMX, Mountain Bike)	✓	✓		✓
Boating Facilities—Non-motorized	✓	✓		✓
Sport Fields—Artificial Turf	✓	✓		✓
Outdoor Basketball Courts/Sport Courts	✓	✓		✓
Outdoor Fitness Equipment	✓	✓		✓
Dog Off Leash Parks	✓	✓		✓
Ball Diamonds	✓	✓	✓	
Skateboard Parks	✓	✓		
Outdoor Tennis Courts	✓			
Sand/Beach Sand Volleyball Courts		✓		
Boating Facilities—Motorized				
Outdoor Swimming Pools				
Cross Country Ski Trails				

<sup>1</sup> Indicates top twenty Household Survey priorities. Two check marks ( ✓ ✓ ) signify top-ten priorities.

<sup>2</sup> Indicates support for new development, by 50% or more responding groups.

Section

# 4

## **Planning Foundations: Core Recreation and Parks Services**

Recreation and parks services are invested in by the City 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 and parks services in the public sector. This foundation is often referred to as the “Benefits Based Approach” and positions these essential services in relation to desired outcomes. It is adapted from, and generally consistent with, two foundation documents; namely the 1995 City of Saskatoon

Policy for Recreation titled “Role of Municipal Government in Parks and Recreation” (see Appendix C) and “A Framework for Recreation in Canada 2015: Pathways to Wellbeing” (see Appendix D). It is also consistent with broader City of Saskatoon Strategic planning including, but not limited to the City of Saskatoon Strategic Plan 2013 – 2023, the City’s Official Community Plan and Saskatoon Speaks Community Vision (2011).

**Diagram 3: Philosophical Foundation of the 2015 City of Saskatoon Recreation and Parks Master Plan**



## Foundation Statement

All our decisions about recreation and parks services are anchored in the following underlying premise.

*The City will direct its efforts toward achieving the greatest “**public good**” possible in return for the investment of limited available public resources designated by council each year.*



## Vision Statement

*We envision a city in which everyone is engaged in meaningful, accessible recreation experiences that enhance quality of life and that foster:*

- *individual* wellbeing;
- *community* wellbeing; and
- *the wellbeing of our natural & built environments.*



## Mission Statement

The following mission statement is based on and consistent with the foundation statement above.

*The City will use public recreation and parks services as a vehicle in achieving socially worthwhile goals and Service Outcomes in the Saskatoon Region, where the achievement of such goals and objectives clearly results in some form of indirect benefit (i.e. public good) to all citizens.*



# Goals and Service Outcomes

## Goals

The following three goals add direction to and are consistent with the mission statement presented. They represent examples of the types of goals that the City of Saskatoon might adopt to direct the delivery of recreation and parks services.

- 1. To use recreation and parks services to foster a sense of community identity, spirit, pride, and culture.**  
Recreation and parks services in Saskatoon can be used as a vehicle to connect local citizens more positively to their community and enhance their sense of comfort and security within it. These services facilitate social inclusion and connectedness. Where such initiatives require City support, it will be considered in terms of the amount of public good created in relation to the cost to the taxpayers. Recreation and parks strengthen the fabric of community which will clearly benefit all citizens; they create community capacity and strengthen the fabric of society.
- 2. To use recreation and parks services to foster growth of individuals to become the best that they can be.**  
Recreation and parks services in the city can and do help individuals to grow physically, emotionally, morally, and creatively and help them to be as good as they can be. Where municipal support is needed to ensure such success, it will be considered within the framework presented herein. Healthier, more responsible citizens will clearly benefit the entire community. Getting more residents more active more often is key to creating healthier, happier, and more productive and engaged citizens.
- 3. To use recreation and parks services to protect, nurture, and sustain our natural and built environments.**  
Growing threats to the natural environment have made the role of environmental stewardship increasingly important to the recreation and parks field, especially within urban environments like Saskatoon that have valued and integrated nature features like the river valley. Also, it is important to invest and reinvest in lifecycle sustainability of our built environments to ensure they serve generations to come. Providing and protecting opportunities for residents to connect with and interpret nature year round will render many positive benefits in society.

## Service Outcomes

The following 19 service outcomes will further the three goals described. They should be considered as specific public goods under which the goals can be measured. These outcomes will help focus decision making and associated effort as it relates to the public provisions of recreation and parks. All public recreation and parks initiatives directed toward achieving the three goals can be categorized under one or more of these nineteen outcomes. These outcomes are not presented in rank order. **Achieving these outcomes will be the result of the combined effort of the City and local community based organizations.**

- 1. Special Events and Celebrations Connect Citizens in Saskatoon.**  
Special events (e.g. carnivals, fairs, and the like) can and do contribute to a feeling of community identity, spirit, inclusion, and cohesion. Therefore, the City is involved in supporting neighbourhood, community, and city-wide special events to the extent necessary to ensure promotion of this objective. Such events will not only encourage residents to connect to and relate to their communities of geography and communities of special interest, but will assist them to relate to all aspects of community in Saskatoon.
- 2. Local Community Groups Thrive in Saskatoon.**  
Local clubs, groups, and agencies are and will be organizing and sponsoring recreation opportunities. The “people doing things for themselves” aspect of such groups is socially worthwhile and desirable; helping to develop the social fabric of Saskatoon. The City supports such groups in their efforts. Support may occur in a variety of ways, including subsidized access to facilities, community grants, provision of public land, assistance in problem solving or help with leadership training or promotion.

**3. Residents Experience and Are Motivated Through Local Sporting Events.**

Community identity, spirit, pride, and culture can be fostered through the environment generated by spectators at athletic events. In such events, sport can be closely linked with community identity and pride. Because of this, opportunities will be provided for spectator experiences at athletic events. Attendance at these events can motivate residents to participate more often in activities. Competitive, high calibre sporting events also draw economic impact into the community through sport tourism. The City has a role to play in ensuring such opportunities exist.

**4. Social Interaction Connects Citizens in Saskatoon.**

Because formal and informal social functions are a valuable vehicle to use in developing community cohesion and identity, and reducing feelings of isolation, the City will strive to ensure that such opportunities exist. This may include provision of formal and informal spaces for social interactions to occur, and may also overlap with supporting local community groups. These opportunities should be accessible to all, regardless of age, ability, ethnicity, or socio-economic status.

**5. Local Natural Resources are Protected and Nurtured.**

The protection of natural features, vistas and natural phenomenon, the provision of public access to and interpretation of them, and the assurance of their long term sustainability will contribute to a greater understanding of and pride in the community and, therefore, contribute to an enhanced sense of community. The City and the Meewasin Valley Authority are ideally positioned to ensure that such natural features conserve and enhance our environment. Providing these spaces will allow residents—young and old—to better connect with and understand nature.

**6. Our Community is Beautiful.**

The extent to which Saskatoon is seen by its residents as being visually pleasing is directly related to the potential for creating neighbourhood, community identity, spirit, pride, and culture. Therefore, to make the community more beautiful is a worthwhile social objective warranting City support if and where necessary and feasible. This rests primarily with the beautification elements of the parks service, but also includes such services as art in public places, landscaping around civic structures, and the design of high profile civic buildings.

**7. All Citizens of Saskatoon Feel Included and Welcome.**

Community growth and development in Saskatoon can be fostered through increased contact between people of varying age groups and backgrounds within the city and region.

This contact between segments of the community can take many forms. For example, the more contact and interchange between seniors and younger adults and children, the greater the potential for community growth. Therefore, in the provision of recreation and parks services, attempts are made to provide such contact and interchange between seniors, elders, and younger residents with a view toward transmitting cultural heritage across the generations.

Community growth can further be fostered through an integrative mixing of various ethnic and cultural groups so that each better understands and appreciates the difference and strengths of the other. Multicultural recreation and cultural services can be used as a vehicle in making the community more cohesive and will be more important in the next ten years as Saskatoon experiences increased multicultural immigration.

Community growth is also fostered by integrating various groups of people with disabilities into mainstream programming. Whether individuals have physical, emotional, or cognitive disabilities, recreation can be used as a leveling and integrative force.

**8. Families are Supported to Recreate as a Unit.**

The family unit is an integral building block of community growth. Opportunities should be provided for families to pursue experiences as a family unit. The City will, through its recreation and parks services, support and nurture family units however broadly they are defined. This has implications for a fees and charges policy, facility design and planning, parks development, and marketing/communications efforts.

**9. All Citizens Have a Basic Level of Fitness and Wellbeing.**

Fitness, in this context, is used broadly as a synonym for wellness, and refers to mental and emotional, as well as physical fitness. Opportunities to increase the level of fitness to a minimum level should be provided to every resident of the community with additional opportunities available for progress beyond this point. While this primarily means promoting physical activity, it is broader than that. Physical and emotional wellness can be considered within all programs and services, not just those that involve intense physical activity.



#### **10. All Pre-Schoolers Have the Opportunity to Thrive.**

An opportunity exists for every pre-school aged child to participate with other children in a variety of recreation and parks experiences, in order to:

- » Expose the child to social settings;
- » Foster gross motor development;
- » Foster physical literacy;
- » Provide a generally happy and satisfying atmosphere where growth can occur;
- » Provide opportunities for multi-generational interaction;
- » Teach basic safety skills and attitudes;
- » Enable environments for unstructured play to occur;
- » Celebrate their natural creative tendencies; and
- » Foster school readiness.

#### **11. All Children and Youth Have Basic Skills in a Range of Pursuits.**

A wide variety of pursuits in such areas as sport, outdoor nature oriented skills, and hobbies, are identified, and basic skill level instruction in each is provided for school aged children and teens in order to:

- » Provide exposure to skills which may form the basis for enjoying lifetime recreation activities;
- » Contribute to gross motor and fine motor physical development;
- » Provide social settings in which social, moral, and emotional growth can be fostered;
- » Provide the basis for recreation education (i.e. the teachings of the benefits of and wise use of leisure time); and
- » Other agencies (e.g. the school system and community organizations) may provide skill instruction in some areas, with the City complimenting broader efforts to ensure basic skills are developed.

#### **12. Advanced Level Skill Development is Available in Some Pursuits for Children and Youth.**

Some opportunities are provided for those children and youth who wish to further develop their interest and skills beyond the basic level. While the City's role and responsibility for more advanced skill development may be less than for basic skill development, there is still a role to play for the City, working in partnership with others including local sports organizations, Provincial and National Sport Governing bodies, colleges and universities.

#### **13. Healthy Opportunities Exist for Youth to Develop in a Social Setting.**

The maturing from youth to adult that occurs during teenage years (and to some degree pre-teen years and for young adults) is often a critical time in the life of an individual (male or female). It is also a time in which individual difficulties may result in severe social problems. Appropriate social settings can contribute to the overall wellbeing of teens by providing a safe and stable venue to:

- » Learn about themselves and how they will react to various social settings and pressures;
- » Develop positive social/emotional/ethics skills, principles and convictions; and
- » Develop positive leisure lifestyle patterns which will remain with them through adulthood.

#### **14. All Adults Have Basic Skills in a Variety of Pursuits.**

Opportunities should be provided, at basic skill level, in a variety of pursuits in such areas as sport, physical activity, outdoor recreation, and hobbies. It is also important to maintain or improve existing skills.

#### **15. Advanced Level Skill Development is Available in Some Pursuits for Adults.**

Some opportunities should be provided for those adults who wish to further develop their interest and skills beyond the basic level. While the City's role and responsibility for more advanced skill development may be less than for basic skill development, there is still a role to play for the City, working in partnership with others including local sports organizations, provincial and national sport governing bodies, colleges, and universities.

#### **16. All Older Adults Continue to Feel Healthy, Included and Valued.**

Opportunities should be provided for older adults to participate in recreation and parks experiences at a basic skill level in order to:

- » Provide opportunities to improve or maintain fitness levels including gross and fine motor skills;
- » Provide social settings that strengthen social connections and continued social involvement;
- » Provide opportunities for multi-generational interaction; and
- » Provide a wide variety of volunteer opportunities to encourage a sense of self worth through continued personal growth.

Proper supports also need to be in place to ensure opportunities are accessible.

**17. Saskatoon’s Environment is Interpreted for All to Understand and Enjoy.**

Opportunities are provided for every local resident to learn about, understand, relate to, and experience all aspects of his/her built and natural environment and the impacts they have on it.

**18. All Citizens are Educated About the Wise Use of Recreation Time.**

All residents are generally educated as to the benefits of participation in recreation time and the benefits (e.g. growth and fulfillment) that accrue from them.

**19. All Citizens are Aware of All Recreation and Parks Opportunities Available.**

The City and other community based service delivery agents will ensure that all local citizens are aware of all recreation opportunities that are available to them and how to gain access to each opportunity. Without this, the City could be good at everything above, and yet still fail due to lack of awareness.

In order to achieve the outcomes presented, the City will and must provide leadership and coordination where necessary. It may also provide services directly where no other agency is able or willing to provide the service and the need is great. The City will also monitor the infrastructure necessary for success in achieving the above Service Outcomes. For example, an effective communication system is necessary so that all citizens are aware of the recreation opportunities that are available in the city and how to get access to them. Therefore, the municipality might provide leadership and coordination in creating such a system. Creating capacity in the recreation and parks delivery system and providing supportive environments for recreation and parks pursuits to occur, embodies core public recreation and park service.

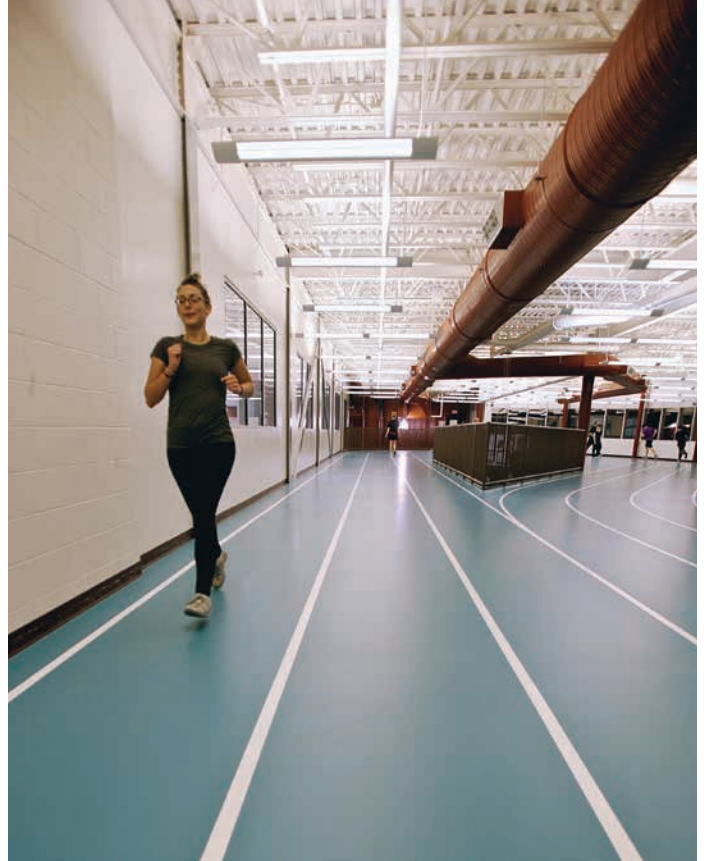


Table Four suggests how the 19 Service Outcomes meet one or more of the three Goals and are therefore consistent with the vision.

**Table 4: Service Outcome Goal Implications**

Outcome	Goals		
	Community Wellbeing	Citizen Wellbeing	Wellbeing of Our Spaces and Places
1. Special Events and Celebrations Connect Citizens in Saskatoon.	X	X	
2. Local Community Groups Thrive in Saskatoon.	X	X	
3. Residents Experience and Are Motivated Through Local Sporting Events.	X	X	
4. Social Interaction Connects Citizens in Saskatoon.	X	X	
5. Local Natural Resources are Protected and Nurtured.	X		X
6. Our Community is Beautiful.	X		X
7. All Citizens of Saskatoon Feel Included and Welcome.	X	X	
8. Families are Supported to Recreate as a Unit.	X	X	
9. All Citizens Have a Basic Level of Fitness and Wellbeing.		X	
10. All Pre-Schoolers Have the Opportunity to Thrive.		X	
11. All Children and Youth Have Basic Skills in a Range of Pursuits.		X	
12. Advanced Level Skill Development is Available in Some Pursuits for Children and Youth.		X	
13. Healthy Opportunities Exist for Youth to Develop in a Social Setting.		X	
14. All Adults Have Basic Skills in a Variety of Pursuits.		X	
15. Advanced Level Skill Development is Available in Some Pursuits for Adults.		X	
16. All Older Adults Continue to Feel Healthy, Included and Valued.	X	X	
17. Saskatoon's Environment is Interpreted for All to Understand and Enjoy.		X	X
18. All Citizens are Educated About the Wise Use of Recreation Time.	X	X	
19. All Citizens are Aware of All Recreation and Parks Opportunities Available.	X	X	

As can be seen, the relationship between the service outcomes and the goals is significant and dynamic. These service outcomes form the foundation as to why the City has been, is, and will continue to be involved in the provision of recreation and parks services; they define a base level of recreation and parks service. The City also has existing planning documentation that provides more detail, in a physical sense, around this base level of recreation and parks services. The Official Community Plan suggests provision ratios of public open spaces per capita related to a base level of service for parks.

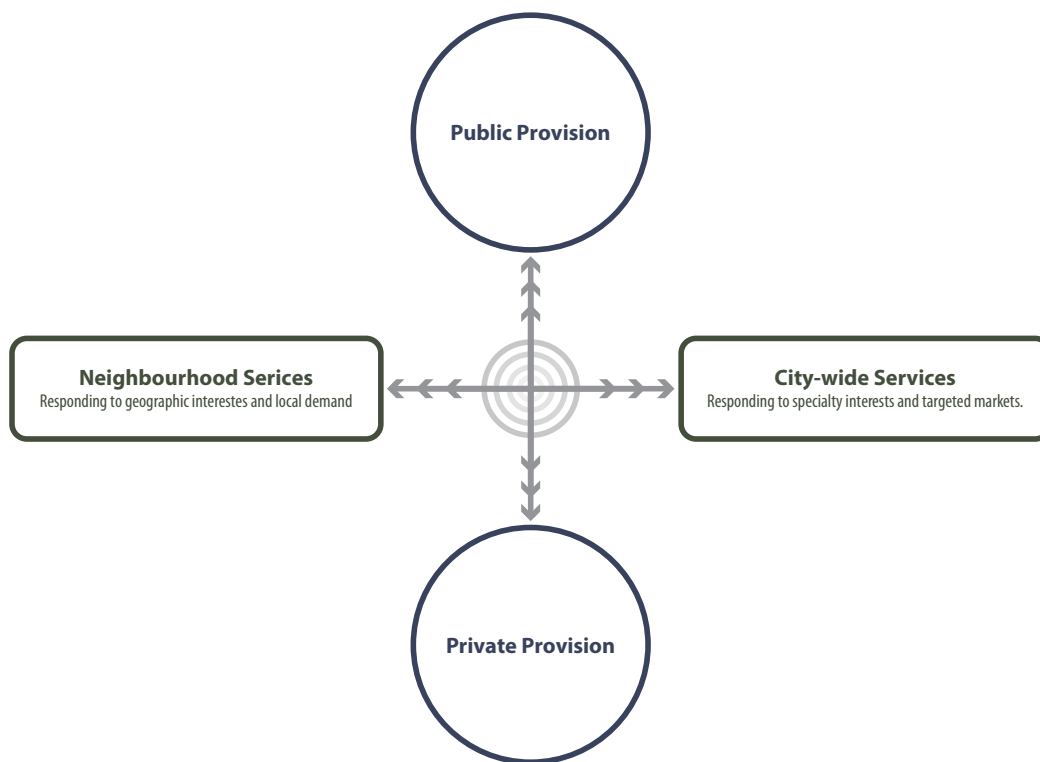
In regards to recreation facilities, the City has defined a base level of service via precedent. The provision of indoor recreation and program aquatics opportunities, indoor ice arenas, and indoor dry land areas form part of this traditional base level of services as does the provision of fitness/wellness spaces, multi-purpose rooms and youth centres. The provision of parks, playgrounds, sports fields, and trails are also included in this base level.

The City also provides a variety of programs directly and enables other delivery agents to do so through the provision of indoor and outdoor activity spaces.

Despite the vast amount of energy and investment the City places in recreation and parks, it is understood that the City cannot be all things to all people as it relates to the provision of recreation and parks programs, amenities and facilities. Therefore, the clearer the City's role in delivery is articulated, the easier it is to focus priorities based on the community needs and demands, desired service outcomes, and current capacity within Saskatoon to meet identified needs. Understanding the role of the City leads to a more sustainable and fiscally responsible approach and ultimately better serves the residents of Saskatoon.

The image below demonstrates how recreation and parks opportunities are offered along a continuum of public recreation service delivery that ranges from neighbourhood services to city-wide services that are delivered within a context of providers that range from direct public service to fully private endeavours. Within this continuum, the City's provision of recreation and parks programs, facilities and amenities is one component of the recreation delivery system's publicly accessible recreation.

**Diagram 4: Recreation Provision Continuum**



In line with this philosophical foundation (e.g. vision and service outcomes) and base level of service, and based upon the current national context of the recreation and parks sector, the following priorities/areas for action have been developed by the national recreation and parks community. The following five focus areas are outlined in the Framework for Recreation in Canada 2015: Pathways to Wellbeing. These form a broader lens through which the City's provision of recreation and parks services in the current and future marketplace should be analyzed. These are also consistent with the Goals and Service Outcomes previously identified.

**1. Foster Active Living Through Recreation.**

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.

**2. Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and 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.

**3. Grow and Sustain the Capacity of the Recreation Field.**

Leaders in recreation can be professional staff or volunteers, both of which need the skills, knowledge and, resources required to plan and deliver high-quality recreation services, based on specific community needs and strengths. Volunteers need to be valued, trained and supported as an essential part of the delivery of recreational experiences in every community in Canada. Community Associations throughout the city are a great example of volunteer capacity and community connectedness. Although these associations, as well as the various sport groups in the city, have capacity, ongoing support is required to keep them effective and sustainable.

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.

Part of developing capacity is increasing collaborative efforts among all local providers of service. Partnerships and service agreements will be an important part of the capacity of the field.

**4. Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation.**

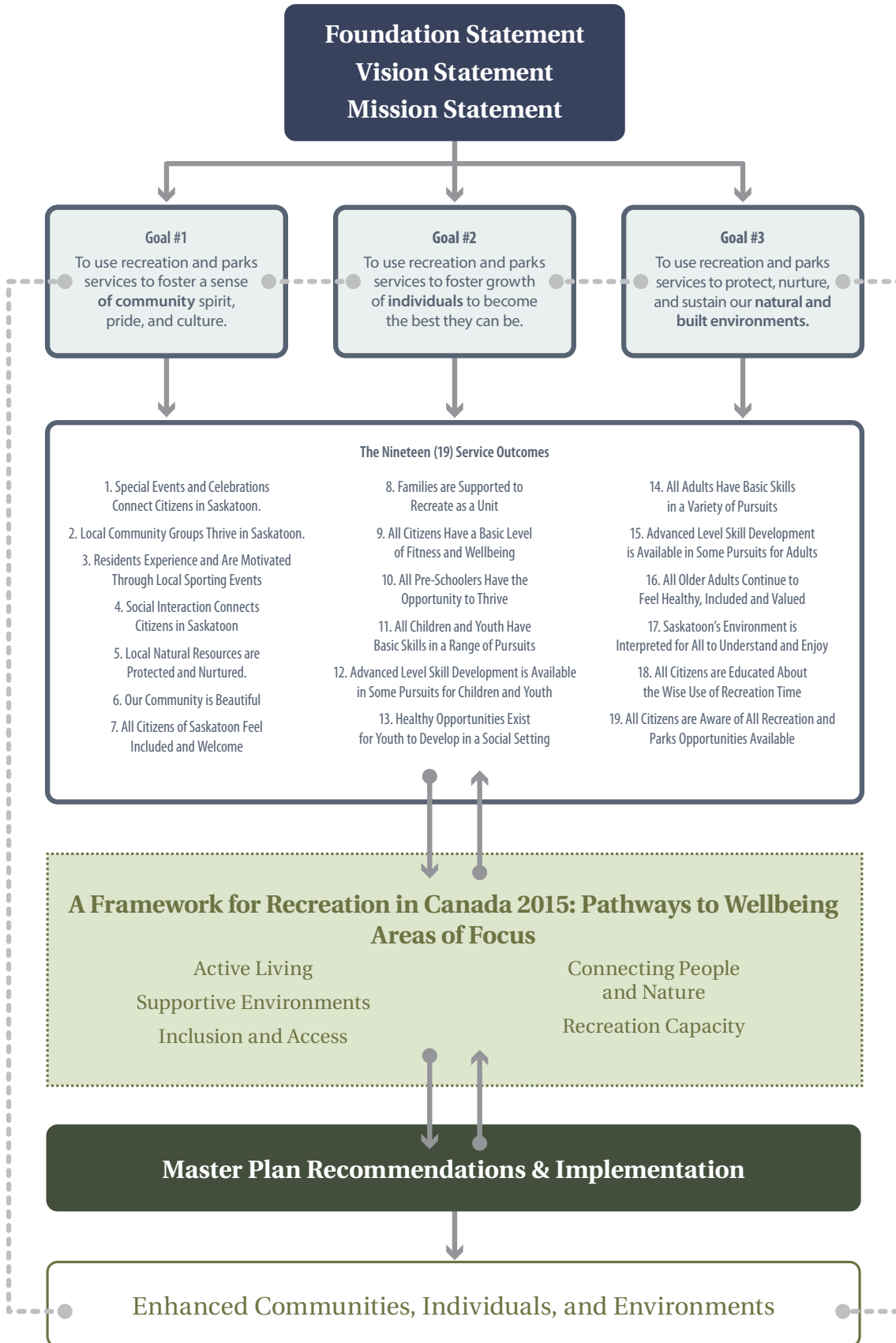
There is a need to focus on those who currently do not have access to public recreation services and find ways to enable them to participate. It is relatively more important, and a more cost effective use of limited available public resources, to get active those that are currently not active, than it is to provide more service to those that currently receive some service and already somewhat active. The City currently has subsidy programs that enable all populations to participate in recreation; however, there are also increasing pressures for operational cost recovery and revenue generation that somewhat counteract these efforts.

**5. Help People Connect to Nature Through Recreation.**

Enhancing opportunities to connect people with nature can result in both environmental and human benefits. 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 to aboriginal residents, where fishing, hunting, trapping, and nature conservation are traditional activities.

These five focus areas, complimented by the three Goals and 19 Service Outcomes form the philosophical foundation, or core recreation and parks service which the City must consider when contemplating future strategic actions related to recreation and parks provision. The following Master Plan is the beginning of this journey, with all of its recommendations referenced back to these foundational positions.

**Diagram 5: City of Saskatoon Recreation and Parks Master Plan Philosophical Foundation/Planning Model**



Section

# 5

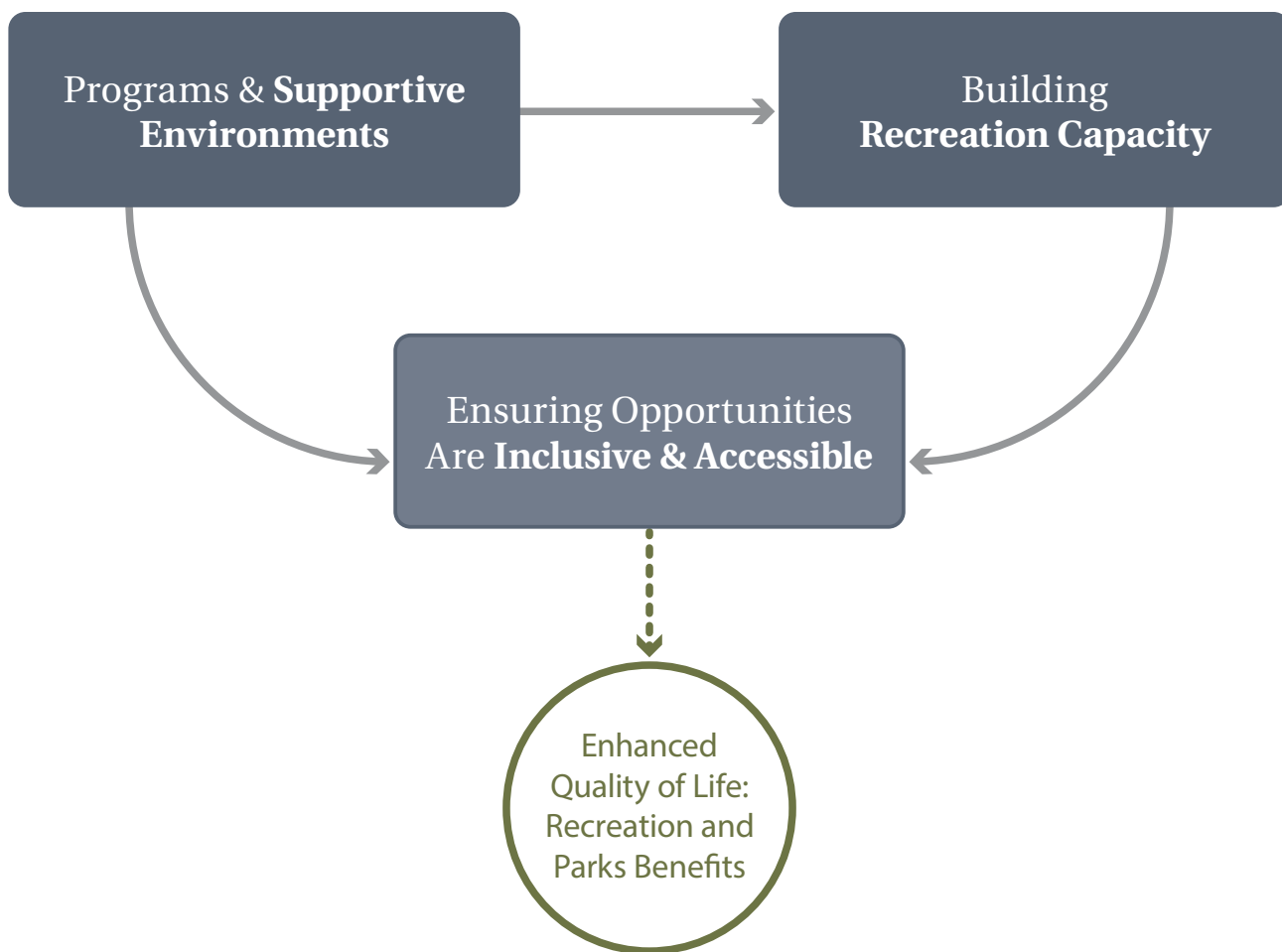
## **Service Delivery Recommendations**

The following discussion relates to the City’s involvement in the delivery of recreation and parks services. This includes facilities, spaces, and programs that are provided directly by the City as well as those that the City has a lesser role in delivering (e.g. programs occurring in facilities owned but not operated by the City, programs that receive City funding support only, etc.). The recommendations are provided as follow up to discussion around fundamental recreation and parks service areas and general aspects of service delivery including, but not limited to internal core recreation service provision, internal resource deployment, promotions and marketing, cross-sectoral and regional collaboration, volunteer and partner group support, community liaison, social inclusion, and potential bylaw/policy implications.

Discussion around each of the areas is contextualized by research conducted and in reference to the City’s existing “**Role of Municipal Government in Parks and Recreation**” (1995) and the **Framework for Recreation in Canada 2015: Pathways to Wellbeing** discussion paper referenced in previous sections of this plan.

Service delivery recommendations are meant to create **recreation capacity** in the recreation and parks delivery system, create **supportive environments** for recreation and parks provision, and ensure **inclusion and access** for participation in recreation and parks pursuits.

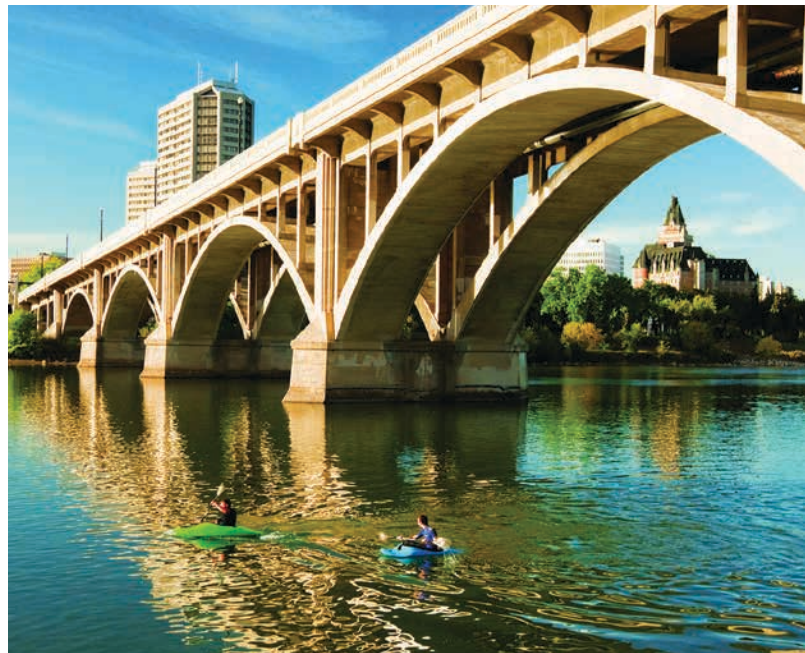
**Diagram 6: Service Delivery Recommendations**





# Creating Recreation Capacity

Recreation and parks opportunities are provided via the collaborative efforts of many different stakeholders for many different motivations. As the City is the broadest provider of these services and as it represents a general public, community-wide perspective, its role in provision is two fold. The City directly provides recreation and parks opportunities either through making environments accessible to users (i.e. playgrounds) as well as directly delivering programs with City staff (i.e. swimming lessons). The City also has a role to assist community-based and other agencies organizations through subsidized access to facilities (i.e. Youth Sports Subsidy program), promoting and marketing recreation and parks opportunities (i.e. Leisure Guide) and providing supports to non-profit and volunteer groups so that they can provide services (i.e. Community Association support). The following discussion centres around how the City can further generate recreation capacity.



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# Partnerships

**Recommendation 1: The City will develop a partnership policy based on the framework.**

**Recommendation 2: The City will use the partnership framework to explore partnership opportunities for all recreation and parks service provision and infrastructure development.**

**Recommendation 3: The City will consider formalizing existing and future partnership arrangements to include performance measurement of Service Outcomes and quality control.**

Whether it is a partnership with a local user group that is delivering a recreation and parks opportunity, an arrangement with a private or non-profit facility owner/operator for use of City lands, a cross-sectoral program offering involving a combination of allied stakeholders, or a regional services agreement for recreation and parks, **the City does and will continue to utilize partnerships in the provision of recreation and parks.** The City has had great success in partnering to developing facilities and programs including, but not limited to, established partnerships such as the Henk Ruys Soccer Centre and White Buffalo Youth Lodge and recently emerging partnerships such as the Shaw Centre and the Sasktel Sports Centre. The latter two being examples of integrated facilities involving the City, local school boards, and community sport groups. The City has been able to learn from these success stories, many of which are outlined in “The Partnership Story” (2010, under separate cover) which outlines the benefits of partnering and the key learnings associated with both projects. Further to the City’s success with and focus on partnerships, of the groups that responded to the group survey, 66% indicate that they partner with others in achieving their own program goals. The development of a **partnership protocol and/or 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 how partnerships helps the City achieve desired service outcomes.

The City has a number of existing formal agreements in place with delivery partners including, but not limited to:

- Facility ownership and operating arrangements associated with the Shaw Centre, Sasktel Centre, Henk Ruys Soccer Centre, and White Buffalo Youth Lodge; and
- Agreements in place with local sport organizations (i.e. Saskatoon Amateur Softball Association Inc.) for use of lands and access to site amenities (e.g. concession operations, etc.) .

Not only does the City have a number of agreements in place, it is also approached by potential partners to develop and/or operate new infrastructure and/or programs from time to time. Recent examples of potential partnership opportunities include the University of Saskatchewan Arena Development Project, Canlan Ice Sports proposal to expand the Jemini Centre, the potential development of a new City Centre Recreation Facility and other local groups looking to build indoor ice arenas within and near the City.

The sum total of this set of existing and potential new relationships is extremely diverse. In some cases the City supports other organizations through grants or fee for service contracts. In other cases it provides access to City resources (i.e. sports organizations that receive subsidized access to indoor or outdoor facilities). In other cases it is involved in establishing agencies which can then work with the City (i.e. the Meewasin Valley Authority) and in still other cases it works intensively and collaboratively with partners in the operation of spaces and provision of service (i.e. Shaw Centre and the Saskatoon Minor Football Field at Gordon Howe Park).



A great deal of management time is allocated to nurturing and maintaining these various relationships, responding to requests for new or additional support and justifying the differences between relationships. While it is imperative that there continue to be sufficient flexibility within the system to have differing kinds of relationships in order to optimally manage the service delivery system, that system would benefit from more continuity and consistency in the underlying framework that guides those relationships. A partnership framework would build upon the learnings of the City (i.e. The Partnership Story) and would increase clarity on how and why relationships are managed thereby:

- Allowing agencies to better structure future proposals and manage their relationship with the City;
- Providing for increased accountability and transparency by clarifying the outcomes of each relationship and how they are measured; and
- 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 city grows to half a million residents. 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 **socially worthwhile Service Outcomes**? If so, which of the City's identified Service Outcomes 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 City should opt out of the relationship.
2. Are the outcomes achieved by the arrangement **current areas of focus** for the City? The City won't be involved in relationships which simply add to outcomes that are already adequately being realized.
3. Can the outcomes be achieved without City involvement or support? **Is public involvement necessary** to the achievement of the outcomes? Does it add significant value that can't be added by any other agency? The City should only invest in opportunities where public investment is necessary.
4. Could the outcomes identified be achieved **more cost effectively through another approach**? The City will invest its limited available public resources where it can get the best return on that investment. Does the partnership lead to cost savings or financial benefits to the City that allow public funds to be leveraged?



Realizing that these criteria are being met and will be met to varying levels, the City can get involved in the planning, development, and operations of major recreation and parks 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 City can get involved in recreation and parks infrastructure provision (development and operations) are presented as follows. Partnerships related to groups having access to City facilities are also discussed as it relates to performance measurement in later sections.

### LEVEL 1

The City of Saskatoon owns, operates and is directly responsible for recreation and parks resources.

### LEVEL 2

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

### LEVEL 3

Although the City of Saskatoon does not directly control the resource, City 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 City and operated through lease agreements or fee-for-service arrangements by delivery agencies. This also assumes the inclusion of city residents in public consultation programs and engagement strategies (and associated need is demonstrated from a city resident perspective).

### LEVEL 4

The City of Saskatoon may provide funding for capital and/or operations of resources with delivery agencies with no City administrative representation in resource delivery during the needs assessment, feasibility, business planning, design, nor operating stages. Although there is no involvement by City Administration representatives, a prerequisite to collaboration at this level is that city residents are included in public consultation programs and engagement strategies (and associated need is demonstrated from a city resident perspective). These arrangements could include formal agreements with delivery agents regarding the provision of opportunities for residents that the City would likely not provide if no partnership existed.

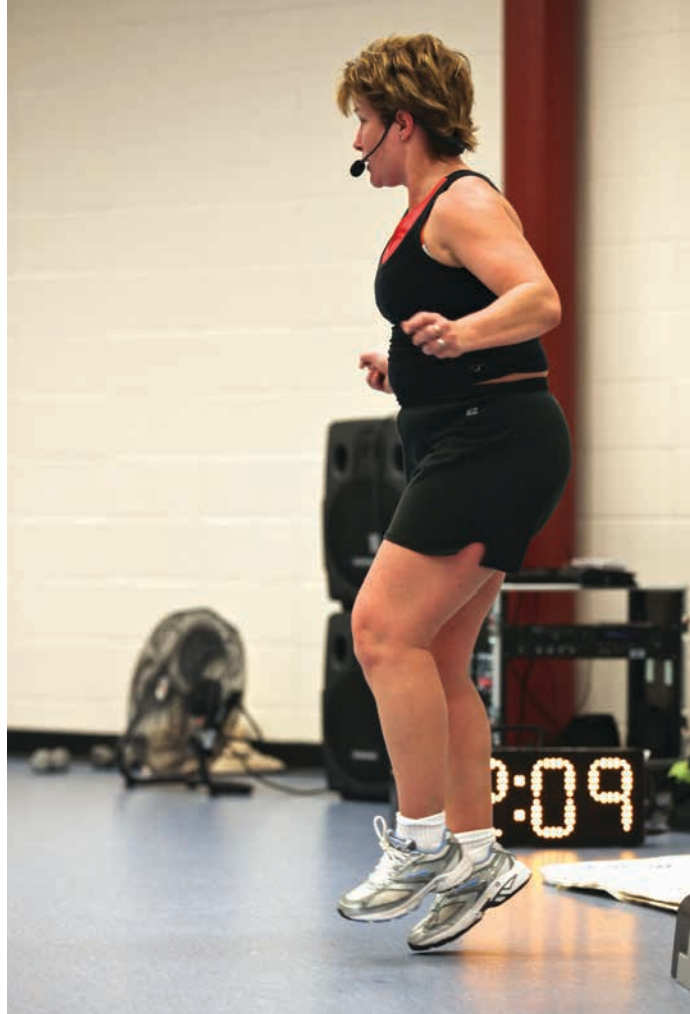
**Diagram 7: Partnership Framework**



Some of the relationships the City has in place that are successful do not have formal agreements in place. 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 and can identify and measure desired service outcomes.

When considering existing and future partnerships, the City needs to consider the economic and intangible benefits associated with providing a service in-house versus hiring a contractor to provide the service on the City's behalf. Currently the City provides some of its recreation and parks functions via contract. The decision to contract a service is engaging in a partnership. The same criteria (as presented) and the same considerations (e.g. financial benefit, etc.) need to be weighed. It is important that the City is given the flexibility to facilitate contracted services if it meets the criteria discussed and levers public investment in providing recreation and parks services.

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 entail each partner, including the City, to be accountable for the roles and responsibilities it has and would demonstrate accountability to city residents. Performance measurement criteria should be developed collaboratively by, and be applicable to, all parties to the arrangement. Performance measurement will help the City attain accountability for public investment by ensuring that Service Outcomes are achieved through partnerships and will create a mechanism for quality control (i.e. ensuring partner groups embrace and implement 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

**Recommendation 4: The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.**

The benefits of recreation and parks services are not confined to the recreation sector. The Service Outcomes that drive the actions of the City’s recreation and parks efforts have clear and undeniable impacts on issues faced through other sectors such as health, education, justice, and social services; they create broader public good beyond recreation and sport. For instance, playing sports can aid in the integration of Newcomers into the fabric of society and connected communities are safer and thus crime prevention efforts are reduced. Thus, a **collaborative system** for delivering recreation and parks is ideal in optimizing investment and create utmost benefit.

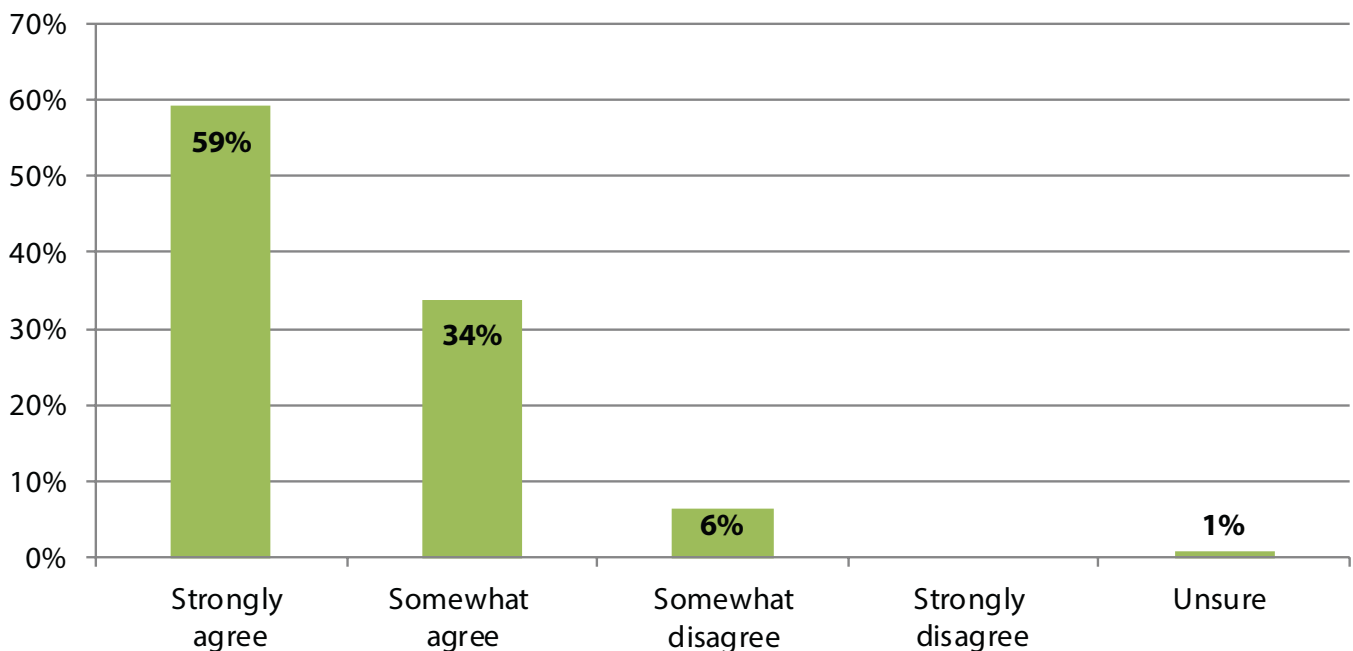
Today’s recreation and parks practitioners are making **cross-sectoral connections** in the delivery or programs, marketing and promotions efforts, and through the development of policy and infrastructure. The Framework for Recreation in

Canada 2015: Pathways to Wellbeing discussion involved stakeholders from many allied quality of life sectors and that discussion is defining strategic direction for the recreation in Canada. **Partnerships in the social environment** have been identified as key to broadening benefits of, and support for, recreation and parks. City staff members have already expended effort in connecting with other sectors and tackling community issues collectively and have engaged other sectors in strategic planning (this Master Plan process) and program delivery. The White Buffalo Youth Lodge and the Regional Intersectoral Committee are examples of existing cross-sectoral collaboration success stories in Saskatoon.

**Creating and nurturing cross-sectoral relationships is important in furthering the recreation and parks agenda** and enhancing the benefits and Service Outcomes intended from public investment in these 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 city, and enhance community and political support for recreation and parks. **Aligning community initiatives** will create synergies and greater benefit. Residents believe that recreation and parks help bring the community together.

**Graph 1: Household Telephone Survey Response**

“Recreation and parks help strengthen and bring the community together.”



## Regional Collaboration

**Recommendation 5: The City will consider regional collaboration, using SUMA and SPRA as guides, when planning new facilities and offering programs with regional value and appeal.**

Just as the benefits of recreation and parks are not confined to the recreation sector, they also cross regional municipal boundaries. There are numerous sources of information that suggest residents from outside of the city use City facilities and access City programs. There is also confirmation of city-based groups using facilities in neighbouring municipalities.

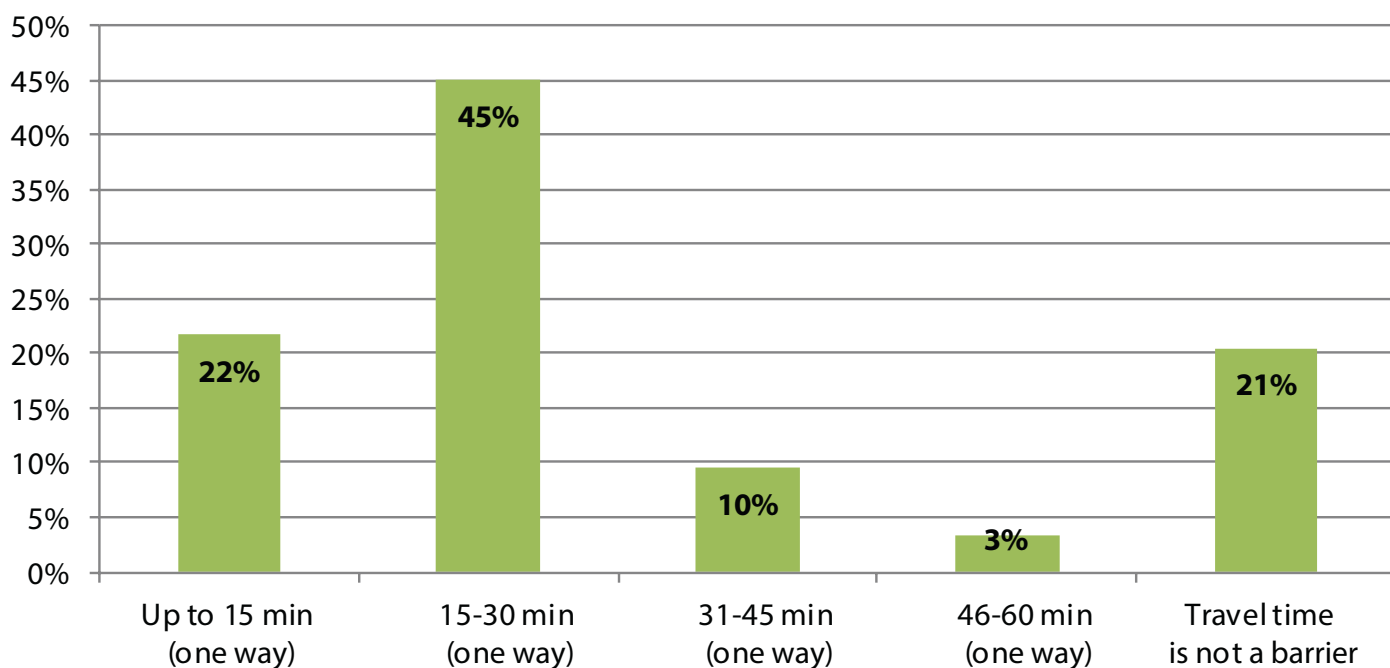
The Official Community Plan provides guidance in regards to regional collaboration. It recognizes that regional urban and rural municipalities, First Nations, and other authorities including the City of Saskatoon have influence on each other and that these regional municipalities should work together to coordinate service provision.

The City is already involved in a regional planning initiative called the Saskatoon North Partnership for Growth (P4G). City Administration also engage in discussions with regional municipalities related to recreation and parks provision on a consistent basis.

Household survey residents suggested that they think regional collaboration is important in providing recreation and parks services. 95% of responding household suggested that the municipalities in the Saskatoon region work together to provide recreation opportunities for residents; 80% of open house survey respondents indicated they strongly agree

**Graph 2: Household Telephone Survey Response**

What amount of travel time is acceptable?



that regional municipalities should work together to provide recreation opportunities. Furthermore, 45% indicated that 15-20 minutes travel time to recreation and parks opportunities was acceptable; 21% suggested any amount of travel time to recreation and parks opportunities was acceptable.

The Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Recreation and Parks Association (SPRA) have recently developed a Regional Collaboration Toolkit that outlines key tenets to successful regional partnerships.

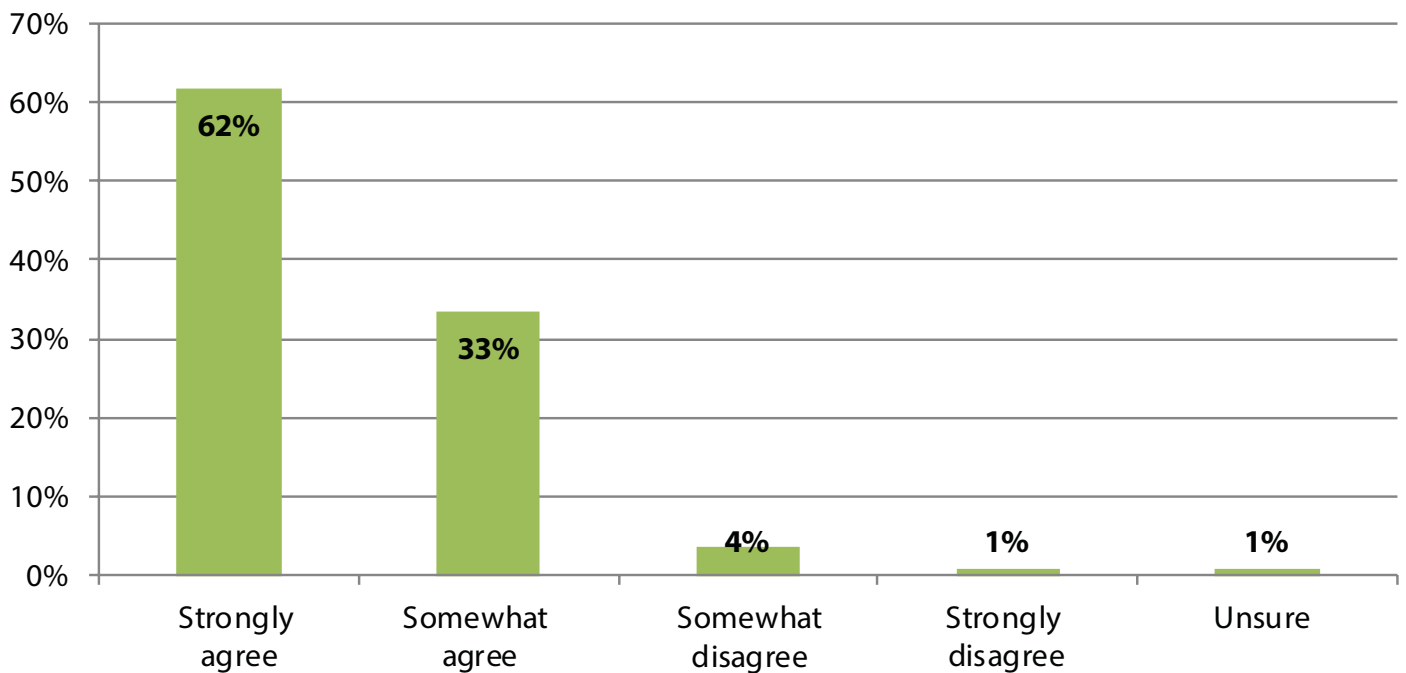
These partnerships can take the form of:

- Regional planning initiatives
- Joint facility ownership
- Capital cost sharing arrangements
- Operational cost sharing arrangements

Although differential pricing and/or facility access strategies for non-residents of existing regional municipalities are being considered or practiced in the existing marketplace, the administrative toll and the public messaging they portray are not in the spirit of partnership and regional collaboration. Because of this, regional planning and service provision is recommended to be kept at the political/organization-wide level as opposed to the resident level. For example, compensation for facility access fee subsidy for local tax support should come from regional cost sharing agreement between regional municipalities instead of being manifested in differential point of purchase user fees. The fundamental approach to regional collaboration is outlined in the SUMA/SPRA guide. The guide, under separate cover, provides a rationale for regional partnerships as well as a framework for taking positive action towards regional collaboration.

### Graph 3: Household Telephone Survey Response

“Where possible, the municipalities in the Saskatoon Region should work together to provide recreation opportunities for residents.”





# Community-Based Group Support

**Recommendation 6: The City will continue to support Community Associations and Organized Interest Groups equitably and transparently, based on ongoing communication to identify group support needs.**

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

Recreation and parks 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 city and the neighbourhoods within it.

There are two main categories of community-based groups that provide services to residents in the city. Organized interest groups, such as a minor sport group, provide opportunities that are accessed by Saskatoon and regional residents. These interest groups represent different levels of sophistication and different types of activities. The supports offered to these interest groups include access to financial assistance (through the Youth Sport Subsidy Program and other City sponsored grants) and subsidized access to facilities and spaces where program occur (user fees at public recreation facilities and spaces ranges from 37% to 100% operational cost recovery). The reality of the situation is that if these interest groups discontinued service, either the level of service in the city would be diminished or the City would be forced to offer the program or opportunity directly. These interest groups help further intended recreation and parks service outcomes to different degrees. Those groups that further more service outcomes would likely be opportunities that are seen as more of an extension of the City's core recreation and parks services as opposed to those that only further limited levels of service outcomes.

The other category of community-based groups are the **Community Associations**. There are currently 47 associations throughout the city, each representing a different geographic area/neighbourhood. Community Associations provide local level recreation and parks opportunities to those in the defined neighbourhood area. Each association is unique and provides not only program opportunities for residents but the ability for residents to be engaged in the actual association and thus demonstrate community leadership and capacity. Supports provided to associations by the City include, but are not limited to, ongoing communication and liaison<sup>1</sup>, capacity building supports (e.g. strategic planning, volunteer attraction and retention, etc.) and subsidized or free access to public recreation and parks facilities.<sup>2</sup> The City's role with Community Associations is focused on:

1. Being an enabler: through capacity building tools, like self-assessment tools;
2. Being a funder: through the provision of grants and helping leverage other sources of funding and resources;
3. Being a facilitator/community developer: through volunteer training, supports, and resources; and
4. Being a convenor/facilitator: through community forums and bringing the community together on topic specific agendas to enhance opportunities for collaboration, networking and growth.

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1 The City's Community Development Division includes staff who are directly responsible to liaise with (and support) Community Associations.

2 Community Associations get free access of school facilities at certain times via the Joint Use Agreement with the local school board.

Both types of community-based groups are key to the current level of recreation and parks opportunities provided to residents. There are a number of support mechanisms in place that support both; however, there is a clear delineation of supports provided to Community Associations versus Interest Groups. Community Associations have more supports intended to build internal capacity than do supports offered/ provided to Interest Groups.



**Diagram 8: Group Evolution**



**Supporting both Community Associations and Interest Groups should be a major focus for the City moving forward.**

The infrastructure is in place to provide the supports, it is only the focus or target of these supports that needs to be expanded. 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 community-based 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 City should be to enable community-based groups to be successful and independent—the essence of community development.



# Volunteer Support

**Recommendation 7: The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.**

**Volunteers are vital to recreation and parks service delivery in Saskatoon.** Volunteers comprise Community Associations and a wide variety of Interest Groups that provide recreation and parks opportunities to residents. Volunteers help the City 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 and parks opportunities would be increased. For these reasons, having a strong volunteer element in the city should be of utmost importance to many organizations throughout Saskatoon.

**Volunteerism is changing.** Seasoned 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 importance of volunteerism is broader than recreation and parks. For this reason, the development of a **city-wide volunteer strategy** would provide value in the city. A community-wide strategy involving all sectors that rely on volunteers, would be an example of cross-sectoral collaboration (previously discussed), would enhance the benefits of volunteerism in the city, and create a stronger volunteer community which will be more resilient to impending shifts in volunteerism. This will also lead to more resilient and strengthened community-based recreation and parks delivery groups. Regardless of whether or not a volunteer strategy is developed, the City could help further strengthen the recreation and parks specific volunteer community by identifying the volunteer requirements of the community-based groups (identifying volunteer opportunities) and connecting them with the volunteers it has in its own databases. This would facilitate the connection of those willing to volunteer with those seeking volunteer assistance.

# Facilitating Supportive Environments

Creating supportive environments for recreation and parks opportunities to be provided is about educating those who stand to benefit from participation through promotions and marketing efforts about opportunities as well as why they should participate. Even those who do not and will not participate should be aware of the public good that these services deliver in the city. Identifying community needs and demands through **communicating** with the general public, community-based groups, and other stakeholders that are involved and/or are impacted by recreation and parks opportunities is important and has to occur on an ongoing basis. Understanding the impact that public investment in recreation and parks has in terms of **detailed facility usage and resident participation data** is key to benchmarking progress and measuring success.



# Promotions and Marketing

**Recommendation 8: The City will continue to promote and market City recreation and parks opportunities with an enhanced focus on benefits and motivating participation.**

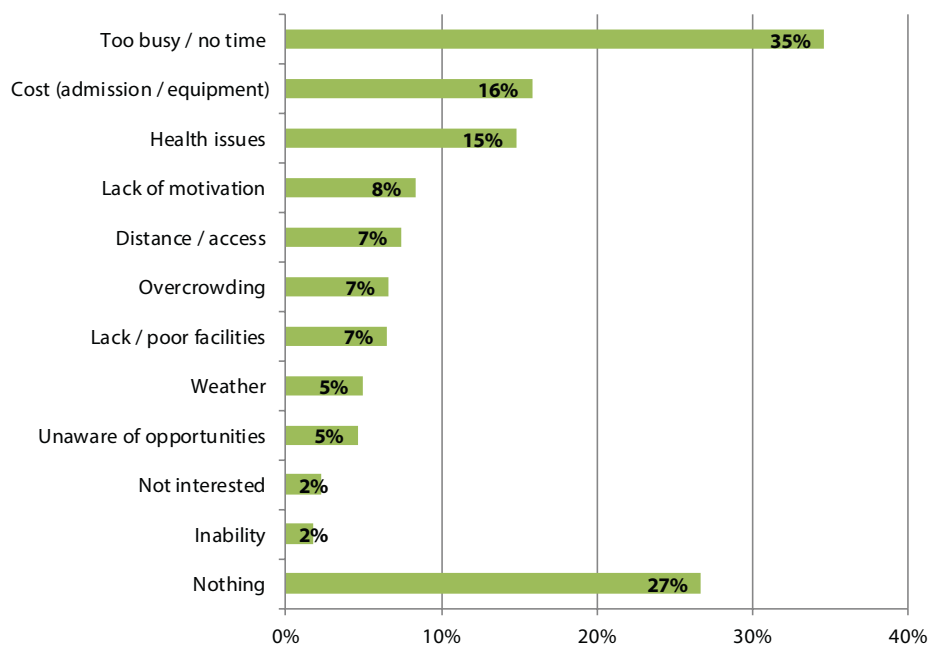
Recreation and parks offer many benefits to residents and to the communities in which they live. These benefits derive from direct participation as well as the broader social/public good in the community.

Public awareness around these benefits and the various opportunities residents and visitors have to access recreation opportunities is vital in ensuring that recreation and parks are 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 not only what opportunities are available to them but also why they should participate will further enhance benefits achieved in the city. Recreation education is an important aspect of service delivery, and one that the City may need to take a lead role in delivering, potentially with other cross-sectoral partners such as health and justice.<sup>1</sup>

**Graph 4: Household Telephone Survey Response**

Barriers to Participation in Recreation Activities



<sup>1</sup> InMotion, an initiative of the Saskatoon Health Region, currently provides physical activity education information to residents.

Of those who responded to the household survey, only 5% cited that being “unaware of opportunities” was a barrier to participation. “Lack of motivation” was identified by 8% while 15% indicated that “health issues” prevented them from participating. Further to these barriers, survey respondents also indicated that “improved marketing” was a desired improvement/change to recreation and parks programs.

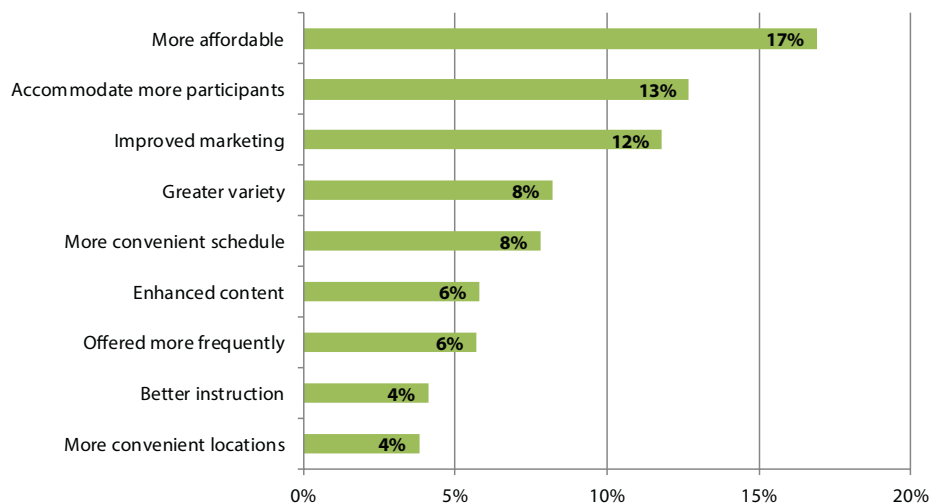
Developing the right key messages and delivering them in the most effective and appropriate ways is key to prudent marketing. Currently, over 55% of household survey respondents suggested they find out about recreation and parks opportunities through the City’s Leisure Guide. Other ways included the internet/City website, local newspapers, and word of mouth. The Leisure Guide is clearly an effective means to get information to residents. The City currently offers information regarding Community Association programs and, although a comprehensive list of all programs offered in the city may not be realistic, the potential to feature specific activities or groups periodically may lead to enhanced participation.

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 City could play in helping them achieve their program goals. The City does offer advertising opportunities in the Leisure Guide.

Current City efforts related to promotions and marketing focus primarily on presenting opportunities for residents to participate and less on the motivations and rationale as to why they should participate. Enhancing public messaging to include the benefits of recreation and parks can help motivate residents to participate

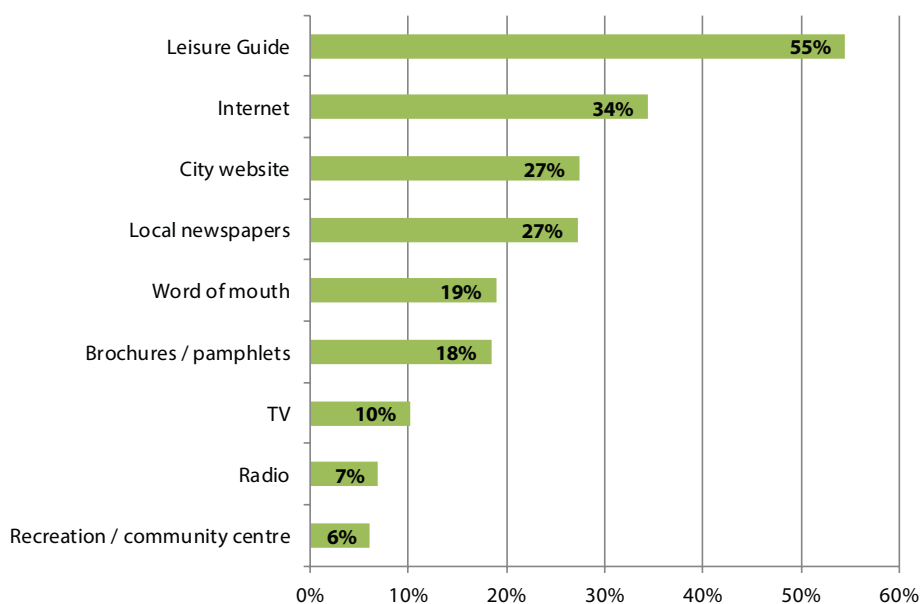
**Graph 5: Household Telephone Survey Response**

Improvements/Changes to Recreation and Parks Programs



**Graph 6: Household Telephone Survey Response**

Main Sources of Information About Recreation and Parks Services and Opportunities



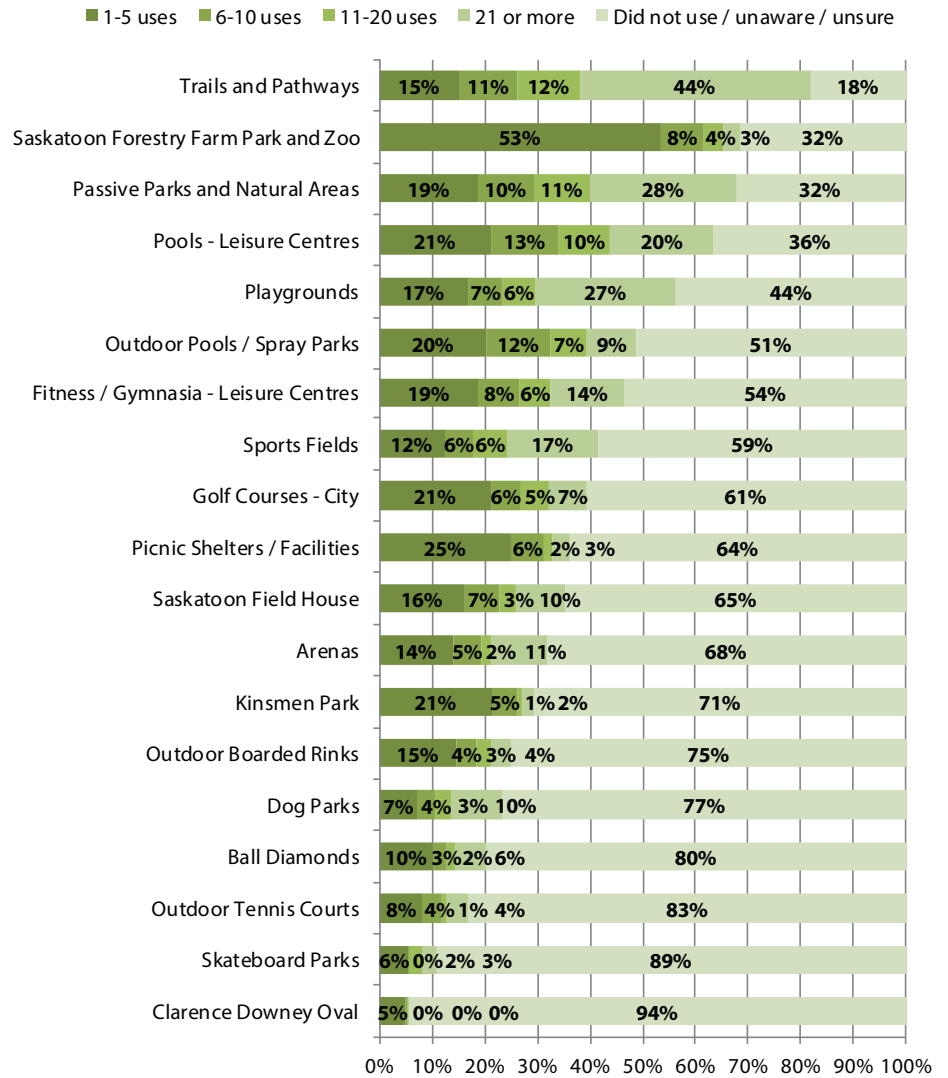
and build community perception and political support for these as essential public services.

As can be determined through the household survey, even the most heavily utilized facilities available in the city are only used by 82% of households—many only experience visitation by half of households or less. Graph 7 explains the level of utilization households reported at recreation and parks resources throughout the city. There is potential to enrich and increase participation in existing publicly funded recreation and parks opportunities. It is not good enough to ensure that everyone knows what is available and how to get access to opportunities. That is key, but the City must also go further and proactively convince people to try things, especially those that are not active. Being more proactive might include:

- A mentoring program or price incentive for someone currently participating to bring along someone who is not currently an active participant or program registrant;
- Giving away free initial visits and otherwise lowering barriers or levels of commitment to bring in those that are currently not active to try something;
- Working with social service agencies to assemble data bases of those that have significant barriers and/or are not active and then targeting them with specific messaging that is more proactive; and
- Work with other sectors in offering free or subsidized initial access to facilities for those that could benefit from direct participation (e.g. those needing recreation for therapeutic/health reasons or those engaged in anti-social, self-destructive behaviours).

### Graph 7: Household Telephone Survey Response

Household Utilization in Previous Year



The development and implementation of a marketing and promotions plan for recreation and parks in the city would outline key messages that the City (and others) should be promoting as well as constantly evaluating the means by which, and overall effectiveness of, messages are delivered. Key messages should include:

- City staff, community-based groups and the general public telling **success stories** regarding the benefits realized (achievement of Service Outcomes) from participating in recreation and parks 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 and the City’s existing City of Saskatoon Leisure Activity Study;
- **Participation statistics** from local recreation and parks programs, facility memberships and usage statistics, etc. which could equate to annually measured indicators (% of population participating) or special community participation challenges (i.e. Community Association based healthy lifestyle competitions);
- **Recreation and parks focused research** from within the province and beyond from sources such as SPRA and the Leisure Information Network;
- Estimates of the positive **economic impact** of recreation and parks in the community including non-local spending estimates, impact of recreation and parks 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 City’s marketing and promotions plan should be to remind the public that recommended Master Plan initiatives and projects are happening, and that they were developed and implemented due to the community involvement associated with its development.

In regards to determine how to deliver messages, measures of media effectiveness should be collected, potentially through point of purchase/participation, and random public recreation and parks facility exit surveys (e.g. do you know that recreation and parks are beneficial to your health? How did you find out about this opportunity?). Ongoing investigation of appropriate and effective social media for promoting and marketing recreation and parks is of utmost important to reach broad user and non-user markets.

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



# Community Liaison

**Recommendation 9: The City will continue to employ an ongoing community liaison strategy that considers the general public (including but not limited to the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.**

The City encourages and values public participation. The Official Community Plan relates the value of public participation and suggests that public engagement should occur when providing recreation services.

Ongoing communications within the recreation and parks delivery system is important due to the subjective nature of these services and the number of groups and organizations involved. The City initiated a public communications strategy around recreation and parks with the establishment of the City of Saskatoon Leisure Activity Study in 1990. The City of Saskatoon Leisure Activity Study measures resident participation in recreation and parks pursuits. City staff also have annual or biannual conversations with Interest groups as it relates to infrastructure allocation and even more thorough and consistent dialogue with Community Associations.

## The City of Saskatoon Leisure Activity Study

The Leisure Activity Study was originally started in 1990 to document Saskatoon residents' participation in sport, culture and recreation activities in their leisure time. Specifically, questions were designed to measure: current participation in sport, culture and recreation activities (within the previous 12 months); interest in increased participation in current activities and associated barriers; and, new interest in participation in sport, culture and recreation activities. The study has been conducted on a five year cycle to track any significant changes to participation and interest. The survey is used as a statistically reliable data source of information for making program planning decisions. A variety of methodologies have been used to gather resident feedback from door-to-door surveys in select neighbourhoods to city-wide telephone surveys to a mix of on-line and telephone surveys.

**Diagram 9: Communication Cycle**





Current liaison efforts are effective in demonstrating physical activity preferences and determining facility utilization requirements, but with the exception of conversations with Community Associations, the collection of trend data and active engagement in strategic thinking related to recreation and parks services is limited. The City should continue to sustain existing consultation and liaison tactics and could complement existing data sets by focusing on other types of communication. For example, administering a public telephone survey similar to the public survey facilitated for this Master Plan would supplement the more activity focused Leisure Survey by providing public sentiment about service satisfaction levels and perceived importance of recreation and parks. The City could also engage community-based groups (Interest Groups and Community Associations) more frequently through an annual community-based group survey similar to the instrument used for this Master Plan to gather local participation trend information and further understand the state of vital provision partner organizations. **Information collected will help stakeholders understand resident preferences, identify needs, measure performance, and outline infrastructure utilization.**

Another way that community liaison could be strengthened is through the development of a Community Recreation and Parks Committee formed to oversee the implementation of this Master Plan and to provide the City with community input on recreation and parks matters. The establishment of a Community Feedback Committee to complement this Master Planning process is an example of what representation could comprise a Community Recreation and Parks Committee around recreation and parks. The Saskatoon Sport Council is a group that is driven “to facilitate community development and coordinate networks with the aim of enhancing access to the benefit of sport in Saskatoon for all.”<sup>1</sup> A Community Recreation and Parks Committee could play a similar role for recreation and parks in the City.



## Data Collection and Research

**Recommendation 10: The City will develop utilization measures and collect relative data for structured and spontaneous use of recreation and parks services, programming, and infrastructure.**

The need for pertinent and reliable facility usage information and participation data is key in furthering the recreation and parks agenda. Relevant and accurate user statistics at facilities and parks, participation counts from service providers (Interest Groups or Community Associations), 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 the City amongst the entire population, builds the case for sustained and continued investment in recreation and parks and enables City staff and Administration to benchmark performance on an ongoing basis. Although this information is only one consideration in measuring achievement of Service Outcomes 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 and parks 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 support for recreation and parks services.

The City already measures participation at leisure centres and has data around rental hours at sports fields, ball diamonds, and ice arenas. This information is valuable and could be supplemented by data related to usage at existing spontaneous use/unstructured facilities and spaces (i.e. trail use counters). Expressions of percent of capacity wherever possible will help demonstrate excess demand or under-utilization.

<sup>1</sup> <http://www.saskatoonsportscouncil.ca/about-us/mission-a-vision>

Data incorporated in the City's 2012 Future Sport and Recreation Facility Development Model around capacity of all public recreation and parks amenities forms an initial discussion around modeling supply and demand. Data and research efforts need to consider both the level of use and the capacity of infrastructure, whether it be absolute (i.e. rental hours) or perceived (i.e. the facility is perceived as too busy therefore participation is limited). Data collection and research should occur on an ongoing basis and should be

a top priority for the City. Partner organizations should also be engaged in data collection; public support to partner groups could be leveraged to get consistent and accurate data from external sources. Exploration into online input tools such as CADAC, a web-based application dedicated to the collection, dissemination, and analysis of financial and statistical information about Canadian arts organizations ([www.thecadac.ca](http://www.thecadac.ca)), may be warranted to assist in data collection and analysis

## Ensuring Inclusion and Access

**Recommendation 11: The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.**

Recreation and parks opportunities lead to enhanced community cohesion and social inclusion. Recreation and parks opportunities provide healthy environments for people of all ages, abilities, and ethnicities to participate and mingle. The concept of social inclusion through recreation is increasingly becoming an issue communities are trying to facilitate. While always an important issue, its significance has risen as communities like Saskatoon are experiencing growing Aboriginal populations and where increasing population diversity is apparent through immigration.

Social inclusion is about making sure that all children, youth, and adults are able to participate as valued, respected, and contributing members of society. It involves the basic notions of belonging, acceptance, and recognition. For Aboriginal people and Newcomers, 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 Newcomers or those typically not engaged/active. In fact, social inclusion is about the elimination of the boundaries or barriers between "us" and "them". There is a recognition that diversity has worth unto itself and is not something that must be overcome.

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 or be involved in decisions affecting oneself, family and community, and to be engaged in community.
4. **Proximity:** sharing physical and social spaces to provide opportunities for interactions, if desired, and to reduce social distances between people.
5. **Material Wellbeing:** having the material resources to allow children and their parents to participate fully in community life.

While issues of social inclusion are pertinent for all members of a community, they can be particularly relevant for adolescents and seniors of immigrant or aboriginal families. Aboriginal and Newcomer 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 to get along well with friends, if they live in families struggling with parental depression, family dysfunction or violence.

Social inclusion is a broad issue that would be best addressed holistically. However, inclusion can partially be dealt with through a community’s approach to recreation and parks. Obviously access to recreation opportunities must be available. Beyond that there are a number of other means through which social inclusion can be fostered.

Program Leaders and Customer Service Staff should be socially aware, culturally sensitive, and have appropriate child development training. They then must play a central role in advocating for policies and programs that enhance accessibility and address principles of social inclusion.

Social supports should be provided for isolated groups or individuals needing help to be able to participate. In Saskatoon, attempts at programming and consultation with isolated groups has achieved mixed success. This is not to say that the City should stop what it is currently doing to try to reach out to isolated groups, rather it should complement what is currently happening with new and innovative approaches to programming for and including isolated groups in everyday recreation facility operations and programs.

One way the City could look to further engage these isolated groups would be to involve representatives in the actual planning of events and programs. This would show the groups that their presence and participation is valued and would ensure that all the dynamics associated with hosting events and offering programs for certain facets of the community are identified and accommodated. This event and/or program planning group would best represent the community if it were organized under a task group structure where key community stakeholders would be brought in for certain initiatives. This list of stakeholders could be invited from a community volunteer roster (as discussed in latter sections) or through public RSVP. This approach would enable individual community members and their groups to voice their concerns and work together to overcome barriers. Community leaders would be able to hear and embrace

these voices and commit to working with the individuals and groups. Ensuring that different “faces are around the table” for different events or programs would eliminate hierarchies and promote widespread consultation, equal representation, and community-based action. Much of these discussions are already occurring in the city (e.g. the Kitaskinaw process, discussed in the programming section of this Plan), and many effective partnerships are already in place.

Key characteristics of programs that promote and achieve social inclusion are as follows. These characteristics can be applied to existing or new programs.

- Programs should be **affordable** with accessible and inexpensive transportation.
- Activities must be **designed appropriately** to involve, accommodate, and invite targeted populations. They must also respect cultural norms and where possible, create “cross-cultural” interaction.
- Programs should be developed in a way such that participants are able to determine program type, timing, and purpose (within guidelines of safety and appropriate to their level). One way that this can happen is through a stakeholder task group as discussed in the previous section.
- Facilities should be **welcoming with respect** to physical aspects and with regards to atmosphere. For example, facilities and spaces could be decorated with art from a variety of cultures represented in the community or they could simply have welcome signs in different languages to make all residents feel welcome and increase awareness of the cultural diversity that exist in the community in a positive, constructive way.
- Scheduling and timing should take into account constraints and availability of targeted populations. For example, those facets of the community that are predominantly represented by shift workers may require programming or events hosted at non-traditional “prime time” hours throughout the day.

Due to the diverse nature of the community and region, social inclusion should be at the forefront of decision-making in regards to recreation facility access and programming to further strengthen overall community cohesiveness and quality of life.

# Financial Assistance Programs

**Recommendation 12: The City will continue to offer its Leisure Access and Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.**

**Recommendation 13: The City will continue to include information about financial assistance for programs in its promotion and marketing efforts.**

Ensuring recreation and parks opportunities are accessible is important in achieving service outcomes and creating community benefit. The City currently has the Youth Sport Subsidy Program (which supports 34 youth organizations) as well as the Leisure Access Program which allows eligible low-income residents within the city to participate in City of Saskatoon leisure facilities and programs. The program includes unlimited admission to drop-in programs at the City Leisure Centres and one registered program per year. The City also offers free admission to recreation facilities during specified times throughout the year. Other groups external to the City also offer financial assistance programs (e.g. Dreambrokers, Jumpstart, KidSport, Community Associations).

The City's two key financial assistance programs are beneficial and have significant impact. These programs are effective in meeting the needs of those financially disadvantaged, but do not close the gap for families that may be above low income cut-offs yet still unable to afford participation. That being said, the City's philosophy on user fees and program cost recovery may warrant revisiting. More deliberate focus on achieving social returns may reduce the requirements of generating financial cost recovery. Pricing for recreation and parks should balance affordability with maximum market penetration; a concept that will likely require increased subsidies across the affordability spectrum.

The ongoing implementation of the Youth Sport Subsidy program may also be a vehicle for the City to ensure that partner groups that access the program are also delivering services that help meet the City's desired service outcomes. For example, the inclusion of the incorporation of the Long Term Athlete Development Plan into group programming or mandatory quality assurance training for groups could be pre-requisites for groups to access the program. This will provide

assurance to the City that quality, effective opportunities are offered to residents and public subsidy is further justified. The program should also be evaluated as to the optimal delivery method (i.e. subsidy provided to groups or service providers) especially as the population continues to grow and access to the program is increased.

It is inherent upon the City to make sure that all residents, especially those in need, are aware of access programs available to them. This messaging should form part of promotions and marketing efforts and could also include other non-City programs such as Dreambrokers, Jumpstart and KidsSport. Creating knowledge in the community about free or low-cost recreation and parks opportunities, such as free public swim times in facilities and parks related opportunities, will also help reduce financial barriers to participation and extend community benefit. It is also important to understand that the subsidized access provided to groups accessing City recreation and parks infrastructure is also a form of financial assistance. Without City involvement in providing recreation and parks infrastructure that is subsidized through taxes, facilities and spaces would be inaccessible to groups due to higher user fees.



Section

# 6

## **Recreation and Parks Programming**

Recreation and parks programs in Saskatoon help motivate and focus the participation of city and regional residents in healthy activities. The City of Saskatoon directly provides programs at its facilities and in its open spaces and also helps facilitate programs that are offered by community-based groups (Interest Groups and Community Associations),

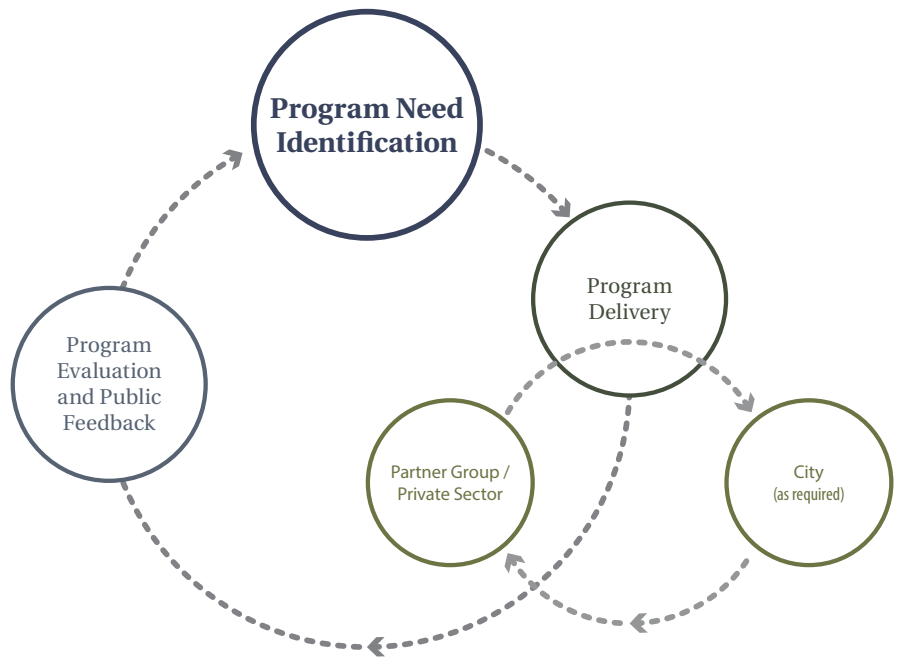
private sector organization, and allied stakeholders. This indirect facilitation occurs through the community-based group supports mentioned in earlier sections of this Plan. The following discussion centers around program delivery enhancements and specific program areas of focus.

# Program Delivery Enhancements

The quantity and quality of groups in Saskatoon and region that directly provide recreation and parks related programs is broad and diverse as are the types of programs being offered. Typically, the private sector provides programs and services that generate profit while the non-profit sector offers programs that focus on a balance of both social and financial return. The City provides programs that achieve the Service Outcomes outlined herein (social return) with varying level of cost recovery—a number of which are positioned to recover 100% of direct operating costs.

Generally speaking, the City sees the greatest value in groups that offer programs that are available to residents with little or no public support required. This allows the City to apply its 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 City 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).

**Diagram 10: Program Review Cycle**



This approach would also include partnering directly with other organizations as a “next best” approach before City staff would provide a program independently; cross-sectoral collaboration and partnerships as discussed provide clarity on how this collaborative, partnership approach to programming could occur and why it should occur.

There are program areas where the overall community demands will indicate that the City can offer the identical programs to other sectors, either to meet basic community needs and demands, or to ensure that such programs are financially affordable to all residents. An example is swim lessons. The need for swim lessons will expand as the population grows, and the other pool providers, (YMCA, YWCA, and University of Saskatchewan), do not have capacity to meet all these needs.

**Recommendation 14: The City will take a lead role in identifying recreation and parks program needs in the community (including program performance assessment).**

Determining program demands and preferences is an inherent role for most of the program delivery agents in the city. That said, not all groups have a broad mandate to provide benefits throughout the region as does the City of Saskatoon. Defining overall program needs in the city therefore should be a function of the City and other partners with more “global perspectives”. Examples of this overall program needs assessment is the recently completed “Kitaskinaw: A Scan of Programs and Services Serving Aboriginal People in Saskatoon” (2013 – 2014). The exercise was conducted by a multifaceted partnership which ensured the results encompassed a broad, community-wide perspective. Since this Master Plan has been developed through a global, community-wide lens and has been driven by a multi-faceted Community Feedback Committee<sup>1</sup> the initial program focus areas presented in the following section can act as the initial community recreation and parks program needs assessment.

<sup>1</sup> For a complete list of Community Feedback Community Members and participating organizations, please refer to the Acknowledgments section at the beginning of this document.

## **Kitaskinaw:**

An environmental scan of programs and services serving Aboriginal people in Saskatoon was completed in 2013 – 2014 by the Gabriel Dumont Institute of Native Studies and Applied Research, the City of Saskatoon, the United Way of Saskatoon & Area and the Saskatoon Tribal Council.

The exercise was the first of its kind in Saskatoon and was grounded in the Aboriginal Life Promotion Framework. If a similar approach could be taken to specifically look at the needs for recreation and parks programming on a consistent basis and including key community stakeholders, all program providers would have a better appreciation of what types of program could make the most impact in the region.



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As other mechanisms suggested in this Plan are implemented,<sup>2</sup> community-wide needs and demands for programming will emerge. Collaborative planning will not only help identify broader community needs but will also help focus efforts to optimize the use of valuable staff and volunteer time and financial resources.

**Recommendation 15: The City will work with other program providers to reduce redundancy and optimize investment wherever possible.**

From a public and quasi-public program provision perspective, collaborative program planning should lead to reduced competition in program provision and ultimately a broader array of programs available to the public. Internal communication between the Recreation and Sport Division, the Community Development Division and even city Community Associations will ensure that all public funding is optimized and each group is providing complimentary, as opposed to competing programs. Having other sectors represented, such as education and health, will ensure that programming efforts underway in these related areas align and may, in some cases, negate the need for new programs to be developed.

Once program needs are identified, the City can work to disseminate needs into the community of providers and determine who is best to offer the program. The City already holds information related to the Leisure Guide giving an accurate picture as to what is going on in the community currently although it primarily focuses on City and Community Association programs.

In regards to financial support for programming, (either offered directly by the City or by community-based groups), it is important to understand that in some cases programs do not break even financially but do generate significant social return. **Financial implications should be considered but so too must the social return aspect of program delivery when contemplating offering a needed program in Saskatoon.** The City is one of the only delivery agents that can offer many programs that, financially speaking, do not recover all direct costs on a sustained basis.



<sup>2</sup> Such as the ongoing Leisure (existing) and Recreation (new) household surveys are administered, internal knowledge development and professional development for City staff, and more frequent surveying of local partner groups (Interest Groups and Community Associations).

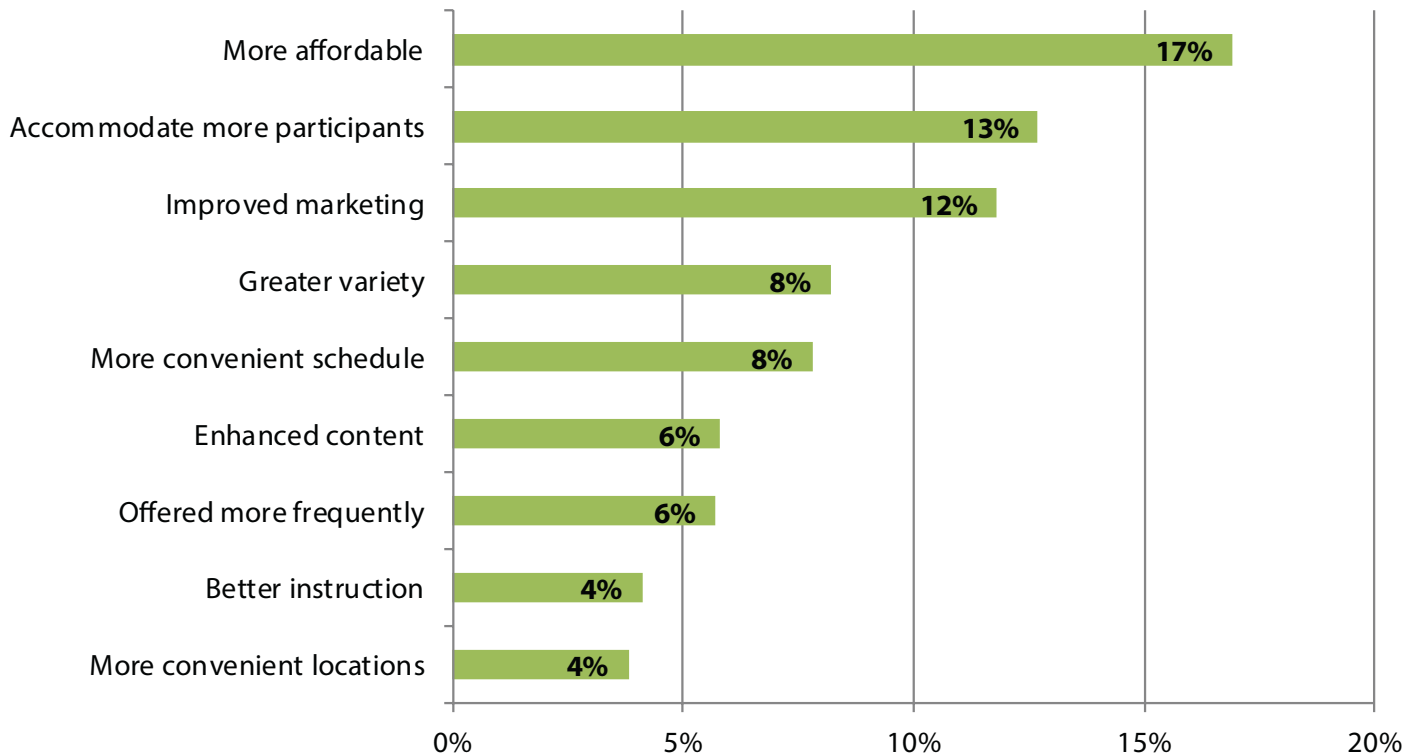


# Recreation and Parks Program and Opportunity Needs Assessment

**Recommendation 16:** The City will use the Desired Program Focus Areas to guide collaborative recreation and park programming efforts.

Determining recreation and parks programming and opportunities needs requires a constant effort and all-encompassing perspective. The activities undertaken in the development of this Master Plan, including but not limited to, statistically reliable public surveys, partner group consultation, trends analysis, and background research, all are tactics that can and should be used in determining community needs and demands for recreation and parks programs.

**Graph 8: Household Telephone Survey Response**  
Improvements/Changes to Recreation and Parks Programs



When residents were asked what improvements or changes should occur to current recreation and parks programs, making programs “more affordable” was mentioned most frequently, followed by increasing current capacity to “accommodate more participants”, and “improved marketing” and promoting programs more vigorously. Key areas of focus for new recreation and parks program by age group were identified through the household survey and a web-based survey<sup>1</sup> as follows:



**Tables 5 – 8: Desired Program Focus Areas**

Current program focus areas for: Children (0 – 12 years)		
Rank	Household Telephone Survey	Public Web Survey
1	Emphasis on physical activity	Swimming
2	Swimming lessons	Cross country skiing
3	Non-competitive sports	Connecting to nature
4	Learning and development programs	Music and the arts
5	Day camps	Non structured play

Current program focus areas for: Adults (20 – 64 years)		
Rank	Household Telephone Survey	Public Web Survey
1	Activities to stay physically active	Skiing (downhill)
2	Flexible times for programs	Nature appreciation/ environment
3	Swimming programs	General fitness/yoga
4	Social interaction	Swimming
5	Arts and cultural programs	Cooking

Current program focus areas for: Youth (13 – 19 years)		
Rank	Household Telephone Survey	Public Web Survey
1	Physical activities	Nature appreciation/ environment
2	Sport leagues	Cross country skiing
3	Safe bike paths/ skateboarding	Unstructured play
4	Indoor sports (basketball, volleyball)	Cycling
5	Drop in centres	Arts and crafts

Current program focus areas for: Seniors (65+ years)		
Rank	Household Telephone Survey	Public Web Survey
1	Programs with an emphasis on health and physical activity	Nature appreciation/ environment
2	Social programs	Walking
3	Adapted sports for senior abilities	General fitness
4	General interest classes	Cross country skiing
5	Water aerobics	Yoga/tai chi

<sup>1</sup> The web-based survey should not be considered statistically reliable and is not necessarily representative of all households in Saskatoon.

Furthermore, the following program focus areas were identified related to specific facets of the community.

**Tables 9 – 12: Desired Program Focus Areas**

Current program focus areas for: Families		
Rank	Household Telephone Survey	Public Web Survey
1	Aquatic programs	Cross country skiing
2	Physical activities for all ages	Nature appreciation/environment
3	Affordable programs	Cycling
4	Daycare	Hiking
5	Parenting classes	Gardening

Current program focus areas for: People with Disabilities		
Rank	Household Telephone Survey	Public Web Survey
1	Accessible programs for people in wheel chairs	Cross country skiing
2	Adapted programs for people with limited abilities	Nature appreciation/environment
3	Social interaction	Gardening
4	Group activities	Hockey/sledge hockey
5	Affordable programs	Arts

Current program focus areas for: Newcomers		
Rank	Household Telephone Survey	Public Web Survey
1	Help with communication needs	Welcome/settling in services
2	Cultural education to learn customs of their new home	Community events
3	Support to understand programs and activities available to them	Cross country skiing
4	Community events to meet those in their neighbourhoods	Nature appreciation
5	Cultural support to connect with others from their homeland	Better promotion and communication of opportunities

Current program focus areas for: Aboriginal Peoples		
Rank	Household Telephone Survey	Public Web Survey
1	Cultural support	Nature appreciation/environment
2	Integrate not segregate Aboriginal people	Cultural and artistic programs
3	Accessibility	Programs should be inclusive of all people not new programs but welcoming/accepting programs
4	Fitness and recreation programs	Programs should be offered throughout the city at a variety of venues—people live across the city
5	Low cost family activities	Aboriginal culture should be shared and recognized by all

Although recreation and programming needs should react to needs assessment results, it is also important to note that from a public perspective, programming energies must be directed to meeting core Service Outcomes.

**The following identified Service Outcomes (14 of 19 total Outcomes) pertain to recreation and parks program delivery.** One or more of these Service Outcomes should be furthered by any program offered by the City or that receives any level of public support.

- Special Events and Celebrations Connect Citizens in Saskatoon.
- Residents Experience and Are Motivated Through Local Sporting Events.
- Social Interaction Connects Citizens in Saskatoon.
- All Citizens of Saskatoon Feel Included and Welcome.
- Families are Supported to Recreate as a Unit.
- All Citizens Have a Basic Level of Fitness and Wellbeing.
- All Pre-Schoolers Have the Opportunity to Thrive.
- All Children and Youth Have Basic Skills in a Range of Pursuits.
- Advanced Level Skill Development is Available in Some Pursuits for Children and Youth.
- Healthy Opportunities Exist for Youth to Develop in a Social Setting.
- All Adults Have Basic Skills in a Variety of Pursuits.
- Advanced Level Skill Development is Available in Some Pursuits for Adults.
- All Older Adults Continue to Feel Healthy, Included and Valued.
- Saskatoon's Environment is Interpreted for All to Understand and Enjoy.

The Service Outcomes above provide clarity on how public support for programming should be directed. For instance, City sponsored programs should focus more on basic skill development and physical literacy than on higher levels of competitive sport. Also, special events are important to the City as is the hosting of spectator events for resident and visitor markets.

External influences can also provide guidance to program design. For instance, the Canadian Sport for Life Strategy and the Long Term Athlete Development Plan (LTADP) can help program 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 and parks activity;
- Providing opportunities for residents to **embrace winter** and participate in outdoor winter activities;
- Providing opportunities for children and youth to participation in **unstructured play;**
- Providing opportunities for residents of all ages to connect and **build a relationship with nature and the river valley;**
- Enabling all community members to take part in **nature interpretation;**
- Programs that focus on utilizing recreation and parks pursuits to promote and facilitate **social inclusion**—a sense of connectedness and belonging (including, but not limited to Aboriginal peoples and Newcomers);
- 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 of supporting traditional, mainstream, and emerging **team sports** offering for all ages 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 **after-school** time period (3pm – 6pm).

The aforementioned focus areas and program consideration are extensive and broad. They are meant to provide general guidance to program delivery agents (within recreation and parks and beyond), including but not limited to the City and local Community Associations, yet still enable creativity and partnerships to occur. Recreation and parks programming, coordination, and planning should also consider best use of available facilities and spaces. Creating user markets in traditionally “low use” times should be a focus to increase facility and space utilization and capture non-traditional user markets.

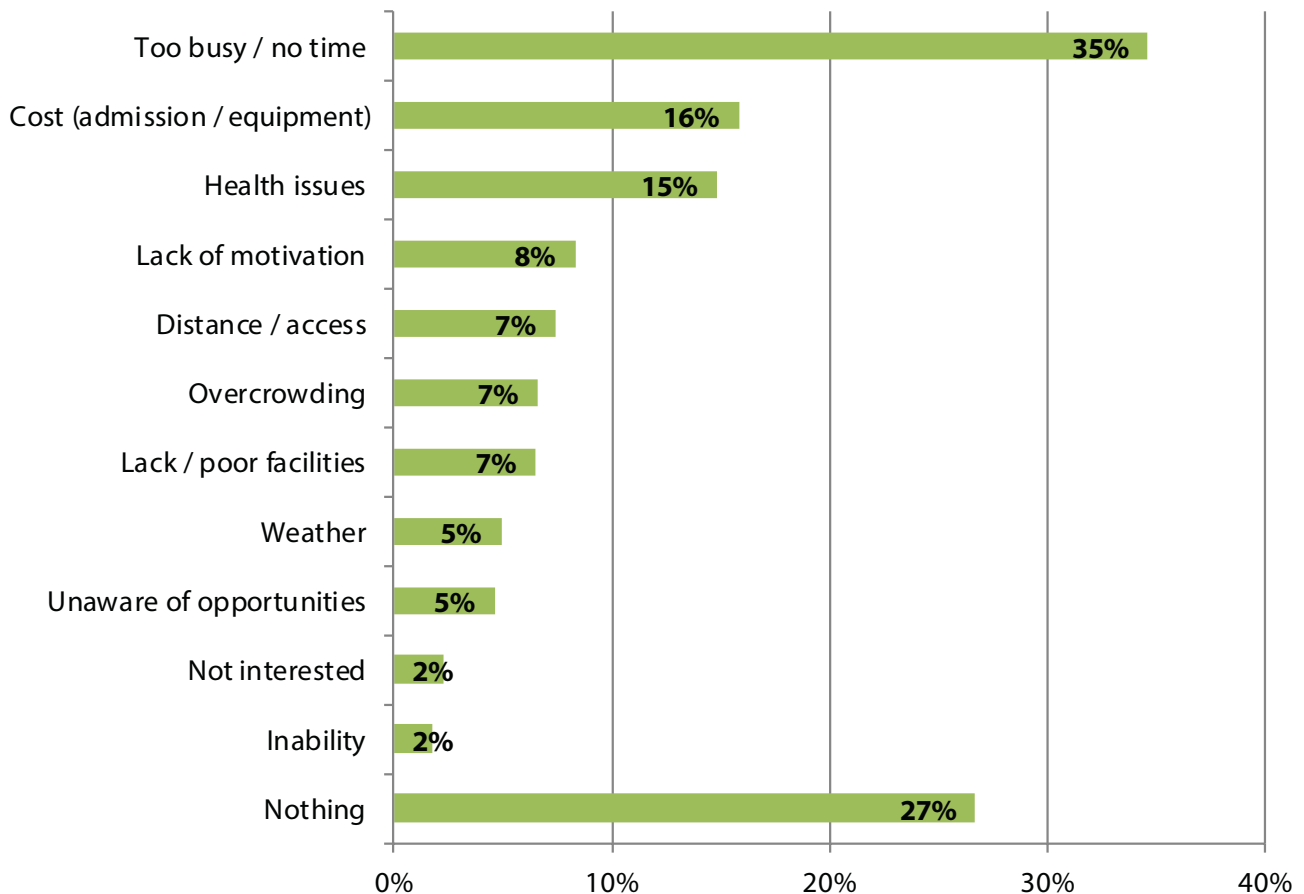
# Increasing Participation

**Recommendation 17: The City will act to reduce barriers and increase participation wherever possible.**

In order to achieve the core service outcomes outlined and ensure that the vast benefits of recreation and parks services can be demonstrated throughout the city and region, residents must participate in programs and activity. That said, it is inherent upon all stakeholders who stand to benefit from participation to attempt to increase it. Stakeholders in health, justice, and education will see positive outcomes in their own performance measures with increased recreation and parks participation. Recreation and parks agents will see higher enrollment, increased use of facilities and spaces, and enhanced public and political profile from higher levels of participation.

**Graph 9: Household Telephone Survey Response**

Barriers to Participation in Recreation Activities



In order to create higher levels of participation in healthy recreation and parks pursuits, it is first important to understand existing barriers that potential participants face. Barriers identified in the household survey include that residents are too/busy, cost and health issues.

Although some of the barriers are difficult to address, cost to access programs, overcrowding of facilities, and lack of facilities are all areas that public service (infrastructure and programs) providers can focus on reducing barriers many of which are discussed herein. Lack of motivation and being unaware of opportunities can be addressed through enhanced promotions and marketing efforts as outlined herein. Working with the health sector in “prescribing” recreation and parks opportunities to combat health issues may help overcome barriers as well (i.e. InMotion marketing campaigns).

Barriers to participation related to physical ability and/or age can, and should, be addressed during the design of enhanced or new facilities and spaces where possible.

Furthermore, working with health providers to enable participation through a formal prescription approach would provide added benefit in the community and potentially increase overall participation levels.

As the City and community-based groups continue to assess and provide needed recreation and parks program opportunities, it is very important to recognize and consider barriers to participation in program/opportunity design and implementation. For instance, ensuring that low/no cost opportunities to participate are provided within each of the required program/focus areas should be consistently added to all recreation and parks opportunities; while under the realization that not all opportunities will be free or affordable.

Accessibility, affordability, and equity should be at the forefront when designing and offering recreation and parks programs and services.



# Admission Fee Levels

**Recommendation 18: The City will review its Fees and Charges Schedule to determine admission fees that encourage greater use while also generating revenues, including potential use of a tiered system with differential fees based on facility type and capacity.**

The costs of admission were identified by citizens as a significant barrier to participation. In fact, the City of Saskatoon has the highest overall fee structure for major cities in Western Canada. In addition, these fees are applied equally to all City facilities with pool and fitness admissions, irrespective of the quality and types of amenities offered.

The current adult admission fee in Saskatoon for a single visit for pool and fitness room use is \$9.80 (2015). The adult single admission fees are applied at Harry Bailey, Lawson, Lakewood, the Shaw Centre, the Fieldhouse (fitness, track, courts), and Cosmo (fitness only). The Fitness Circuit and Terry Fox Track (Sasktel Sports Centre) has an admission fee of \$4.00. These centres have different types of amenities (i.e. Lakewood and Cosmo have gymnasiums for spontaneous use and Lakewood and Lawson have multi-purpose rooms). In contrast, the following adult drop-in fees are charged at the other largest Western Canadian communities:

- In BC, the City of Vancouver charges \$5.75 for all facilities; the City of Surrey charges \$7.00 for all facilities, and the Greater Victoria communities range from \$6.25 to 6.75.
- In Alberta, both Edmonton and Calgary use a tiered fee structure based on the quality and size of facilities. Edmonton has three levels: a charge of \$7.00 for all community-level facilities, \$9.00 for the Kinsmen Fieldhouse, and \$10.45 for three major leisure centres that are much larger than any of the Saskatoon facilities, including the Shaw Centre. Calgary also has a tiered system. The two “mega” centres (Southland and Village Square) charge \$11.95. The 12 other facilities charge either \$6.00 (6 smaller neighbourhoods at Tier 1), or \$7.10 for the 6 Tier 2 community level facilities. The Shaw Centre would be comparable to the larger Tier 2 facilities.
- In Manitoba, the only comparable is Winnipeg. Its adult rate is \$6.60 for all recreation facilities.
- In Regina, the three facilities with pools and fitness amenities all charge \$6.00.

Like Saskatoon, all of these communities have rates for pre-schoolers and children, youth (generally 13 – 17), and older adults (in most but not all cases). These rates are set with generally the same ratios used by Saskatoon, so are considerably lower than Saskatoon with the exception of the six Alberta “mega-facilities”. The base rates are also used to determine multiples (10 or 25 uses), or time passes (often 1, 3, 6 and 12 month passes).

The higher admission fees in Saskatoon have likely exceeded the “elasticity of demand” principle for many, if not all facilities; the point where the higher rates both reduce user levels and actually decrease overall revenues. This is most noticeable for Harry Bailey, Lawson and Cosmo. Lakewood has continued to attract good use, but it is anticipated that all facilities would see increased levels of use with lower fees, and overall higher revenues.

City Administration is currently undergoing a thorough assessment of current fees and policies. It is anticipated that the findings of this assessment will help guide future decision making regarding various user fees.

It is important to note that admission fee reductions may lead to increased use and this revenue cost recovery targets can be adhered to. Should use not increase to levels that allow targets to be met, reduction of overall cost recovery objectives may be required.



Section

# 7

## **Recreation and Parks Infrastructure**



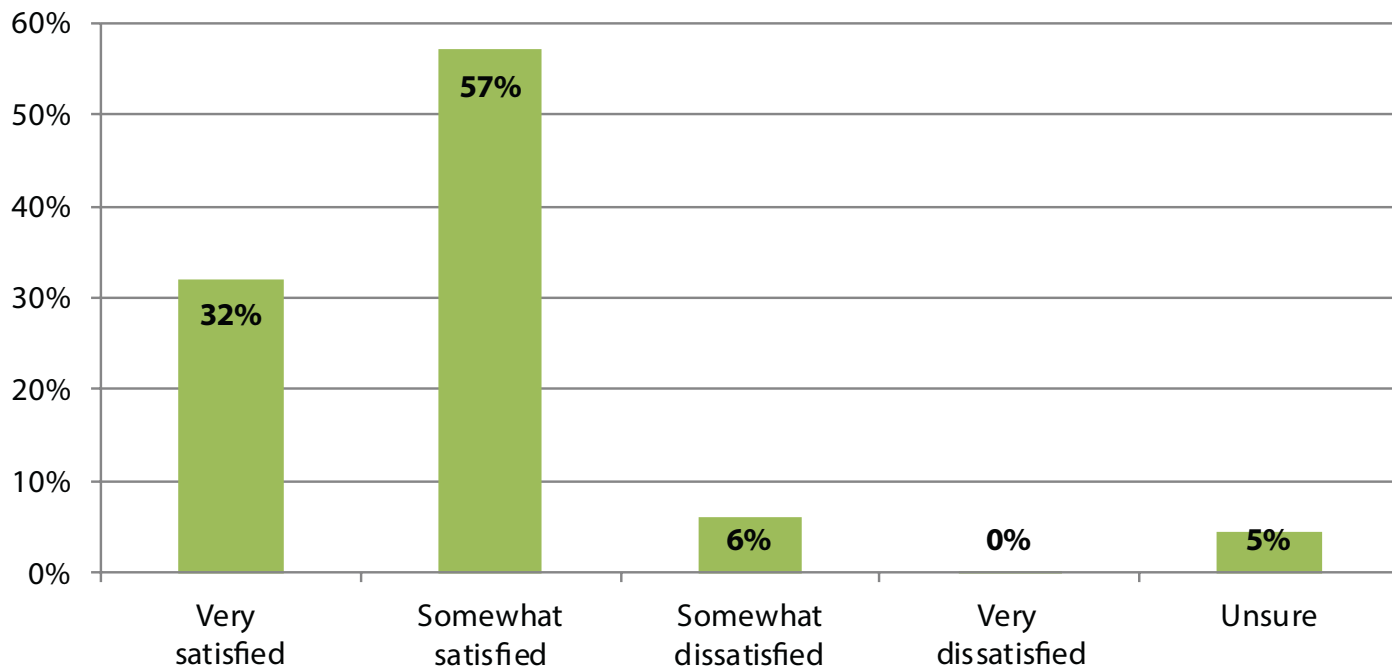
Creating supportive environments for recreation and parks activity to occur is also about having appropriate infrastructure in place to accommodate programs and opportunities. Having relevant infrastructure in place, sustaining it, and planning for new infrastructure all has to be strategically considered.

In regards to infrastructure, the City of Saskatoon is the primary provider of public sector recreation and parks services. The City currently owns and operates a vast array of recreation and parks facilities and spaces including, but not limited to:

- 4 indoor pools within 6 leisure centres
- 6 indoor ice surfaces<sup>1</sup>
- 10 youth centres<sup>2</sup>
- 3 golf courses
- 4 outdoor pools
- 7 skateboard sites
- 44 tennis courts (41 outdoor, 3 indoor)
- 210 parks
- 302 sports fields
- The Forestry Farm Park and Zoo
- 30 paddling pools
- 17 spray pads
- 184 playground units

### Graph 10: Household Telephone Survey Response

How satisfied are you with the recreation and parks services currently offered in Saskatoon?



1 In total there are 11 indoor ice arena facilities containing 17 pads of ice within the city.

2 Hosted in partnership with other Community-based groups.

As can be seen, the City's investment in existing recreation and parks facilities and spaces is significant. Simply operating and maintaining these facilities is a major responsibility. Residents of the city (and local groups) show high levels of satisfaction with recreation and parks services, yet there is an appetite for investment in new and/or enhanced infrastructure. Fifty-nine percent (59%) of households and 88% of groups responding to respective surveys indicated a need for new and/or enhanced recreation and parks infrastructure. Community-based groups consulted identified specific upgrades that are required at the facilities that they use.

Commonly cited concerns identified by groups included:

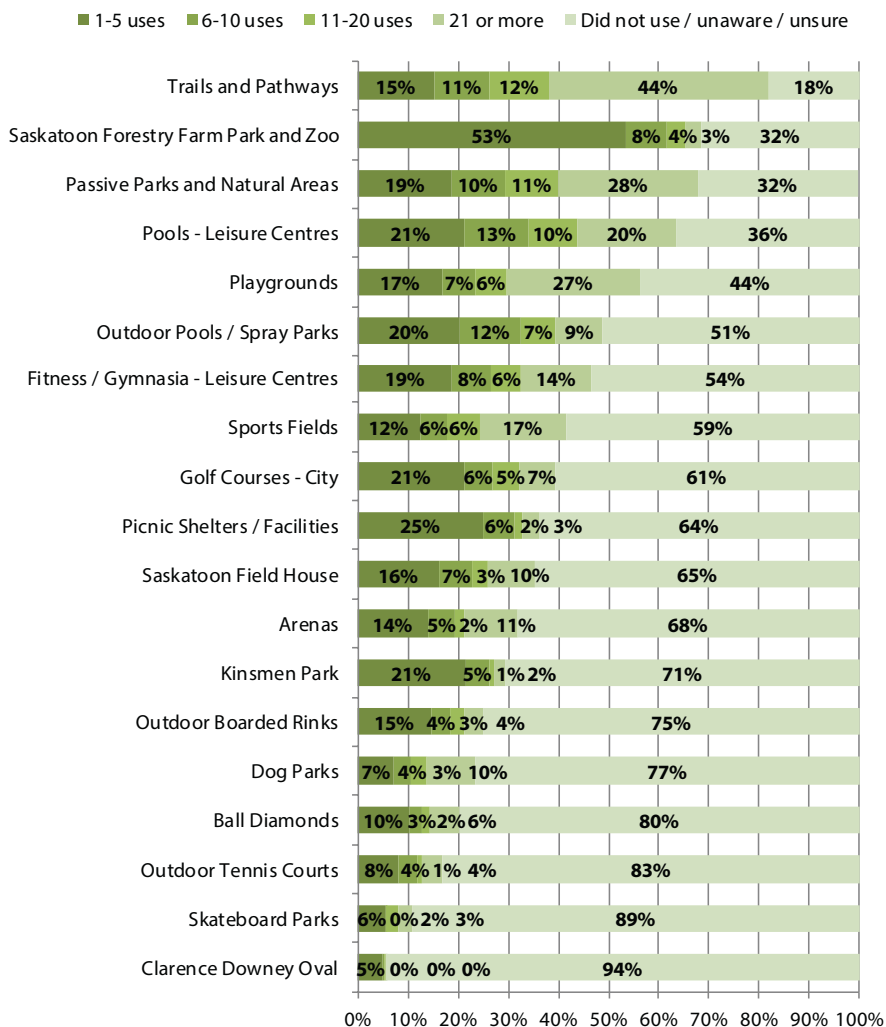
- Issues with physical accessibility;
- A lack of space/capacity for programs and events; and
- Issues with, or a lack of, support amenities.

Current levels of City recreation facility and park utilization is significant and impactful. Graph 11 depicts the level of utilization of recreation and parks facilities indicated by responding households. Most heavily utilized facilities and spaces include trails and pathways (used by 82% of the households surveyed), the Forestry Farm Park and Zoo (68%) and passive parks and natural areas (68%). Pools at the City's Leisure Centres were used by 64% of households while playgrounds were used at least 1 – 5 times in the past year by 56% of households.

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. There is also reference to a detailed capital development plan based on research conducted and incorporating new and existing systems and processes around infrastructure prioritization.

**Graph 11: Household Telephone Survey Response**

Household Utilization in Previous Year



# Recreation Facility and Parks Planning

**Recommendation 19: The City will look to engage the Community Feedback Committee (or similar group) in implementation of the Plan.**

Public recreation and parks service provision involves a number of internal City divisions and external delivery agents and partners. As the delivery system is integrated, so too should be strategic planning related to future recreation and parks infrastructure. The development of this Master Plan and the involvement of both the internal Project Steering Committee and the external Community Feedback Committee are excellent examples of engaging pertinent stakeholders in strategic planning or recreation and parks services. This structure was set up specifically for this planning process yet strategic planning in recreation and parks requires ongoing effort.

The continuity of involving cross sector and external recreation and parks allies in strategic planning should be continued where appropriate and possible. For example, an annual Master Plan progress report could be presented to the Community Feedback Committee to retain engagement, align community initiatives and ensure that broader perspectives are not lost.

**Recommendation 20: City recreation and parks professionals will continue to work with other divisions in planning future recreation and parks infrastructure.**

Internally to the City, the voice of recreation and parks must be heard in broader corporate strategic planning and decision making. The prominence of recreation and parks is already significant, with these services entrenched in the City's Official Community Plan and Strategic Plan; however, increased profile internally will be necessary in ensuring the Master Plan is implemented with sustainable and enhanced services. Planning for recreation and parks also requires integration between the divisions responsible for recreation and parks delivery. For example, parks operation and maintenance groups should influence new park design, and recreation facility staff, marketing staff, and program staff should influence pricing and program delivery strategies at respective site.



# Parks Classification

**Recommendation 21: The City will revisit, update, and enhance its Parks and Open Space classification system.**

**Recommendation 22: The City will revisit, update, and enhance its current Park Development Guidelines policy and formalize its Landscape Design Standards**

The provision of parks and open spaces by the City of Saskatoon is organized into different parks and open spaces typologies that serve a variety of markets and potential uses. The City's Official Community Plan (OCP) states "public parks and recreation areas shall be provided throughout the City in a hierarchy of open spaces, sufficient to meet the public recreation needs of Saskatoon's residents." Furthermore, it suggests: "An equitable distribution of community services and facilities, including parks and recreation areas, school sites, supportive housing, access to public transportation, and other services, shall be provided through appropriate long range planning and the development review process."

The following parks classification system, taken from the City of Saskatoon Administrative Policy A10-017, has been in existence since 1975 and last updated in 2002. The hierarchy of parks is based on the neighbourhood as the central core and radiates to larger units and special uses. The park hierarchy consists of Neighbourhood Pocket Park, Neighbourhood Core Park, Linear Park, Village Square Park, District Park, Multi-District Parks and Industrial Parks. The system also includes, outside the hierarchy, Special Use Park categories which are intended to provide city-wide recreation and unique programming opportunities.

Each park category is intended to address particular needs of particular groups of people, while simultaneously maintaining the flexibility of programming and attractive environment which will encourage use by residents in general.

The **Neighbourhood Pocket Park(s)** will provide green space for residences close to the periphery of a neighbourhood which are some distance from the Neighbourhood Core Park. The Pocket Park character is small-scale, focusing on passive recreation and aesthetic appeal. Programming could include creative play apparatus.

The **Neighbourhood Core Park** is intended to serve the active and passive recreation needs of its catchment population of approximately five to eight thousand people. Sports fields accommodate intra-neighbourhood league play for youth 13 years of age and under. They are also intended for families, children of elementary school age, and for informal use. Structures to accommodate active recreation programs are located in a neighbourhood core park (e.g. paddling or spray pool).

**Linear parks**, as part of the overall linkage concept, are intended to provide a safe and aesthetically pleasing connection between parks and other destinations through non-motorised means of travel. They also allow for preservation of both heritage features and natural features.

**Village Square Park** is an urban open space which is centrally located in the neighbourhood and contains primarily soft landscape with some hard surface elements. Its primary purpose is to serve as an informal and formal meeting place, by providing a community focal point and destination for passive recreation including socialization and event programming.

**The District Park** is intended to serve four or five neighbourhoods. It accommodates both active and passive recreation, and may have a particular emphasis on the athletic needs of high school students. The structured city-wide sports activities intended for District Parks will typically result in a high proportion of space required for active rather than passive recreation. Structures to accommodate active recreation programs are located in a District Park (e.g. tennis courts).

**The Multi-District Park** is intended to accommodate both active and passive recreation. There is an emphasis on structured sports. Dimensions of sports fields shall be suitable for higher levels of competition (e.g. floodlighting sports fields). Suburban community centres are located in multi-district parks.

**Industrial Park** is intended as a city-wide resource. Each park responds to the unique site circumstances or provides unique programming opportunities. The location in industrial areas allows elements which are not suitable for residential neighbourhoods. This type of park can also facilitate the needs of employees working in the industrial area (e.g. landscaping, outdoor furniture).

The **Special Use Park** is a city-wide resource. Each park responds to unique site circumstances and/or provides unique programming opportunities. Therefore, this park type will be subject to more unique development guidelines than the others in the hierarchy. The Forestry Farm Park and Diefenbaker Park are examples of Special Use Parks.

Further detail on the current purpose, function, size, location and site access, visibility and frontage considerations for each park classification type are outlined in Appendix E. The City acquires lands for new parks and open spaces through land development and other means. As lands for parks and open space are acquired (discussed in later sections) the current guideline for distribution of dedicated land between park types is as follows (for the 10% Municipal Reserve allocation taken during land development for residential and commercial areas): Neighbourhood—61%, District—36%, Multi-district—3%. As industrial land is developed, 5% is taken as park dedication which can be used for the development of major recreation and parks infrastructure. Furthermore, the City also has Landscape Design Standards it utilizes to ensure new or enhanced park areas and furniture are constructed appropriately.

The parks classification system provides a foundation for how parks and open spaces are acquired, developed, and maintained. As the system is over 10 years old, it may be time to revise it based on current terminology and changes in municipal governance and parks and open space management in recent years. As well, the City's Landscape Design Standards should be reviewed, updated, and formalized.

When reviewing, updating and enhancing the Parks Development Guidelines the following considerations are provided:

- **Terminology** for certain park types may warrant change to reflect new parks and open space language and norms.
- Some **park types may not be pertinent in current market** conditions (i.e. Industrial Park).
- **Enhanced integration of school sites** and District and Multi-district Parks Sites may be worthwhile. This is further supported by the City's OCP: "School sites shall, wherever possible, be located adjacent to Municipal Reserves or such other public open spaces as may have been created in the area. Development on such integrated school sites shall take place in such a manner as to encourage maximum utilization of all facilities at all times. The use of the school and park facilities as the recreational centre for the neighbourhood or area, as the case may be, shall be promoted."

- The inclusion of other types of public land, such as **Environmental Reserve that is utilized for recreational purposes** (i.e. nature trails) may warrant inclusion in the classification system (and in associated maintenance procedures).
- Special areas, such as **boulevards and buffers, environmental reserve, berms and utility parcels** that have no active recreation function yet have passive/interpretive/aesthetic functions may also warrant inclusion into the overall parks classification system. These areas should not be given municipal reserve credit during land development, nor should storm water management facilities.
- Due to the development of higher density residential areas, **park allocation amongst the different park types may warrant change.**
- The **allocation of Municipal Reserve** to the different park classifications may need to be distributed in a more significant way to local neighbourhood level parks while other acquisition strategies (such as partnerships) should be focused on for District and Multi-district Park Sites.<sup>1</sup>
- In regards to Municipal Reserve allocation across the different park types, the City may want to consider **allocating more Municipal Reserve acquired through development to neighbourhood amenities** and acquiring more land through other means (beyond 10% through additional land dedication during development etc.) to accommodate District and Multi-district park site requirements.
- **Natural, naturalized and passive park spaces should be included** in park allocation within each park classification as should sports field amenities, public art and park furniture (or potentially as their own classification type).
- Natural bioswales and corridors in the city should be considered as **linkages for active transportation as well as wildlife movement.**<sup>2</sup>

The aforementioned considerations are not meant to be exhaustive nor prescriptive. They are provided as considerations in the review of the City's Park Development Guidelines, Landscape Development Standards and associated strategies.

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1 In larger western Canadian municipalities, land purchase is commonplace to supplement city-wide park land requirements as the traditional 10% allocation is only sufficient for neighbourhood park amenities; especially considering increasing densities for residential development.

2 As discussed in the City Wetlands Policy.

# Recreation Facility Classification

**Recommendation 23:** The City will use a recreation facilities classification system to help guide future development of new or enhanced facilities.

The City currently does not have a classification system for indoor recreation facilities as it does for parks and open spaces. Classifying different facility types and indicating potential market sizes, amenities and features, and siting will help future planning efforts and guide resident expectations. The following system is proposed and includes three different classifications. Although municipal facility amenities have been identified, it is possible that these amenities may be co-located with District level indoor facilities.



**Table 13: Sample Facility Classifications**

Facility Type	Potential Amenities	Site Considerations	Current Examples
City-wide	<ul style="list-style-type: none"> <li>• 50 M indoor pools</li> <li>• Spectator arenas/performance event venues</li> <li>• Community hall/banquet facilities (over 500 banquet capacity)</li> <li>• Performing arts centres</li> <li>• Curling rinks</li> <li>• Indoor field facilities</li> <li>• Gymnasiums (two or more floor plates)</li> <li>• Museums</li> <li>• Libraries (central resource)</li> <li>• Seniors centres</li> <li>• Youth centres</li> <li>• Zoo Facilities</li> <li>• Science Centres</li> </ul>	<p>Located adjacent to multi-district parks and/or schools.</p> <p>Geographic balance throughout the city is not a priority.</p>	<p><b>Shaw Centre</b></p> <p><b>Sasktel Sports Centre</b></p> <p><b>Saskatoon Field House</b></p> <p><b>Harry Bailey Aquatics Centre</b></p> <p><b>White Buffalo Youth Lodge</b></p> <p><b>Henk Ruys Soccer Centre</b></p>
District	<ul style="list-style-type: none"> <li>• Leisure aquatics venues</li> <li>• 25 M indoor pools</li> <li>• Ice arenas</li> <li>• Community hall/banquet facilities (under 500 banquet capacity)</li> <li>• Gymnasiums (single floor plate)</li> <li>• Fitness centres</li> <li>• Indoor walking tracks</li> <li>• Libraries (community)</li> <li>• Ice arenas without major spectator seating</li> <li>• Arts and culture program areas</li> </ul> <p><i>* As identified in the City's OCP as an Integrated Community Centre.<sup>1</sup></i></p>	<p>Located adjacent to District park sites.</p> <p>Strategic provision based on geographic balance is considered.</p> <p>Standardized provision in each district may not be achievable in all instances.</p>	<p><b>Cosmo Civic Centre</b></p> <p><b>Lawson Civic Centre</b></p> <p><b>Lakewood Civic Centre</b></p>
Neighbourhood	<ul style="list-style-type: none"> <li>• Playgrounds</li> <li>• Spray pads/paddling pools</li> <li>• Community centres</li> </ul>	<p>Located within city neighbourhoods.</p> <p>Consider geographic balance.</p> <p>Standardized provision in each neighbourhood may not be achievable in all instances.</p>	<p><b>Willowgrove Community Centre</b></p> <p><b>Briarwood Recreation Unit</b></p>

<sup>1</sup> "The core facility of an Integrated Community Centre shall provide recreation space, meeting space, and the necessary mechanical, storage and janitorial space", City Official Community Plan.

This classification system will aid in the programming of new and enhanced facilities moving forward, relating which amenities should be considered for projects with city-wide user markets versus those with District level draw. The following map provides an overview of current city-wide and District facilities in the city.

**Map 1: Indoor Recreation Facilities**





# Recreation and Parks Infrastructure Considerations

The following recreation and parks infrastructure considerations are provided to help inform and influence decisions regarding the planning, design, and operations of both existing and new recreation and parks infrastructure (where applicable). For the most part, they pertain to both indoor and outdoor environment and include strategic recommendations (if applicable). Many of these considerations are currently practiced by the City.

## Spontaneous/Structured

**Recommendation 24: The City will consider providing both spontaneous and structured recreation, culture, and parks spaces in the expansion/enhancement of existing or the development of new infrastructure.**

The provision of spontaneous, unstructured recreation and parks opportunities should continually be considered by the City in the programming of existing and new spaces. The City currently operates spaces such as leisure pools 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 and parks outlets for residents. This is not to say that traditional team sports/structured activities and the environments that support them should be ignored. The provision of traditional recreation and parks facilities such as ice arenas and sports fields has been focused on structured rental use, and thus a large portion of the population, those demanding spontaneous use outlets, have not been fully considered in major resource development.

The supply and demand relationship for spontaneous use 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. Some work has been done by the City in determining capacities of spontaneous use areas through the 2012 Future Sport and Recreation Facility Development Model.

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. Recognizing that spontaneous users are comprised of both user types, planning for spontaneous use facilities should consider the following:

- 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.
- 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) those shown in the chart below. 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.

**Table 14: Sample Spontaneous Use Recreation and Parks Amenities**

Indoor	Outdoor
Leisure aquatics spaces	Trails
Leisure skating pads (non-boarded)	Playgrounds
Indoor child playgrounds	Passive green spaces

## Recreation, Culture, Heritage, and Social

**Recommendation 25: The City will explore opportunities to develop integrated facilities when contemplating the development of new or enhanced recreation and parks infrastructure.**

Recreation, culture, parks, and social service facilities and programs are relevant and significant contributors to quality of life in Saskatoon. Traditional perspectives often regard recreation and parks being sports and physical activity related; culture primarily as encompassing creativity and artistic expression; and social services 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 promotes and improves 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. The City has already implemented the concept of integrated facilities through its partnerships with school authorities and partner groups. 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 recreation and culture amenities under one roof or at one site holds true for the development of future new public facilities spaces, and 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 city, whether in a traditionally recreation and parks, culture, or social context, should consider the inclusion of spaces related to the other two. This will optimize the use of public funding, promote multi-purpose development and planning amongst traditionally separate user markets.



## Stand Alone vs. Multiplex

**Recommendation 26:** The City will continue to consider including multiple types of spaces in a facility and/or at a site when planning for investment in recreation and parks infrastructure.

The development of large multi-purpose community recreation and parks 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 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 complimentary 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;
- Outdoor playgrounds and picnic areas;
- Fitness and wellness spaces and indoor walking track facilities; and
- Ice facilities with indoor aquatics venues (energy sharing).

Furthermore, the clustering examples mentioned should be considered in the enhancement of existing or development of new facilities.



# Geographic Balance

**Recommendation 27:** The City will consider geographic balance in the provision of existing and the development of new programs and services, especially for facilities and spaces provided at the district level.

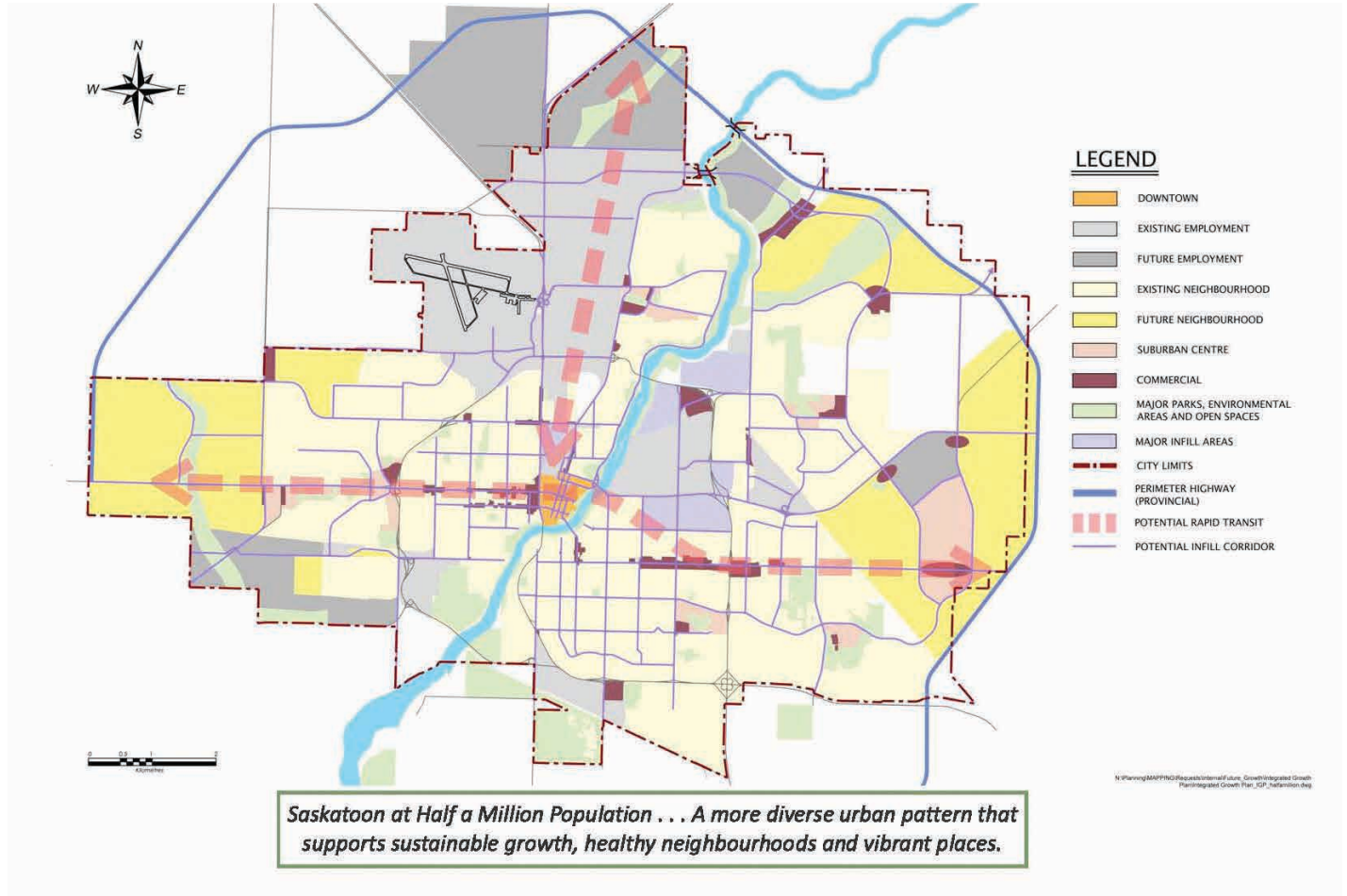
Geographic balance of facilities and sites is an important consideration for the City as it continues to grow to a population of 500,000. The parks and open space and

recreation facility classification systems suggest that some facility and park types (and sizes) should be considered as having city-wide market draw while others may have more limited District level user markets. For those recreation and parks assets that serve a city-wide population, geographic balance of provision is less important. For those amenities that serve district level or neighbourhood level markets, geographic provision is more pertinent. The following map shows the geographic distribution of District and Multi-District recreation facilities.

**Map 2: Indoor Recreation Facilities**



### Map 3: Areas of Growth



As can be seen, the location of new District Level facilities should focus on the northeast for new growth. Provision of facilities in the west may also warrant future consideration. Current service provision in the downtown core may also warrant investment in district level facilities, especially if other service providers such as the YMCA or YWCA divert services outside the area. For new city-wide facilities, even though the need to balance provision geographically is not as relevant, siting the facilities could consider balance if available. Proximity to other urban centres outside of the City should also be considered if user markets from outside the City are expected and/or intended.



## Energy Efficient Design

**Recommendation 28: The City will employ principles of environmentally sound design wherever possible when contemplating new facilities/sites or when investing in existing infrastructure.**

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

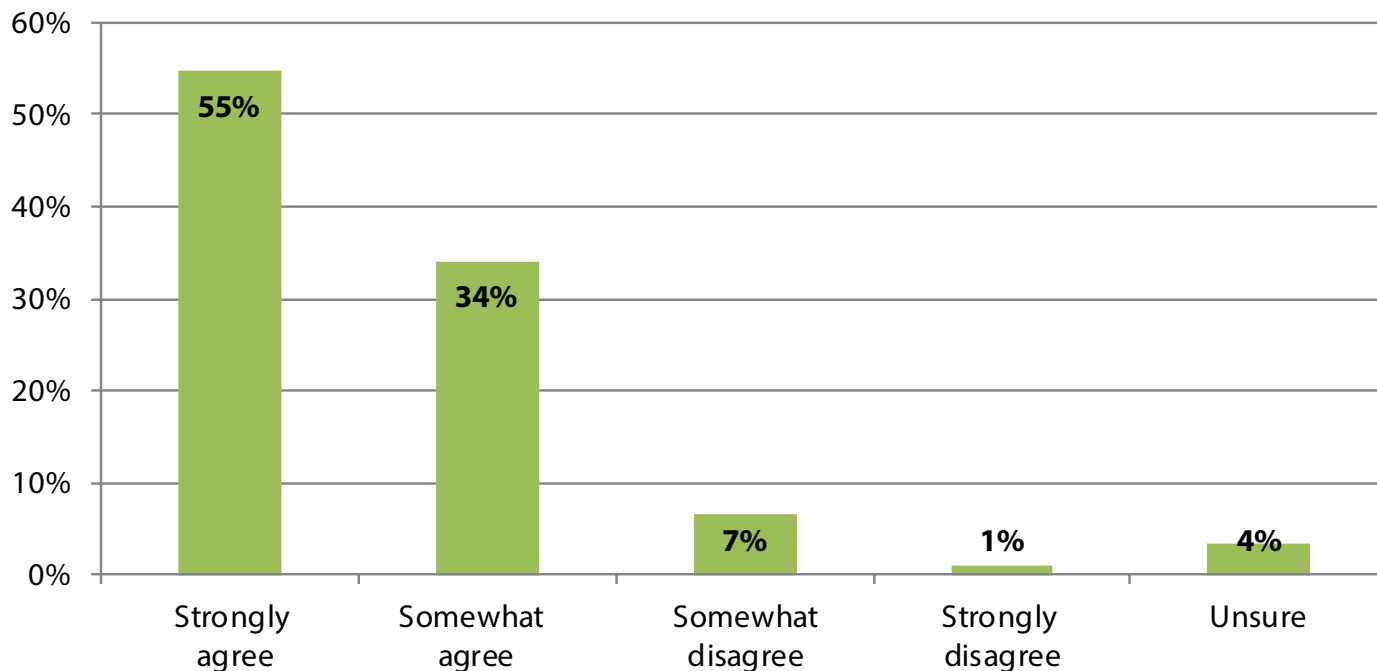
Designing facilities in the most environmentally friendly way possible can lead to significant reduction to the environmental impacts of construction and operation. It can be more costly<sup>1</sup> in terms of capital; therefore, detailed cost

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.

Other green design principles, such as ensuring facility patrons have transportation options (e.g. mass transit, active transportation) and associated support amenities (e.g. bike racks) should also be considered in recreation and parks provision.

**Graph 12: Household Telephone Survey Response**

“Where possible, facilities should be developed considering their impact on the environment.”



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

## Synthetic Playing Surfaces

**Recommendation 29: The City will explore the application of synthetic playing surfaces when contemplating major outdoor recreation and park facilities.**

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 rinks spaces. These surfaces allow for more intense use, including continuous use regardless of weather and extended playing seasons. This trend is apparent in Saskatoon as the Saskatoon Minor Football Field at Gordon Howe Park facility has recently been redeveloped to include an artificial turf rectangular field. 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; and
- Reduced injuries/safer playing surface for athletes (subject to further research).

## Lifecycle Budgeting

**Recommendation 30: The City will continue to plan for facility and parks lifecycle replacement and amenity refreshment through an annual lifecycle budget approach.**

Recreation and parks facilities are some of the most costly (both operational and capital) and complex assets in the City's asset inventory. Not only do these assets require extensive human resources to program and operate, repair and maintenance of 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 City of Saskatoon plans for lifecycle replacement and repair of both indoor facilities and parks and open spaces. For parks and outdoor spaces, a parks condition audit was completed in 2005. Items included in the inventory were turf, trees, shrub beds, flower beds, soccer/football fields, ball diamonds, walkways, natural areas, and bollards.

Benches, backstops, goal posts, fences, play structures and similar items were not part of this inventory audit. The study identified costs for capital renewal of \$18.5 million (2005), and 65% of that total (\$12 million) was considered urgent or safety related repairs. The summary of upgrade costs by park classification shows that parks in the special use classification area had the greatest proportion of repairs required. Multi-District parks and Neighbourhood parks were also disproportionately high. Since 2005, the Parks Division has been investing in existing parks while it has also increased the inventory of parks through new development. Parks has an annual budget allocation to fund required lifecycle maintenance through the Neighbourhood Park Upgrade Reserve; this program is currently for neighbourhood parks only. A more defined and dedicated park lifecycle reserve program for all types of parks would create more security when sustaining parks and parks features. Currently, only playground structure and furniture are accounted for in lifecycle planning.

In regards to indoor facilities, lifecycle maintenance budgets are currently set at 1.2% of new capital replacement value. This budget allocation is contained in the City's Civic Building Comprehensive Maintenance Reserve (CBCM Reserve), which was initially established in 1993. The CBCM Reserve program was reviewed by City Administration in 2012 and recommendations from that review suggested potentially increasing the 1.2%.<sup>2</sup>

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 span 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.

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<sup>2</sup> Some western Canadian municipalities target as much as 4% of capital replacement value for annual and long term lifecycle reserve budget allotment.

For facilities, the City should consider increasing its annual contribution to lifecycle reserve to better represent true costs of lifecycle repair and maintenance and to account for facility amenity refreshment. For parks and open spaces, the City should develop a more defined lifecycle budget reserve process based on a percentage of replacement value (as is the case with facilities).

## Infrastructure Design

**Recommendation 31: The City will consider crime prevention through environmental design, multi-use, physical accessibility, age-friendly design, sponsorship exposure, and event hosting capability when designing and constructing new and/or enhanced recreation facility or developing open spaces.**

The actual design of recreation and parks infrastructure is typically a reflection of the designer, intended community image, and the active involvement of community stakeholders. That said, 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.

These should all be considered in addition to ongoing community recreation and culture programming requirements.

**Physical accessibility** is also a very important consideration. Universal design considerations for users with disabilities must be considered as well as concepts such as age-friendly, and designing spaces and program areas to promote physical literacy. Accessibility as it relates to geographic location and adjacency to transit options (including active

transportation) is important in promoting healthy lifestyles and reducing barriers to participation.

**Crime prevention through environmental design** (CPTED) principles needs to be considered in facility and park design and development. This principle is outlined in the City's Official Community Plan. The CPTED Review Committee is a design resource.

Designing a facility or space to create **exposure and promote activity cross marketing** (internal and external sight lines) should be considered as there is potential to generate revenues for operations and increase overall facility utilization and community activity with different facility designs.

Indoor recreation and culture facilities typically are found on larger park sites. 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 City wish to promote year round outdoor (winter) recreation and parks activity.

## Healthy Food Choices

**Recommendation 32: The City will ensure that healthy food and beverage options are provided in recreation facilities and parks where possible.**

Some City of Saskatoon recreation facilities and park spaces offer food and beverage services. These services are provided through leasehold concession and kitchen areas as well as vending machines.

Despite the fact that these recreation facilities and parks spaces promote active, healthy living it is not uncommon to see unhealthy food choices offered to patrons. Unfortunately, unhealthy foods can be more profitable for food service providers and are popular with patrons. As this is the case, offering healthy food options as well as traditional less healthy options may be a worthwhile compromise where service providers are able to do so.



# Land Acquisition and Site Selection

**Recommendation 33: The City will consider additional Municipal Reserve allocation and budgeting for land acquisition for the creation of larger multi-district and/or district park and recreation facility sites.**

The City of Saskatoon has grown dramatically over the past number of years and is expected to grow even more in the near future with the population increasing to 500,000 by 2040. With this intense growth comes the need for new lands to be developed.

The City's current land development protocols (governed via Provincial and local legislation) enable it to acquire 10% of residential subdivisions and 5% of non-residential subdivisions for recreation and parks purposes. The current guideline for distribution of dedicated Municipal Reserve land between park types when dedicating lands in residential and commercial areas is approximately 61% to Neighbourhood level parks, 36% to District level parks and 3% to other. Municipal reserve dedication is the primary vehicle for the City to acquire new lands. Potential amendments to this approach have been suggested in the discussion around Parks Classification discussed earlier in this Plan.

As municipalities grow, residential development tends to get higher density and thus greater demands are placed on traditional municipal services. This is true for infrastructure (water and sewer, roads, etc.), as well as recreation and parks. Many municipalities with higher density developments have found that traditional legislated 10% reserve dedications are not sufficient to meet the demands for neighbourhood, District and Multi-district parks. With this realization has come the need to supplement traditional Municipal Reserve dedication by negotiating additional land dedication during land development<sup>1</sup>.



<sup>1</sup> The City of Saskatoon would have to work with the Province of Saskatchewan to adjust or consider increasing current 10% Municipal Reserve Allocation requirements.

Land acquisition is not only required in new development areas. The City's Official Community Plan provides guidance for acquiring land for park in established neighbourhoods: "The City shall facilitate the acquisition of lands for new parks in neighbourhoods with identified deficiencies, as well as the upgrading of existing parks, on a priority basis, as opportunities present themselves. Funding for such park improvements may originate from a variety of sources including the Dedicated Lands Account, Local Improvement Act provisions, and the Capital Budget process."

It is important to note that once lands can be acquired, the City should still be selective on the type, location, and amount of land it acquires in any given site. For instance, if it is acquiring lands for a new District recreation facility, the site should be accessible to residential areas, able to be expanded and in an area of new growth (as per public opinions collected in the household survey).

**Graph 13: Household Telephone Survey Response**  
Importance of Site Criteria for New Recreation Facilities



# Sustaining Existing vs. Building New Infrastructure

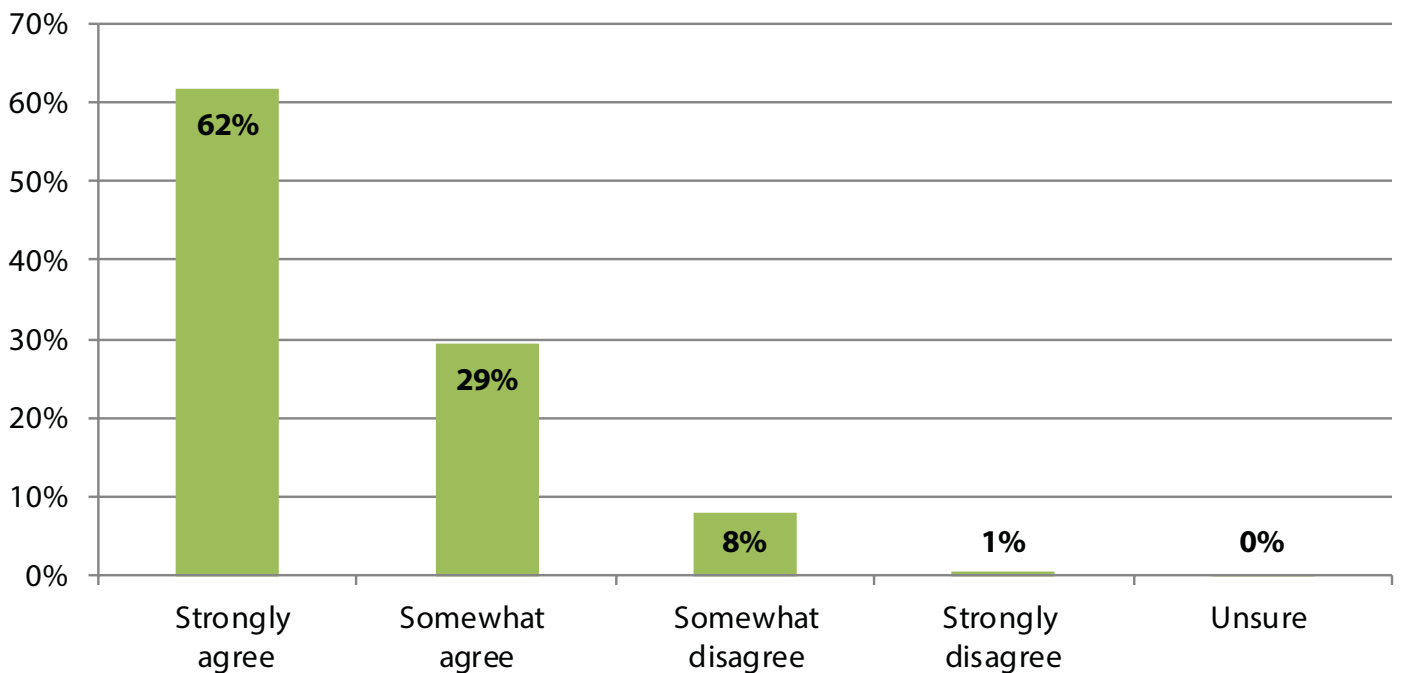
**Recommendation 34:** The City will consider revitalization, enhancement, and potential expansion of existing facilities, including but not limited to playground structures, recreation units, and leisure centres when contemplating future recreation and parks infrastructure development.

**Recommendation 35:** The City will use the reinvestment/repurpose or decommission decision-making framework when contemplating the future of existing recreation and parks assets requiring substantial lifecycle investment.

The City has a significant investment in recreation and parks infrastructure; an investment that requires resources to merely sustain. The current state of the majority of recreation facilities is good due to existing lifecycle practices (discussed earlier) and appropriate maintenance programs. The same cannot be said for play structures, recreation units, or paddling pools. Enhancing lifecycle planning for all recreation and parks infrastructure is important for future service provision (as discussed in other sections). This approach was reinforced by household survey respondents as 91% suggested they agreed that “it is important to maintain or upkeep our existing facilities before we consider developing new ones.”

**Graph 14: Household Telephone Survey Response**

“It is important to maintain/upkeep our existing facilities before we consider developing new ones.”



The concept of looking after what you have 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. The City's Official Community Plan touches on the subject of repurposing facilities and suggest that adaptive reuse should be considered for community facilities.

The City has a number of indoor and outdoor recreation and parks assets, all of varying age and physical lifecycle state. 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 and administrative, and common-area development may be achieved. Adding to existing facilities can also promote the multiplex approach at those sites, thereby enabling the benefits of this approach to facility development to be realized. The City has six major leisure centres, each serving a local and city-wide market and each having different types of amenities. The Leisure Centres are utilized, but have seen reduced usership (and thus revenues) in the recent past. The Centres pose an attractive opportunity for redevelopment or enhancement to better meet community needs while leveraging existing public investment.

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 and parks 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. This practice is already underway throughout the City (CBCM Reserve Fund) and enhancements to it have been recommended herein.

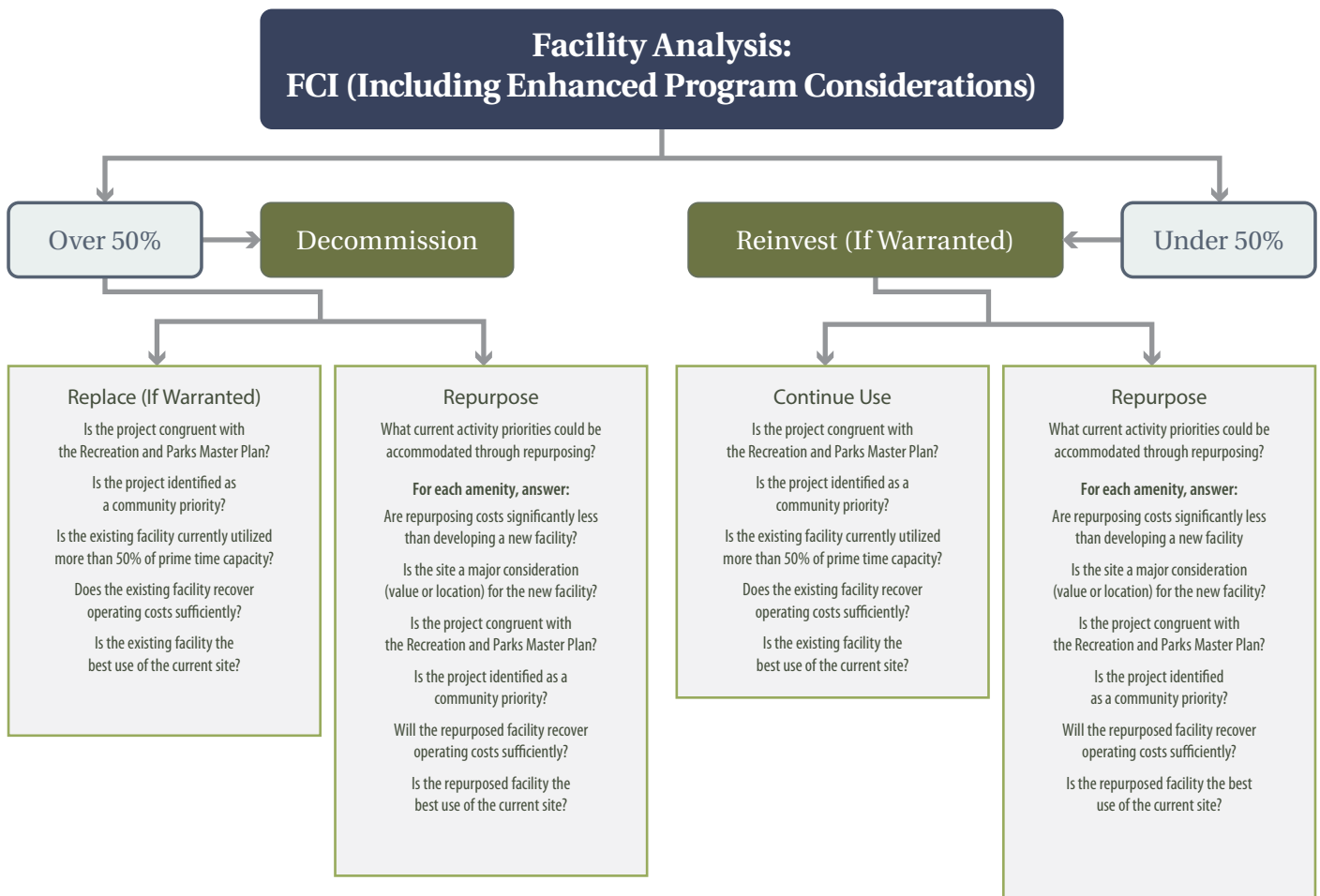
Further to the merits of lifecycle budgeting, even those municipalities that have secured sufficient lifecycle replacement budgets to actually replace facilities and sites need to decide what is most appropriate: reinvestment, repurposing, or replacing existing facilities or sites. The repurposing of 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 city. In order to effectively do so, facilities considered for repurposing must be analyzed in terms of exiting usage levels, and the costs associated with any changes. Even underutilized spaces in the city 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 City 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, repurposing, or decommissioning. This program enhancement would be the added costs to bring a facility

to a modern program standard, beyond ensuring structural, mechanical, and electrical sustainability. Once information is collected, Administration and decision makers must consider the costs and benefits associated with repurposing versus new construction and make a move forward 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:

**Diagram 11: Facility Analysis**



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

In order to implement the approach and analyze projects, the questions posed need to be answered by either 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 and parks 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 City staff for assistance in providing necessary information.



# Specific Park Amenity Strategies

**Recommendation 36:** The City will strive to achieve the park amenity strategies as well as the desired outcomes outlined in the Plan related to natural areas, trails, and the river valley.

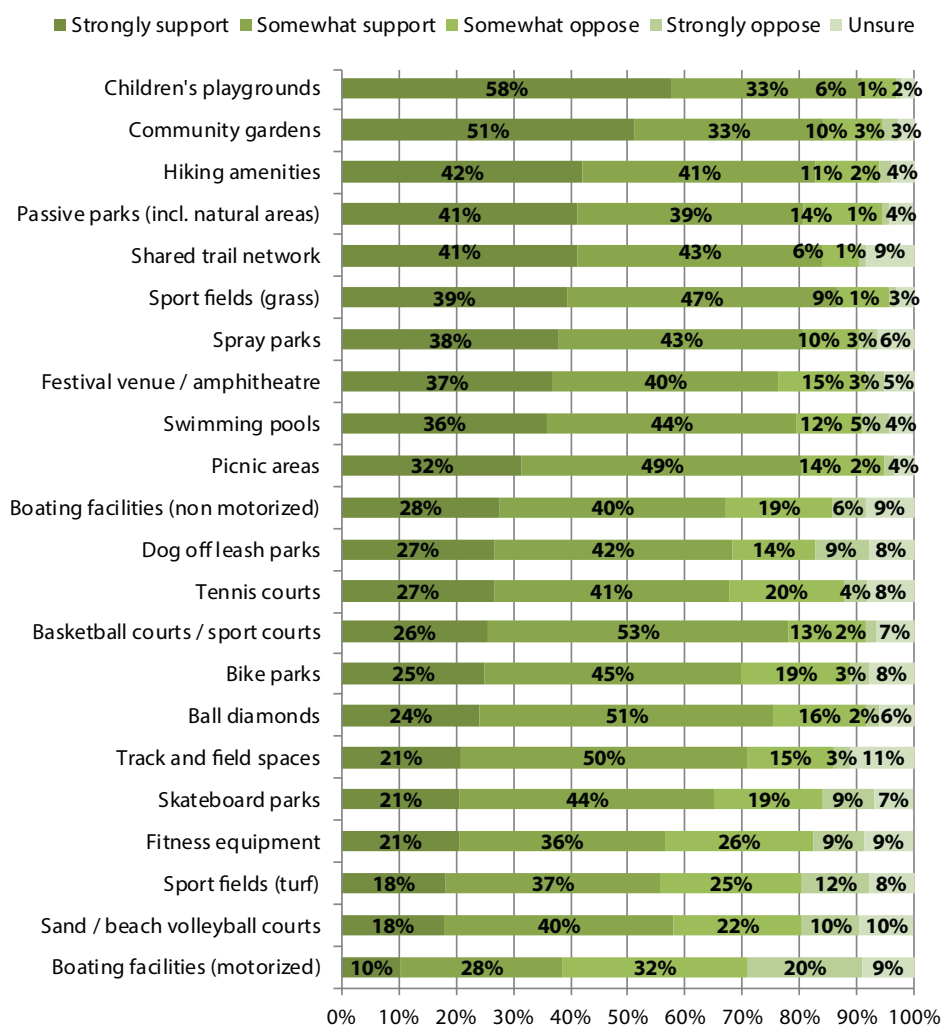
The City provides a number of parks and open space amenities throughout the community including, but not limited to: 4 outdoor pools, 7 skateboard sites, 44 tennis courts, 302 sports fields, 30 paddling pools, 17 spray pads and 184 playground units. These amenities are located at 201 parks through the city (2014 inventory data). The following discussion is meant to provide guidance to City staff when developing new park spaces or reinvesting in existing parks.

The provision of speciality amenities in City parks occurs at all levels within the parks hierarchy. Neighbourhood, district, and multi-district level parks can be ideal locations for speciality park amenities.

Note that the level of public support indicated reflects the percentage of household survey respondents that suggested there is a need for new/upgraded facilities (59% of total household survey respondents).

**Graph 15: Household Telephone Survey Response**

Level of Support for Outdoor Facility Components



The following chart outlines current and potential park amenities as well as commentary on the current and future standard of supply.

**Table 15: Current and Potential Park Amenities**

Amenity Type	Demand Indicators	Future Needs and Considerations
Playgrounds	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 91% of responding households.</li> <li>• Playgrounds were utilized by 56% of responding households at least 1 – 5 times per year.</li> <li>• 58% of groups indicated that there is a need for new/more playgrounds.</li> <li>• 58% of groups indicated that there is a need for upgrades to existing playgrounds.</li> </ul>	<ul style="list-style-type: none"> <li>• Playgrounds should form an integral component of most neighbourhood, district and multi-district park sites.</li> <li>• Annual playground inspection and safety programs should be continued with appropriate lifecycle budget allocations.</li> <li>• Naturalized playgrounds and themed playgrounds are currently trending.</li> <li>• Provision of additional playground sites should occur with population growth.</li> </ul>
Community Gardens	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 84% of responding households.</li> <li>• 89% of groups indicated that there is a need for new/more community gardens.</li> <li>• 33% of groups indicated that there is a need for upgrades to existing community gardens.</li> </ul>	<ul style="list-style-type: none"> <li>• Demand for community gardens is strong and new community gardens should be incorporated at the neighbourhood level.</li> <li>• Community gardens are ideal partnership opportunities with education and health sectors.</li> <li>• Provision of additional community garden sites should occur with population growth.</li> </ul>
Hiking Amenities	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 83% of responding households.</li> <li>• 73% of groups indicated that there is a need for new/more hiking amenities (e.g. board walks, interpretive signage, viewing blinds, etc.).</li> <li>• 40% of groups indicated that there is a need for upgrades to existing hiking amenities.</li> </ul>	<ul style="list-style-type: none"> <li>• Hiking amenities should be included in all trail development as well as naturalized park areas and the river valley.</li> <li>• These amenities should also be located in environmental reserve areas where trail amenities are provided, supplemented by appropriate operational budgets.</li> </ul>
Shared Use Trail Network/System	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 84% of responding households.</li> <li>• Trails and pathways were utilized by 82% of responding households at least 1 – 5 times per year.</li> <li>• 79% of groups indicated that there is a need for an expanded shared use trail network/system.</li> <li>• 37% of groups indicated that there is a need for upgrades to existing trails.</li> </ul>	<ul style="list-style-type: none"> <li>• An interconnected trail system should be the focus of planning new neighbourhoods.</li> <li>• The development of a Trails Master Plan is recommended incorporating active transportation planning, natural bioswales and the river valley to ensure city-wide connectivity.</li> <li>• Provision of additional trails should occur with population growth.</li> </ul>



Amenity Type	Demand Indicators	Future Needs and Considerations
Passive Parks (i.e. Natural Areas)	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 80% of responding households.</li> <li>• Passive parks and natural areas were utilized by 68% of responding households at least 1 – 5 times per year.</li> <li>• 80% of groups indicated that there is a need for more passive parks/natural areas.</li> <li>• 35% of groups indicated that there is a need for upgrades to existing passive parks/natural areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Passive, non-programmed park spaces should be incorporated into existing and newly developing parks.</li> <li>• They provide needed opportunities for resident to interpret and connect with nature.</li> <li>• Provision of additional passive park sites should occur with population growth.</li> </ul>
Sports Fields (i.e. Grass, Multi-use)	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 86% of responding households.</li> <li>• Grass sports fields were utilized by 41% of responding households at least 1 – 5 times per year.</li> <li>• 79% of groups indicated that there is a need for more grass sports fields.</li> <li>• 36% of groups indicated that there is a need for upgrades to existing grass sports fields.</li> </ul>	<ul style="list-style-type: none"> <li>• The provision of new grass sports fields of high quality should be concentrated in multi-field tournament sites with appropriate amenities (e.g. parking, washroom facilities, etc.).</li> <li>• Fields of lower standard should be placed at the neighbourhood level to accommodate passive/unstructured use.</li> <li>• New fields should be developed to accommodate multiple uses.</li> <li>• Provision of high quality, multi-field complexes may materialize through community partnerships.</li> <li>• The use of synthetic turf should be considered through cost-benefit analysis when exploring high quality fields.</li> <li>• Provision of additional sports fields should occur with population growth yet maintaining the existing service level may not be necessary.</li> </ul>
Spray Parks	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 81% of responding households.</li> <li>• Outdoor pools and spray parks were utilized by 49% of responding households at least 1 – 5 times per year.</li> <li>• 75% of groups indicated that there is a need for more spray parks.</li> <li>• 33% of groups indicated that there is a need for upgrades to existing spray parks.</li> <li>• Spray parks/paddling pools were more heavily utilized on a daily basis during summer months (June – August) according to an intercept survey conducted during this planning process; furthermore 87% of users were satisfied with existing facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Spray parks will eventually replace some of the City’s paddling pools.</li> <li>• They require amenities such as picnic areas, parking, and washrooms.</li> <li>• Provision of additional spray parks should occur with population growth yet maintaining the existing service level may not be necessary .</li> </ul>
Festival Venue/ Amphitheater	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 81% of responding households.</li> <li>• Kinsmen Park was utilized by 29% of residents at least 1 – 5 times per year.</li> <li>• 79% of groups indicated that there is a need for more festival venues/amphitheaters.</li> <li>• 21% of groups indicated that there is a need for upgrades to existing festival venues/amphitheaters.</li> </ul>	<ul style="list-style-type: none"> <li>• New festival venues/amphitheaters can create areas for community gathering and special events.</li> <li>• These spaces should be considered for multi-district parks as well as to provide neighbourhood congregation areas.</li> </ul>

Amenity Type	Demand Indicators	Future Needs and Considerations
Outdoor Swimming Pools	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 80% of responding households.</li> <li>• Outdoor pools and spray parks were utilized by 49% of responding households at least 1 – 5 times per year.</li> <li>• 40% of groups indicated that there is a need for more outdoor pools.</li> <li>• 60% of groups indicated that there is a need for upgrades to existing outdoor pools.</li> </ul>	<ul style="list-style-type: none"> <li>• Outdoor pools should continue to be maintained and operated as they see high levels of use.</li> <li>• The development of new outdoor pools is not suggested in the near future however reinvestment in the existing four pools in terms of leisure amenities and program should be explored.</li> </ul>
Picnic Areas	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 81% of responding households.</li> <li>• Picnic shelters/facilities were utilized by 36% of responding households at least 1 – 5 times per year.</li> <li>• 74% of groups indicated that there is a need for more picnic areas.</li> <li>• 47% of groups indicated that there is a need for upgrades to existing picnic areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Picnic areas should be planned into most new and existing neighbourhood, district and multi-district parks.</li> <li>• They promote community gathering and social connectedness and support many other park amenities.</li> </ul>
Boating Facilities (Non-motorized)	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 68% of responding households.</li> <li>• 63% of groups indicated that there is a need for more non-motorized boating facilities.</li> <li>• 38% of groups indicated that there is a need for upgrades to existing non-motorized boating facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Access to the river valley should continue to be a priority for the City through its Meewasin Valley Authority partnership.</li> </ul>
Dog Off Leash Areas	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 69% of responding households.</li> <li>• 23% of responding households utilized dog parks at least 1 – 5 times in the past year.</li> <li>• 77% of groups indicated that there is a need for more dog off leash parks.</li> <li>• 39% of groups indicated that there is a need for upgrades to existing dog off leash parks.</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing maintenance of the existing six off-leash sites should continue.</li> <li>• Provision of additional dog off leash sites should occur with population growth yet maintaining the existing service level may not be necessary.</li> </ul>
Tennis Courts	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 68% of responding households.</li> <li>• 17% of responding households utilized tennis courts at least 1 – 5 times in the past year.</li> <li>• 36% of groups indicated that there is a need for more tennis courts.</li> <li>• 64% of groups indicated that there is a need for upgrades to existing tennis courts.</li> </ul>	<ul style="list-style-type: none"> <li>• The provision of tennis courts is considered adequate in the city.</li> <li>• Existing and future provision of these amenities should ensure multiple uses (e.g. pickleball, basketball, etc.).</li> <li>• Provision of additional tennis courts should occur with population growth yet maintaining the existing service level will not be necessary.</li> </ul>

Amenity Type	Demand Indicators	Future Needs and Considerations
Basketball Courts/ Sport Courts	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 79% of responding households.</li> <li>• 77% of groups indicated that there is a need for more basketball courts/sport courts.</li> <li>• 53% of groups indicated that there is a need for upgrades to existing basketball courts/sport courts.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing and future provision of these amenities should ensure multiple uses.</li> <li>• Provision of additional basketball/sport courts should occur with population growth yet maintaining the existing service level may not be necessary.</li> </ul>
Bike Parks	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 70% of responding households.</li> <li>• 79% of groups indicated that there is a need for more bike parks.</li> <li>• 36% of groups indicated that there is a need for upgrades to existing bike parks.</li> </ul>	<ul style="list-style-type: none"> <li>• The provision of BMX and/or Mountain Bike Terrain parks is trending.</li> <li>• Provision of these resources in the future will likely entail some form of community partnership.</li> <li>• Ideal locations of these parks is at Multi-district or District park sites accessible via active transportation routes.</li> </ul>
Ball Diamonds	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 75% of responding households.</li> <li>• Ball diamonds were utilized by 20% of responding households at least 1 – 5 times per year.</li> <li>• 50% of groups indicated that there is a need for more ball diamonds.</li> <li>• 67% of groups indicated that there is a need for upgrades to existing ball diamonds.</li> </ul>	<ul style="list-style-type: none"> <li>• The provision of new ball diamonds of high quality should be concentrated in multi-field tournament sites with appropriate amenities (e.g. parking, washroom facilities, etc.).</li> <li>• Basic level diamonds of lower standard should be placed at the neighbourhood level to accommodate passive/unstructured use.</li> <li>• New diamonds should be developed to accommodate multiple uses.</li> <li>• Provision of high quality, multi-diamond complexes may materialize through community partnerships.</li> <li>• Provision of additional ball diamonds should occur with population growth yet maintaining the existing service level may not be necessary.</li> </ul>
Track and Field Spaces	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 71% of responding households.</li> <li>• 71% of groups indicated that there is a need for more track and field spaces.</li> <li>• 50% of groups indicated that there is a need for upgrades to existing track and field spaces.</li> </ul>	<ul style="list-style-type: none"> <li>• The development of new or enhanced track a field space will likely materialize through community partnerships and/or partnership with local school divisions.</li> <li>• Provision of these amenities must also include support elements such as parking, washrooms, and adjacent indoor facilities.</li> </ul>
Skateboard Parks	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 65% of responding households.</li> <li>• 11% of responding households utilized skateboard parks at least 1 – 5 times in the last year.</li> <li>• 75% of groups indicated that there is a need for more skateboard parks.</li> <li>• 38% of groups indicated that there is a need for upgrades to existing skateboard parks.</li> <li>• 93% of skateboard park users indicated that they felt existing facilities are “good” or “excellent”.</li> </ul>	<ul style="list-style-type: none"> <li>• Additional capacity to the City’s seven skateboard parks is not warranted immediately.</li> <li>• Provision of additional skateboard parks should occur with population growth yet maintaining the existing service level may not be necessary.</li> <li>• Provision of these amenities should be in proximity to active transportation routes.</li> </ul>

Amenity Type	Demand Indicators	Future Needs and Considerations
Fitness Equipment	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 57% of responding households</li> <li>• 92% of groups indicated that there is a need for more outdoor fitness equipment.</li> <li>• 8% of groups indicated that there is a need for upgrades to existing outdoor fitness equipment.</li> </ul>	<ul style="list-style-type: none"> <li>• The provision of outdoor fitness equipment is recommended for linear, neighbourhood, district and multi-district park sites.</li> <li>• Introduction of these amenities should be monitored to ensure community use then incorporated into park development standards much like playgrounds.</li> <li>• Equipment can be placed in pods/circuits along trails and linear parks or as amenities to larger park sites.</li> </ul>
Sports Fields (Synthetic Turf)	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 55% of responding households.</li> <li>• Sports fields (grass) were utilized by 41% of responding households at least 1 – 5 times per year.</li> <li>• 75% of groups indicated that there is a need for more synthetic turf sports fields.</li> <li>• 33% of groups indicated that there is a need for upgrades to existing synthetic turf sports fields.</li> </ul>	<ul style="list-style-type: none"> <li>• Synthetic turf field development will likely materialize through community partnerships (much like the Gordon Howe Bowl redevelopment).</li> <li>• Synthetic turf should be considered when contemplating high quality field development via cost benefit analysis incorporating full life expectancy, safety, maintenance, and land use intensity considerations.</li> <li>• Synthetic turf field development is trending.</li> </ul>
Sand/Beach Volleyball Courts	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 58% of responding households.</li> <li>• 77% of groups indicated that there is a need for more sand/beach volleyball courts.</li> <li>• 23% of groups indicated that there is a need for upgrades to existing sand/beach volleyball courts.</li> </ul>	<ul style="list-style-type: none"> <li>• Additional sand/beach volleyball court capacity is not warranted immediately.</li> <li>• Provision of additional beach courts should occur with population growth yet maintaining the existing service level may not be necessary.</li> <li>• The development of multi-court league/tournament sites may materialize through community partnership and would require amenities such as parking and washroom facilities.</li> </ul>
Boating Facilities (Motorized)	<ul style="list-style-type: none"> <li>• “Strongly supported” or “supported” by 38% of responding households.</li> <li>• 44% of groups indicated that there is a need for more motorized boating facilities.</li> <li>• 56% of groups indicated that there is a need for upgrades to existing motorized boating facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Access to the river valley should continue to be a priority for the City through its Meewasin Valley Authority (MVA) partnership.</li> <li>• Motorized use of the river needs to be in line with MVA strategic direction.</li> </ul>
Cross Country Ski Trails	<ul style="list-style-type: none"> <li>• Identified as a program priority through the web survey.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to work with the community to groom trails in a coordinated fashion.</li> <li>• Enhancements on expansions to current trail supply should be based on demonstrated demand.</li> </ul>
Golf Courses	<ul style="list-style-type: none"> <li>• City golf courses are used by 39% of responding households at least 1 – 5 times per year</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
Speedskating Ovals	<ul style="list-style-type: none"> <li>• The Clarence Downey Skating Oval is utilized by 6% of responding households at least 1 – 5 times per year.</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
Forestry Farm Park and Zoo	<ul style="list-style-type: none"> <li>• The Saskatoon Forestry Farm Park and Zoo is utilized by 68% of responding households at least 1 – 5 times per year.</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>

The ongoing operations and maintenance of the **Forestry Farm Park and Zoo** as a city-wide specialty park should be sustained. The facility is a Canadian Accredited Zoo and Aquarium that serves the city and region. This includes annual lifecycle maintenance of both indoor and outdoor amenities as well as periodic program elements refreshment. Strategic master planning for the site is in place and should be implemented.

The three **City-owned golf courses** (Holiday Park Golf Course, Silverwood Golf Course, Wildwood Golf Course) are also recommended to be sustained. The courses provide affordable and accessible golf opportunities for residents. Site master plans for each course and ongoing lifecycle investment is suggested. Incremental enhancement of either course to achieve higher levels of quality and or competition hosting capability should be well thought out as it would entail expanding beyond the current operating market niche.

Other specialty facilities such as the Equestrian Bridle Path at Diefenbaker Park, the Saskatoon Minor Football Field at Gordon Howe Park and the Campground, and the speedskating oval all warrant sustained lifecycle maintenance. City outdoor pools are experiencing high levels of use and warrant lifecycle investment.

Newly emerging facilities sponsored by potential partner groups, such as the Optimist Club of Saskatoon Winter Recreation Park and the redevelopment of the Saskatoon Minor Football Field at Gordon Howe Park (near completion) should also be supported where able through the partnership framework outlined herein.

Table 16 outlines which types of parks are more suitable for locating the park amenities identified. This is not to say that these amenities could be located in parks that are not identified as ideal, but does provide some guidance for the future programming of Multi-district, District, Linear, and Neighbourhood parks.

**Table 16: Park Types for Amenities**

Amenity type	Most Appropriate Type of Park for Siting			
	Multi-District	District	Neighbourhood	Linear
Playgrounds	Y (large)	Y (large)	Y (small)	
Community Gardens		Y (major)	Y (minor)	
Hiking Amenities	Y	Y	Y	Y
Shared Use Trail Network/System	Y	Y	Y	Y
Passive Parks (i.e. Natural Areas)	Y	Y	Y	Y
Sports Fields (i.e. Grass, Multi-use)	Y (multiple)	Y (multiple)	Y (single)	
Spray Parks	Y	Y	Y	
Festival Venue/ Amphitheater	Y	Y		
Outdoor Swimming Pools	Y			
Picnic Areas	Y (major)	Y (major)	Y (minor)	Y (minor)
Boating Facilities (Non-motorized)	Y		Y	
Dog Off Leash Areas		Y (major)	Y (minor)	

Amenity type	Most Appropriate Type of Park for Siting			
	Multi-District	District	Neighbourhood	Linear
Tennis Courts	Y	Y		
Basketball Courts/ Sport Courts	Y	Y	Y (minor)	
Bike Parks	Y	Y		
Ball Diamonds	Y (multiple)	Y (multiple)	Y (single)	
Track and Field Spaces	Y			
Skateboard Parks	Y (major)	Y (minor)	Y (minor)	
Fitness Equipment	Y	Y	Y	Y
Sports Fields (Synthetic Turf)	Y (multiple)	Y (single)		
Sand/Beach Volleyball Courts	Y	Y		
Cross Country Ski Trails	Y			Y
Boating Facilities (Motorized) <i>*Special use park</i>	Y			
Golf Courses <i>*Special use park</i>	Y			
Speedskating Ovals	Y			
Forestry Farm Park and Zoo <i>*Special use park</i>	Y			



## The River Valley

Saskatoon is fortunate to have a river valley that fulfills numerous roles in the community. It is a venue for recreational activity and community gathering, provides an opportunity for the community to be stewards of the environment, and is a significant source of community pride. The City is a partner in the Meewasin Valley Authority (MVA).

*“The Meewasin Valley Authority exists to ensure a healthy and vibrant river valley, with balance between human use and conservation for the benefit of present and future generations.”<sup>1</sup>*

The MVA was created in 1979 by an Act of the Province of Saskatchewan, The Meewasin Valley Authority Act. Meewasin is a conservation agency dedicated to conserving and managing the cultural and natural resources of the South Saskatchewan River Valley. It is a partnership between the City of Saskatoon, Province of Saskatchewan and the University of Saskatchewan. The creation of Meewasin is based on the concept that the partners working together through a single agency—Meewasin—can accomplish more than they could individually. The MVA’s three-point mandate—development, conservation, and education—guide its strategic actions and operations.

As the river valley is a key recreation and parks feature in the city, including both recreational and environmental components, managing current and future use has a significant impact on quality of life in the city. The MVA is guided by a 100 year concept plan developed by Raymond Moriyama (under separate cover). The current MVA vision is organized into three themes:

1. Healthy and vibrant;
2. Sense of community; and
3. Protecting the legacy.

Guiding principles for the MVA include:

- The valley’s resources are accessible to everyone;
- Conserve natural heritage resources;
- Recreation and development balanced with conservation;
- Diverse activities for a varied and changing demographic; and
- Public participation in decision making.

# Meewasin



<sup>1</sup> Meewasin Valley Authority Strategic Plan 2014 – 2024.

Meewasin's jurisdiction centres in Saskatoon and runs approximately 60 km along the river valley through the City of Saskatoon and the Municipality of Corman Park from Pike Lake to Clarke's Crossing. It encompasses conservation areas, parks, museums, interpretive centres, university lands, canoe launches, community links, and more than 60 km of Meewasin Trail. Including the South Saskatchewan River, there are more than 25 square miles (60 square kilometers) in the conservation zone.

Future plans for the Authority include trail connections throughout the valley as well as altering the jurisdictional boundary to include all lands that have a relation to the river valley and MVA mandate. They will also focus on promotions and marketing of year-round resident use of the river valley and developing an ongoing assessment process for determining river valley recreation needs. The MVA also has a Trails Study to help further plan, refine, and define trails in the river valley.

Much of what the MVA will be focusing on in the next 10 year period will likely overlap and compliment the actions of the City's recreation and parks efforts.

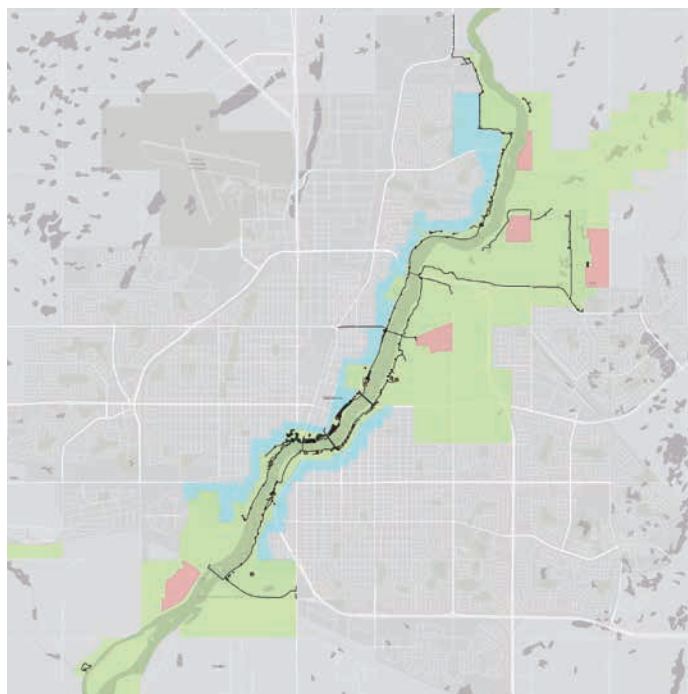
The City will continue to be active in and supportive of the MVA. The City's involvement in the stewardship of the river valley is rooted in the Official Community Plan:

- "The Riverbank Area includes dedicated parks and open space adjacent to the South Saskatchewan River or its riverbank. It is intended that these lands will be primarily used for parks and open space."
- "To protect and enhance the South Saskatchewan River Valley for the enjoyment of present and future generations."

The MVA is a vehicle through which many of the City's Service Outcomes can be achieved, especially those related to Natural Areas and Trails.

The City will continue, through its MVA obligations, to be stewards of the river valley ensuring balance as a recreation amenity and environmental area within the region.

**Map 4: Meewasin Area of Influence**





## Natural Areas

The City is responsible for the preservation and stewardship of natural areas within its boundaries. These areas are typically dedicated as Utility Parcels. These areas are also found in Special Use, Municipal Reserve, and Environmental Reserve land and sometimes serve both active (i.e. nature trails) and passive (i.e. views and vistas) recreational purposes. The City's Official Community Plan outlines a number of key outcomes and positions related to natural areas, demonstrating the City's belief in the value of natural areas and associated commitment to protecting and preserving them where able.

Current practices enable these outcomes to occur to some degree. The ability for the maintenance crews to ensure nature trails and other active use amenities on Environmental Reserve land is limited as these lands are not formally included in scope of maintenance responsibility, and thus annual maintenance contributions are nil. Some natural areas currently need to be serviced within operating budget allocation for other areas. The inclusion of a natural and naturalized areas parks classification type could address this issue but will require increased maintenance budget allocations.

The provision of passive, naturalized spaces within urban environments is a trend in public service provision. Getting more people outdoors interpreting nature and connecting with the natural environment has numerous benefits to individuals and communities. Natural areas provide an outlet for urban residents to experience a natural environment. For this reason, the inclusion of natural areas in existing and future parks should continue to be a priority. The protection of wildlife habitats that enhance urban biodiversity would ensure that all residents have access to natural areas could form the basis for the City to develop a policy around natural areas (as it already has for Wetlands) or embed these areas within existing Park Development Guidelines. The promotion and awareness of natural areas should also be a focus of public recreation education efforts. Promotions and programming efforts can be the product of both City efforts as well as in partnership with other groups.

As natural areas become more integrated into the parks and open space system, more focused strategic planning in this area may be unwarranted. A Natural Areas Plan would best be developed through involvement from both internal (i.e. other City departments) and external groups (i.e. non-profit groups).

## Trails

The City of Saskatoon and the Meewasin Valley Authority provide a connected, integrated network of trails, sidewalks, and corridors for residents to move around in the community. The provision of active transportation opportunities is currently being addressed through a simultaneous planning process (Active Transportation Plan). Providing trails and connections for both active transportation and recreation purposes is an intended outcome for the City as stated in its Official Community Plan.

The future planning and development of an integrated plan of trails, sidewalks, and connections is expected to be part of the Active Transportation Plan. The plan will outline future connection priorities, maintenance protocols<sup>1</sup> and other considerations around trail connections.

Trail-based activities such as walking, bicycling, hiking, and jogging/running should continue to be provided. Specialized trail activities, such as cross country skiing, snowshoeing, and winter fatbiking should also be facilitated—especially those specialty activities that promote outdoor winter activity.

Trails should continue to be designed and maintained to reduce physical barriers to participation and promote safety. Trail amenities such as benches, waste/recycling receptacles, and washroom facilities should also be provided where appropriate.



<sup>1</sup> Current trails winter clearing practice is targeted at 48 hours after snowfall.

# Specific Recreation Facility Strategies

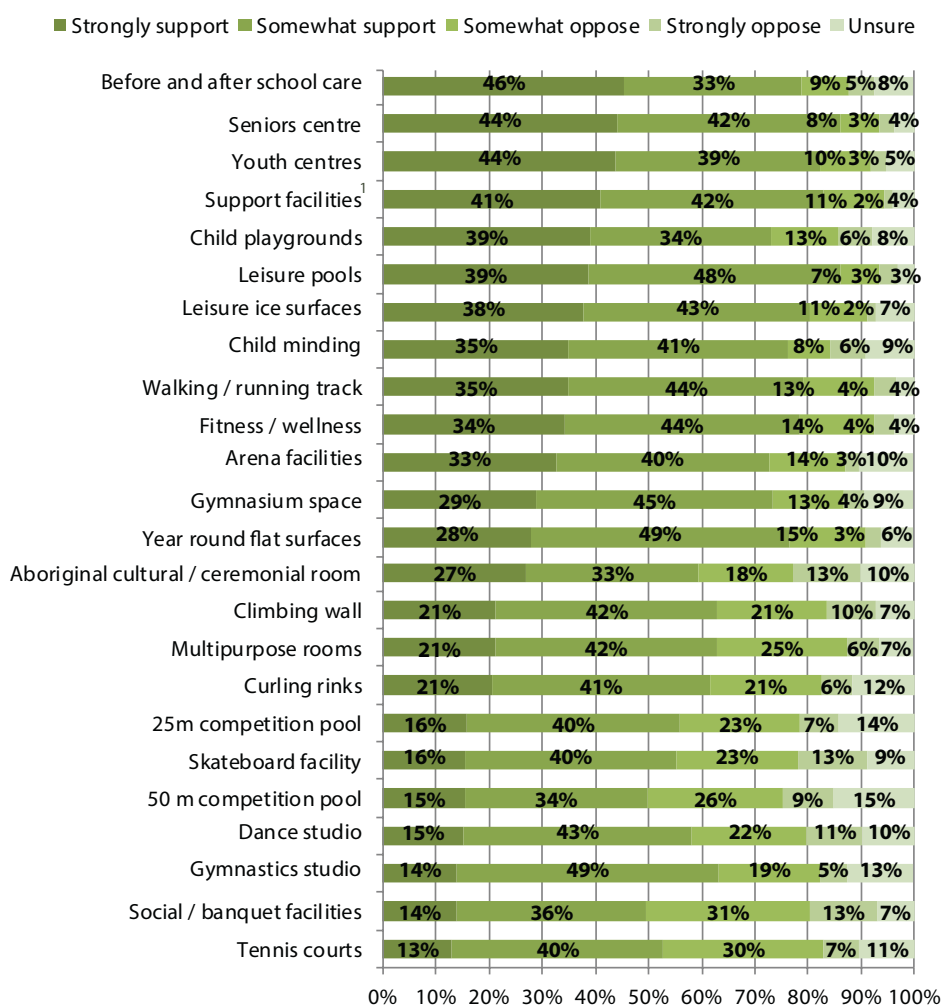
**Recommendation 37: The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness, etc.) strategies outlined in the Plan.**

The following indoor recreation facility discussions assume that there are no resource limitations to the development of new recreation facilities. That being said, the strategies outlined suggest ideal courses of action for each area of provision. The prioritization of major recreation facility capital projects will occur in following sections. Where the percentages of household survey respondents are reported it is important to note that they do not include those households who felt that no new development of recreation and parks facilities should occur (32% of total households stated that no new development should occur).

A common theme to be applied to all of the following recreation facility discussions is that of sustaining existing facilities. Although specific discussion is not included as to ensuring each existing facility is sustained, an underlying assumption is that continuation and potential enhancement of the City's existing lifecycle reserve program will enable existing service levels to be continued in addition to contemplating new development.

**Graph 16: Household Telephone Survey Response**

Level of Support for Indoor Facility Components



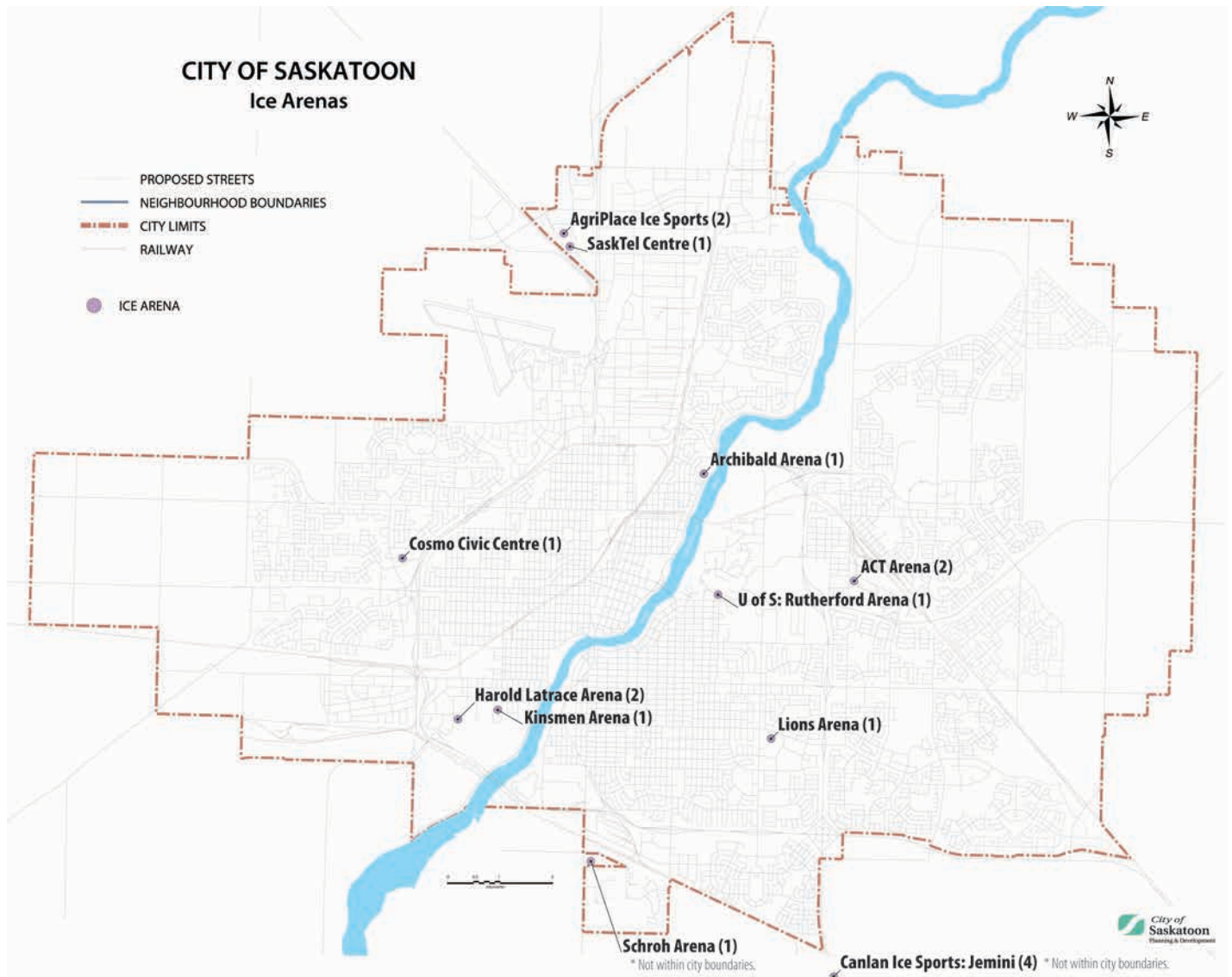
<sup>1</sup> "Support Facilities" include complimentary facility spaces like storage, washrooms/ changerooms, and ample parking.

# Arenas and Leisure Ice

There are a total of 11 ice arena facilities in Saskatoon providing 17 available ice surfaces, seven of which are owned and operated by the City and seven that are owned and/or operated by non-profit or private groups.

There are also a number of indoor ice arenas within 50km of Saskatoon (e.g. Warman, Martensville, Clavet, Asquith, Aberdeen). There are no indoor leisure ice sheets in the city; Community Associations provide 52 outdoor leisure skating amenities throughout the city.

**Map 5: Ice Arenas**



Utilization at existing facilities is estimated at over 97% of prime time capacity (between 5pm – 11pm weekdays and 8am – 11pm weekends during the normal ice user season). Thirty-two percent (32%) of household survey respondents indicated that they utilized ice arenas in the city at least 1 – 5 times per year. Of responding user groups, 68% indicated new ice arenas were needed while 42% suggested upgrades to existing ice arenas should be a focus. 82% of groups suggested that leisure ice facilities should be developed. 73% of household survey respondents that indicated new or enhanced facilities were need in the city (59% of total respondents) indicated that they “strongly supported” or “supported” the development of new and/or enhanced indoor ice arenas. Furthermore, current ice user groups have indicated minimum excess demand of between 1,700 and 2,000 hours over the next three years.

A number of groups are exploring the feasibility of developing new ice arenas, each proposing different levels of public involvement. Ice arena projects at the University of Saskatchewan, on the nearby Rural Municipality of Corman Park lands, and at the Jemini Centre (Canlan Ice Sports) have all been discussed.

As the City currently provides ice arenas and operates the youth sports subsidy program which ensures youth access to all ice facilities at a subsidized rental rate, the concept of partnerships in the provision of ice arenas is sound. That being said, the City does have a lack of control when it comes to ensuring when future ice arena provision is secured. Typical provision ratios for ice arenas in Western Canadian cities are explained as follows:

- For cities 200,000+ the ratio is usually between one arena per 18,000 – 25,000 residents.
- For cities between 75,000 and 200,000 the ratio is between one arena per 15,000 – 18,000, (this population range is the biggest and has the most variation in terms of arena provision).
- For cities between 35,000 and 75,000 the ratio is between 1 arena per 7,500 – 15,000.
- For cities 35,000 and below the ratio is usually anywhere between one arena per 5,000 – 7,500.

Ice arenas within the city are currently provided at one arena per 15,000. Based on comparatives, the City needs at least one more ice arena in the near future, and additional sheets as required through future population growth. This is further justified by demonstrated utilization and community demand. In regards to ice provision in the city moving forward, the following chart outlines general provision ratios the City and other ice arena provision partners should target, assuming other indications such as community demand and trends are also supportive. When new ice arena facilities are developed, the inclusion of leisure ice spaces (non-boarded, non-programmed) should also be examined.

**Table 17: Current vs. Ideal Provision Ratios**

Population Range	Actual/Current Provision Ratio <i>(1 arena/# pop.)</i>	Ideal Service Level
250,000 – 400,000	15,000	Up to 17,500
400,000 – 600,000	N/A	Up to 20,000
600,000+	N/A	Up to 25,000

Utilizing these service ratio targets, and assuming other indicators such as excess demands and trends are supportive, the City of Saskatoon’s medium growth population projections would suggest the following future indoor ice arena requirements to 2032: two additional ice sheets between now and 2022 and an additional five more between 2022 and 2032. Of note is that provision ratios are only one consideration in determining future facility requirements and ultimately all potential facilities need to be prioritized against each other.

**Table 18: Future Indoor Ice Arena Requirements**

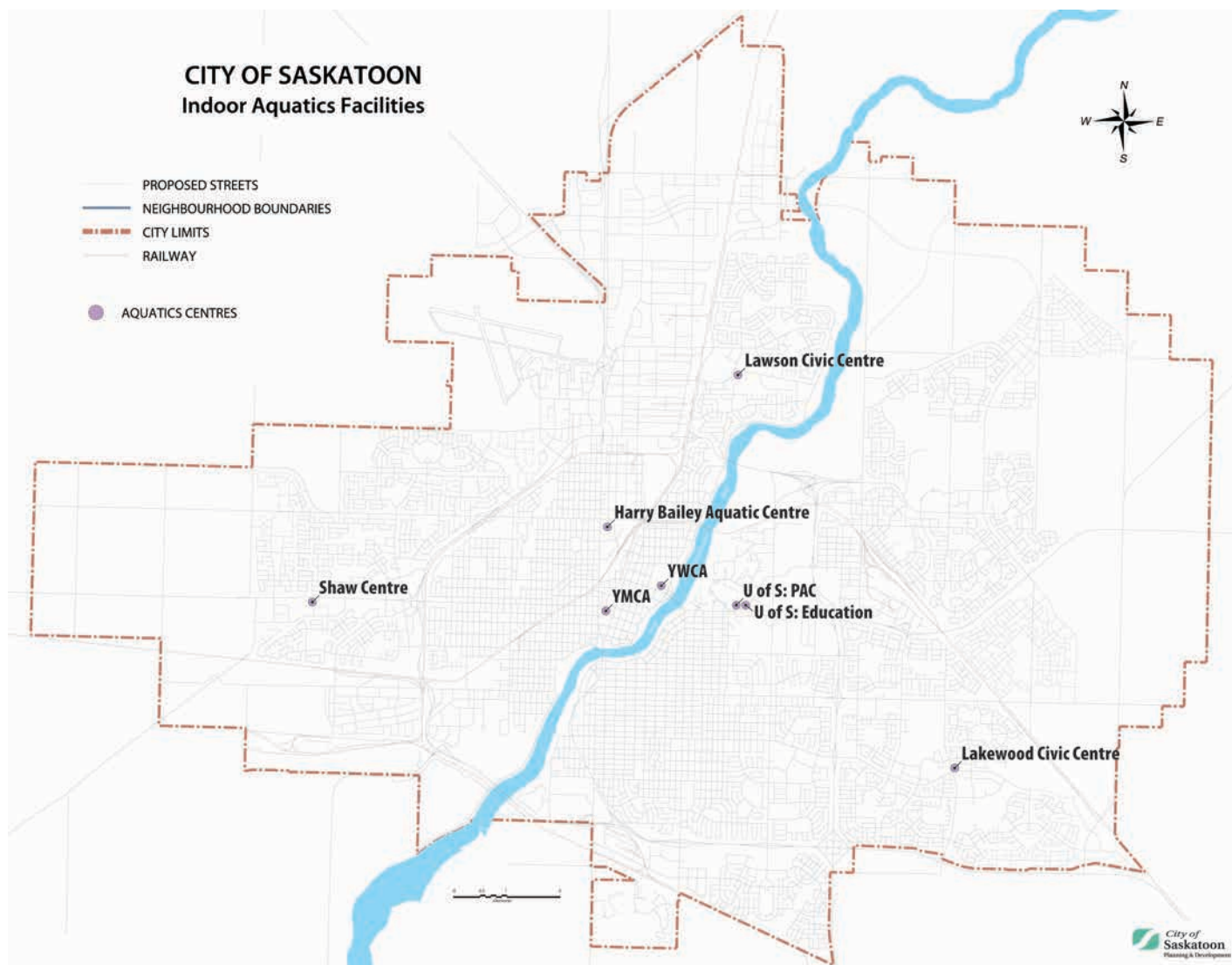
	2015	2022	2032
Population Projections <sup>1</sup>	254,000	305,167	387,742
Actual/Current Provision Ratio	15,000	18,000	23,000
Target Ratio	15,000	16,000	17,500
Target # of Arena Pads	17	19	22
Surplus/Deficit	N/A	-2	-5

<sup>1</sup> City of Saskatoon Medium Growth Scenario.

# Swimming Pools

There are four City owned publicly accessible indoor swimming pools in Saskatoon and three others that are provided by non-profit or post-secondary service providers. Of the pools in the city, two are 50M; one of which is a national class pool within the newly developed Shaw Centre. The provision of competitive, program aquatics venues has been the current focus current focus in Saskatoon, rather than on modern leisure aquatics facilities.

Map 6 : Indoor Aquatics Facilities



Pools at City leisure centres were utilized by 64% of households at least 1 – 5 times per year. New or enhanced leisure pools were identified by households as a future priority while new 25M tanks and 50M tanks were suggested by only 56% and 49% of households respectively. 38% of groups responding to the group survey suggested new 25 M or 50 M tanks should be developed while 57% indicated new leisure pools should be a focus. Excess demand has currently been demonstrated for two indoor aquatics programs, (e.g. swimming lessons at certain times), however, overall utilization of city indoor pools is not at capacity.

The provision ratios of leisure pools is lower than those identified in the comparable analysis while competition tanks (25 M and 50 M) in the city are provided at equivalent comparable ratios.

Future indoor aquatics development, either new or enhanced facilities, should focus on providing additional leisure aquatics amenities and accommodating program use on a temporary basis, (i.e. leisure tanks that can accommodate swimming lessons during certain times of the day). Enhancing leisure aquatics provision should be a focus. It should be noted, however, that leisure pools appear to work best when combined with or incorporating within, a rectangular lane swimming tank, or area.

Regional partnerships in the development of recreation facilities may focus on indoor aquatics venues. Adjacent regional municipalities with the highest growth rates (Warman and Martensville) do not provide indoor aquatics facilities and their residents clearly use City pools. Future development of indoor aquatics facilities to meet regional needs may be warranted and regional partnerships should be explored when contemplating new indoor aquatics venues.

## Older Adults and Youth Spaces

Older adults and youth spaces were identified by 86% and 83% of household survey respondents as requiring future focus either through enhancing existing or building new facilities. There are currently 10 youth centres in the city, either provided by the City, such as the four Me Ta We Tan Centres, or by its delivery partners. There are also a number of seniors' centres in the city, none of which are owned and/or operated by the City of Saskatoon. 87% of groups suggested new seniors' centres are needed in the city while 80% suggested support for new youth centres.

The provision of both seniors and youth centres has traditionally focused on dedicated use facilities. Incorporating these spaces into larger multi-purpose venues creates more synergy and potential mixing of program users. Both types of spaces should be considered for future development as part of larger multiplex facilities. These spaces should be designed to enable multiple use and ease of repurposing if need be.

## Indoor Child Playgrounds

There is currently only one public indoor child playground facilities in the city (Lawson Civic Centre). The provision of these indoor amenities is becoming more commonplace in Western Canadian municipalities, and most of these are included as part of larger multiplex facilities. These amenities cater to young families and can create added value for leisure pass sales. A total of 88% of groups suggested that new indoor playgrounds should be developed and 73% of households indicated that new or enhanced indoor playground should be a future focus. Indoor playgrounds should be included in future multi-purpose facility development. Incorporating indoor playgrounds into existing facilities via repurposing should also be explored.



## Fitness and Wellness

There are currently six indoor fitness facilities provided by the City of Saskatoon. These facilities vary in terms of age, quality of equipment, and overall size. Larger venues such as the Shaw Centre and the Field House are well utilized while smaller facilities, such as spaces in the Cosmo and Lawson Civic Centres see less use. The City has conducted numerous studies to determine appropriate pricing strategies and to identify market niches for its leisure centres, most of which are anchored by fitness facilities. Fitness facilities are key components to multiplex facilities and provide multi-generational, spontaneous use amenities.

78% of household survey respondents suggested fitness and wellness facilities should be developed or enhanced. 56% of groups felt new fitness facilities should be developed while 61% indicated upgrades to existing facilities are necessary. 46% of households indicated that they visited fitness facilities and/or gymnasias at City leisure centres at least 1 – 5 times over the past year.

Future investment in fitness and wellness spaces should focus on reinvesting in existing facilities to ensure that existing services are appropriate. This includes the potential relocation of fitness equipment in existing facilities, and updating equipment to modern, safe and accessible standards. Selection of equipment, level of supervision and location of amenities in existing and new facilities should be related to the market niche (family, youth, introductory, etc.). Once this niche is determined through ongoing research, equipment selection and design decisions can be made to improve existing services and provide new, quality fitness opportunities.

## Dry-land Spaces

There are gymnasium facilities at four existing City owned and operated facilities. Furthermore, gymnasias are provided by non-profit and institutional community organizations and schools. School gyms are generally accessible to Community Associations through the Joint Use Agreement, and to the community through basic rentals. Non-profit community based organizations also provide indoor field facilities (i.e. Sasktel Sports Centre).

New gymnasium spaces were identified as a future area of focus by 83% of groups while 80% suggested year round indoor flat surfaces should be an area of focus. New or enhanced gymnasium spaces were identified by 74% of households as a priority while 77% suggested multi-purpose gymnasium/social spaces should be considered. 35% of households claimed use of the Saskatoon Field House at least 1 – 5 times in the past year.

Gymnasias and dry land, flat indoor surfaces are being provided more frequently by municipalities. These spaces provide maximum flexibility and multi-use and are less costly to operate than ice arenas and swimming pools. They are available throughout the day and typically get heavy use for both drop-in and scheduled programs. They also accommodate the development of indoor walking tracks at low incremental costs, (identified by 79% of households as warranting further attention). These types of spaces should be considered in future multi-purpose facilities where possible.

## Curling Rinks

The City does not currently own and operate any curling rink facilities. That being said, 62% of households suggested new or enhanced curling rink facilities should be a future focus while the majority of groups (85%) stated that existing curling facilities should be upgraded or renovated; only 23% suggested new curling rink development. There are four curling rinks in the city, all owned and operated by external organizations. Sustaining existing curling rink facilities should be a future focus as opposed to building new facilities.

## Multi-purpose Studio Space

Multi-purpose rooms are versatile areas that can accommodate a variety of programs as well as meetings. 69% of groups suggested the need for new multi-purpose rooms, and 46% indicated a need for new dance studio space. 63% of responding households thought new or enhanced multi-purpose rooms should be provided. Much like fitness facilities, multi-purpose rooms are complimentary to larger multiplex facilities. They accommodate multiple uses and should be included in all new or enhanced facility development.

## Leisure Centres

The City currently offers much of its indoor recreation infrastructure at one of six City of Saskatoon leisure centre sites, in addition to fitness facilities at the Sasktel Sports Centre and White Buffalo Youth Lodge. Each leisure centre is unique in terms of its mix of activity spaces, users, and tenure in the community.

Those leisure centres that have served the community for longer periods of time, although in a good state of repair thanks to the City's lifecycle reserve program, are dated and lack many modern amenities that patrons have come to expect from experiences in other communities, (e.g. major leisure aquatics, indoor playgrounds, indoor walking tracks, etc.). The incorporation of more modern amenities should be considered when contemplating the future of these facilities. The leisure centres represent significant investment, have many loyal patrons, and could serve even broader markets through program enhancement. These sites should be considered first for new facility space development.

## Indoor Specialty Facilities

Throughout the public consultation and research process, a number of unique and/or non-traditional ideas for future public indoor recreation surfaced. These ideas include, but are not limited to:

- Gymnastics areas (supported by 63% of households and 69% of groups)
- Indoor skateboard (supported by 86% of groups)
- Before and afterschool care facilities (supported by 79% of households and 69% of groups)
- Indoor child minding (supported by 76% of households)
- Indoor climbing walls (supported by 75% of households and 69% of groups)
- Aboriginal Cultural/Ceremonial Room (supported by 60% of households and 69% of groups)
- Indoor tennis (supported by 53% of households and 50% of groups)

Many of these facility components could materialize through partnerships as they often are not part of municipal base level of service. Each would add value to a multiplex facility offering and should be considered in new or enhanced facility developments, especially if partnership arrangements can be attained.



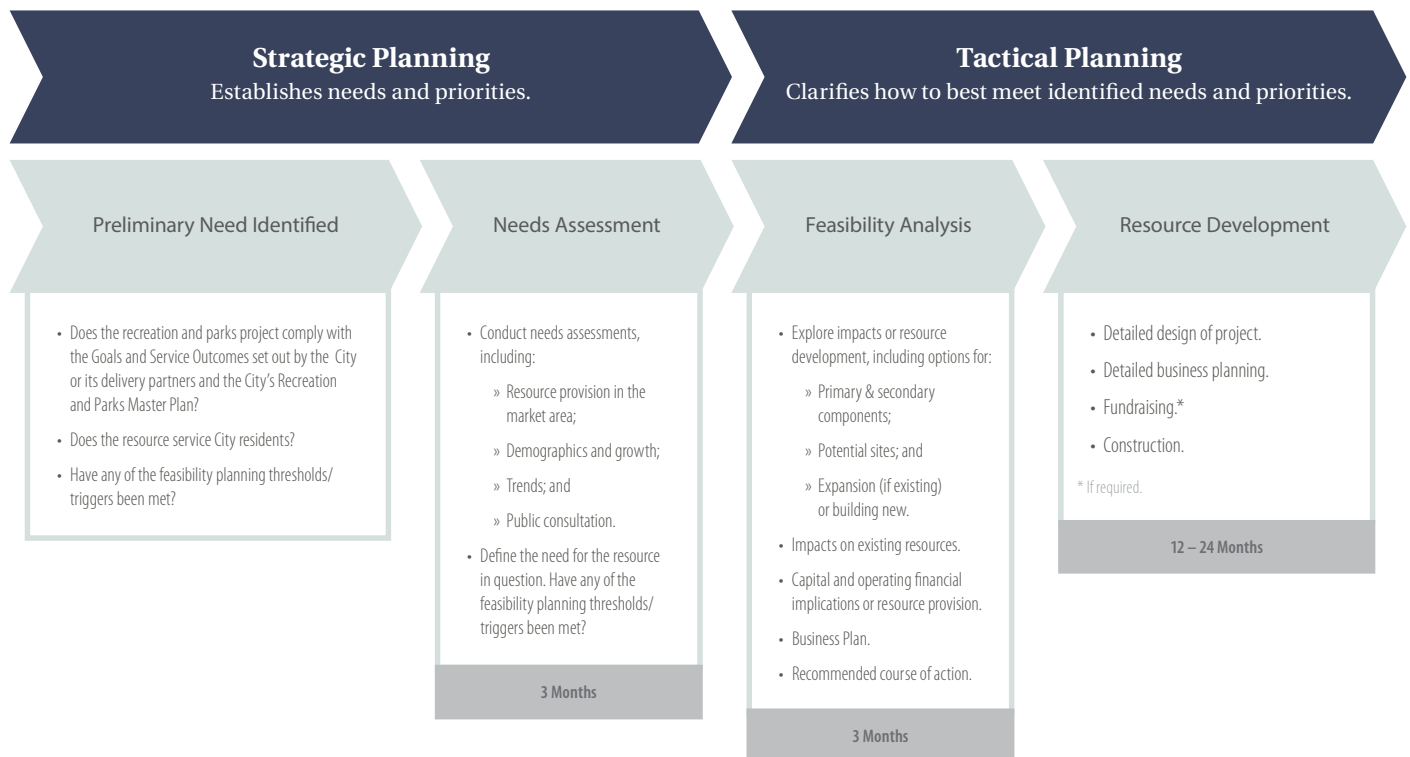


# Project Development Framework

**Recommendation 38: The City will use the project development framework when contemplating significant recreation and parks infrastructure development requiring public funding.**

As a municipality, the City of Saskatoon has to be accountable to the citizens. This means that City Council and Administration have 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 and parks 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 and parks projects originate through needs assessments, (identified needs via research and public consultation), are then analyzed via feasibility assessment to further understand costs, benefits and affordability, and are ultimately designed, constructed and operated. The following graphic provides an overview of this process.

**Diagram 12: Project Development Framework**



Because feasibility analysis is required to provide decision makers with information necessary to make informed judgements, it is recommended that **no major public investments (over \$1M) in recreation or parks infrastructure should occur without undertaking market feasibility analysis and business planning.** This applies not only to initiatives championed by the City, 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 City 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 of a proposed facility 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 Saskatoon or adjacent regional municipalities.
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.
9. Regional partnership opportunities exist for the facility development initiative.

The process outlined and associated planning triggers will help formalize and prioritize potential recreation and parks 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.
- The potential for regional collaboration has been explored via the Regional Collaboration Toolkit (SUMA/SPRA) and associated discussion herein.
- “Opportunity cost” analysis must be undertaken which demonstrates that the project represents the best way of achieving the Service Outcome.

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 and Parks Capital Project Prioritization

**Recommendation 39:** The City will use and periodically revisit the recreation and parks facility space prioritization model to help guide future infrastructure investment decision making.

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

The following recreation and parks project prioritization approach is built upon considerations to service outcomes, costs of development, trends, and community input. It is rooted in a cost/benefit analysis conducted by the City in 2012 outlining “cost per participant hour” of potential major recreation capital projects with further analysis focusing on less tangible, non-financial considerations. It is important to note that the prioritized projects are meant to help guide decision making; however, the final facility projects and locations are often not completely defined at this point. Further feasibility analysis will be required prior to major project investment and will/should be conducted via the Project Development Framework outlined herein.

## 2012 Future Sport and Recreation Facility Development Model

In 2012, to more effectively manage its inventory of current and future recreation facilities and activity spaces, City Administration developed a Future Sport and Recreation Facility Development Model (Facility Development Model). This Facility Development Model takes into consideration participation (i.e. hours per week), activity space capacity to meet program demand, future growth based on population change, and program trends necessary to guide in the decision making process on future recreation and sport facility development. It has been developed to react to the City’s ongoing Leisure Survey and to provide a supply/demand approach to identifying facility development priorities based on a measurable return on investment expressed as the cost per participant hour.

Of note is that the Model will eventually influence the type of questions asked in the Leisure Survey and as the survey has not yet been re-administered since the Models development, enhanced validity of data is expected in 2015 through adjustments to the survey questions.

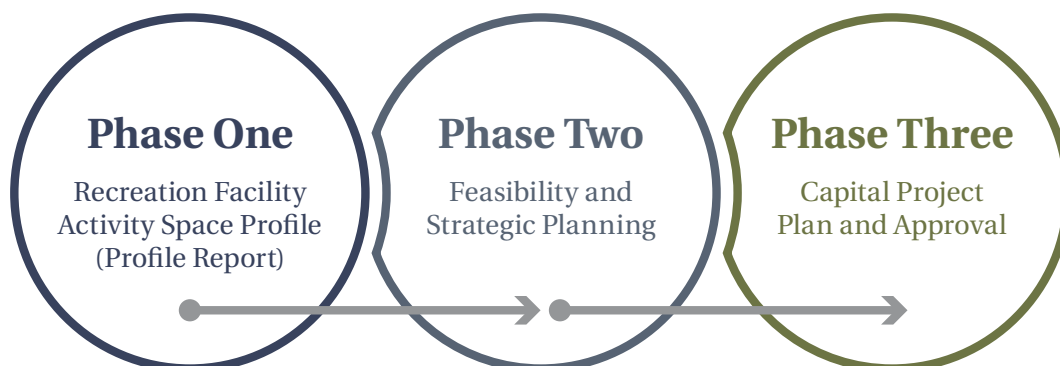
The Facility Development Model consists of three phases:

**Phase One:** Recreation Facility Activity Space Profile;

**Phase Two:** Feasibility and Strategic Planning; and

**Phase Three:** Capital Project Plan and Approval.

**Diagram 13: 2015 City of Saskatoon Proposed Future Sports and Recreation Facility Development Model Phases**



The City completed Phase One of the Model in 2012; the data and findings from which is considered accurate and applicable to this Recreation and Parks Master Plan. As this Master Plan is implemented, Phase Two and Phase Three are expected to occur for each major project the City contemplates as per the Project Development Framework.

The Phase One report includes three different dimensions: Needs Assessment Analysis, Capacity and Cost Benefit Analysis, and Program Trends Analysis. Each are summarized as follows:

## NEEDS ASSESSMENT ANALYSIS

In the Leisure Survey fielded in 2010 by the City of Saskatoon, respondents were only asked to identify the fitness and sporting activities in which they participate. They provided information in each instance that referred to their levels of participation in terms of hours per week (participant hours) as a sport or as a fitness activity. Respondents also indicated if they planned on increasing their levels of participation in each activity. Finally, respondents identified new activities in which they would like to participate.

The survey findings identified the level of participation for each sport and activity within age segments further broken down by gender. This information provided by respondents was then extrapolated to represent overall city population. Total participant hours for each activity were then generated and intended to be somewhat representative of the city's population. These numbers indicate the current demand.

Future demand was determined through a number of means. As stated previously, respondents spoke about increasing their participation in the activities in which they are currently participating. They also identified new activities in which they would like to participate. This enabled increased demands to be determined.

Finally, the growth in Saskatoon's population needed to be considered. Using 2016 population projections from the Saskatoon Health Region, increases in participant hours due to population growth were estimated. (It is important to note that as new population projections are developed, and when the Leisure Survey is fielded again (2015 – 2016), this information will need to be updated to reflect a more current and accurate picture of today's trends and needs.)

## CAPACITY AND COST BENEFIT ANALYSIS

Facility capacity analysis was completed for each recreation, sport, and physical fitness activity identified in the Leisure Survey. Total potential participant hours were determined by adding up participant hour capacity of each different activity in respective available activity space. When the total demand in participant hours exceeds the capacity of an activity space, it is an indication there is a need to increase the supply of this type of space (excess demand).

Only facility types with excess demand are then included in subsequent analysis (Cost Benefit Analysis). This analysis considers the annual capital and operating cost provision of a new facility space per unmet participant hours. The greater the demand (participant hours), the lower the cost per participant hour for a new facility (all else held equal). The purpose of the Cost Benefit Analysis is simply to rank facility development by comparing all potential facilities on a cost per participant hour basis.



## PROGRAM TRENDS ANALYSIS

Two types of research were undertaken and presented regarding program trends. The first piece of research involved a survey of not-for-profit and voluntary organizations delivering sport and recreation programming in Saskatoon. Respondents commented on participation levels, facility usage, as well as program trends and challenges faced. A literature review of industry publications and research studies identified participant program trends and observations that could impact local sport and physical fitness activities.

The information gathered in the Program Trends Analysis is meant to supplement subsequent phases of development and further analyze potential space needs based on less tangible data and input. The Program Trends Analysis portion of the 2012 study is ultimately replaced with elements of research conducted during this Master Plan process and presented herein and in the State of Recreation and Parks in Saskatoon report (see Appendix B).

With the realization that there are considerations beyond cost per participant hour that ultimately form overall City priorities for recreation and parks infrastructure, this assessment is only one input into the overall prioritization of new or enhanced recreation facility and park prioritization.

The facility development rankings presented in the 2012 Profile Report are the first phase in the Facility Development Model. These priorities will be revisited each time the Leisure Survey is fielded and new priorities will undoubtedly emerge; updated population projections should also be incorporated.

In the second phase of the 2012 model, (the Feasibility and Strategic Planning Phase), analysis of facility development options (new, upgraded, or renovated) will need to be considered that address the facility rankings. This will include a community scan, gap identification, and future requirements.

The third phase of the 2012 Facility Development Model is the Capital Project Plan and Approval Phase. This phase is devoted to the preparation of detailed designs for capital budget submission and City Council approval.



# Recreation and Parks Space Prioritization

The Facility Development Model is a fundamental and key consideration in determining a future capital action plan for recreation and parks infrastructure, and as such, this Master Plan is meant to support and enrich the approach outlined. Other considerations that need to form part of the space prioritization decision include the ability for potential spaces to

meet desired service delivery outcomes, 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 prioritization:

**Table 19: Project Prioritization Decision Making Framework**

Criteria	Metrics				Weight
Community Demand	<b>3 Points:</b> for identified priority "1 – 2" on the list of facility spaces.	<b>2 Points:</b> for identified priority "3 – 4" facility spaces.	<b>1 Point:</b> for identified priority "5 – 6" facility spaces.	<b>0 Points:</b> for identified priority "7" or higher facility spaces.	<b>3</b>
Service Outcomes	<b>3 Points:</b> the facility space achieves more than five service outcomes.	<b>2 Points:</b> the facility space achieves multiple service outcomes but does not achieve more than five.	<b>1 Point:</b> the facility space achieves a specific service outcome.	<b>0 Points:</b> the facility space does not achieve any service outcomes.	<b>3</b>
Current Provision in the City	<b>3 Points:</b> the facility space would add a completely new activity to recreation and/or parks in the city.	<b>2 Points:</b> the facility space would significantly improve provision of existing recreation and/or parks activity in the city.	N/A	<b>0 Points:</b> the activity is already adequately provided in the city.	<b>2</b>
Cost Savings Through Partnerships/Grants	<b>3 Points:</b> partnership and/or grant opportunities exist in development and/or operating that equate to 50% or more of the overall the facility space cost.	<b>2 Points:</b> partnership and/or grant opportunities exist in development and/or operating that equate to 25% – 49% or more of the overall the facility space cost.	<b>1 Point:</b> partnership and/or grant opportunities exist in development and/or operating that equate to 10% – 24% or more of the overall the facility space cost.	<b>0 Points:</b> no potential partnership or grant opportunities exist at this point in time.	<b>2</b>
Cost/Benefit <i>(Cost per Participant Hour from 2012 Facility Development Model)</i>	<b>3 Points:</b> the facility space cost per participant hour is less than \$1.	<b>2 Points:</b> the facility space cost per participant hour is between \$1 and \$10.	<b>1 Point:</b> the facility space cost per participant hour is more than \$10.	<b>0 Points:</b> the facility space cost per participant hour is positive—it shows a surplus of space.	<b>2</b>
Regional Partnership Appeal	<b>3 Points:</b> the facility space would directly involve regional government partnership.	<b>2 Points:</b> the facility space will enhance regional inter-governmental relationships.	<b>1 Point:</b> the facility space would serve regional markets.	<b>0 Points:</b> the facility space will have no regional impact.	<b>2</b>
Economic Impact	<b>3 Points:</b> the facility space will draw significant non-local spending into the city and will give the community provincial, national, and/or international exposure.	<b>2 Points:</b> the facility space will draw significant non-local spending into the city.	<b>1 Point:</b> the facility space will draw moderate non-local spending into the city.	<b>0 Points:</b> the facility space will not draw any significant non-local spending into the city.	<b>1</b>

## Recreation and Parks Space Ranking

In reviewing the potential major recreation and parks facility spaces that could be undertaken by the City and applying the space prioritization framework presented, the following list of ranked priorities have been developed. The ranking includes consideration to the community input and research conducted during this Master Plan process, the Future Sport and Recreation Facility Development Model developed by the City in 2012, and other considerations warranted for publicly funded recreation and parks projects. This ranking and associated framework is meant to be dynamic and should be reviewed and updated as new information becomes available. New information could include:

- Committed and legitimate partnership opportunities that would lead to costs savings;
- Updated census data and/or population projections based on updated City of Saskatoon Leisure Activity Study results; and
- Updated information related to the State of Recreation and Parks report.

Based on the most up to date information available at the end of 2014 and the findings of the 2012 Future Sport and Recreation Facility Development Model process, the following list of ranked major recreation and parks spaces for future consideration has been identified in Tables 20, 21, 22, and 23.



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**Table 20: Ranked Recreation and Parks Facility Spaces—INDOOR**

Amenity type	Community Demand	Service Outcomes	Current Provision	Cost Savings Through Partnership	Cost/Benefit	Regional Partnership Appeal	Economic Impact	Score	Rank
Ice Surfaces (Leisure)	3	3	3	N/A	N/A	1	1	27	1
Walking/Running Track	3	3	2	N/A	N/A	1	1	25	2
Indoor Child Playgrounds	3	2	3	N/A	N/A	1	1	24	3
Arena Facilities	0	3	2	N/A	N/A	3	2	21	4
Multi-purpose Gymnasium/Social Spaces	0	3	3	N/A	N/A	2	2	21	4
Fitness/Wellness Facilities	3	2	2	N/A	N/A	0	0	19	6
Before and After School Care Facilities	3	2	2	N/A	N/A	0	0	19	6
Child Minding Space	3	2	2	N/A	N/A	0	0	19	6
Aboriginal Cultural/Ceremonial Room	0	2	3	N/A	N/A	2	1	17	9
Gymnasium Type Space	0	3	2	N/A	N/A	1	1	16	10
Leisure Swimming Pools	0	2	2	N/A	N/A	2	2	16	10
Skateboard Facility	0	2	3	N/A	N/A	1	1	15	12
50m Competition Swimming Pools	0	2	0	N/A	N/A	3	2	14	13
Tennis	0	2	2	N/A	N/A	1	1	13	14
Climbing Wall	0	2	2	N/A	N/A	1	1	13	14
Gymnastics Studio	0	2	2	N/A	N/A	1	1	13	14
Youth Centres	2	2	0	N/A	N/A	0	0	12	17
Support Facilities	2	2	0	N/A	N/A	0	0	12	17
Social/Banquet Facilities	0	2	0	N/A	N/A	2	2	12	17
Seniors Centre	1	2	0	N/A	N/A	0	0	9	20
25m Competition Swimming Pools	0	2	0	N/A	N/A	1	1	9	20
Multi-Purpose Program/Meeting Rooms	0	2	0	N/A	N/A	0	0	6	22
Curling Rinks	0	2	0	N/A	N/A	0	0	6	22
Dance Studio	0	2	0	N/A	N/A	0	0	6	22

\* In those instances for which a score is not included in the matrix, sufficient information was not available to provide a score.



**Table 21: Ranked Recreation and Parks Facility Spaces—OUTDOOR**

Amenity type	Community Demand	Service Outcomes	Current Provision	Cost Savings Through Partnership	Cost/Benefit	Regional Partnership Appeal	Economic Impact	Score	Rank
Shared Use Trail Network/System	3	3	2	N/A	N/A	1	1	25	1
Festival Venue/Amphitheatre	2	3	0	N/A	N/A	1	1	18	2
Passive Park (Including Natural Areas)	2	3	0	N/A	N/A	1	1	18	2
Child Playgrounds	2	2	2	N/A	N/A	0	0	16	4
Track and Field Spaces	0	2	2	N/A	N/A	2	2	16	4
Community Gardens	3	2	0	N/A	N/A	0	0	15	6
Water Spray Parks	2	2	0	N/A	N/A	1	1	15	6
Bike Parks (BMX, Mountain Bike)	0	2	2	N/A	N/A	2	1	15	6
Boating Facilities—Non-motorized	0	2	2	N/A	N/A	2	1	15	6
Boating Facilities—Motorized	0	2	2	N/A	N/A	2	1	15	6
Hiking Amenities	0	3	0	N/A	N/A	2	1	14	11
Sports Fields—Artificial Turf	0	2	2	N/A	N/A	1	1	13	12
Sports Fields—Grass	1	2	0	N/A	N/A	1	1	12	13
Dog Off Leash Parks	0	2	2	N/A	N/A	1	0	12	13
Swimming Pools	0	3	0	N/A	N/A	1	1	12	13
Tennis Courts	0	2	0	N/A	N/A	1	1	9	16
Ball Diamonds	0	2	0	N/A	N/A	1	1	9	16
Skateboard Parks	0	2	0	N/A	N/A	1	1	9	16
Picnic Areas	0	2	0	N/A	N/A	1	1	9	16
Sand/Beach Volleyball Courts	0	2	0	N/A	N/A	1	1	9	16
Basketball Courts/Sport Courts	0	2	0	N/A	N/A	0	0	6	21
Fitness Equipment	0	2	0	N/A	N/A	0	0	6	21
Cross Country Ski Trails	0	2	0	0	N/A	0	0	6	21

\* In those instances for which a score is not included in the matrix, sufficient information was not available to provide a score.

This list of ranked facility spaces will help City decision makers focus on the next stage of major recreation and parks infrastructure investment, which is Phase 2: Feasibility and Strategic Planning. This stage of planning is consistent with the 2012 Sport and Recreation Facility Development Model and the Project Development Process contained herein.

In providing further guidance for decision makers, the following list of potential facility projects that may, or may not include a combination of the ranked spaces identified. This list of potential projects would form the basis for future feasibility analysis. Each project was identified during the planning process by one or more community group(s).

- City Centre Recreation Facility development (in partnership);
- Reinvestment/modernization of existing recreation facilities and parks;
- Recreation facility development in the northeast;
- Outdoor skateboard parks;
- Outdoor cricket pitches (e.g. artificial turf, lights);
- Indoor leisure aquatics (e.g. wave pool, zero depth entry, waterslides, wave rider, etc.) ;
- Downtown spectator arena/events and conference centre;
- Baseball stadium (e.g. turf, major spectator seating capacity);
- White water rafting facility;
- Outdoor track and field facilities;
- Cross country ski and snowshoeing trails;
- PGA quality golf course;
- Indoor speed skating track;
- Bicycle polo facilities; and
- Winter fatbiking trails.

Additional potential projects identified and driven by community groups and organizations:

- The Optimist Club Winter Recreation Park (e.g. snow tubing, snow boarding);
- Multi-sheet ice arena complex (e.g. 4 – 8 sheets of ice, spectator capacities of between 300 and 7,500, associated amenities);
- Twin ice arena expansion to the existing Canlan Ice Sport—Jemini; and
- University of Saskatchewan Twin Pad Ice Arena.



Section

# 8

## **Financing Recreation and Parks**

The City of Saskatoon, like many other municipalities, is the primary delivery agent of public recreation and parks services in the city. As such, it invests significantly 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 City are able to recover portions of their operating costs (in some cases up to 100%), in general, recreation and parks services are 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 City’s base level of service, (such as 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.

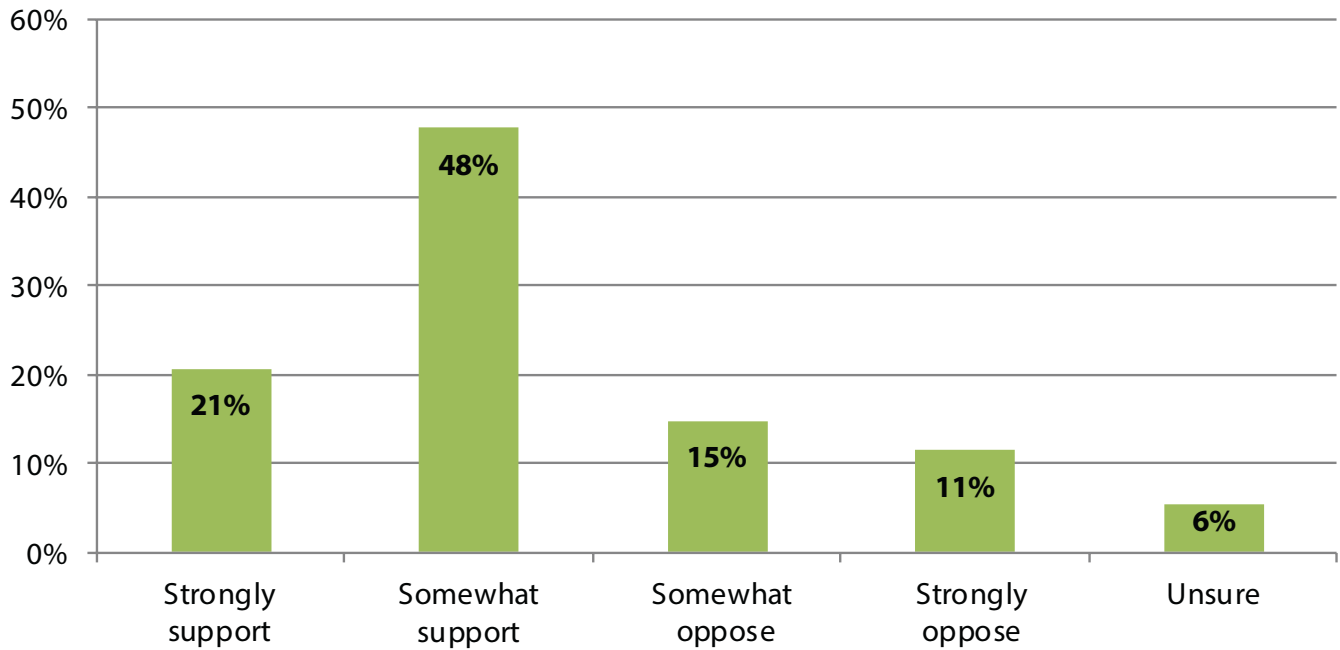
**Diagram 14: Investment Spectrum**



In general, residents acknowledge that recreation and parks services require subsidy and generally support them as justified expenses, whether they access the services or not.

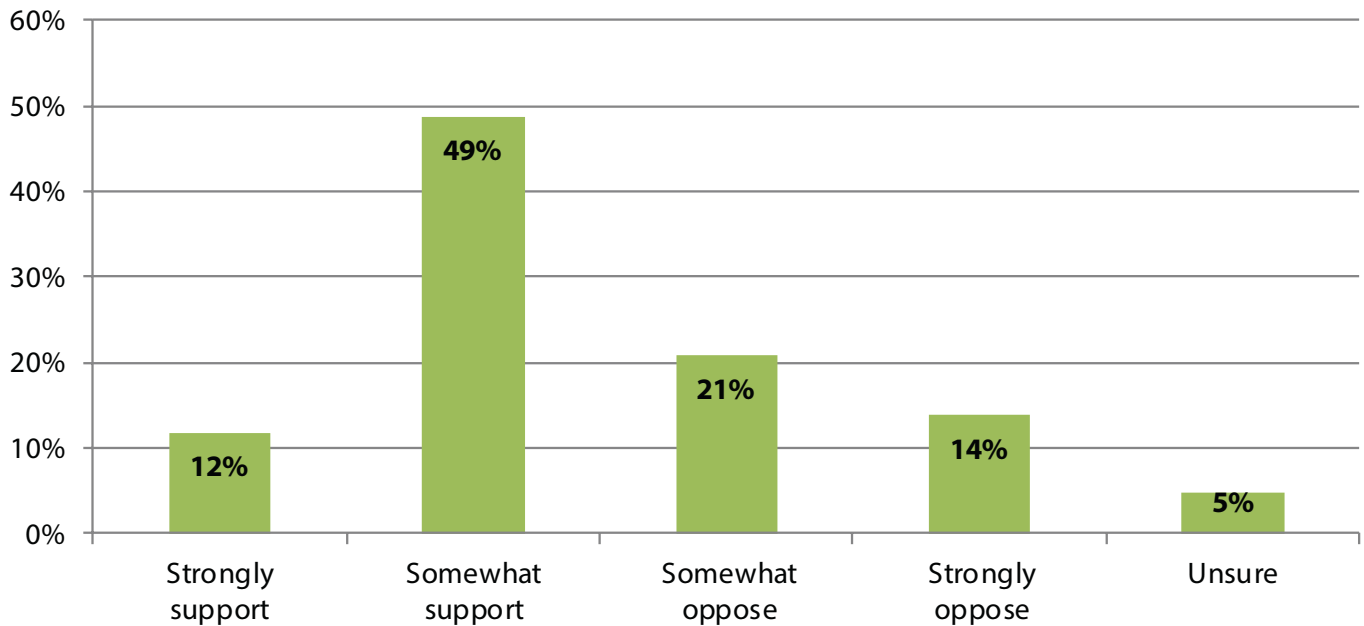
### Graph 17: Household Telephone Survey Response

Support for Property Tax Increase for Recreation Services your Household Would Use



### Graph 18: Household Telephone Survey Response

Support for Property Tax Increase for Recreation Services your Household May Not Use



The leveraging of public investment into external sources of funds is important in both sustaining and expanding service provision in the future. The City already leverages 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 and culture assets (i.e. the Shaw Centre).

Further leveraging of 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 city households would not like to see significant increases to tax support for recreation and parks services.

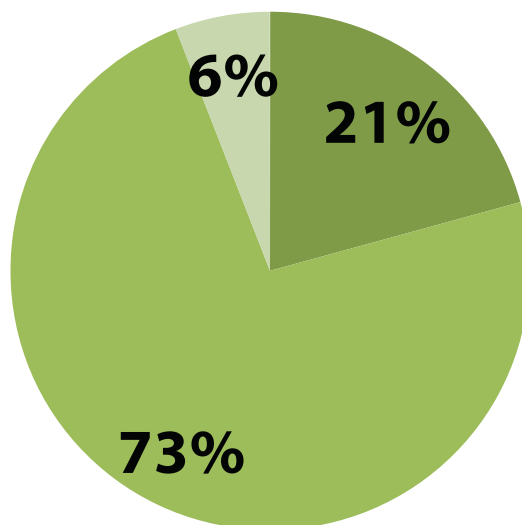
As the spectrum outlines the anticipated level of public investment for certain types of projects, the following discussion outlines other potential sources of funding for those projects that do not warrant holistic public funding.

Financing recreation and parks services in a growing, dynamic environment like Saskatoon will be challenging moving forward and must consider a variety of approaches.

### Graph 19: Household Telephone Survey Response

Respondent Support for Tax Support Options for the City's Recreation and Parks Programs and Facilities

- Increase current level of tax support
- Maintain current level of tax support
- Decrease current level of tax support



# Sponsorships

**Recommendation 40: The City will enhance its existing sponsorship policy to focus on recreation and parks and administer an associated campaign to garner external funding to support of programming and/or infrastructure.**

Sponsorship opportunities provide private sector access to asset branding with existing or new recreation facility spaces or programs. The success of sponsorship programs is dependent upon the level of private sector interest/availability in the community and the perceived tangible (impressions) and intangible (image) return on investment an opportunity may offer. For this reason, recreation and parks infrastructure should be designed, where feasible, with consideration given to maximize exposure of potential sponsors. This would entail the involvement of sponsorship expertise within the city being involved in the detailed design process should facility upgrades or new facility and parks development occur.

Sponsorships for recreation and parks amenities can be applied to either capital expenses, operating expenses, or a combination of both. Regardless of the type of sponsorship, there are three key considerations that need to be made.

1. **Mutual benefit** is a major success factor in a successful and long-term partnership. There must be a benefit to all parties involved, either tangible or intangible, so that there is motivation to maintain and strengthen the relationship as it matures. This is important in capitalizing on the successes of a partnership arrangement but also to mitigate issues that could arise during the term of an agreement.
2. **Communication** between all partners is very important in ensuring that all parties share the same vision in dealing with issues/conflicts that might surface throughout the term of an agreement.
3. All parties must have **trust in each other** to ensure that proper communication channels are utilized and to ensure that broader facility program goals can be met. This trust must exist in the individuals involved in face to face communication as well as in broader organization-wide ideals.

When contemplating corporate/non-profit sponsorship and recreation and culture fundraising it is important to understand the nature of the sponsorship market. Ideal campaigns provide opportunities for all levels of affordability; however, prominence must be given to those groups that contribute the most. Sponsorship exists to accomplish greater good in a community, and to promote/affiliate an organization with the intentions and image of a certain resource. In the case of public recreation and culture, the value of contributions to quality of life and healthy lifestyles is straight forward and the affiliation is easy to make.

For any given resource, typically  $\frac{1}{3}$  of corporate fundraising comes from the top two or three sponsors, the next  $\frac{1}{3}$  comes from the next 10 – 15 contributors, and the remaining  $\frac{1}{3}$  comes from a variety of sources including smaller corporate donations, non-profit contributions, and individual donations. Using this framework, and assessing appropriate value for recreation and/or parks resources, it is recommended that a **sponsorship prospectus and campaign** should be formulated and administered by the City for recreation and parks resources outlining private sponsorship opportunities.

The City currently has a sponsorship policy and has been successful at acquiring sponsorship for some recreation and parks assets (e.g. PotashCorp Playland, Shaw Centre, etc.). Expanding sponsorship efforts to include all potential assets and building upon past learning and relationships will maximize opportunities.



# User Fee Based Amenities and Services

**Recommendation 41: The City will explore non-traditional fee-based services and amenities, on a break even or profit basis, that are complementary to existing facility or park space.**

The City currently charges user fees for hourly rental facilities (i.e. arenas), registered programs, and many of the drop-in opportunities offered in facilities such as swimming pools and fitness centres. These fees are based upon rates the user market is willing to pay and help offset a portion of the operating costs associated with each facility.

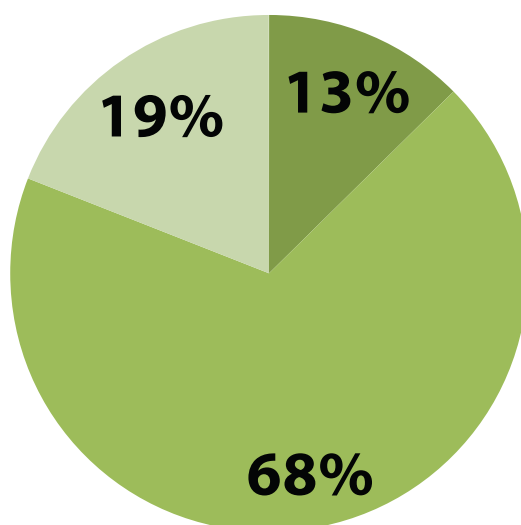
This practice is common and should continue. Current setting of access and user fees are governed by the Fees and Charges/ Recovery Policy C03-029 and the Recreation Facilities: Rental Fees C03-030 Policy which suggest the following operational cost recovery targets:

- Rentals at Leisure Centres: 70%
- Rentals at Ice Arenas: 100%
- Admissions at Leisure Centres: 65%
- Registration for Children’s Programs: 85%
- Registration for Adult Programs: 100%
- Rentals for Sport Fields above basic amenities: 100%
- Usage at Golf Courses, PotashCorp Playland, and Campgrounds: 100%

## Graph 20: Household Telephone Survey Response

Respondent Support for User Fee Options for the City’s Recreation and Parks Programs and Facilities

- Increase current level of user fees
- Maintain current level of user fees
- Decrease current level of user fees





Similar to perspectives on tax support for recreation and parks services, most households in the city suggest that maintaining the current level of user fees to access facilities is important.<sup>1</sup> Likewise, 62% of groups suggest that existing user fees should be maintained.

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 City 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 City decision makers.

One non-traditional opportunity to generate funds that the City may have readily available at its disposal is the potential to create events (e.g. winter carnivals, etc.) and/or programs (e.g. adult sports, sports academies, etc.). These efforts should be considered and could benefit the City as long as they meet core Service Outcomes. As well, adding complimentary 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

**Recommendation 42: Where applicable, the City will pursue grants from external sources to leverage public investment in recreation and parks services.**

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

The City is often presented with opportunities for inter-municipal/regional partnerships within the region as well as partnerships with local institutions, private, and non-profit organizations. The City also already partners with many delivery groups, some of which are responsible for maintaining City owned facilities, have contributed to the capital costs of infrastructure upgrades, and, in a few cases,

actually operate completely independent from the City while still providing a publicly accessible program or activity.

The City can participate in operating and/or capital partnership arrangements as the primary stakeholder developing or operating the resource and seeking assistance. Alternatively, the City 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. In Saskatchewan, there are a number of grant opportunities available to support recreation and parks services and infrastructure. The Saskatchewan Parks and Recreation Association's "Grants and Funding Opportunities"<sup>2</sup> is a resource that consolidates these opportunities annually.

<sup>1</sup> Note that even in instances where user fees need to be increased, annual increments of more than +10% are not recommended.

<sup>2</sup> [http://www.spra.sk.ca/publications/grants-and-funding-guides/Grants\\_and\\_Funding\\_2014.pdf](http://www.spra.sk.ca/publications/grants-and-funding-guides/Grants_and_Funding_2014.pdf)

# Internal Funding Mechanisms

**Recommendation 43: The City will allocate sustained internal resources (either reallocated or incremental) to implement the Plan in the spirit of continuous improvement.**

The City currently utilizes a variety of mechanisms to capture contributions for recreation and parks through new land development. The Parks and Recreation Levy (C03-011) outlines the City's expectations from developers in regards to contributions and the inclusion of parks and open spaces during new land development. The City also budgets annually through a lifecycle budget reserve contribution (discussed earlier) to ensure that existing infrastructure can be sustained. In regards to these internal funding mechanisms, levies collected should reflect accurate and up to date budget requirements. Lifecycle budgeting should be attributed to all recreation facilities as well as parks and open space, and may warrant increases from current levels.

Internal operating budget allocations to parks and open space are currently based on maintenance service level requirements of defined parks and open space inventory. It is important that these allocations, although appropriate, be applied to complete inventories, including incremental increases as inventories expand. For example, increased Neighbourhood Park inventories should lead to proportionately higher operation budget resources. In general, allocations need to increase as new infrastructure is attained and as cost increases occur. Increased investment in recreation and parks will be required in the implementation of this Master Plan.



# Internal Resource Capacity and Deployment

**Recommendation 44: Where possible, the City will continue to provide staff professional development opportunities to continually enhance internal capacity.**

In order to build internal capacity for recreation and parks delivery, the City must have both tangible (physical) and intangible infrastructure and supports in place. Tangible infrastructure is discussed in other sections of this Plan. Intangible infrastructure includes having the resources and expertise available that is required to do all the things the City needs to as a provider of recreation and parks services in the community. Internal capacity can be achieved through hiring staff with appropriate expertise in recreation and parks provision and ensuring that these staff members have opportunities to continually embark on professional development opportunities. Internal **knowledge development** will be essential in ensuring that recreation and parks benefits are understood and enhanced.

Professional development in recreation and parks can include attending conferences (e.g. the Saskatchewan Recreation and Parks Association Annual Conference, the National Recreation and Parks Association Conference (USA) and the Athletic Business Conference), attaining pertinent certification (i.e. High Five certification), and participating in other learning and education opportunities such as ongoing trends scanning and research/literature review.

There are financial implications to enable staff to undertake professional development. That said, the right opportunities can strengthen the delivery system significantly and can ensure internal recreation and parks delivery capacity is appropriate. The City has a leadership role in recreation and parks and its staff need to be at the leading edge of recreation and parks knowledge. This will ensure that all stakeholders are aware of emerging trends and changes in the physical and social environment that impact the provision of recreation and parks on an ongoing basis.

It is important to note that although the current level of resources allocated to Recreation and Parks in the City enables it to achieve the current level of benefits and outcomes currently achieved, **a combination of reallocating existing resources and investing new resources** will be required to achieve incremental benefit and continuous improvement. The current level of service entails high levels of resident satisfaction with 89% of residents either somewhat or very satisfied with recreation and parks services. Although satisfaction is high, levels of overall community health and physical activity, visitation at City facilities, and utilization of local parks and greens spaces show potential to be enhanced or increased.

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



Section

# 9

## **Implementation**

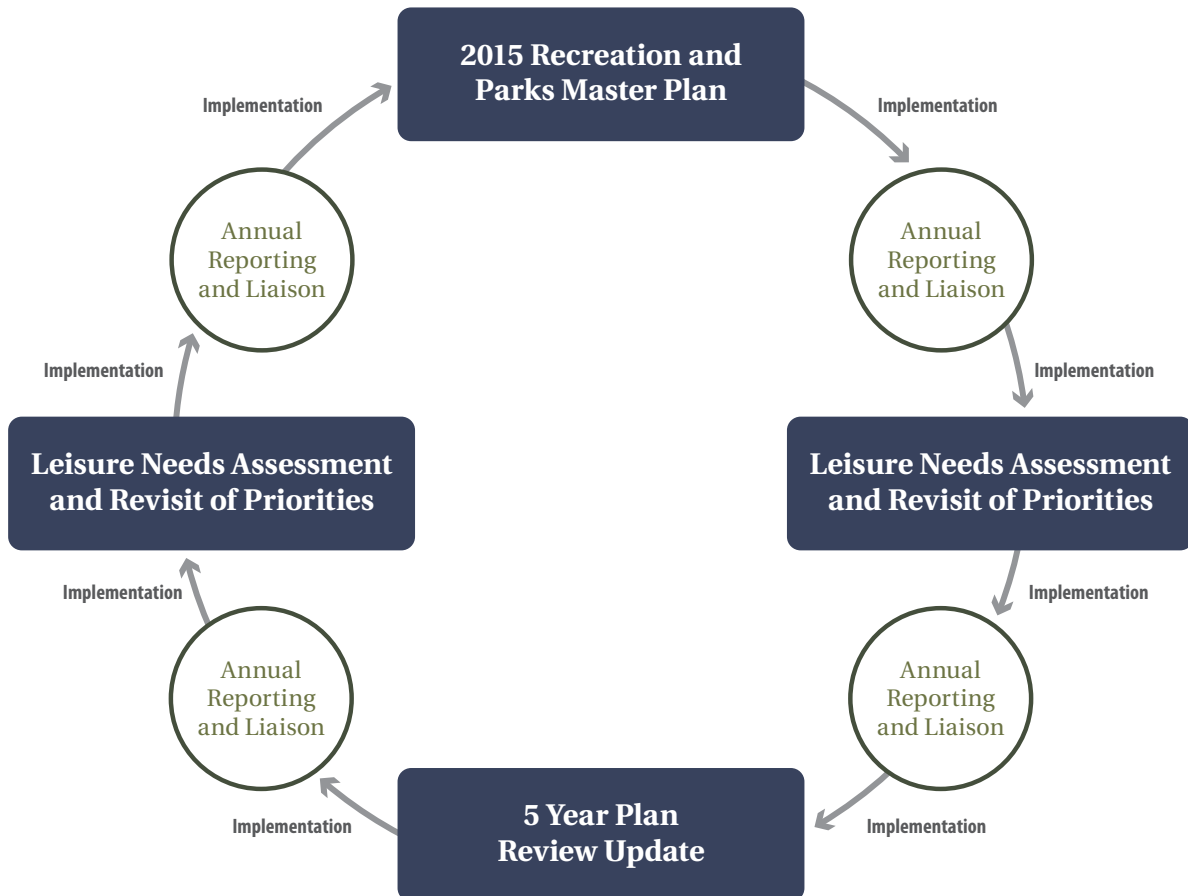
Although the content and recommendations contained in the Master Plan are not binding, once endorsed by City Council, the Plan will become a key reference point in future decision making regarding recreation and parks facilities and services. The estimated financial implications and their associated timing will enable the City and other stakeholders to plan for future resource allocation, and 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 and parks facilities and services is dependent upon a collaborative effort led by the City and involves many dedicated and valued partners and service providers. Although the majority of the recommendations are most pertinent for the City 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 City in making the right decisions for future recreation and parks facilities and services in the region. The planning guidelines and management tools provided will ensure that the City 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 and parks environment. As new information becomes available from the City's ongoing acquisition of public input and knowledge, priorities may evolve. The framework presented in the Plan is meant to adapt and dynamic, as are the services to which it pertains.**

**Diagram 15: Ten Year Planning Cycle**



To assist with Plan implementation and the realization that resources (financial and human) will be required, the following implications have been estimated for budgeting purposes.

Where there is no “ ✓ ”, the estimates operating implications are expected to be insignificant.

**Table 22: Estimated Operating Implications**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
Service Delivery: Facilitating Supportive Environments				
1.	The City will develop a partnership policy based on the framework.	✓		
2.	The City will use the partnership framework to explore partnership opportunities for all recreation and parks service provision and infrastructure development.	✓	✓	✓
3.	The City will consider formalizing existing and future partnership arrangements to include performance measurement of Service Outcomes and quality control.	✓		
4.	The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.	✓	✓	✓

**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
5.	The City will consider regional collaboration, using SUMA and SPRA as guides, when planning new facilities and offering programs with regional value and appeal.			↙
6.	The City will continue to support Community Associations and Organized Interest Groups equitably and transparently, based on ongoing communication to identify group support needs	↙	↙	↙
7.	The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.		↙	
8.	The City will continue to promote and market City recreation and parks opportunities with an enhanced focus on benefits and motivating participation.	↙	↙	↙
9.	The City will continue to employ an ongoing community liaison strategy that considers the general public (including but not limited to the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.	↙	↙	↙
10.	The City will develop utilization measures and collect relative data for structured and spontaneous use of recreation and parks services, programming, and infrastructure.	↙	↙	↙

**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
Service Delivery: Ensuring Inclusion and Access				
11.	The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.	✓		
12.	The City will continue to offer its Leisure Access and Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.	✓		
13.	The City will continue to include information about financial assistance for programs in its promotion and marketing efforts.	✓		
14.	The City will take a lead role in identifying recreation and parks program needs in the community (including program performance assessment).	✓	✓	✓
15.	The City will work with other program providers to reduce redundancy and optimize investment wherever possible.	✓	✓	✓
16.	The City will use the Desired Program Focus Areas to guide collaborative recreation and park programming efforts.		✓	
17.	The City will act to reduce barriers and increase participation wherever possible.	✓	✓	✓



**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
18.	The City will review its Fees and Charges Schedule to determine admission fees that encourage greater use while also generating revenues, including potential use of a tiered system with differential fees based on facility type and capacity.	✓		
19.	The City will look to engage the Community Feedback Committee (or similar group) in implementation of the Plan.	✓	✓	✓
<b>Service Delivery: Infrastructure</b>				
20.	City recreation and parks professionals will continue to work with other divisions in planning future recreation and parks infrastructure.	✓	✓	
21.	The City will revisit, update, and enhance its Parks and Open Space classification system.	✓		
22.	The City will revisit, update, and enhance its current Park Development Guidelines policy and formalize its Landscape Design Standards.	✓		
23.	The City will use a recreation facilities classification system to help guide future development of new or enhanced facilities.	✓		
24.	The City will consider providing both spontaneous and structured recreation, culture, and parks spaces in the expansion/enhancement of existing or the development of new infrastructure.			

**Table 22: Estimated Operating Implications (Continued)**

<b>Recommendation</b>		<b>Short Term Operating Implications</b>	<b>Medium Term Operating Implications</b>	<b>Long Term Operating Implications</b>
25.	The City will explore opportunities to develop integrated facilities when contemplating the development of new or enhanced recreation and parks infrastructure.			
26.	The City will continue to consider including multiple types of spaces in a facility and/or at a site when planning for investment in recreation and parks infrastructure.			
27.	The City will consider geographic balance in the provision of existing and the development of new programs and services, especially for facilities and spaces provided at the district level.			
28.	The City will employ principles of environmentally sound design wherever possible when contemplating new facilities/sites or when investing in existing infrastructure.			
29.	The City will explore the application of synthetic playing surfaces when contemplating major outdoor recreation and park facilities.			
30.	The City will continue to plan for facility and parks lifecycle replacement and amenity refreshment through an annual lifecycle budget approach.	✓		

**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
31.	The City will consider crime prevention through environmental design, multi-use, physical accessibility, age-friendly design, sponsorship exposure, and event hosting capability when designing and constructing new and/or enhanced recreation facility or developing open spaces.			
32.	The City will ensure that healthy food and beverage options are provided in recreation facilities and parks where possible.			
33.	The City will consider additional Municipal Reserve allocation and budgeting for land acquisition for the creation of larger multi-district and/or district park and recreation facility sites.	✓		
34.	The City will consider revitalization, enhancement, and potential expansion of existing facilities, including but not limited to playground structures, recreation units, and leisure centres when contemplating future recreation and parks infrastructure development.	✓		
35.	The City will use the reinvestment/ repurpose or decommission decision-making framework when contemplating the future of existing recreation and parks assets requiring substantial lifecycle investment.			

**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
36.	The City will strive to achieve the park amenity strategies as well as the desired outcomes outlined in the Plan related to natural areas, trails, and the river valley.	✓	✓	✓
37.	The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness, etc.) strategies outlined in the Plan.	✓	✓	✓
38.	The City will use the project development framework when contemplating significant recreation and parks infrastructure development requiring public funding.			
39.	The City will use and periodically revisit the recreation and parks facility space prioritization model to help guide future infrastructure investment decision making.	✓	✓	✓
40.	The City will enhance its existing sponsorship policy to focus on recreation and parks and administer an associated campaign to garner external funding to support of programming and/or infrastructure.	✓	✓	✓
41.	The City will explore non-traditional fee-based services and amenities, on a break even or profit basis, that are complementary to existing facility or park space.	✓	✓	✓

**Table 22: Estimated Operating Implications (Continued)**

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
42.	Where applicable, the City will pursue grants from external sources to leverage public investment in recreation and parks services.	✓	✓	✓
43.	The City will allocate sustained internal resources (either reallocated or incremental) to implement the Plan in the spirit of continuous improvement.	✓	✓	✓
44.	Where possible, the City will continue to provide staff professional development opportunities to continually enhance internal capacity.	✓		

Further to the aforementioned operating cost impacts of Plan implementation, there will also be capital cost implications of Plan development. Capital costs for major recreation and parks facilities and spaces are significant, as are the costs associated with sustaining existing facilities and spaces (lifecycle budgeting). The Master Plan outlines priorities for future development; priorities that will need to undergo thorough feasibility analysis prior to funding commitments.

The Plan also suggests increasing existing lifecycle budget allocations. Major capital cost implications of the Plan will be estimated and addressed as potential Plan components are implemented.

The following chart outlines potential capital cost ranges, in 2015 dollars, for major recreation facility projects most likely to undergo feasibility analysis in the short- and/or mid-term. These ranges have been provided for general budgetary guidance and would be further ratified through facility program decisions, potential partnerships, and construction market conditions; clarity with regards to these unknown circumstances would be provided during the feasibility planning process for each project



**Table 23: Capital Cost Range for Potential Projects**

Potential Project	LOW Capital Cost Range (+/- 25%)	HIGH Capital Cost Range (+/- 25%)
City Centre Recreation Facility (without indoor aquatics)	\$15 million	\$25 million
City Centre Recreation Facility (with indoor aquatics)	\$25 million	\$50 million
Major Recreation Facility and Parks Revitalization * <i>Per Project</i>	\$5 million	\$10 million
Recreation Facility Development in the Northeast (without indoor aquatics)	\$15 million	\$25 million
Recreation Facility Development in the Northeast (with indoor aquatics)	\$25 million	\$50 million

Section

# 10

## **Plan Summary and Conclusions**

# Master Plan Purpose and Background

The City of Saskatoon values, invests in, and benefits from the provision of recreation and parks services. **This Recreation and Parks Master Plan is intended to help guide future decision making** related to these valued services. It provides an **overall framework** that guides the **development, delivery, and continuous improvement of recreation and parks programs, services, and facilities.**

The Plan has been based on diligent research and thorough public consultation and will, when implemented, help **create supportive environments** for recreation and parks activity to occur in; **build capacity** in the recreation and parks delivery system throughout Saskatoon; and **enhance inclusion in and access** to recreation and parks opportunities provided by the City and various stakeholders.

The provision of recreation and parks services in Saskatoon leads to many **benefits** to the overall community, the individuals within it, and the natural environment. These benefits are proven and commonly referred to by recreation professionals; they explain why recreation and parks are a justified and essential public service.

The Plan has been developed by a study team including consultants and City Administration under the guidance of a **Project Steering Committee** (comprised of City Administration responsible for recreation and parks delivery) and a **Community Feedback Committee** with representatives from key agencies and sectors throughout Saskatoon that are involved in and/or impacted by recreation and parks services.

For the City of Saskatoon, this Plan builds upon existing policies and strategic planning already supported through City Council and Administration. From a provincial and national perspective, the Plan is in alignment with the **A Framework for Recreation in Canada 2015: Pathways to Wellbeing**<sup>1</sup> and demonstrates Saskatoon's commitment to broader recreation and parks agendas.



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<sup>1</sup> A Framework for Recreation in Canada 2015: Pathways to Wellbeing is the product of a joint initiative of the Interprovincial Sport Recreation Council and the Canadian Parks and Recreation Association. The document provides a common vision for recreation and suggest common ways of thinking about its renewal base of clear goals and underlying values and principles.



# Recreation and Parks Master Plan Foundations

This Master Plan is founded in a **vision for recreation and parks services** which is further explained through **three overarching goals and 19 intended Service Outcomes**. Fundamentally, with regards to the delivery of recreation and parks services, **the City will direct its efforts toward achieving the greatest “public good” possible in return for the investment of limited available public resources.**

*A vision for Saskatoon Recreation and Parks...*

*We envision a city in which everyone is engaged in meaningful, accessible recreation experiences that enhance quality of life and that foster:*

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

**The nineteen (19) service outcomes** outline a desired end state that can be achieved through provision of and participation in recreation and parks activities. These outcomes lead to the three overarching goals for recreation and parks in Saskatoon and explain what the City, as well as any of the other groups providing these services throughout the region, expects out of investment in recreation and parks services and form a reference for all present and future effort. **Everything the City does in regards to recreation and parks should further one or more of the service outcomes identified.** The desired end state described by the outcomes may never be completely achieved but, as an outcome, is warranted and justifies continued public support and investment.

The Master Plan contains insight as to how the City can enhance recreation and parks benefits in the community and region through adjustments to existing service delivery efforts, indoor and outdoor infrastructure, and programming. **The enhancements and recommendations are meant to build upon the strong core of recreation and parks services currently provided by the City and other delivery agents in Saskatoon, building upon past successes and leading to increased overall benefit from investment in recreation and parks.** These recommendations are presented in three main categories:

1. **Service Delivery:** how the City and other providers offer recreation and parks facilities, spaces, and programs directly and in partnership with others.
2. **Programming:** how the City and other recreation and parks program providers in Saskatoon deliver programs and focus efforts where needed.
3. **Infrastructure:** how the City and other providers plan and manage indoor and outdoor facilities and spaces.



# Service Delivery Recommendations

Key themes related to **service delivery** include **building knowledge and capacity** through professional development and consistent information gathering, as well as **continuing work with other sectors**, such as justice, education, and health, when providing and facilitating recreation and parks opportunities.

The Plan outlines suggested protocols for engaging in **partnerships** in the delivery of recreation and parks with non-profit, private, and municipal organizations. The concept of **regional collaboration** has been presented, tested, and supported by stakeholders throughout the city and region as worthy of consideration for future service provision when given conditions are met.

Recommendations related to **supporting volunteers**, communicating with residents and stakeholders, and **reducing barriers to participation** are also suggested to help service providers understand, and better serve, the Saskatoon market. Promotions and marketing of recreation and educating the public on not only opportunities to participate, but the rationale as to why they should participate will be essential in increasing participation and benefit. **Ensuring accessibility** of recreation and parks opportunities involves not only promoting and marketing of opportunities but also reducing barriers to participation. **Revisiting financial cost recovery expectations that have led to prohibitive fees structures is required** as is making sure facilities are designed with physical accessibility in mind.

# Programming Recommendations

From a **recreation and parks programming perspective**, the City is **the only program provider with a mandate to oversee needs of the entire community**. For this reason, the Plan suggests the City has a role in determining overall program needs and disseminating information collected to those that may fill in identified gaps. This is not to suggest that the City is responsible for providing all needed programs but that it should work collaboratively with all providers in optimizing program efforts and channeling resources where they are most needed.

In regards to specific **areas of focus** for programming, **getting more people active, and increasing exposure to nature** and the out of doors is paramount to this Master Plan as well as the agendas of many stakeholders throughout Saskatoon and beyond. Creating opportunities for **winter-based recreation** and continuing to enable and support access to the city's **river valley** are key outdoor themes presented in the plan. Ensuring that **trail connections** are established and maintained, preserving the ease of "moving around" in the city, is a key element within this Plan as well as others, such as the City's upcoming Active Transportation Plan. It is clear that moving forward, **City programs must be more affordable, residents need to be made more aware of available programs and opportunities, and increased capacities** will be required in some instances.

# Infrastructure Recommendations

There are many recreation and parks opportunities in Saskatoon; sustaining existing facilities requires significant investment. There is an appetite in the community for more new recreation and parks infrastructure. Meeting future needs will understandably involve partnerships with other service providers and regional municipalities.

As it relates to indoor and outdoor **recreation and parks infrastructure**, a number of leading practices and other considerations are outlined to guide current operations and future development. Concepts such as **ensuring that ample lifecycle budgets are in place** to sustain facilities, considering **geographic balance** when building new facilities, and **ensuring that sufficient lands are acquired** and protected for future infrastructure development are just some of the leading practices identified for the City moving forward.

**Reinvestment in existing facilities is an important consideration for the City moving forward.** There is already significant investment in recreation and parks infrastructure; this investment must be sustained and, in some cases, improved through future enhancement and expansion. Some of the City's **recreation facilities warrant revitalization** that will help sustain existing service levels and potentially meet new and emerging needs as well.

This plan outlines a **set of strategies around specific indoor and outdoor infrastructure amenities** provided by the City. Indoor strategies for ice arenas, aquatics facilities and dry-land areas are just some of the indoor environments discussed. Outdoor strategies related to the City's parks classification system as well as specific park amenities like spray parks, skateboard parks, sports fields, and ball diamonds are presented among many other types of park amenities. Sustained involvement in the Meewasin Valley Authority is also recommended.

These infrastructure strategies would all be achieved in an ideal scenario, but due to resource limitations, prioritization must occur. A **transparent prioritization framework** is presented and has been based on research, past modeling developed by Administration, and in consideration of the intended service outcomes presented. Key criteria for prioritization include:

- **Community demand** (public input and research);
- Achieving desired **Service Outcomes**;
- **Existing provision** levels in the city;
- The ability to leverage public investment through **partnerships and/or grants**;
- Capital and operating **costs**;
- Ability to facilitate **regional** partnerships; and
- Expected **economic impact**.

Utilizing the prioritization framework described in the Plan, the following indoor and outdoor priorities have been identified to guide short- and mid-term investment decision making. **It is important to note that the definition of indoor and outdoor recreation infrastructure priorities is dynamic and is expected to change throughout the duration of this Master Plan given more accurate and new information and as potential partnerships emerge. The framework can be reviewed and updated by Administration whenever it is deemed necessary to do so. These priorities are meant to assist decision makers as opposed to being prescriptive.**

Prior to the development of major infrastructure, a **Project Development Framework** has been presented to suggest that feasibility analysis must occur for major infrastructure projects.

This analysis will need to occur on a project by project basis under the umbrella and guidance of the Master Plan. Projects likely to be assessed in the immediate future include, but may not be limited to:

- The potential development of a **City Centre Recreation Facility** through partnerships;
- **New facility development in the northeast quadrant of the city; and**
- **Reinvestment in the City's existing recreation facilities and parks.**

\* Potential partnerships around the development of indoor ice facilities may also materialize.

**Table 24: Indoor Recreation Facility Spaces—PRIORITY RANKING**

The implementation of this Plan will require commitment and resources (financial and human) and will necessitate some adjustment to existing policies and protocols. The Plan will be dynamic throughout time; priorities will shift as new information becomes available. The frameworks and systems outlined in the Plan will allow recreation and parks stakeholders to adapt as Saskatoon grows and evolves. Financing recreation and parks is expected to come through a combination of public support (taxes), user fees, and external sources such as grants and sponsorship.

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

Amenity type	Rank
Ice Surfaces (Leisure)	1
Walking/Running Track	2
Indoor Child Playgrounds	3
Arena Facilities	4
Multi-purpose Gymnasium/Social Spaces	4
Fitness/ Wellness Facilities	6
Before and After School Care Facilities	6
Child Minding Space	6
Aboriginal Cultural/Ceremonial Room	9
Gymnasium Type Space	10
Leisure Swimming Pools	10
Skateboard Facility	12
50m Competition Swimming Pools	13
Tennis	14
Climbing Wall	14
Gymnastics Studio	14
Youth Centres	17
Support Facilities	17
Social/Banquet Facilities	17
Seniors Centre	20
25m Competition Swimming Pools	20
Multi-Purpose Program/Meeting Rooms	22
Curling Rinks	22
Dance Studio	22



**Table 25: Outdoor Recreation Facility Spaces—PRIORITY RANKING**

Amenity type	Rank
Shared Use Trail Network/System	1
Festival Venue/Amphitheatre	2
Passive Park (Including Natural Areas)	2
Child Playgrounds	4
Track and Field Spaces	4
Community Gardens	6
Water Spray Parks	6
Bike Parks (BMX, Mountain Bike)	6
Boating Facilities—Non-motorized	6
Boating Facilities—Motorized	6
Hiking Amenities	11
Sports Fields—Artificial Turf	12
Sports Fields—Grass	13
Dog Off Leash Parks	13
Swimming Pools	13
Tennis Courts	16
Ball Diamonds	16
Skateboard Parks	16
Picnic Areas	16
Sand/Beach Volleyball Courts	16
Basketball Courts/Sport Courts	21
Fitness Equipment	21
Cross Country Ski Trails	21

The underlying theme in this Plan and its various recommendations and guidelines is that the delivery of recreation and parks facilities and services is dependent upon a collaborative effort led by the City and involves many dedicated and valued partners and service providers. Although the majority of the recommendations are most pertinent for the City 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.

As the Plan is implemented it will **create strength and capacity in the recreation and parks delivery system and lead to improved resident quality of life.** Recommendations in the Plan will lead to enhanced benefits from recreation and parks at the community and individual levels and will further protect, nurture, and sustain the natural and built environments throughout Saskatoon.





# Apper

# Indices

Appendix

A

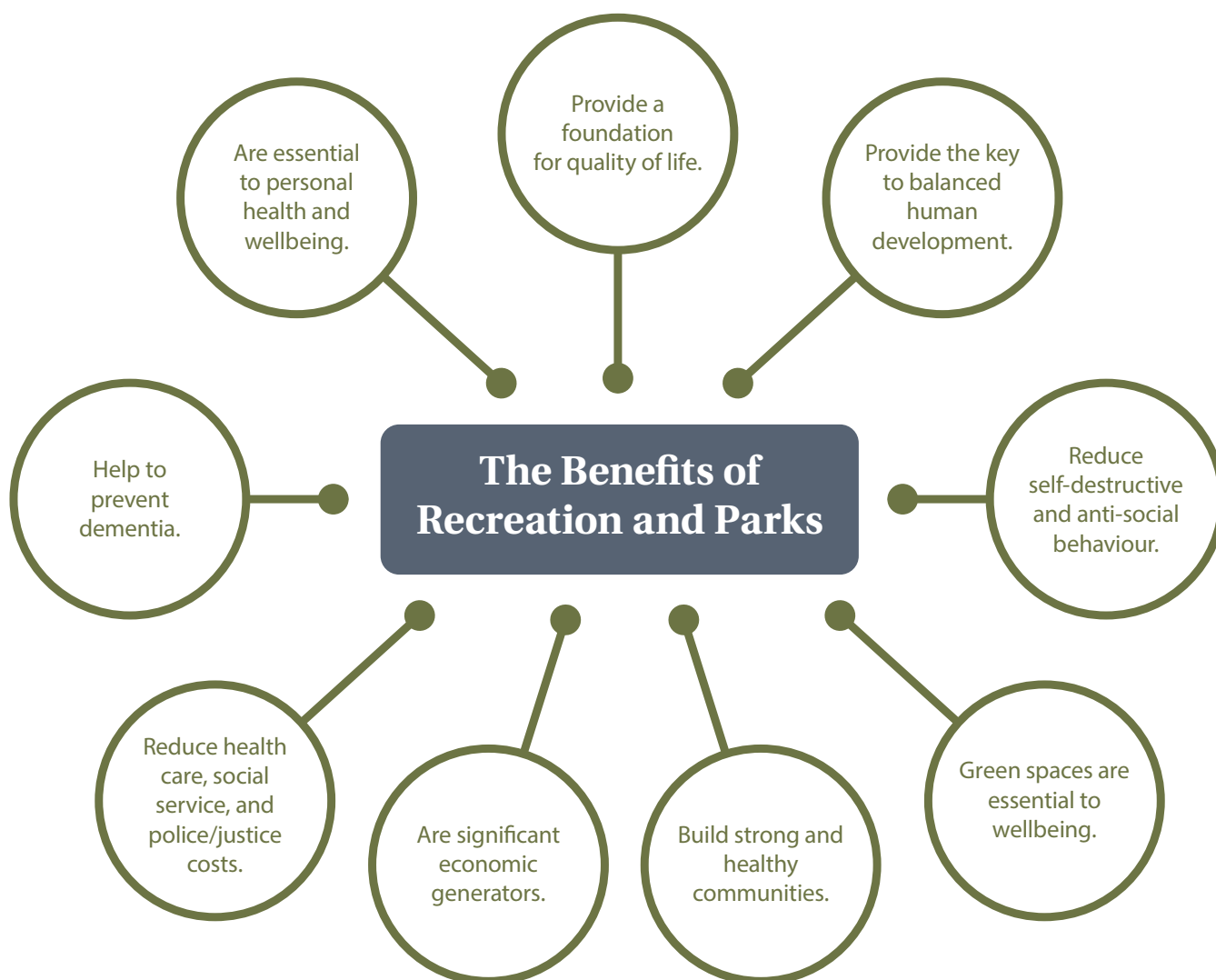
**The Benefits of  
Recreation and Parks**



There are many benefits to participating in recreation and parks pursuits. These benefits are commonly understood throughout Saskatoon and are substantiated through the National Benefits Hub<sup>1</sup> which relates these benefits to individuals and communities through relevant research. The following summary provides an overview of these benefits in nine key result areas.

The benefits of recreation and parks 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 city household survey results as follows.

### The Benefits of Recreation



<sup>1</sup> <http://benefitshub.ca/>

## Recreation and Parks...

### I. ARE ESSENTIAL TO PERSONAL HEALTH AND WELLBEING.

- Increased leisure time and physical activity improves life expectancy.<sup>1</sup>
- Physical activity contributes to improved mental health and reduced rates of depression.<sup>2</sup>
- Participation in physical activity can reduce workplace related stress.<sup>3</sup>
- 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.<sup>4</sup>
- 86% of Saskatoon households “somewhat agreed” or “strongly agreed” that residents can benefit from culture and recreation programs, services, and facilities even if they do not use them directly.
- 95% of households suggested recreation and parks are “must have” services

### II. PROVIDE THE KEY TO BALANCED HUMAN DEVELOPMENT.

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

### III. PROVIDE A FOUNDATION FOR QUALITY OF LIFE.

- The arts are seen as an important contributor to quality of life in communities.<sup>9</sup>
- High quality public space can enhance the sense of community in new neighbourhoods.<sup>10</sup>
- Community sport facilities have positive benefits related to increased accessibility, exposure, participation, perceptions of success, and improved sport experiences.<sup>11</sup>
- 88% of Saskatoon households either “strongly agreed” or “somewhat agreed” that recreation programs and services are important to quality of life.

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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.

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

6 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.

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.

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#### IV. REDUCE SELF-DESTRUCTIVE AND ANTI-SOCIAL BEHAVIOUR.

- Youth participation in recreational activities such as camps increases leadership and social capacities.<sup>12</sup>
- 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.<sup>13</sup>
- Teen athletes are less likely to use illicit drugs, smoke or to be suicidal.<sup>14</sup>

#### V. BUILD 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.<sup>15</sup>
- 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.<sup>16</sup>
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.<sup>17</sup>
- 92% of Saskatoon households stated that recreation and parks contribute “a great deal” or a “fair amount” to civic pride.

#### VI. REDUCE HEALTH CARE, SOCIAL SERVICE AND POLICE/JUSTICE COSTS.

- Physical inactivity has a number of direct and indirect financial impacts on all levels of government.<sup>18</sup>
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.<sup>19</sup>
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.<sup>20</sup>

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

13 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.

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19 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.

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

## VII. ARE SIGNIFICANT ECONOMIC GENERATORS.

- Recent Canadian research indicated that cultural activities have the potential to be significant drivers of economic outputs and employment.<sup>21</sup>
- 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.<sup>22</sup>
- The provision of quality parks and open spaces can have significant economic benefits which include increased property values and tourism potential.<sup>23</sup>
- The hosting of sporting events in Saskatoon generates economic impact and fosters tourism. In 2012, overall tourism in Saskatoon generated \$505.3 million in consumer spending. Spending time outdoors, visiting nature parks and attending sporting events were popular activities for visitors staying overnight in the city in 2012.<sup>24</sup>
- Sporting events hosted in Saskatoon between 2013 and 2015 have generated between \$200,000 and over \$19M per event (i.e. 2013 Mastercard Memorial Cup).

## VIII. GREEN SPACES ARE ESSENTIAL TO WELLBEING.

- Sustainable public green spaces provide crucial areas for residents of all demographics to be physically and socially active.<sup>25</sup>
- Increasing green spaces in urban centres has a number of positive environmental outcomes which can increase sustainability and lower long term infrastructure costs.<sup>26</sup>
- 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.<sup>27</sup>

## IX. HELP TO PREVENT DEMENTIA.

- Engaging in physical activity reduces the risk of dementia.<sup>28</sup>
- Those who exercise three or more times per week have a reduced risk of developing dementia compared to those who exercises less.<sup>29</sup>
- Participating in cognitive leisure activities has shown to be effective in the prevention of dementia.<sup>30</sup>

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

22 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.

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Appendix

# B

## **2015 State of Recreation and Parks**



# The State of Recreation and Parks

CITY OF SASKATOON

**Research Report**

**Draft**

April 2015



Section

# 1

## **Introduction and Methodology**

The following State of Recreation and Parks Research Report has been compiled to support the development of the 2015 City of Saskatoon Recreation and Parks Master Plan.

Primary research facilitated during the development of this document included: (keep text from previous draft as indicated)

The information contained herein is referenced, where pertinent, throughout the Master Plan document and includes the following:

- A review of pertinent planning documentation of the City of Saskatoon and other recreation and parks affiliated stakeholders.
- An overview of the current community context (e.g. population and expected growth, etc.)
- An overview of trends in recreation and parks provision.
- A comparison of Saskatoon to other Canadian cities in terms of recreation and parks provision.
- An overview of how recreation and parks are delivered in Saskatoon.
- A presentation of the findings from the various consultation and engagement conducted during the planning process; and
- A summary of key findings related to all aspects of research conducted as they relate to strategic planning of recreation and parks in Saskatoon.

In order to develop this framework, a number of key consultation and research steps were undertaken.

**Primary research** facilitated during the development of this Plan included:

- A household resident survey: a statistically reliable telephone survey of 400 City households;
- A web-based resident survey: facilitated on the City's website;
- A stakeholder survey: questionnaires sent to organized groups in the region;
- Stakeholder group interviews: individual discussions with local recreation and parks delivery stakeholders;
- Public open houses and attendance at existing community events,
- Intercept surveys at City recreation and parks facilities and spaces,
- Focus group meetings with key facets of the City's population; and
- Various other telephone and personal interviews and/or 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 and culture industry publications; and
- A review of municipal strategic planning documentation

These tasks were undertaken by a study team comprised of City administration, third party consultants, and other City recreation and parks stakeholders.





Section

# 2

## Plan Review

The development of a Recreation and Parks Master Plan needs to consider both broad City strategic planning (including but not limited to recreation and parks) as well as local, regional, and national recreation and parks specific initiatives and planning. A summary of pertinent background information is presented as follows to set a planning context for enhancing recreation and parks provision. It is important to note that there are other planning processes underway but not yet complete that may also have influence on the provision of recreation and parks. These include, but are not limited to, a City of Saskatoon Active Transportation Study and a Regional Collaboration in Recreation Toolkit, developed by the Saskatchewan Urban Municipalities Association and the Saskatchewan Recreation and Parks Association.



# City of Saskatoon 2013 – 2023 Strategic Plan

## Vision

In 2030, Saskatoon is a world class city with a proud history of self-reliance, innovation, stewardship and cultural diversity. Saskatoon is known globally as a sustainable city loved for its community spirit, robust economy, cultural experiences, environmental health, safety and physical beauty. All citizens enjoy a range of opportunities for living, working, learning and playing. Saskatoon continues to grow and prosper, working with its partners and neighbours for the benefit of all.

The City of Saskatoon 2013 – 2023 Strategic Plan provides overall guidance for City Council and administration in delivering services to city residents. It sets out a vision for the City in 2030 with seven goals to focus and work towards this vision.

This vision entails the city being a great place to live, create wealth and enjoy prosperity. Intuitively, recreation and parks plays a major role in achieving this vision. Having recreation and sport opportunities available to residents are integral to “living”, “learning” and “playing” as outlined in the vision statement. Strength in community recreation can contribute to community spirit, enable social inclusion, drive the local economy, and help steward and protect the natural environment.

The Strategic Goals include:

1. Continuous improvement,
2. Asset and Financial Sustainability,
3. Quality of Life,
4. Environmental Leadership,
5. Sustainable Growth,
6. Moving Around, and
7. Economic Diversity and Prosperity.

Each of these goals can be furthered through the delivery of recreation and parks. The Strategic Plan outlines key success indicators for each goal. Those that pertain directly to recreation and parks include:

- Capacity of assets to provide required services (Asset and Financial Sustainability)
- Public perceptions of quality of life (Quality of Life)
- Community volunteer hours and programs leveraged through grants (Quality of Life)
- Use of leisure facilities (Quality of Life)
- Programs implemented that support the Aboriginal community (Quality of Life)
- Amount of green space per capita (Environmental Leadership)
- Health of the urban forest (Environmental Leadership)
- LEED or other accredited civic facilities (Environmental Leadership)
- Community and backyard gardens (Environmental Leadership)
- Residents perception of the quality of life in their neighbourhood (Sustainable Growth)
- Length and quality of walking and cycling network (Moving Around)

The success indicators and the drivers that help achieve them are key aspects of recreation and parks provision. Recreation and parks in the city are important and integral to the City achieving its overall vision.



# Saskatoon Speaks Community Vision (2011)

Saskatoon Speaks was the culmination of the largest community visioning processes ever facilitated in the City. It included the involvement of between 7,000 and 10,000 residents and was undertaken in 2011 to support the creation of the 2013 – 2023 Strategic Plan as previously outlined. Key ideas that emerged from the process as they pertain to recreation parks included:

*"We value a strong sense of community, sports, culture and recreation, all of which contribute to a high quality of life."*

*"We value the natural environment."*

*"We value the ability to move around the city easily."*

*"We value civic engagement and participatory governance."*

Results of the engagement were summarized and focused on certain key areas. The creation of an Inclusive and Integrated City; An Active, Healthy and Safe City; A Culturally Vibrant City; A City with Many Options for Moving Around; Shaping Sustainable Growth; A Thriving City Centre; and A Green City were all key areas that emerged from the process and helped shape the Strategic Plan. Recreation and Parks again are integral in achieving results in these areas.



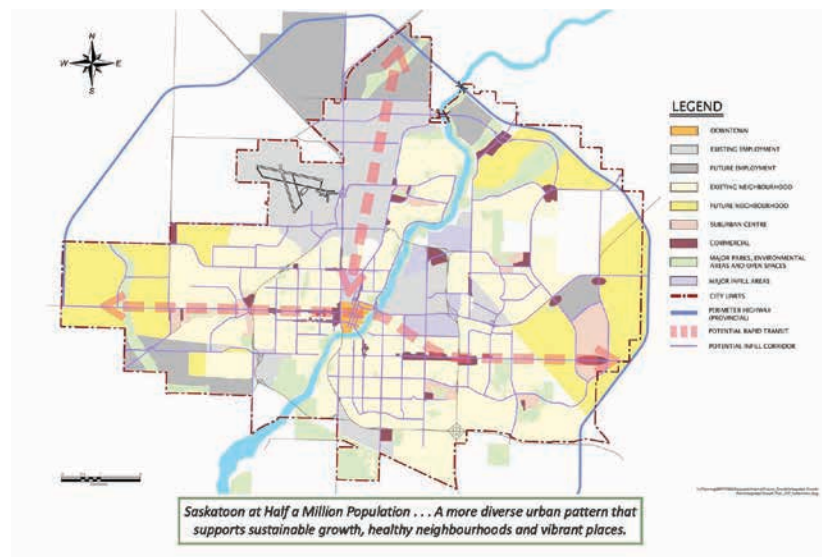
# Growing Forward, Shaping Saskatoon, and the Growth Plan

Growing Forward, Shaping Saskatoon is a public planning initiative to develop a Growth Plan to Half a Million<sup>1</sup> (Growth Plan) for Saskatoon that will guide infrastructure investments as the city doubles its population over the next 30 to 40 years. The Growth Plan is under development and focuses on the City's strategic goals of Sustainable Growth and Moving Around. The Plan will focus on:

- **Corridor Growth:** encouraging growth near our existing major corridors.
- **Transit:** making transit more attractive to more people as we grow.
- **Core Area Bridges:** making the most of our existing road infrastructure.
- **Employment Areas:** ensuring we have the right amount of employment in the right areas.
- **Active Transportation:** providing more choices for how people move around the city.
- **Financing Growth:** planning ahead for the costs of growth.

Intuitively, aspects of Active Transportation<sup>2</sup> will have the most overlap with recreation and parks delivery as it relates to infrastructure (trails planning and maintenance), an integrated parks system and promoting physical activity and healthy living.

Map 1: Growing Forward Map



1 <http://www.growingfwd.ca/key-initiatives/growth-plan-to-half-a-million/>

2 Any form of human-powered transportation for all ages and abilities such as walking, jogging, cycling, skateboarding, persons using mobility aids or other similar modes. ([www.growingfwd.ca](http://www.growingfwd.ca))

# Official Community Plan

## Bylaw No. 8769

The Official Community Plan<sup>1</sup> (OCP) has been established in accordance with the provisions of The Planning and Development Act, 2007, as amended. The Plan provides the policy framework to define, direct, and evaluate development in the City of Saskatoon, ensuring that development takes place in an orderly and rational manner, balancing the environmental, social, and economic needs of the community. It is intended to guide the growth and development of the City to a population of approximately 500,000.

The OCP outlines specific action related to recreation and parks. These are presented as follows:

- Crime prevention through environmental design (CPTED) principles need to be considered in facility and park development and operations (Page 3)
- Public parks and recreation areas shall be provided throughout the city in a hierarchy of open spaces, sufficient to meet the public recreation needs of Saskatoon's residents. (Page 8)
- Neighborhoods shall contain the necessary number and type of dwelling units required to support centrally located elementary schools or an Integrated Community Centre. One-unit dwellings and other housing forms designed for households with children shall normally be situated within 700 metres walking distance of the schools or Integrated Community Centre. (Page 13)
- Public open space for parks, recreation and conservation purposes shall be provided as required for each residential development unit, and shall be based on the City's Park Development Guidelines. (Page 15)
- Public streets, sidewalks, walkways and other public areas shall provide reasonable accessibility to all persons, regardless of their physical abilities. (Page 16)
- The establishment and enhancement of cycling routes to the downtown, and the promotion of cycling as a viable means of transportation to the Downtown, shall be an on-going objective of the City of Saskatoon. (Page 30)
- To protect and enhance the South Saskatchewan River Valley for the enjoyment of present and future generations. (Page 48)
- The long-term preservation and protection of natural features is a responsibility of local residents, property owners, government agencies, and the private sector. (Page 49)
- Wherever possible, important natural areas, features, and systems shall be integrated into new development areas and form part of the park and open space system, including the retention of natural corridors and natural ponding areas. (Page 50)
- The City shall promote the establishment, maintenance, and enhancement of a diverse network of forest vegetation, consisting of trees and other plant material on private property, boulevards, buffers, parks and open space, the riverbank, and afforestation plots. (Page 51)
- For the purposes of establishing a desirable standard for public open spaces within the City of Saskatoon, a ratio of four (4) hectares of public open space for every one thousand (1000) persons shall be considered adequate and reasonable. Such public open spaces may include Municipal Reserves and such other publicly owned areas as are dedicated or assigned to fulfilling the needs of public enjoyment and recreation. Streets and lanes shall not be considered as public open space. (Page 55)
- The City shall facilitate the acquisition of lands for new parks in neighbourhoods with identified deficiencies, as well as the upgrading of existing parks, on a priority basis, as opportunities present themselves. Funding for such park improvements may originate from a variety of sources including the Dedicated Lands Account, Local Improvement Act provisions, and the Capital Budget process. (Page 55)
- Parks and natural areas shall be linked in a continuous public open space system wherever possible. (Page 55)
- Agreements to facilitate the joint use of parks and open spaces by the City, the various Boards of Education, and other public agencies shall be encouraged. (Page 55)

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<sup>1</sup> Updated in 2014 and current as of spring 2015.

- Municipal Reserve may be used to convey storm water runoff to storm water storage basins and act as temporary water storage to allow water detention for a temporary period of time after a storm event. Municipal reserve land and land held for storm water management facilities will be integrated in all cases where circumstances permit. Storm water facilities, where located adjacent to parks, must be treated in a manner that complements the park development. The integration of these two land uses must be undertaken in accordance with the provisions of the Park Development Guidelines (Administrative Policy No. A10-017). Planning and development of all integrated sites will be a collaborative process involving the neighbourhood developers and the City administration. Funding for the construction and subsequent maintenance of the storm water management facilities on integrated sites must be one of the subjects of this consultative process and subsequent agreement. The developer will be required to pay the cost of required landscape plans for the storm water management facility on integrated sites. (Page 56)
- All applications for neighbourhood concept plans shall make provision for elementary schools or an Integrated Community Centre. No proposals shall be submitted to Council until the appropriate Boards of Education, Regional Health District No. 6 and any other relevant agency have been consulted and the responses of such agencies have been considered by the Municipal Planning Commission. (Revised—Bylaw No. 9087—April 8, 2013) (Page 57)
- School sites shall, wherever possible, be located adjacent to Municipal Reserves or such other public open spaces as may have been created in the area. Development on such integrated school sites shall take place in such a manner as to encourage maximum utilization of all facilities at all times. The use of the school and park facilities as the recreational centre for the neighbourhood or area, as the case may be, shall be promoted. (Page 58)
- In order to promote the community use of available school facilities in meeting the educational, cultural, social, health, and leisure needs of the general population, the City shall promote the sharing of facilities and services with local Boards of Education and authorities. (Page 59)
- The core facility of an Integrated Community Centre shall provide recreation space, meeting space, and the necessary mechanical, storage, and janitorial space. (Page 60)



- The Special Use Park classification includes the Saskatoon International Airport, Saskatchewan Polytechnic, the University of Saskatchewan and its related institutions, Saskatoon's three major hospitals, the Exhibition Grounds, city-wide parks and recreation facilities, rail yards, and other major facilities and utility installations. (Revised—Bylaw No. 9087—April 8, 2013) (Page 61)
- The City shall prepare and implement a Comprehensive Bicycle Plan, which recognizes the importance of cycling as a form of transportation as well as recreation. (Page 65)
- The City shall promote design initiatives for safe and convenient cycling. These include: convenient and well designed routes, traffic calming features, road/pathway maintenance, proper lighting, security features, convenient bike parking facilities, landscaping, and proper separation from vehicles on busy roads. (Page 65)
- The needs of pedestrians shall be satisfied at the design stage through the area concept plan and subdivision review processes. In general, provisions shall include adequate sidewalks and walkways, pathways in linear parks, lighting, and convenient transit stops. In the case of walkways, care shall be taken to promote public safety. (Page 66)
- Where appropriate, the City shall provide pedestrian oriented facilities that promote safety, and are convenient and aesthetically pleasing. Facilities may include trees, benches, weather protection, proper lighting, security features, appropriate sidewalk maintenance, separation from vehicles on busy roads, and barrier free access for the physically challenged, including barrier free bus stops. (Page 66)
- Developments shall incorporate, preserve and complement all significant natural features, shall respect the physical capacity of land to accommodate development, and shall preserve and promote the urban forest. (Page 71)
- Open Space shall be used to help shape the City, to provide for a variety of public activities, to separate incompatible land uses, and to improve the overall quality of the urban environment. (Page 72)
- To ensure, wherever possible, that views and vistas of the built and natural environment are preserved and enhanced. (Page 72)
- Public participation shall be encouraged as part of the land use planning and decision-making process. The Official Community Plan and Zoning Bylaw shall include principles and policies that will facilitate public involvement. (Page 80)





- An equitable distribution of community services and facilities, including parks and recreation areas, school sites, supportive housing, access to public transportation, and other services, shall be provided through appropriate long range planning and the development review process. (Page 80)
- The City of Saskatoon shall work cooperatively with other public, private, and voluntary sector organizations in addressing the social aspects of land use planning. (Page 80)
- The OCP also provides guidance in regards to regional collaboration. It explains that with the recognition that regional urban and rural municipalities, First Nations and other authorities including the City of Saskatoon have influence on each other "... the City of Saskatoon will continue to seek and maintain mutually beneficial relationships with all nearby municipalities and other jurisdictions in the implementation of this Plan (OCP) and in the on-going objective of regional cooperation."
- The City of Saskatoon will continue to consult with other jurisdictions in the Region in order to coordinate planning, development and operating strategies. (Page 88)
- The City shall consider the sharing of services and facilities with other municipalities and jurisdictions, subject to Section 3.3.2 h) of this Plan. (Page 88)
- In addition to the requirements of The Planning and Development Act, 2007, special provisions for public participation may be initiated which are appropriate to the nature and scope of the planning matter being addressed.
- The City of Saskatoon Community Engagement Process will be used to determine the extent of these provisions. Examples of initiatives for which the community engagement process applies include:
  - » Land use issues;
  - » Social issues;
  - » Safety issues,
  - » Recreation issues;
  - » The creation and implementation of a Local Area Plan; and
  - » Utility services.



In addition, for any situation where the City of Saskatoon engages the public, the City of Saskatoon will be respectful of the following principles:

- Municipal government decisions must be made in a context that is sensitive and responsive to public concerns and values;
- The community engagement process must demonstrate openness, honesty and transparency of purpose, as well as communication of results;
- The process must be respectful of decision making protocols;
- The process must demonstrate a commitment to being time-sensitive and cost-effective (Page 89 – 90);
- Community facilities are focal points for many residential neighbourhoods. They are a community resource with more than one life span. They are typically larger scale facilities within the neighbourhood and may include, but are not limited to, schools or churches. In order to promote the stability and character of residential neighbourhoods, the City shall encourage the adaptive reuse of the community facility and site for residential, educational, institutional, recreational or other community-oriented use, subject to the provisions of the existing zoning district and after appropriate consultation with relevant community groups and local residents (Page 99 – 100); and
- The Riverbank Area includes dedicated parks and open space adjacent to the South Saskatchewan River or its riverbank. It is intended that these lands will be primarily used for parks and open space. (Page 101)

As can be determined, the OCP outlines pertinent information for future recreation and parks planning varying in scope and detail. The above noted information as well as other information from the OCP needs to be considered in this Master Plan.



# Role of Municipal Government in Parks and Recreation (1995)

The 1995 Discussion Paper: Role of Municipal Government in Parks and Recreation defines the rationale behind City provision of recreation and parks. It specifically introduces the fundamental reasons for the City providing recreation and parks are for the community benefits they lead to as well as the City's ability to provide continuity of service and long term planning perspectives. It suggests that recreation and parks are key to resident "quality of life" and that they embody the "quilt of neighbourhoods". It outlines essential components of a public recreation policy to include (for discussion purposes):

1. *A basic level of accessibility for all citizens;*
2. *The provision of recreation facilities to support the delivery of a broad range of activities;*
3. *Leadership in coordinated and cooperative planning and delivery of community programming;*
4. *Community development to help people to help themselves; and*
5. *Subsidized support for programs and services that provide people in Saskatoon reasonable access to a broad range of recreation opportunities.*

Furthermore, it outlines the following Policy Statement:

Participation in culture, parks, recreation, and sport activities is essential to the wellbeing of individuals and the community as a whole. To maximize the benefits, the City of Saskatoon seeks to get as many of its population as possible to participate in the activity of their choice.

In order to achieve this, a number of service areas are discussed including:

- The provision of some free access and no charge programs and opportunities;
- The provision of recreation facilities for rent or lease;
- The provision of leadership in coordinated and cooperative planning and delivery;
- The provision of community development supports to community associations;
- The provision of subsidized support for a broad range of user-pay services; and
- Expected cost recovery rates for recreation facilities.

This discussion paper is fundamental to the current provision of recreation and parks services in the City of Saskatoon and will continue to be pertinent during the implementation of the Recreation and Parks Master Plan.



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

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

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.

## Definition:

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 Framework outlines a renewed definition of recreation as well as an overview for who is 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 (ageing, 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
- Enhanced connection with nature

\* Further discussion on the benefits of recreation is found in later sections of this Master Plan

Based on the consultations and the challenges and opportunities identified, the following infographic summarizes the Vision and Goals of the Framework. Although not all of these goals pertain to the City's role in delivering recreation and furthering a national recreation agenda, many of them can be furthered by the City of Saskatoon and its municipal peers.

**Image 1: Framework for Wellbeing (Page 17)**

For more detail surrounding the Framework, please refer to the appendix.

# 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

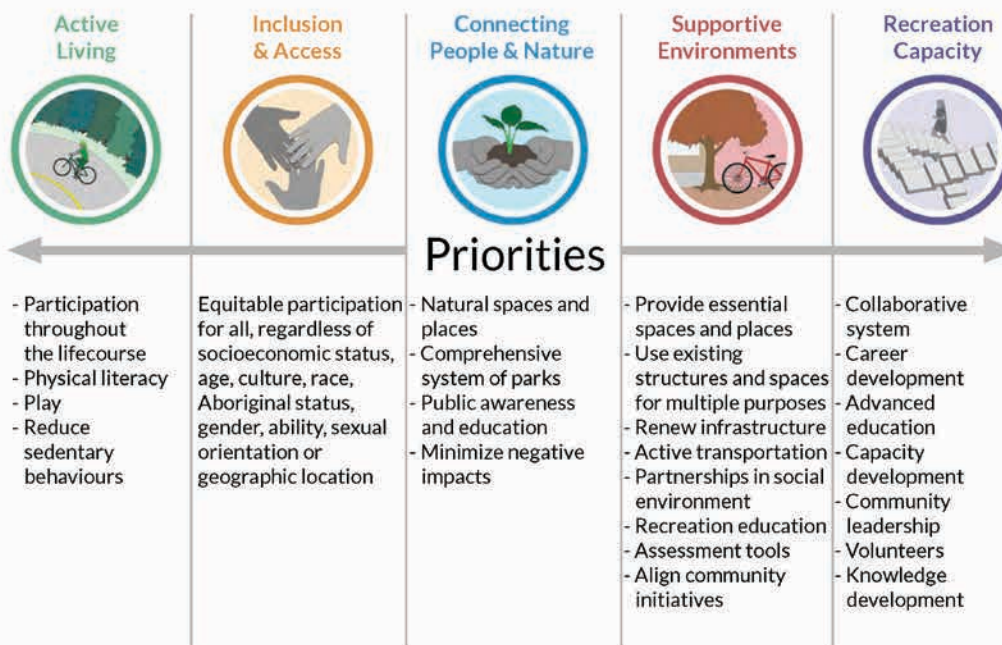
## Values

Public Good | Inclusion & Equity | Sustainability

## Principles of Operation

Lifelong Participation | Outcome-Driven | Quality & Relevance | Evidence-Based | Partnerships | Innovation

## Goals



## Priorities

# Future Sport and Recreation Facility Development Model (2012)

In 2012, to more effectively manage its inventory of current and future recreation facilities and activity spaces, City administration developed a Future Sport and Recreation Facility Development Model (Facility Development Model). This Facility Development Model takes into consideration participation (i.e. hours per week), activity space capacity to meet program demand, and future growth based on population change and program trends necessary to guide in the decision making process on future recreation and sport facility development. It has been developed to react to the City's ongoing Leisure Survey and to provide a supply/demand approach to identifying facility development priorities based on a measurable return on investment expressed as the cost per participant hour.

The Facility Development Model consists of three phases:

1. **Phase One:** Recreation Facility Activity Space Profile (Profile Report);
2. **Phase Two:** Feasibility and Strategic Planning; and
3. **Phase Three:** Capital Project Plan and Approval.

Phase 1, the Profile Report includes three different dimensions: Needs Assessment Analysis, Capacity and Cost Benefit Analysis, and Program Trends Analysis. Each are summarized as follows.

## NEEDS ASSESSMENT ANALYSIS

In the Leisure Survey fielded in 2011 by the City of Saskatoon, respondents were asked to identify the fitness and sporting activities in which they participate. They provided information in each instance that referred to their levels of participation in terms of hours per week (participant hours) as a sport or as a fitness activity. Respondents also indicated if they planned on increasing their levels of participation in each activity. Finally, respondents identified new activities in which they would like to participate.

The survey findings identified the level of participation for each sport and activity within age segments further broken out by gender. This information provided by respondents was then scaled up to represent the current city population. Total participant hours for each activity were then generated which represented the city's population. These numbers indicate the current demand.

Future demand was determined through a number of means. As stated previously, respondents spoke about increasing their participation in the activities in which they are currently participating. They also identified new activities in which they would like to participate. This enabled increased demands to be determined.

Diagram 1: Phase Progression



Finally, the growth in Saskatoon's population needed to be considered. Using 2016 population projections for the Saskatoon Health Region, increases in participant hours due to population growth could be estimated.

## CAPACITY AND COST BENEFIT ANALYSIS

Facility capacity analysis was completed for each sport and physical fitness activity identified in the Leisure Survey.

Total participant hours are determined by adding up the participant hours of each different activity that can utilize an activity space. When the total demand in participant hours exceeds the capacity of an activity space, it is an indication there is a need to increase the supply of this space (excess demand).

Facility types with excess demand are then included in subsequent analysis (Cost Benefit Analysis). This analysis considers the annual capital and operating cost provision of a new facility per unmet participant hour. The greater the demand (participant hours), the lower the cost per participant hour for a new facility. The purpose of the Cost Benefit Analysis is simply to rank facility development by comparing all potential facilities on a cost per participant hour basis.

## PROGRAM TRENDS ANALYSIS

Two types of research were undertaken and are presented in this section. The first piece of research involved a survey of not-for-profit and voluntary organizations delivering sport and recreation programming in Saskatoon. Respondents commented on participation levels, facility usage, as well as program trends and challenges faced. A literature review of industry publications and research studies identified participant program trends and observations that could impact local sport and physical fitness activities.

The information gathered in the Program Trends Analysis is meant to be used during the Facility Feasibility and Strategic Planning, and the Facility Capital Project Plan phases of the Facility Development Model. This information will allow City Council to make decisions objectively, with full knowledge of all relevant facts, and with the confidence that thorough input on public need has been considered.

The facility development rankings presented in the Profile Report are the first phase in the Facility Development Model. These priorities will be revisited each time the Leisure Survey is fielded and new priorities will undoubtedly emerge.

In the second phase of the 2012 model, the Feasibility and Strategic Planning Phase, analysis of facility development options (new, upgraded, or renovated) will need to be considered that address the facility rankings. This will include a community scan, gap identification, and future requirements.

The third phase of the 2012 Facility Development Model is the Capital Project Plan and Approval Phase. This phase is devoted to the preparation of detail designs for capital budget submission and City Council approval.

The Facility Development Model is a fundamental and key consideration in determining a future capital action plan for recreation and parks infrastructure and as such this Master Plan is meant to support and enrich the approach outlined.



# The Joint Use Agreement

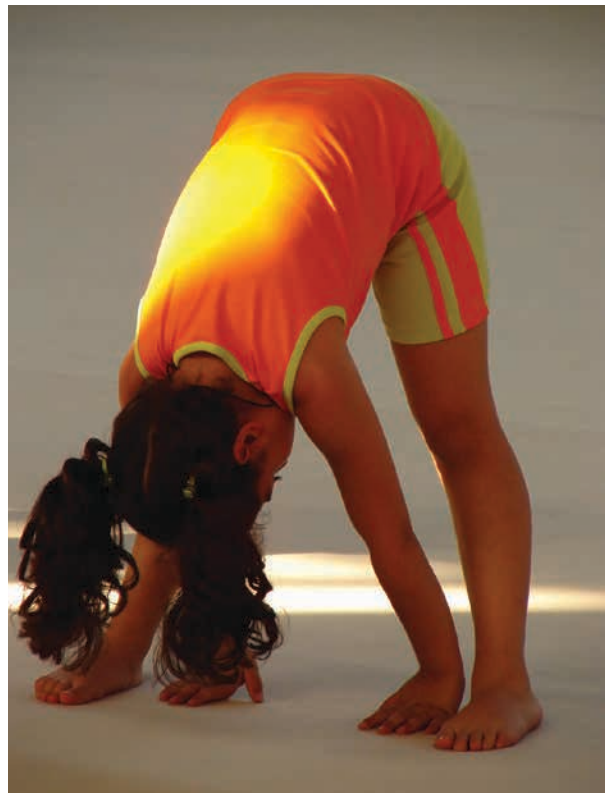
The premise of the Joint Use Agreement is to maximize the use of the parties' facilities during non-peak periods, to recognize that these facilities are a resource to serve the community, and respond to the reality that the cost of operating these facilities is largely paid by the same taxpayer.

The City of Saskatoon has a Joint Use Agreements with: the Board of Education of the Saskatoon School Division No.13 of Saskatchewan (SPS), the Board of Education of St.Paul's Roman Catholic Separate School Division No.26 (GSCS), and the Le Conseil des Écoles Fransaskoises (CÉF).

The Agreement provides guidance on roles and responsibilities related to planning new school and park sites including the quantity and quality of acceptable infrastructure (e.g. outdoor rinks, athletic field accessories, etc.).

In regards to facility use, the Agreement enables Community Associations to use school facilities between 6:00pm and 11:00pm weekdays while school use in public facilities receives priority during the 8:30am to 6:00pm time period for sports fields and 8:30am to 3:30pm for facilities. This joint use is free of charge.

In regards to maintenance responsibility, the Agreement suggests that the School Board is responsible for maintenance of school lands and the City is responsible for maintenance of City lands. It also suggests that the City can look after some school lands at an agreed to cost.





# The SUMA/SPRA Regional Collaboration Exercise

Just as the benefits of recreation and parks are not confined to the recreation sector, so too do they cross regional municipal boundaries. There are numerous sources of information that suggest residents from outside of the city use City facilities and access City programs. There are also accounts of city-based group using facilities in neighbouring municipalities.

The Official Community Plan provides guidance in regards to regional collaboration. It explains that with the recognition that regional urban and rural municipalities, First Nations and other authorities including the City of Saskatoon have influence on each other "... the City of Saskatoon will continue to seek and maintain mutually beneficial relationships with all nearby municipalities and other jurisdictions in the implementation of this Plan (OCP) and in the on-going objective of regional cooperation". Further it states: "The City of Saskatoon will continue to consult with other jurisdictions in the Region in order to coordinate planning, development and operating strategies," and "The City shall consider the sharing of services and facilities with other municipalities and jurisdictions, subject to Section 3.3.2 h) of this Plan."

The Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Recreation and Parks Association (SPRA) have recently developed a Regional Collaboration Toolkit that outlines key tenets to successful regional partnerships.

These partnerships can take the form of:

- Regional planning initiatives
- Joint facility ownership
- Capital cost sharing arrangements
- Operational cost sharing arrangements

Although differential pricing and/or facility access strategies for non-residents of existing regional municipalities are being considered or practiced in the existing marketplace, the administrative toll and the public messaging they portray are not in the spirit of partnership and regional collaboration. Because of this, regional planning and service provision is recommended to be kept at the political/organization-wide level as opposed to the resident level. For example, compensation for facility access fee subsidy for local tax support should come from regional cost sharing agreement between regional municipalities instead of being manifested in differential point of purchase user fees. The fundamental approach to regional collaboration is outlined in the SUMA/SPRA guide. The guide, under separate cover, provides a rationale for regional partnerships as well as a framework for taking positive action towards regional collaboration.



# Other Initiatives



## Meewasin Valley Authority

Saskatoon is fortunate to have a river valley that fulfills numerous roles in the community. It is a venue for recreational activity and community gathering, provides an opportunity for the community to be stewards of the environment, and is a significant source of community pride. The City is a partner in the Meewasin Valley Authority (MVA).

*"The Meewasin Valley Authority exists to ensure a healthy and vibrant river valley, with balance between human use and conservation for the benefit of present and future generations."<sup>1</sup>*

The MVA was created in 1979 by an Act of the Province of Saskatchewan, The Meewasin Valley Authority Act. Meewasin is a conservation agency dedicated to conserving and managing the cultural and natural resources of the South Saskatchewan River Valley. It is a partnership between the City of Saskatoon, Province of Saskatchewan and the University of Saskatchewan. The creation of Meewasin is based on the concept that the partners working together through a single agency—Meewasin—can accomplish more than they could individually. The MVA's three-point mandate—development, conservation, and education—guide its strategic actions and operations.

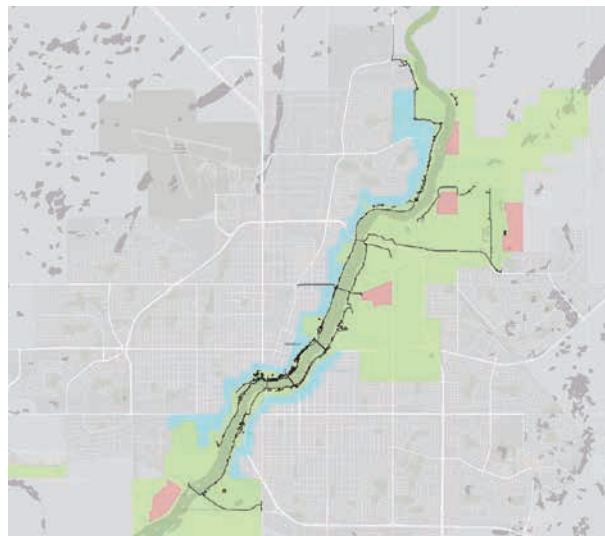
As the river valley is a key recreation and parks feature in the city, including both recreational and environmental components, managing current and future use has a significant impact on quality of life in the city. The MVA is guided by a 100 year concept plan developed by Raymond Moriyama (under separate cover). The current MVA vision is organized into three themes:

1. Healthy and vibrant;
2. Sense of community; and
3. Protecting the legacy.

Guiding principles for the MVA include:

- The valley's resources are accessible to everyone;
- Conserve natural heritage resources;
- Recreation and development balanced with conservation;
- Diverse activities for a varied and changing demographic; and
- Public participation in decision making.

**Map 2: Meewasin's Jurisdiction**



<sup>1</sup> Meewasin Valley Authority Strategic Plan 2014 – 2024.

## Existing Relevant Recreation and Parks Policies

The City of Saskatoon has a number of policies that influence the provision of recreation and parks. These policies provide clarity as to who can access public recreation and parks facilities and how these assets can be utilized (The Recreation Facilities and Parks Usage Bylaw No. 7767, 1998) as well as how much user have to pay to access facilities and programs (Fees and Charges/Recovery C03-029).

There are also policies outlining how the City plans, develops, funds (Wetland Policy C09-041; Parks and Recreation Levy C03-011) and manages (Recreational Use of Storm Water Retention Ponds C10-024) its parks and open spaces including how new municipal reserve lands should be allocated amongst the City's park classification system (Park Development Guidelines A10-017).

- Wetland Policy C09-041;
- Parks and Recreation Levy C03-011;
- Recreational Use of Storm Water Retention Ponds C10-024;
- Park Development Guidelines A10-017;
- Sponsorship policy;
- CPTED Policy;
- Landscape Design Standards; and
- Gifts and memorials.

As these policies govern the use of recreation and parks infrastructure, they should be revisited periodically. For instance, the cost recovery goals for recreation facilities may need to be adjusted as cost structures and market demands shift. Parks and recreation levies may need to be readjusted given capital replacement requirements of new infrastructure. As well, some aspects of provision that may require policies but that currently don't have them, such as sponsorship of facilities, park naming or recreational use of environmental reserves may need to be addressed.



Section

# 3

## **Community Context**

Saskatoon (population 254,000)<sup>1</sup> is the largest city in Saskatchewan and the 17th largest metropolitan area in Canada. Saskatoon, often referred to as the “Bridge City” for its eight distinct river crossings, is bisected by the South Saskatchewan River which has played an important role in the city’s history, settlement, and economy. The South Saskatchewan River and its surrounding green spaces and natural features continue to contribute Saskatoon’s identity, quality of life and abundance of recreational opportunities.

The Saskatoon area has been inhabited for over 8,000 years, first by Aboriginal peoples. The name “Saskatoon” comes from the Cree word *misaskwatomina*, which refers to a sweet, purple berry which still grows in the area. The first settlers of European ancestry arrived in the early 1880’s. Chief White Cap advised them to build their colony on the east side of the river; this colony was called Nutana, and was located where the neighbourhood of Nutana is today. By the early 1900’s, a settlement called Saskatoon had developed on the west side of the river, and Riversdale (still a neighbourhood today) had sprung up on the west bank, further south from Saskatoon. In 1906, with the promise of a traffic bridge and other civic improvements, the three settlements amalgamated to form a city. The trickle of immigrants was becoming a flood and Saskatoon became the fastest growing city in Canada.

Saskatoon continues to be an important “hub” for the province’s resource sector. The Province of Saskatchewan encompasses over 40% of Canada’s farmland and produces over half of the nation’s chickpeas, lentils, wheat, flaxseed, mustard, dry pea, and canola crops.<sup>2</sup> Mining is also an important part of the local economy. The greater Saskatoon region is the world’s largest exporter of uranium and has nearly two-thirds of the world’s recoverable potash reserves. Value added food processing is also one of the fastest growing industries in Saskatoon. The city is now regarded as one the North America’s leading centers for agriculture biotechnology research and implementation.<sup>3</sup>

Saskatoon attracts many post-secondary students for its number of diverse educational offerings. The city is home to the University of Saskatchewan, the largest post-secondary institution in the Province with over 21,000 students as well a number of other colleges and technical institutions including the Saskatchewan Polytechnic, Saskatchewan Indian Institute of Technologies, Academy of Learning College, Gabriel Dumont College, Horizon College and Seminary, Saskatoon Business College, Saskatoon Theological Union, St. Thomas Moore College and Western Academy Broadcasting College.

Residents and visitors to Saskatoon have access to a number of recreation facilities, parks, and public spaces. The City’s largest indoor recreation facility, the Shaw Centre, includes a competitive and leisure aquatics facility, fitness centre, two gymnasiums, and a walking/running track. Residents also have access to numerous indoor community recreation centres, arenas, and halls. The City of Saskatoon, not-for-profit organizations and the private sector all play an important role in the provision of recreation, leisure, and cultural opportunities. Operating within Saskatoon are over 47 community associations which work with the City’s Community Development Division to coordinate and deliver neighbourhood activities and programs.

The city’s natural landscape also provides recreation enthusiasts with an abundance of opportunities. The Meewasin Valley Authority oversees a conservation area of approximately 60 km along the South Saskatchewan River, which includes the Meewasin Valley Authority Trail. The river is heavily utilized in the summer months by boaters, canoers, kayakers and nature enthusiasts. Core neighbourhoods in Saskatoon have direct access to a number of park spaces located along the river, which includes parks such as River Landing and Kinsmen Park and associated attractions and amenities.

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1 City of Saskatoon population estimate (June 30, 2014).  
<http://www.saskatoon.ca/DEPARTMENTS/COMMUNITY%20SERVICES/PLANNINGDEVELOPMENT/FUTUREGROWTH/DEMOGRAPHICANDHOUSINGDATA/Pages/PopulationEstimateProjection.aspx>

2 [www.agriculture.gov.sk.ca/Default.aspx?DN=7b598e42-c53c-485d-b0dd-e15a36e2785b](http://www.agriculture.gov.sk.ca/Default.aspx?DN=7b598e42-c53c-485d-b0dd-e15a36e2785b)

3 University of Saskatchewan

Residents and visitors to Saskatoon have opportunities to take in numerous events and festivals throughout the year. These include the Broadway Street Fair, Folk Fest, Saskatoon Pride Festival, Shakespeare on the Saskatchewan, Fringe Festival, Saskatchewan Jazz Fest, Taste of Saskatchewan, and the WinterShines Festival. In recent decades, Saskatoon has gained a strong reputation for special event hosting. Saskatoon has hosted the IIHF World Junior Hockey Championships, the Memorial Cup, Juno Awards and numerous Canadian Interuniversity Sport championships.

A number of major sport and entertainment venues are utilized for special events and by Saskatoon's various sports teams. The 15,000 seat SaskTel Centre arena is home to the Saskatoon Blades of the WHL and is one of Western Canada's busiest concert and entertainment venues. The Saskatoon Hilltops of the Prairie Junior Football League utilize the 4,000 seat Saskatoon Minor Football Field at Gordon Howe Park (locally known as the Gordie Howe Bowl). The University of Saskatchewan Huskies Athletics program utilizes a number of facilities on-campus, which include the 6,000 Griffiths Stadium, Rutherford Arena and the Physical Activity Centre (PAC).

Saskatoon's 38,000 primary and secondary students<sup>4</sup> are served by 78 elementary schools and 14 high schools. There are three school boards in Saskatoon; the Saskatoon Public School Division, Greater Saskatoon Catholic Schools, and the Le Conseil des Écoles Fransaskoises (CÉF).

Saskatoon has three primary hospitals that serve the local community and also serve as referral centers within the region and province. The three hospitals, Royal University Hospital, Saskatoon City Hospital and St. Paul's Hospital, are operated by the Saskatoon Health Region. The province's first ever maternal and children's hospital is currently under construction scheduled to open in 2017. The Saskatoon Health Region also operates 14 long-term care homes in the city, five public health offices, and ten primary health centres.



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4 City of Saskatoon Neighborhood Profiles.

# Population Analysis<sup>1</sup>

The City of Saskatoon continues to experience continuous levels of growth. The following chart provides an overview of the current and historical population figures for the city. As reflected in the chart, the city experienced a period of accelerated growth between 2011 and 2013 (27,000 new residents, +11.1%). From 1986 to 2014, Saskatoon has grown by 76,360 residents (30%).

**Table 3: City of Saskatoon Population Projections (2017 – 2032)**

Year	Population
2014 (June)	254,000
2013	248,700
2011	221,190
2006	202,340
2001	196,815
1996	193,647
1991	186,058
1986	177,640

The median household income in Saskatoon is \$65,524. By comparison the provincial average for the Province of Saskatchewan is \$70,400. Census data reflects an increasing diversity in Saskatoon. In 2006, 13.2% of the population (26,220 residents) spoke a mother tongue other than English or French. In 2011, 15.2% of the population (33,410) spoke a mother tongue other than English or French. German (3,705 residents), Tagalog (3,765 residents) and Ukrainian (3,530 residents) were the three mother tongue languages spoken most other than English or French.

Saskatoon was one of the very few major centres in Canada that saw a drop in the median age between 2006 and 2011, going from 35.9 years to 35.4 years. Canada's median age was 40.6 years in 2011, making Saskatoon one of the country's younger cities, as young people and families have moved into the city.

Approximately 66% of private residences in Saskatoon are owned by their occupant, while 34% are rented. The highest proportions of private residences in the city were built between 1961 and 1980 (37%). Just over one-fifth (22%) of private residences have been constructed after 1990.

Primary and secondary school enrollment in Saskatoon increased by approximately 5% from 2012 to 2013, after experiencing a small decline between 2011 and 2013 (-0.4%). In total, there were 21,844 students enrolled in the public school system in 2013 and 16,380 students enrolled in the separate school systems.

Identified below are additional population characteristics of Saskatoon:

- The five largest sectors of employment in Saskatoon (2011) were:
  - » Sales and service (24.1%)
  - » Business/Finance/Administration (15.6%)
  - » Trades/Transport/Equipment Operators (15.5%)
  - » Social Science/Education/Government/Religion (12.7%)
  - » Management (9.9%)
- 2.3% of working aged residents (15 and older) are employed in arts, culture, recreation or sport related professions.
- Unemployment in Saskatoon is 5.7% (provincial average 3.4%).
- Primary modes of transportation:
  - » Drive: 79%
  - » Passenger in a private vehicle: 6%
  - » Walk: 5%
  - » Public transit: 5%

<sup>1</sup> Data from City of Saskatoon City and Neighborhood Profiles (December 2014) and Statistics Canada Census of the Population unless otherwise specified.

# Growth Projections

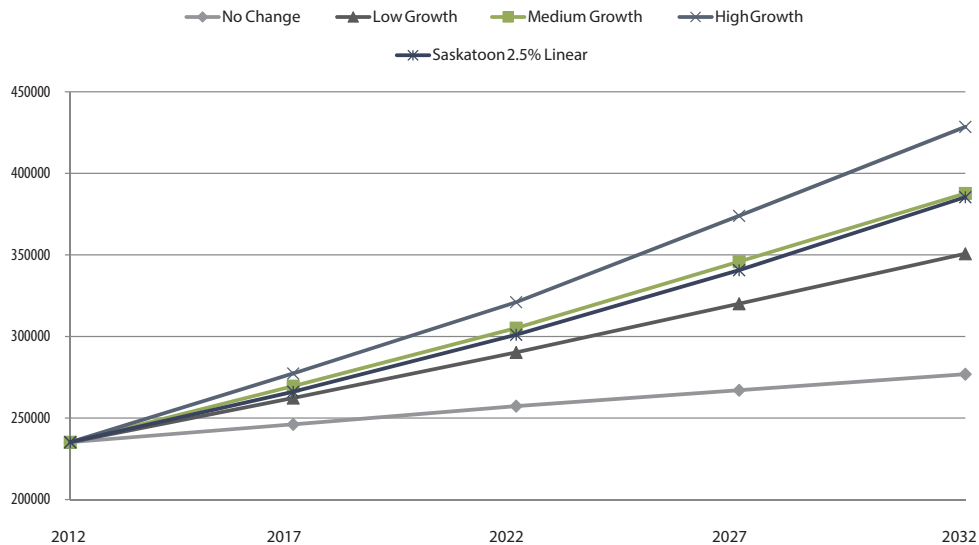
In 2013, the City of Saskatoon’s Planning and Development Division developed a number of population projection scenarios,<sup>1</sup> which are illustrated in the following chart and graph. The medium growth scenario (identified as the preferred scenario) projects that by 2032 the population of

the city could be 387,742 residents while the population of the greater Saskatoon region (Census Metropolitan Area) could reach 460,333 residents. **As of June 2014, the population of the city is already at 254,000.**

**Table 4: City of Saskatoon Population Projections (2017 – 2032)**

Projection	Year				
	2012	2017	2022	2027	2032
No Change	235,205	246,114	257,296	267,038	276,880
Low Growth	235,205	262,263	290,225	320,094	350,725
Medium Growth	235,205	269,552	305,167	345,888	387,742
High Growth	235,205	277,320	321,049	373,979	428,523
Saskatoon 2.5% Linear Growth	235,205	266,113	301,082	340,647	385,411

**Diagram 2: City of Saskatoon Population Projections (2012 – 2032)**



<sup>1</sup> City of Saskatoon and Saskatoon Census Metropolitan Area Population Projections (2012 – 2032).



The Metropolitan Area Population Projections document further identifies a number of additional growth characteristics that are expected to occur in Saskatoon:

- Current trends indicate new neighbourhoods would average 10,000 people per neighbourhood. With a sustained growth rate of 2.5 percent, the projected population growth will result in the need for the equivalent of about three new neighbourhoods in the next five years, and 15 new neighbourhoods in the next 20 years.
- Based on Saskatoon’s average household size of 2.5 people per household, it is estimated that about 15,000 new housing units will be required every five years, or about 60,000 new units by 2032.
- The fastest growing age group in the next 20 years will be the over 65 group, with the 65 to 69 age cohort growing the fastest of all age categories.
- The median age (half the population is younger and half the population is older than the median age) increases from 36.19 (2012) to 37.08 in 2032.

Growth is expected to primarily occur in new suburban areas in the east (Holmwood), north-east (University Heights) and west (Blairmore). There will also be strategic infill including on the University lands and within the North Downtown Plan area.



Section

# 4

## **Trends in Recreation and Parks**

This section provides an overview of the trends that are affecting recreation, sport, and wellness in terms of services, programs, and infrastructure. Trends are observable patterns of change, some obvious and others more subtle, in areas as diverse as demographics, consumer preferences, economics, organizations, and the environment. Trends are different than fads—which tend to be far more short-lived and specific. The fads that last, skate boarding for example, often remain popular because they are part of a larger trend such as the need for many young people in urbanized settings to engage in physically challenging activities in less organized settings.

The trends are grouped under the following five categories:

1. Demographic
2. Behavioural
3. Infrastructure (Indoor Facilities and Open Space)
4. Providing Public Recreation Services
5. Environmental

The main trends in each of the five categories are described, along with their potential implications for the future provision of community parks and recreation services and amenities in Saskatoon.



# Demographic Trends

Demographics are quantifiable statistics that describe a given population or specific groups within it. This includes population numbers, age groups, incomes, housing, and a variety of other characteristics. Presented as follows are pertinent demographic trends that are impacting the delivery of recreation nationally, provincially, and at a local (Saskatoon) level. Additional population data can also be found on pages 27 – 29.

## Population Growth and Shifts in Saskatoon

### GROWING ECONOMIC BASE

There are a number of factors influencing these increases in the city's population including the economic growth in areas such as the mining and energy industries. The recent population growth in Saskatoon has resulted from a combination of inter-provincial and intra-provincial movement, as well as the increasing level of immigration from other countries.

### IMMIGRATION

Between 2001 and 2006, only 2,190 new immigrants from other countries came to Saskatoon. This has increased dramatically, the City estimates that 12,235 new immigrants moved into Saskatoon over only two years (2011 – 2013). These new residents come from around the globe, but include significant numbers from China, India, the Ukraine, the Philippines, Ireland, Korea, African counties, and other parts of the world. The increase in the proportion of immigrants from non-English speaking countries will mean that the City of Saskatoon needs to ensure its facilities and services are welcoming, language barriers are addressed appropriately, and the needs and interests of various cultures are recognized.



## Trends Related to Age Cohorts

There is fairly common agreement among demographers about age cohorts, although different terms are often used to describe them. David Foot, the author of *Boom, Bust and Echo* uses the high birth years of 1947 to 1966 to refer to the “Baby Boom”, 1967 to 1979 as the “Baby Bust” when birth rates dropped sharply, the “Baby Boom Echo” when birth numbers (not the birth rate) grew between 1980 and 1995 when the Boomers children were born, and finally, the “Millennium Busters” born between 1996 and 2010.

The “Boomers” make up over one-third of the Canadian population and were a result of higher birth rates and immigration after WW II. The highest number of births in Canada was 479,000 in 1959 when the birth rate was 3.93; this is approximately 95,000 more births than currently occur annually with a birth rate of approximately 1.6. The oldest Boomers will be 67 in 2014 and the youngest will still only be 48. As a whole, Boomers are relatively affluent, tend to be more active than preceding generations, and think of themselves as far younger than their parents were at the same age. As they age, they will likely continue to use multi-generational facilities rather than designated seniors’ centres.

The much smaller cohort of “Busters”, now aged 35 to 47, reflected the lowering of the birth rate with the introduction of the pill in the late 60’s, as well as having more women assuming their rightful place in the workplace and delaying having children. Many Busters did face incumbent Baby Boomers in senior management positions, and are now beginning to assume those positions as Boomers retire. The Baby Busters tend to seek work-life balance and are more loyal to the team they work with than the organization itself. Others were early creators of “start-up” businesses and were early adopters of technology.

The Busters were followed by the Baby Boom Echo born between 1980 and 1995 and now aged 19 to 34. This larger cohort, primarily the children of the Boomers, was still a far smaller swelling of the Canadian population than the Boom, but still led to increased demands for school and university places as the Echo generation matured. The Echo cohort is a major consumer force, are wired technologically, are risk-takers recreationally, and often consider their friends as “family”. The Echo was followed by the Millennium Busters. Born between 1996 and 2010, they are now age 4 to 18. Like the original Baby Busters, this smaller cohort has led to school closures in communities across Canada, especially in older neighbourhoods, but this has been off-set recently by immigration in growing cities such as Saskatoon.

## CONTEMPORARY COHORT TERMS

Many current authors, and the public media, use the alternative terms of “Boomers”, “Gen Xers”, and “Millennials” or “Generation Y” to refer to the major age cohorts. The Boomers are essentially the same in both scenarios although the birth years of 1946 – 1964 are more commonly used. The Gen Xers (born 1965 to 1980/1981) were fairly equivalent to the Baby Busters, while the Millennials (also called “Generation Y”) cover the birth period of 1981/82 to either 1995 or 2000, depending on the author, so are close to the Baby Boom Echo.

## OLDER ADULTS

While not included in the “Boom, Bust and Echo” cohorts, except for the oldest Boomers who will be age 65 – 67 this year, the older adult population will see significant shifts in the coming decades. In 2011, the proportion of age 65+ in Canada was 14.8%, an increase from 13.7% in 2006. In Saskatoon, the 65+ proportions were 12.8% in 2011 and 13.0% in 2006. The actual numbers increased from 26,330 in 2006 to 28,400 in 2011, but were offset by overall population growth. While some authors have described population ageing as a “silver tsunami”, the increase in the older adult population has been fairly gradual to this point and can be better described as a “silver glacier”. This will change, however, when those born in the peak years of the Baby Boom hit 65. The majority of Baby Boomers were born between 1953 and 1963. This means that the 65+ population in Canada won’t really peak until 2031 at 22.8%, and then grow more slowly to 25.5% by 2061 where it will level off. Some older adults will experience chronic diseases that will impact on their mobility. Facilities, parks, and trails need to be made accessible to support them remaining active.

## Size and Proportions of the Cohorts in Saskatoon

The following table gives an approximation of the sizes of the Boom, Bust and Echo cohorts in Saskatoon in 2011, in addition to children and older adults.

**Table 5: Age Cohorts in Saskatoon in 2011**

Cohort and Ages	Number in Cohort	Proportion of Pop.
Children and Youth (Ages 0 – 14)	37,805	17.01%
Echo or Millennials or “GenY” (Ages 15 – 29)	55,595	24.98%
Baby Bust or “GenX” (Ages 30 – 44)	43,790	19.71%
Baby Boomers (Ages 45 – 64)	56,700	25.52%
Older Adults Age 65+	28,400	12.78%
<b>Totals</b>	<b>222,185</b>	<b>100.0%</b>

The population groups are very similar to those used by demographers, and show the impact of the Baby Bust as a smaller segment of the population than the Echo even though both cover a 15 year span. Very few populations are static; however, and the table shows the impact of the movement of young families to Saskatoon. This influx has clearly accelerated after the May, 2011 Census and the 2016 Census will paint a different picture, including five years of Boomers being age 65 – 70.

## Changing Personal Economics in Canada

There has been a general shift in North America to a growing gap between the haves and the have-nots from a personal economic perspective. The gap is greater in the United States than Canada. In both countries, that gap is age related in that more than half the wealth of North Americans is now owned by people over 50. Senior’s fee discounts were valid in the mid 1970s when almost 30% of those 65+ lived with household incomes below the Low Income Cut-off (LICO). The proportion is now 5.2% and seniors currently have the lowest poverty levels of any age group. Young families with children are now twice as likely to live in poverty than seniors, and need affordable access to services.

Many communities, however, still have fee rates that generally favour older adults (60 or 65+) more than young families. There is a need to re-examine accessibility and pricing policies, and to implement measures that support all individuals with low income, but especially young families and their children.

# Behavioural Trends

There are a number of trends influencing leisure behaviour and participation in recreation, sport and wellness across Canada, along with their implications for the provision of services and amenities.

## Trends in General Shifting Leisure Patterns and Preferences

### TOWARD INFORMAL AND INDIVIDUAL ACTIVITIES

There has been a clear shift from formal and organized activities to more individualized and informal pursuits. People are increasingly choosing activities that can be done individually or in small groups, at a time of the individual's choosing, and often near or at the individual's home. This is reflected in the top five favourite physical activities for adults and youth in Canada as identified in the Canadian Community Health Survey:

**Table 6: Favourite Activities**

Favourite Adult Activities		Favourite Youth Activities	
1.	Walking	1.	Walking
2.	Gardening	2.	Bicycling
3.	Home Exercise	3.	Swimming
4.	Swimming	4.	Running/Jogging
5.	Bicycling	5.	Basketball

With the exception of swimming, these activities can be done close to or at home. They can all be carried out at a personally convenient time and are generally unstructured. The only team sport found in either list is basketball; however, its inclusion is largely based on informal play in outdoor settings (parks and homes) rather than on formal organized team activity.

### PERSONAL GROWTH

A clear trend is the shift toward the experiential aspect of activities. People are seeking personal growth and meaning in the activities they choose. For example, the Canadian tourism industry has noted that the two fastest growth areas in tourism are cultural learning and ecotourism/adventure recreation.

### HIGHER EXPECTATIONS

People not only have high expectations for achieving personal benefits, but also that there will be a high quality of service in the programs they take or facilities they visit. This includes a high quality of instruction, customer service, and facility cleanliness and appearance.

### TIME SEGMENTATION

A number of authors (Geoff Godbey and others) have noted the general feeling that many people feel rushed, and that their discretionary time is available in smaller chunks. This is reflected not only in the shift to more individual activities, but also in participating in shorter periods of activity that involve "time deepening" where people multi-task during both work and leisure activities, (e.g. reading while on a treadmill). While many individuals report that they value their leisure time more than work, they may still be challenged to integrate leisure into their lifestyles. They will need to be encouraged to "make" time, rather than "find" time. Where feasible, more programs should be offered in compressed timeframes—a one or two day workshop instead of on a weekly basis for a longer timeframe. Conversely, many people enjoy the constancy and social aspects of ongoing programs. Especially for older adults, multi-purpose facilities should include areas for small informal social gatherings.



## Trends in Culture and Cultural Learning

Registration in classes related to personal growth have increased as people seek new lifestyle skills such as learning a new language, the culinary arts, or playing a musical instrument. Boomers in particular are also showing an increased interest in culture, both in terms of attending performances, visiting cultural and heritage venues, and in actual participation in art activities. Travelling for cultural purposes is a growing trend. Cultural learning includes finding out about a destination's culture or heritage before going there, and includes travel in the person's own province, other parts of Canada, and internationally.

## Trends in Adult Wellness

### ADULT PHYSICAL ACTIVITY LEVELS

People are increasingly aware of the health benefits of physical activity and nutrition, but this hasn't always translated itself into higher levels of activity. In 2003, the provincial-territorial governments set a collective goal of increasing the activity levels in their jurisdictions by 10% by 2010 of those who were a least moderately active. In the most recent Canadian Community Health Survey (2008), there was minimal change over the previous five years, although Manitoba made the most progress—likely due to an aggressive provincial strategy of Manitoba InMotion<sup>1</sup>. A total of 48% of Canadian adults self-reported that they were at least moderately active (30 minutes) on most days of the week. BC had the highest proportion at 56% and NL the lowest at 42%. Saskatchewan remained at 45%, although it is highly likely that residents of Saskatoon are more active than the Province as a whole. People were less active as they age, and those with higher incomes and education reported higher levels of activity.

### ADULT OBESITY AND OVERWEIGHT LEVELS

While just under half of Canadian adults have remained active, they are also becoming slightly heavier over the last decade, and far heavier than 30 years ago<sup>2</sup>. In 2011, 60.1% of men and 44.2% of women were either overweight or obese. This included obesity rates (a BMI of 30 or greater) of 19.3% for men and 16.8% for women. There had been a slight increase in the levels since 2003, but no change from 2009. A lack of activity, coupled with fast foods and trans-fats intake are responsible; community wellness initiatives will need to include a healthy eating component along with physical activity.

### AGEING BOOMERS AND ACTIVITY

As Boomers age, those who are currently active will likely remain active. They will tend to turn away from more strenuous activities such as aerobics and jogging to more moderate activities such as walking, water fitness, and tai chi. There is currently also a 10 to 15% discrepancy between older men and women (age 65+) in terms of activity levels with men being more active. The male-female gap is very small for mid-age adults, so the current discrepancy reflects the current generation of seniors and will likely disappear as the Baby Boomers age.

### CHRONIC DISEASES AND THEIR MANAGEMENT

There are also individuals who are impacted by chronic disease conditions such as arthritis, cardiovascular diseases, and Type 2 Diabetes. Activity will be an integral part of chronic disease management and therapy for these individuals. As people age and chronic disease conditions often increase, many people will seek to remain active while managing injuries and other conditions. Community recreation facilities, combined with rehabilitation programs and elements, will be key environments. A clear trend has been to have community recreation partner with health authorities and chronic disease organizations to allow people to manage the conditions in community settings. Physiotherapists are now providing their services in recreation facilities in partnership with municipalities.

1 The InMotion initiative was started in Saskatoon and then was implemented in other jurisdictions across Canada.

2 Canadian Medical Association Journal (2014).



## Trend Toward Children and Youth Inactivity

### THE CHILDREN AND YOUTH INACTIVITY CRISIS

The Ontario Medical Association estimates that Canadian children are 40% less active than 30 years ago. The Canadian Health Measures Survey (2009) identified that the fitness levels of Canadian children have declined significantly between 1981 and 2009 based on actual measurements of fitness, strength, and flexibility. Children and youth activity levels have been recently tracked using pedometers through the Canadian Physical Activity among Youth Study (CANPLAY), and almost no changes have been seen over the last five years in the amount of activity based on the number of daily steps taken. CANPLAY also found that 46% of Canadian children get three hours or less of active play per week; this is in sharp contrast to the recommended guideline of two hours a day of physical activity.

### KEY FACTORS AFFECTING CHILD AND YOUTH ACTIVITY

The factors include a reduction of active play in the outdoors, increased screen time, decreased sport participation, and reduced active transportation uses. Children used to spend considerable portions of their free time playing outside. Because of parental fears or the children's own preferences, they are now spending much of that time indoors. Children now spend five to six hours on weekdays and six to 7.5 hours on weekends in front of screens. This includes video-games, surfing the web, texting and watching television. The proportion of children who use active transportation (walking, cycling) to get to and from school has also decreased over time. While 58% of parents say they had walked to school, only 28% of their children walk to school today. Participating in a sport or physical activity can add 1,600 more steps on participation days. ParticipACTION's "Think Again" campaign was aimed at parents who thought having their child registered in one weekly sport or physical activity program was enough activity, even when the child was largely sedentary outside of that program.

### CHILDHOOD OBESITY AND OVERWEIGHT LEVELS

While obesity is a complex issue, there is a clear link for most children with the imbalance between calories consumed and calories expended. In 2011, 31.5% of Canadian children and youth, ages 5 – 17, were either obese or overweight. The current obesity rate of 11.7% has essentially tripled over the last 30 years, and the overweight level of 19.8% has doubled. While boys are generally more active than girls, their obesity levels are higher. The good news is that obesity and overweight levels have levelled off even though they remain far too high. Inactivity and obesity levels in children and youth are resulting in the increasing early diagnosis of chronic diseases in the young, potentially resulting in a lower life expectancy than the current levels. Type 2 Diabetes, (formerly called "Adult Onset Diabetes"), among children and youth is a special concern to the health profession.

### SPORT PARTICIPATION AND PHYSICAL LITERACY

According to the General Social Survey, registered sport participation levels fell from 45% and 9.6 million individuals in 1992 to 28% and 7.3 million in 2005. Some of this drop is due to a shift to more individual activities, but much relates to dropping physical activity levels over this period. The sport community has acknowledged this issue and created the 2002 Canadian Sport Policy and the new 2012 Canadian Sport Policy in part to address the issue of how participation can be increased through a Long term Athlete Development Model. The Canadian Sport for Life (CS4L) movement has placed a greater emphasis on helping children have an active start, and acquire fundamental physical literacy (basic body control and sport skills) as an introduction to physical activity and sport, and then to ensure that those of all abilities have an opportunity to continue to participate. CS4L is working with the Canadian Parks and Recreation Association (CPRA) and its provincial-territorial partner associations to encourage the development of more physical literacy programs through partnerships at the local level.

## The Nature Deficit Trend

At Canada's 2011 National Recreation Summit, Richard Louv and other speakers noted the growing disconnect between children and nature. Fewer children are playing outside in natural settings for a number of reasons. These include parental fears of allowing children out of their direct supervision and a trend toward increasing amounts of sedentary screen time, (television, computers, hand-held devices, and video games), by children and youth in indoor environments. Many children are losing their connection with nature and the creativity, imaginative play and physical activity that occurs in outdoor settings. A growing trend is to provide more program opportunities for children to connect to nature. In addition to nature kindergarten and nature pre-school programs, many recreation departments have incorporated nature based programs into their offerings. They have also designed playgrounds to maintain more natural areas, and developed child and youth vegetable gardens.

## Trends in Volunteerism

Canada lost a million volunteers between 1997 and 2000, going from 7.5 to 6.5 million (Stats Canada), but has since stabilized and improved slightly. The greatest drop-off in volunteerism in 2000 was found for the 35 – 49 age group; these individuals are perhaps most affected by time segmentation and having to juggle work and family obligations with leisure and volunteerism. As Baby Boomers begin to retire, they may create an excellent pool of skilled volunteers. They will likely have to be actively recruited to become a volunteer in the community. Because of time pressures, individuals will more likely be willing to volunteer for shorter term projects and tasks, as opposed to long-term commitments. Examples of short-term projects are trail building and clean-up days in parks, and special events planning in recreation. This trend is termed "episodic volunteering".

## Summary of Some Growing Leisure Activities

Some leisure activities that have grown in popularity and will likely continue to grow include:

- **Walking and Cycling:** there will be continued demands for safe and inviting places for active transportation activities.
- **Home Landscaping and Gardening:** as the interest in gardening and landscaping grows, people will be looking for good information sources and courses beyond television.

- **Outdoor Activities and Environmental Learning:** there may be a shift away from traditional camping towards closer to home activities including challenging outdoor pursuits. There is a growing interest in learning about local and regional flora and fauna. Programs exposing children to nature will likely expand.
- **Cultural Learning and Ecotourism:** when people do travel, they will want to go someplace to also learn about the destination's culture, heritage, arts, language and food. Ecotourism and adventure recreation will also remain strong as people seek unique experiences.
- **Youth Physical Activity and Healthy Living Opportunities:** parents are beginning to get the messages about child and youth obesity and inactivity. There will be increasing demands for programs that get young people active and help them make healthy choices. Youth are attracted to challenging activities such as skateboarding, mountain biking, and BMX.
- **Community Festivals and Events:** young families are also looking for inexpensive, informal activities that can be enjoyed as a family unit, including community events and festivals.
- **After School Programs:** the after school period is viewed as an excellent opportunity to encourage children to be more active and was given the highest priority by the Federal/Provincial/Territorial Ministers responsible for Sport, Physical Activity and Recreation in 2008. The Canadian Active After School Partnership (CAASP), made up of nine national organizations including the CPRA, was created in 2010 to address how the time period of 3:00 – 6:00 pm can be used more effectively.
- **Trails and Pathways:** the development of greenways, bikeways, and pathway systems is a key priority for community open spaces systems. These systems contribute to personal and environmental health.
- **Volunteerism:** volunteer recruitment and development programs will need to be revived, with retired Boomers and young people as two key targets. Many volunteer experiences may need to be packaged into shorter timeframes around community projects, using the concept of episodic volunteering.
- **Rehabilitation:** programs aimed at rehabilitation and wellness can be offered through partnerships with the health sector. Programs offered in community, rather than clinical settings, are more likely to lead to ongoing healthy lifestyle behaviour.

# Infrastructure Trends (Indoor Facilities and Open Spaces)

There are a number of trends influencing leisure behaviour and participation in recreation, sport and wellness across Canada, along with their implications for the provision of services and amenities.

## Historic Recreation Facility Shifts

### FROM SINGLE-PURPOSE TO MULTI-USE

The first major wave of public recreation facility projects occurred leading up to the 1967 Centennial with federal funding support. Most of those Centennial era facilities were stand-alone community halls, arenas, curling rinks, and outdoor and indoor pools. At the time, there was little understanding of the benefits of combining a number of facility spaces within a multi-purpose complex. The second wave of recreation facility construction in the 1980's, however, saw a shift to multi-purpose, multi-generational facilities that combined a number of uses and catered to all age groups. Larger complexes now include multi-purpose rooms, gymnasiums, pools, fitness areas, pre-school rooms, and other spaces. The benefits of multi-purpose complexes include efficiencies in staffing (administrative and maintenance), supporting family and multi-generation uses, combined change rooms for fitness and pool users, and being large enough to become a focal point for community events. Ice surfaces are sometimes included in complexes, but often remain stand-alone because of their size and the trend to add additional surfaces to a multi-rink complex.

### AGEING INFRASTRUCTURE

Many of Canada's older recreation and park facilities have envelope, code, mechanical, roofing, and slab problems. They are also deteriorating more rapidly than necessary because of limited preventative maintenance programs. Many of the older facilities are high energy users and are expensive to operate. Because of design standards at the time they were built, many are also not accessible to persons with a disability. The multi-purpose recreation centres built in the 1990's are in better shape, but also need work, particularly in the pools and ice surfaces component which are high energy users and have complex mechanical systems. In Alberta and BC, the ageing facility deficits were measured as being between \$4 and \$5 billion respectively for repairs or replacements.

The CPRA and their partner provincial and territorial associations have advocated to the federal and provincial/territorial governments about the need to address the infrastructure deficit with a new national infrastructure program that is sustainable. The Federation of Canadian Municipalities (FCM) had also advocated for a new national program for both new and existing infrastructure.

### SENIOR AND YOUTH-ORIENTED FACILITIES

A more recent shift has been a trend to include both senior and youth related spaces within multi-generational facilities rather than as stand-alone buildings. Individuals now entering their 60s are more likely to remain within mainstream facilities than to join designated seniors centres. If they do join senior centres, it is often to take advantage of program discounts rather than to become a social member. It is becoming more common to add older adult oriented social and program spaces within multi-purpose complexes, and to balance these with existing stand-alone seniors' centers. These multi-purpose facilities still need social and program spaces that are older adult oriented. In terms of youth facilities, small stand-alone facilities have proven to be less successful than those that are part of a larger facility with gymnasium, fitness and other program spaces, although they are effective in the core areas.

## Trends in Indoor Facility Provision and Design

### AQUATIC FACILITIES

Most of the early public pools were outdoor facilities built in the late 1960's and early 1970's. Virtually all of them are now experiencing major problems with their tanks, filtration and disinfection systems, and change room structures. When these outdoor pools have reached the end of their lifespan, they have generally been closed down. Only a few outdoor pools have been built in Canada, (outside of commercial water parks and slides), and building a new outdoor pool is not seen as a solution to aquatic needs. The early indoor pools, whether public or YMCA, were rectangular pools that focused on swim lessons, swim team use, and lap swimming. In the 1980's, communities began to provide free-form "leisure pools" in conjunction with standard lap pools, and/or add leisure elements to lap pools.

Free-form pools that have warmer, shallower water create more child and family use. It is clear that free-form leisure pools and rectangular lap pools work best in combination, and neither functions as well by itself. A new trend is to add two or more 25m lanes on one edge of a leisure pools. These provide good areas for swim lessons, water walking, and rehabilitation. Again, the most effective pools have both a free form leisure pool and a rectangular lap pool. Lap pools are also designed to be used for leisure swims (e.g. floor inserts for inflatables, rope swings, etc.), along with swim lessons, lap swimming and, aquatic sport teams.

### ALL-DAY USE

A major trend has been the increase of demands for use of indoor facilities during weekday hours for both programs (beyond pre-school) and drop-in use. People's changing work patterns mean that many spaces will be busy throughout the day, including the use of fitness, pool lap swimming, and general program rooms.

### MULTI-PURPOSE PROGRAM SPACES

The inclusion of at least two, preferably more, program spaces for community programs and classes have been a key asset in many recreation complexes. They can be used by a wide range of program types and age groups. These spaces can also accommodate group bookings (i.e. parties), community meetings, and other social activities. They can be rented out or used by facility staff and, in most cases, can accommodate both small and large groups.

### GYMNASIUMS, FITNESS, AND CHANGE ROOMS

The assumption that school gymnasiums will meet all community needs has not been valid, as many community user groups will attest. Many communities have now included single or multiple gymnasiums within complexes and find they are among their most heavily used spaces throughout the day and evenings. Gymnasiums can be designed to be used for major community gatherings and social events. Fitness rooms with a mixture of strength and cardio equipment have proven to be a major community draw as long as they are large enough (ideally a minimum of 3,000 ft<sup>2</sup> plus). When a pool is included in a complex, a clear trend has been to provide a family change room with cubicles in addition to male and female change rooms. At least one cubicle in the family change room should be large enough to accommodate a person with a disability and their caregiver.

### EXPANDED FACILITY ROLES

Community leisure facilities are taking on a greater role in attracting tourism and in economic development. In particular, sport related events and tournaments, seasonal celebrations, cultural events, and heritage and commercial activities are regarded as a means for economic growth and development. A trend in some communities has been the inclusion of partners from other fields in combined facilities where they provide capital and operating costs as appropriate. This may include public health units, libraries, social services, and rehabilitation providers.

## Trends in Open Space Planning and Provision

### OPEN SPACE CLASSIFICATIONS

The clear trend over the last decade in smaller communities has been a growing sophistication in developing longer term plans for park acquisition and development; ensuring adequate developer contributions in new subdivisions; and having community greenways plans. Larger urban communities often classify parks as city-wide, community (generally areas of 20,000 – 40,000 population), and neighbourhood (3,000 – 5,000). Smaller communities will often use two levels, community-wide and neighbourhood. Community-wide parks tend to consolidate major amenities that can attract residents from a larger area such as sports fields, ball diamonds, youth amenities (skateboard park, basketball courts, etc.), or a special natural feature. They are generally five to 20 hectares in size. These parks can also be the location for a major indoor multi-purpose facility, provided it has good accessibility from the whole community. Neighbourhood parks are smaller local open spaces (ideally a minimum of one-half to two hectares), and are within walking distance of local residents in the area. They will commonly include a playground, outdoor courts, and an open play area. Ideally, they will also have natural features and elements.

### OPEN SPACE MASTER PLANNING

All communities, especially fast growing ones, need to develop a longer term open space master plan that identifies the future needs for open space and the size and types of amenities that will be provided. Saskatoon has such a plan in place. The open space plan will often identify the location of future open spaces, including at the neighbourhood level as well as clear expectations for parks dedication by the developer. If several developers are involved in a subdivision, this is especially important to set the desired lands aside.

As a general rule, communities will not allow developers to include wetlands or other undevelopable areas, or left-over slivers of land within their 10% subdivision dedication.

## INTEGRATED TRAILS PLANNING

The open space master plan will often include a trails plan, or have a separate trails or “greenways” plan. This integrated trails plan identifies different levels of trails from regional to community-wide to more local neighbourhood trails. For neighbourhood parks, connecting walkways or trails through neighbourhoods to the parks need to be integrated into subdivision plans. Major community-wide trails/greenways may need connectors to neighbourhood areas, depending on their location. Creating a return loop for major trails adds to their use and contributes to physically active lifestyles in the community. A bikeways plan is a common part of most integrated trails plans, or is done as a separate but coordinated plan. The integrated trails plan should have development standards for all types of trails and bikeways.

## OTHER OPEN SPACE AMENITIES

Skateboard parks are still in demand, but appear to work more effectively in “youth parks” where other youth amenities such as basketball courts and some seating are provided. Community gardens, including ones that involve youth, are also beneficial. Water recreation remains popular. Stand-up paddle boarding is gaining popularity with a range of age groups along with more traditional water-based activities such as canoeing and kayaking. Nature and heritage trails with signage (or numbered posts) for interpretive walks (both guided and self guided) are well received, including viewpoint signage that refer to the historical events.



## Implications of Infrastructure Trends

- A careful analysis of the major systems of ageing facilities should be considered for repair, retrofit/reuse, or demolition. As systems such as roofs age, deterioration accelerates with time, so repairs that are put off generally become more serious and costly.
- Facilities of any age require a lifecycle management plan to review the condition and repair and replace systems within reasonable timeframes.
- When a new recreation facility is considered, it should be a multipurpose centre that includes key community spaces such as multi-purpose rooms, a gymnasium, fitness room, and change rooms.
- When a future pool is contemplated after sufficient catchment area population is achieved, it should be located at the main multi-purpose centre. The pool's addition and the expansion of change rooms should be included in the facility's original design.
- Care should be taken before developing stand alone seniors' centres or youth centres, and the creation of spaces largely designed for these age groups should be considered as part of the multi-purpose facility.
- As job schedules become more flexible and people retire, there will be increased demands for day-time use, especially informal drop-in use.
- An open space master plan should be considered that includes park classifications, future park locations, and developer contributions.
- Active transportation systems are a major contributor to individual and community health; therefore, an integrated trails plan should be considered for development in the near future.
- Ideally, walkway and bikeway connections should be made to major indoor facilities. At a minimum, adequate bicycle parking and storage facilities should be provided at appropriate, high-use locations.
- The most successful youth parks have enough elements that they attract a range of youth groups and interests. These elements may include a skateboard facility, sport courts, BMX/mountain bike parks, and social gathering spaces.
- Partnering with other sectors in recreational facilities requires careful planning and clear agreements. The most successful ones tend to be ones that involve program partnerships rather than simply being a landlord-tenant relationship.

# Providing Public Recreation Services

## Trends in Changing and Expanding Roles

Throughout Canada, local parks, recreation, and culture departments are increasingly asked to be an integral part of addressing a myriad of social issues including responding to homelessness, drug-use for youth and young adults, child care needs, and other issues traditionally responded to by provincially-territorially sponsored agencies and programs. In many communities, recreation personnel are working more closely on internal integrated service teams, and with social service personnel in responding to these needs. This often requires additional staff skill sets, different programs and services design, and the re-allocation of resources. Funding issues aside, leisure is becoming more widely recognized as a tool for social change. Its potential for improving the quality of life for local citizens is significant. There is a growing trend to recognize the impact of leisure programs and services on reducing risk factors for children and youth, and to break down ethnic divisions and create better understanding between different cultures.

## Trends in Partnering and Delivery Options

### PARTNERING ON PROGRAMS SERVICES

Public parks and recreation departments have always functioned within a mixed delivery system model, and have worked closely with voluntary sport, culture, and recreation organizations in the delivery of services. The most significant shift is the extension of these partnerships beyond the voluntary sector. Newer partners include the health system, social services, justice, education, the corporate sector, and community service agencies. This reflects both a broader interpretation of the mandate of parks and recreation agencies, and the increased willingness of other sectors to work together to address community issues. The relationship with health will be vital in promoting wellness. The traditional relationship with education, the sharing of facilities through joint-use agreements, is evolving into cooperative planning and programming aimed at addressing youth inactivity levels and community needs, including after-school programs and the development of physical literacy for children and youth.

If the YMCA-YWCA is providing services in a community, they are generally a natural program partner in areas such as after-school programs.

### FACILITY AND SERVICES PARTNERSHIPS

A number of partnerships have also occurred in the development of facilities. It is becoming more common for community libraries to be included in recreation complexes. Library program rooms can be designed to support recreation program use, especially when the library is closed. Other partnerships have included museums and public health units. There are a number of examples of private physiotherapy and rehab clinics, including sports medicine, being built attached to a community recreation complex. These situations have mutual benefit as long as the ownership of the space remains with the municipality and cost contributions are equitable. Finally, there are increasing examples across Canada for smaller municipalities to take a combined or regional approach in developing major facilities.

### INTERNAL MUNICIPAL PARTNERSHIPS

There has been a growth in internal partnerships within municipalities. There are closer relationships between recreation and police services around public safety and youth initiatives, as well as with planning and engineering departments in the development of greenway and active transportation systems.

### ALTERNATIVE DELIVERY SYSTEMS AND CONTRACTING OUT

Municipal parks and recreation structures and delivery systems have witnessed some increase in the use of alternative methods of delivering services. There has been a modest increase in contracting out of certain services to the private sector. There are also more cooperative agreements with non-profit groups and other public institutions. Generally, contracting out works best for simple services that are easy to define and evaluate, while more complex services and operations are more effectively operated in house by municipal staff. There are also more public-private partnerships involving either the construction of new facilities, or the inclusion of private operations within publicly operated facilities, (e.g. private rehabilitation services). The successful public-private partnerships have been based on strong and

comprehensive agreements and ongoing communication. While the vast majority of municipal recreation facilities are publicly operated, there are some examples of having the YMCA or YWCA serve as the operator. In these cases, a fees and charges schedule is confirmed and agreed to ensure that public access is protected. There are some examples of private operators of public recreation facilities, but this is far more common for arena operations than multi-purpose centres.

## Trends Related to Accountability and Planning

### THE BENEFITS MOVEMENT

The 1992 and 1997 CPRA Benefits Catalogues have had a subtle but profound affect on the field. They have helped the field become more outcomes focused, and to broaden its mandate from the delivery of traditional services to the creation of individual and community benefits. In the 1990s, the Benefits Movement and approach largely focused on using the evidence of the benefits of parks and recreation as advocacy and communication tools—aimed at municipal councils, other institutions, and citizens. The shift now is toward using the Benefits approach as a key planning tool. Departments are increasingly defining outcomes in their strategic planning processes, and then directing new strategies to achieve those outcomes.

### ACCOUNTABILITY

Another clear shift is that political decision makers and volunteer boards are increasingly demanding that their departments measure and demonstrate their impact on the community. This demand for accountability through performance measures doesn't necessarily result in outcomes focused organizations, because outputs are still far easier to measure. An example of an outcome is increasing the level of physical activity of children and youth in the community. An example of an output measure is counting the attendance in public programs. Both are important.

## Trends Related to Leadership Shifts and Gaps

Many of the early Baby Boomers, born in the late 1940s and early 1950s, who have led parks and recreation organizations are now retired or soon about to. There are a number of capable people to replace them at the management level, but there appears to be a gap at the entry level with fewer younger people being attracted to the field or having had a chance to advance. In smaller communities, there are also issues with attracting program, instructional, and technical staff in areas as diverse as aquatics and arena plant maintenance. A concerted effort will need to be made by post-secondary institutions and the field to address leadership gaps. Individual departments may need to develop and train their own staff in technical and program areas when there is a short supply. Job descriptions are becoming obsolete in many fields as individuals often find themselves working in teams and on tasks outside of their normal roles. Younger staff members expect to be part of the planning and decision-making processes of the organization. This is certainly true in the parks and recreation field and traditional managers will need to adjust to Gen Xers and Millennials on their staff.

## Trends in Technology Applications

Parks and recreation has increasingly embraced greater use of technology. This includes bar-coded entry systems for pass holders at control points, computer and web-based program registration systems, user tracking systems, and enhanced communications with both users and colleagues, including the use of social media such as Twitter and Facebook. Staff now commonly use hand-held devices and, good or bad, managers are now never away from the job or out of contact. These high tech capacities will compliment, but never replace the need for human contact and personal attention. In the parks area, the use of digitized aerial photography has changed mapping systems and has allowed for easier overlays of GIS mapping levels. Many of these maps, including trails, are now available to the public on interactive web-sites. It is increasingly common for parks maintenance staff to carry a hand-held PDA that they can record work information on, and then send it directly to computerized maintenance management systems. In the future, hand-held devices will be voice activated and their voice messages will be digitized without requiring keypad entry.

## Implications of Organizational and Workplace Trends

- Parks and recreation services can be a major contributor to addressing broad community issues and needs in partnership with other community organizations and agencies. Creating forums where interagency communication and needs identification occurs can support this.
- As the field partners with other sectors, it will need to ensure that there is a mutual understanding of mandates as a starting point in the development of partnership approaches. This includes internal partnerships at the municipal level.
- Partnering with other sectors in the provision of services will require a clear set of expectations and written agreements. The development of an overall set of partnership guidelines can support this.
- Working with other sectors will create the need for developing greater skills in community development, team building, and social inclusion.
- Parks and recreation departments will need to become more skilled at integrating the benefits and outcomes into both operational and strategic planning.
- The development of a clear set of performance measures for the field will be required so that outcomes can be measured and communicated. The field needs to ensure that these measures are relevant, and are not simply output measures that are imposed by others.
- The recruitment of young people into the field and its post-secondary education programs will be a priority. Young leaders also will need mentoring and professional development opportunities as they enter the field.





# Environmental Trends

## Trend: A Growing Sense of Environmental Stewardship

The environment has remained on the agenda of individual Canadians. This is evidenced by the public support given to the preservation and protection of natural areas. On a personal action level, Environics found that most Canadians will recycle or compost when opportunities and pick-up services are provided. Reducing fossil fuel consumption in vehicle use by driving less will require improved bikeway systems and bicycle storage areas. Environics also found that 85% of Canadians think the environment will get worse, especially in terms of air and water quality. Parks and recreation departments will continue to be challenged by citizens on their stewardship practices.

## Trend: An Increasing Interest In Environment Activities

There is heightened interest in environmental activities and learning, including learning about local flora and fauna. Guided nature walks have proven to be highly successful in many communities. Growing activities include birding; over 70 million North Americans collectively now spend approximately \$5.5 billion annually on birding related activities and resources. Urban natural parks are used for same-day hiking experiences and use levels have generally grown. There is a growing trend towards shorter-term and closer to home wilderness experiences. Younger generations and families often lack basic camping skills. Parks Canada now offers platform tent sites in a trend called “glamping”. People are also investing more in their individual environments as gardening and home landscaping grow in popularity. Municipal parks and recreation departments should look at increasing environmental and outdoor education opportunities, as well as horticultural courses. Community gardens and workshops on how to grow some of your own food are receiving increased interest.

## Trends in Green Building Design

It is now common practice to ensure that new facilities are designed and constructed to reduce energy and resource consumption. Many of these same practices apply to the retrofit of existing facilities. While LEED (Leadership in Energy and Environmental Design) certification has been used as a benchmark, many communities have ensured that green building design standards are built into all significant capital projects, even if certification is not sought. A current common practice is to ensure that architectural firms being interviewed for a facility project should be asked to demonstrate their environmental design expertise. This includes the expertise of their mechanical, structural, and electrical consultants, especially for facilities such as pools and arenas that are high energy consumers. Fossil fuel costs will continue to increase and systems to reduce consumption need to be considered based on payback. These include roof solar panels, geothermal energy sources, heat recovery systems and motion sensitive lighting, central digital control systems that save energy and monitor systems, energy efficient pumps and other mechanical systems, and envelope design. One pool in British Columbia recently used the recovered heat from a nearby sewage treatment plant through a piping system to offset its heating requirements. Water use also needs to be reduced in both buildings and open space systems. Water conservation efforts that have become standard practice include parking lots and landscape areas designed to reduce water use and run-off with water infiltration systems, low flush toilets, and faucet/shower cut-off valves. Grey water from pools can be used to flush toilets. For existing buildings, an energy audit is a key starting point to identify opportunities and options for savings. Each energy saving option should have a payback period identified.

## Climate Changes and Weather Trends

While there is not common agreement on the causes, there is agreement that global warming is occurring. In the 20<sup>th</sup> century, the average global temperature rose one degree Fahrenheit; the expected increase in the 21<sup>st</sup> century is 5 – 8 degrees F. A rise of this magnitude will impact snow levels and glacial melting, sea levels and ecosystems. The only safe prediction appears to be that weather will become more unpredictable. The number of extreme weather events in this decade in Canada has doubled over the past 30 years ago, and parks and recreation operations can expect more weather related events, resulting in damage to park and boulevard trees in particular. Some parks departments are considering the possible impacts of climate change on their plant and tree selection programs.



## Implications of Environmental Trends

- There is increased interest by citizens in environmental stewardship, and municipalities can create opportunities to engage local citizens and groups in stewardship activities such as stream and fish habitat restoration, including riparian zones, park clean-ups, and removing invasive species.

Note: most of these programs do not allow citizen use of powered tools.

- With a heightened interest in nature and the environment, local authorities may consider interpretive programs, signage, and environmental education and information programs.
- Parks and recreation departments should consider becoming **environmental leaders** in their communities through a combination of sound environmental practices, educational programming, and citizen involvement.
- Buildings should be designed with appropriate green building or LEED principles, and architectural firms and their consultants should be asked to identify their expertise in the design team selection process.
- New projects should look at all viable energy sources such as solar and geothermal to offset fossil fuel uses.
- The conservation and wise use of water needs to be infused into facility and park operations through a water conservation strategy. This includes toilet and shower fixtures, future pool design, parks irrigation and water use, and landscape design and plant selection.
- For existing buildings, an energy audit should be conducted at some stage to look at opportunities to reduce fuel, power and, water consumption. Options for improvement may include solar panels, energy efficient motors and pumps, heat recovery systems, and motion sensitive lighting.
- Municipalities, depending on their location, may need to include additional contingency funding to deal with storm related damage to trees resulting from an increase in the number and severity of weather events.

Section

# 5

## **Comparative Analysis**

A comparison exercise was undertaken in order to contrast the provision of selected recreation and parks infrastructure in Saskatoon with other “comparable” communities. The five municipalities selected for the exercise were the cities of Windsor, Halifax, Regina, Richmond, and of Edmonton. (While Edmonton is not of similar size, its proximity to Saskatoon as well as an interest in examining provision ratios in a much larger centre was sufficient reason to include it in this analysis.) **The comparison exercise considers those facilities and spaces that are within the municipal delivery system and those operated by a community partner organizations, schools, etc.** It is also important to note that the data collected and analyzed does not consider a number of important factors such as the size or capacity of the facility, age and condition, provision by other entities (e.g. private sector, regional organizations), and facility functionality. In many instances, municipalities (and partner organizations) have varying definitions for types or categories of spaces. This variable may also impact the provision ratios for some facilities or amenity types.

An analysis of the data collected was conducted by calculating the provision ratio (number of residents per facility/space of provision) for Saskatoon and each of the comparable communities. Identified in the following chart is an overview of how the city compares to the average of the comparable communities. The complete data can be found in the 2015 State of Recreation and Parks.



**Table 7: Indoor Facility Provision**

<b>Facility</b>	<b>Saskatoon Provision Ratio <sup>1</sup></b>	<b>Average Provision Ratio in the Comparable Communities</b>
<b>Indoor Facilities</b>	<b># Residents per Facility/Space</b>	<b># Residents Per Facility/Space</b>
Fitness/wellness facilities (e.g. exercise/weight room)	42,333	29,065
Indoor child playgrounds (publicly provided)	127,000	133,805 <sup>2</sup>
Ice arenas (# of sheets)	23,091	21,343
Ice arenas (performance >5,000 seats)	254,000	401,572
Curling facilities	—	—
# rinks	63,500	122,393
# sheets	11,043	17,760
Multi-purpose leisure/recreation centres	31,750	36,163
Leisure swimming pools	127,000	73,693
25 metre pools	63,500	57,821
50 metre pools	127,000	212,049
Gymnasium type spaces	To be confirmed	2,703
Indoor fields (boarded or unboarded; for field sports)	63,500	118,255 <sup>2</sup>
Youth centres (dedicated; municipal/not-for-profit operated)	25,400	132,804
Indoor climbing walls	254,000	149,945
Indoor walking/running tracks	127,000	132,689
Seniors centres (dedicated; municipal/partner operated)	254,000	198,723

<sup>1</sup> This inventory includes all City of Saskatoon owned and operated facilities as well as those operated by other agencies with some level of public support/subsidy for users.

<sup>2</sup> Richmond has zero (0).

**Table 8: Outdoor Facility Provision**

Facility	Saskatoon Provision Ratio <sup>1</sup>	Average Provision Ratio in the Comparable Communities
<b>Outdoor Facilities</b>	<b># Residents per Facility/Space</b>	<b># Residents Per Facility/Space</b>
Track and field facilities	254,000	179,736
Bike parks (BMX, mountain bike)	254,000	187,567
Picnic areas (# sites with amenities)	127,000	38,265
Boat launches	254,000	123,211
Sport fields (grass)	3,256	2,708
Sports fields (artificial turf)	127,000	112,280
Soccer/football stadiums (>20,000)	N/A	Only provided in Edmonton and Regina
Ball diamonds (community)	1,411	2,129
Performance baseball stadiums (>5,000 fixed seating capacity)	N/A	Only provided in Edmonton
Child Playgrounds (permanent structures)	1,380	4,333
Water spray parks /pads	14,941	35,843
Outdoor basketball courts/sport courts	9,071	6,353
Skateboard parks	36,286	106,223
Outdoor swimming pools	63,500	79,445
Sand/beach sand volleyball courts	127,000	50,865
Dog off leash parks	42,333	38,438
Community Gardens	—	—
# of sites	7,938	19,893
# of plots	309	933
Outdoor Tennis Courts (# of courts)	6,195	4,481
Outdoor skating rinks (# designated sites)	4,885	5,175
Trails (km)	To be confirmed	To be confirmed
Zoos/Aquariums	254,000	Only provided in Edmonton and Halifax

<sup>1</sup> This inventory includes all City of Saskatoon owned and operated facilities as well as those operated by other agencies with some level of public support/subsidy for users.

Section

# 6

## **Recreation and Parks Service Delivery**

Recreation and parks opportunities in Saskatoon are provided by a number of organizations, groups, and individuals from the public, non-profit, and private sectors. Typically, those opportunities which demonstrate enough demand and that can generate positive financial returns are provided by the private sector. Other recreational opportunities that can be offered at a financial breakeven are provided by the non-profit sector (potentially to include publicly subsidized access to facilities and spaces) and those opportunities that require financial subsidy are normally offered through the public sector. The public sector is also primarily responsible for the provision and maintenance of recreation and parks infrastructure including, but not limited to recreation facilities, parks and open spaces, trails, and sports fields.

**Table 9: Recreation and Parks Service Providers**

Private Sector	Non-profit Sector	Public Sector
Fitness/wellness	Minor and adult sports leagues	Leisure centres
Golf courses	Sports fields (high quality)	Indoor and outdoor pools and splash pads
Personal training	Athletic and activity clubs	Trails
Ice arenas	Curling rinks	Sports fields
	Ice arenas	Fitness/wellness spaces
		Golf courses
		Ice arenas





As can be seen, there are some activities and infrastructure that overlap between sectors and there is no clear delineation of responsibility given specific activities, facilities, or spaces.

The City of Saskatoon has a dominant role in the provision of public sector recreation and parks services. The City currently owns and operates a vast array of recreation and parks facilities, amenities and spaces including, but not limited to:

- 4 indoor pools
- 6 leisure centres
- 6 indoor ice surfaces  
(in total there are 11 indoor ice arenas within the City and 15 within the immediate vicinity)
- 10 youth centres
- 3 golf courses
- 4 outdoor pools
- 7 skateboard sites
- 41 tennis courts
- 206 parks
- 268 sports fields
- The Forestry Farm Park and Zoo
- 30 paddling pools
- 17 spray pads
- 184 playground units

Recreation and parks infrastructure that is owned and operated by the City impacts the quality of life of all residents in the region in a variety of ways. Those that are able to utilize facilities and parks directly are impacted the most. Understanding both levels of utilization and the current physical state of recreation and parks infrastructure helps depict the level of direct benefit achieved in the community as well as the ability for existing infrastructure to meet future needs and sustain existing service levels.

Recreation and parks utilization highlights are presented as follows:

- Attendance at the City’s three golf courses in 2013 was 122,662
- 2013 total facility usage at Forestry Park and Zoo including attendance, rentals and program was 273,103
- In 2014 there were 18,484 indoor and 1,265 outdoor aquatics program registrants (including lessons)
- In 2014 City sports fields were formally booked for 22,614 hours (including 2,561 hours ball diamond usage)
- In 2014 City of Saskatoon Leisure Centres (6 in total) were used by 777,603 drop-in and leisure card users
- 2014 usage of the City’s four indoor pools totaled 620,056 uses
- In 2014 usage at City operated ice arenas was at approximately 97% of prime time capacity

According to an appraisal report developed by Suncorp Valuations in April of 2014, the Cost of Reproduction of all City built infrastructure (not including roads, water and sewer or parks and open spaces) is over \$731M. Of this total, major recreation and parks facilities (valued at over \$1M in replacement value) account for 25% (~\$180M).

The replacement value for major infrastructure is explained as follows (for recreation and parks infrastructure over \$1M). Other notable infrastructure is also presented to show relative value.

**Table 10: Infrastructure Replacement Values**

Facility/Park Space	Replacement Value (New)
Shaw Civic Centre (plus yard improvements)	\$51,350,900
Saskatoon Field House (plus yard improvements)	\$30,568,700
Lawson Civic Centre	\$17,494,000
Cosmo Civic Centre	\$16,829,700
Lakewood Civic Centre	\$18,324,300
Harry Bailey Aquatic Centre	\$17,435,700
Albert Community Centre	\$11,374,000
ACT Hockey and Figure Skating Arena	\$10,453,200
Kinsmen Arena	\$6,008,200
Riversdale Pool Building (plus yard improvements)	\$6,872,800

Facility/Park Space	Replacement Value (New)
Archibald Arena	\$5,203,300
Lion's Arena	\$4,792,100
George Ward Pool Building (washroom and building)	\$4,433,900
Mayfair Pool Building (mechanical and building)	\$4,044,300
Cairns Field Baseball Grandstand	\$3,858,900
Lathey Pool Bathhouse	\$2,543,900
Riverside Badminton and Tennis Club	\$2,461,000
Forestry Farm—General Yard Improvements	\$2,077,000
Bob Van Impe Field (concession, grandstand)	\$1,909,700
Canada Game Boathouse	\$1,574,800
Saskatoon Minor Football Field at Gordon Howe Park (change rooms, yard improvements; outdoor)	\$1,540,500
Holiday Park Golf Clubhouse	\$1,403,100
Forestry Farm—Quarantine Building	\$1,245,000
Forestry Farm—Education Centre	\$1,160,000
Forestry Farm—Auditorium	\$1,066,000
Woodlawn Cemetery Service Building	\$1,020,000
Children's Zoo Building/Monkey House	\$1,002,000
<b>Sub total Recreation and Parks Infrastructure Over \$1M</b>	<b>\$176,696,100</b>

Other Notable Infrastructure	
Teachers Credit Union Place	\$91,495,800
SaskTel Centre	\$81,191,700
City Hall North	\$26,745,700
City Hall South	\$22,198,600
John Deere Building	\$10,862,700
SaskTel Centre Yard Improvements (outdoor)	\$5,169,100
Landscape and Sports Fields (Surveyors Building)	\$1,231,000
Mendel Art Gallery	\$11,660,000

In regards to asset management processes, the City plans for lifecycle replacement and repair of indoor facilities and parks and open spaces. For parks and outdoor spaces a facilities condition audit was completed in 2005. Items included in the inventory were turf, trees, shrub beds, flower beds, soccer/football fields, ball diamonds, walkways, natural areas, and bollards. Benches, backstops, goal posts, fences, play structures, and similar items were not part of this inventory audit. The study identified costs for repair of \$18.5M (2005), 65% of that total (\$12M) were considered urgent or safety related repairs. The summary of upgrade costs by park classification shows Parks in the Special classification had the greatest proportion of repairs required and the Multi-District parks and Neighbourhood Parks were also disproportionately high. Since 2005, Parks Division has been investing accordingly in existing parks while it has also increased the inventory of parks through new development.

In regards to indoor facilities, lifecycle maintenance budgets are currently set at 1.2% of new capital replacement value (identified in previous charts). This budget allocation is contained in the City's Civic Building Comprehensive Maintenance Reserve (CBCM Reserve), which was initially established in 1993. The CBCM Reserve program was reviewed by City Administration in 2012 and recommendations from that review suggested potentially increasing the 1.2%.<sup>1</sup>

The City also offers a number of program and drop-in recreation opportunities at the aforementioned facilities and spaces as well as other publicly accessible places in the City.

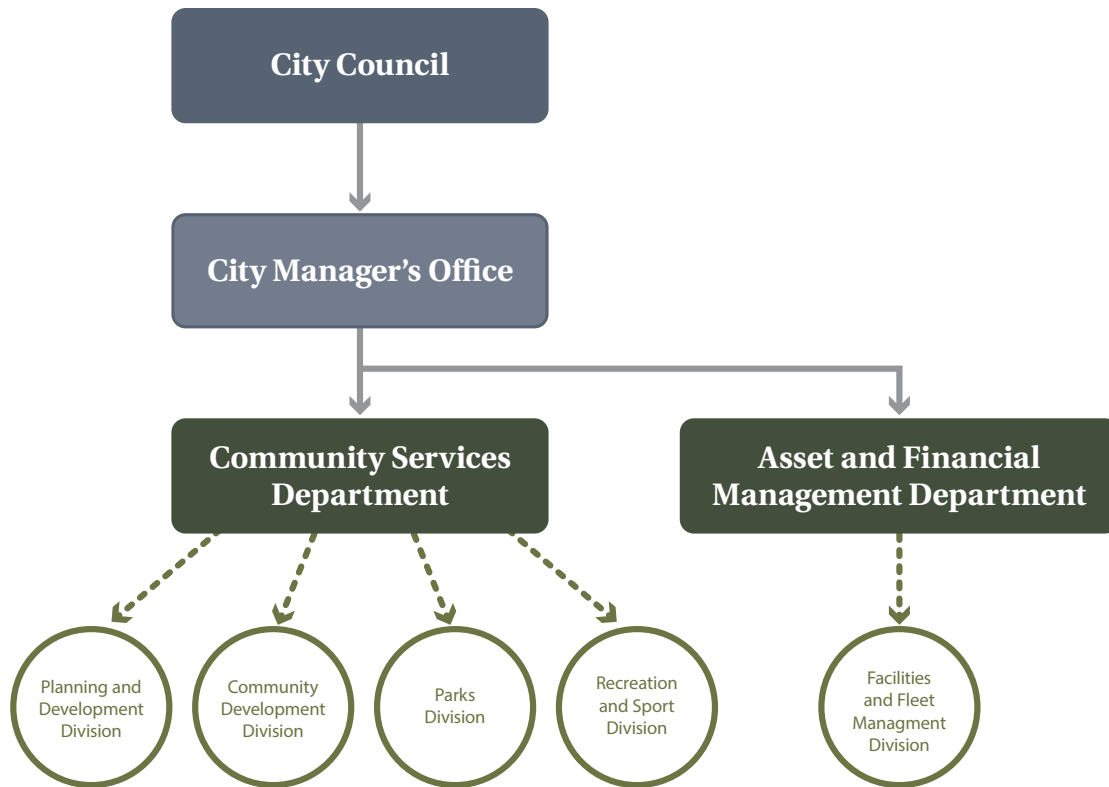
The internal structure for the provision of recreation and parks in the City rests ultimate responsibility for strategic direction with City Council. This strategic direction is then implemented by City Administration. The Community Services Department oversees the day to day operations of recreation and parks programs, facilities and spaces. The City's Facilities and Fleet Management Division compliments the efforts of the Community Service Department by operating and maintaining recreation facilities. The following chart explains the roles of each Division and Department. It is important to note that the entire group does not work in isolation and that there are some tasks that are shared, through a combination of divisions such as promotions and marketing, scheduling, public liaison and strategic planning.



<sup>1</sup> Although no specific direction was recommended in the review, increasing the allocation to between 1.68% and 2.59% of New Capital Replacement Value for the a sample text facility (Shaw Centre).

**Diagram 3: City of Saskatoon Structure \***

As Connected to the Delivery of Recreation and Parks Services, Programs, and Facilities



\* This is only a portion of the City structure related to parks and recreation infrastructure and programs.

City provision of recreation and parks is also guided and governed through various policies and bylaws including, but not limited to:\*\*

- City of Saskatoon 2013 – 2023 Strategic Plan
- Growing Forward, Shaping Saskatoon and the Growth Plan
- Official Community Plan Bylaw No. 8769
- The City of Saskatoon Wetlands Policy
- 1995 Discussion Paper: Role of Municipal Government in Parks and Recreation
- The City of Saskatoon Park Development Guidelines

\*\* These documents, and others, are further discussed in other sections of this report.

# Division Responsibilities

The **Recreation and Sport Division** provides a wealth of opportunity for citizens to participate in and enjoy the benefits of sport, recreation, culture, and park activities. Such activities are a core element of Saskatoon's quality of life and an essential part of individual and community health. Recreation and Sport provides the following services to the citizens of Saskatoon:

- **Spectator Ball Fields and Outdoor Sport Fields:** to support minor and adult sport organizations, the City makes available outdoor spectator to ball and baseball facilities located in the Gordon Howe Park and throughout the city in various parks.
- **Community Partnerships:** developing and sustaining partnerships to ensure sport and recreation facilities are available to the community is important. This is accomplished through development of partnership and joint-use agreements and working with sport organizations to develop sport facilities.
- **Forestry Farm Park and Zoo:** through the delivery of a variety of zoological, horticultural, and conservational heritage program, this service line educates the public on the importance of sustaining animal and plant species native to Saskatchewan.
- **Golf Courses:** golfing is an activity enjoyed by all ages and for many it becomes a lifelong recreational activity. Recreation and Sport operates three courses that challenge all playing abilities.
- **Indoor Rinks:** to support the minor sport organizations and the general public, the City operates six indoor ice surfaces in various locations throughout the city.
- **Outdoor Pools:** the City operates four outdoor pools, providing an opportunity for children and their families to find relief from the summer heat, have fun, and learn how to swim.
- **PotashCorp Playland:** located in Kinsmen Park, this new outdoor facility will create a vibrant one of a kind recreation and tourist attraction that includes a new miniature locomotive train, refurbished animal carousel, and a large Ferris wheel.
- **Program Research and Design:** program research involves gathering information that is used to make decisions on the design and delivery of programming to meet the needs of our citizens. This is accomplished by conducting city-wide surveys, program trend analysis, and program evaluations.
- **Youth Sport Subsidy and Special Event Grants:** recreation and Sport provides financial assistance in the form of a rental subsidy to minor sport organizations through its Youth Sport Subsidy Program. Through the City's Special Event Policy, financial assistance in the form of a grant is provided to non-profit organizations hosting major events in Saskatoon.
- **Animal Services:** recreation and Sport is involved in animal control which includes the subsidized spay/neuter program, the development of dog parks in the city, and the management of the Saskatoon SPCA (Society for the Prevention of Cruelty to Animals) and SACA (Saskatoon Animal Control Agency) contracts.
- **Recreation and Competitive Facilities—Programs:** Recreation and Sport operates six indoor recreation facilities that offer a of variety program opportunities in recreation, swim lessons, public swims, fitness and wellness, and life skills for Saskatoon residents.
- **Recreation and Competitive Facilities—Rentals:** indoor Leisure Centres and competitive facilities provide safe, well-maintained, attractive, and accessible spaces for the delivery of competitive sport programs, public programming, leased space for wellness businesses and sport groups, and to hold community events.

The **Community Development Division** builds community capacity to respond to opportunities, issues, and concerns at the neighbourhood level. This is accomplished through facilitation, consultation and training. Community Development also builds partnerships, shares information, and offer grants to community organizations.

Training and support programs to help build the capacity of Saskatoon's 47 community associations are offered through Community Development. These volunteer-run, non-profit organizations deliver affordable sport, recreation, culture, and park programs in their neighbourhoods.

Furthermore, the Division is responsible for the administration of grants to community based organizations to make sport, culture, recreation, and social programs more accessible.

Community Development promotes partnerships between organizations. By working with the Cultural Diversity and Race Relations program, the Aboriginal Leadership Initiatives, Graffiti Reduction Task Force and the Immigration Action Plan, the Division facilitates information sharing and collaboration that strengthens groups and promotes inclusion.

The Division supports and builds capacity in Saskatoon's Arts and Cultural communities with funding and placement of Public Art throughout the city and also facilitates residents' active participation in the community through a defined and formalized Community Engagement Process.

The Division provides accessible programming opportunities through summer playground and youth centre programs and through the City's Leisure Access Program for low income residents. It also provides supports to the Aboriginal community with respect to sport, culture, and recreation initiatives through leadership development, grant funding, and program delivery.

The Community Development Division also offers a number of great summer programs and activities including:

- Skate Board sites
- Playground Programs
- Paddling Pools and Spray Pads

The **Facilities and Fleet Management Division** (Facilities Division) looks after City-owned buildings and structures, the vehicle and equipment fleet and the radio communications system.

The Facilities Division is responsible for the operation and maintenance of leisure facilities, fire halls, transit buildings, City Hall, and other City office buildings. Project management services for any capital or maintenance projects related to City-owned buildings are also provided, including design, contract tendering and award, and construction management; as well as energy management, space management, and accommodation planning.

The Facilities Division is also responsible for the purchase, repair, and maintenance of the City's vehicle and equipment fleet, including mobile and hand-operated parks and turf equipment. Included as part of this are training, operator certification, and equipment safety courses.

The Planning and Development Division also has a role in the delivery of recreation and parks. The Division oversees the Official Community Plan, which outlines numerous strategic directions related to service provision. The Division is also responsible for:

- Future growth planning;
- Safety audits and Crime Prevention Through Environmental Design (CEPTD) reviews;
- Urban design and streetscapes;
- Active transportation planning; and
- Regional planning.

All of these areas have implications to recreation and parks delivery by the City.

The **Parks Division** is responsible for the maintenance and preservation of more than 1,300 hectares of the City of Saskatoon parks and civic open spaces. This is accomplished by utilizing horticultural maintenance standards, maintenance contracts, and policy development. The Parks Division is further organized into sub-sections as follows:

The *Parks Open Space Design Section* is involved in the planning, design, and development of public lands, which includes all levels of parks, buffers, civic buildings, road rights-of-ways, etc. Responsibilities include planning, estimating, and administration of the capital budgets; conceptual and detailed design; construction project management; public, interdepartmental, and Division consultation; the development and implementation of landscape construction standards; the collection and maintenance of "as-built" data; post-completion of capital projects; and park programming.

*Grounds Maintenance Programs*, which includes the Irrigation Program, is responsible for the maintenance of approximately 622 hectares of irrigated turf, and the operation and maintenance of 402 irrigation systems; 268 sports fields (including 80 Class 1 and 2 fields used for provincial, national and international sporting events); shrub beds; park trees; litter control; park pathways (including snow removal on main lit pathways); and approximately 18 kilometres of cross country ski trails.

The *Greenhouse Program* is responsible for providing and maintaining floral and indoor plant displays for public viewing at the Conservatory, City Hall, other civic facilities, and for landscape enhancement. Approximately 45,000 annuals are produced each year for the Flowerpot Program and flowerbeds in parks and civic open spaces. The "Flower Pot" Program is comprised of a total of 900 plastic pots located along major public roadways and in the Local Business Improvement Districts (BIDS). In addition, the *Conservatory Program*, which welcomes approximately 80,000 visitors a year and our Greenhouse Program produce approximately 4,000 plants/flowers annually for shows.

The *Urban Forestry Program* is responsible for the management of a tree inventory which exceeds 100,000 trees, including maintaining a pruning cycle of 1:7 years and planting approximately 2,500 trees annually. Additional program responsibilities include tree planting, disease control monitoring and prevention (for example Dutch elm disease and Black Knot), and maintaining a tree nursery of approximately 7,000 trees that are utilized for the forestation of city parks, boulevards, buffer strips, medians, streetscapes, and other civic open spaces.

The *Pest Management Program* is responsible for mosquito control monitoring and implementing the Province's response to West Nile virus through a larviciding program. This program is also responsible for enforcing the Provincial Dutch Elm Disease Regulations by monitoring trees throughout the city for elm bark beetles and physically inspecting for improperly stored elm firewood and suspect elm trees.

*Woodlawn Cemetery*, established in 1906, is owned and operated by the City of Saskatoon, and falls under the responsibility of the Parks Division. Woodlawn is centrally located, situated north of 33<sup>rd</sup> Street between 2<sup>nd</sup> Avenue and Warman Road, and is comprised of approximately 42.5 hectares with approximately 3,500 well-established trees. It is operated as a self-funded cemetery with no public tax support.

The *Nutana Pioneer Cemetery*, situated north of Diefenbaker Park on the east bank of the South Saskatchewan River, was closed by City Council in 1911. The cemetery has been declared a "Heritage" site and is maintained by the Woodlawn Cemetery Program.



## Other Service Providers

There are also a number of other community-based organizations that offer recreation and parks services. These groups include, but are not limited to:

- The Meewasin River Valley Authority
- The YMCA
- The YWCA
- The Central Urban Metis Federation Inc.
- Saskatoon Tourism
- The Saskatoon Health Region
- The University of Saskatchewan
- The Saskatoon Tribal Council
- The Saskatoon Indian and Metis Friendship Centre
- The Saskatoon Health Region
- The Greater Saskatoon Catholic School Division
- The Saskatoon Public School Division
- Local sport and interest groups
- Local community associations

Working with these groups, the City is able to leverage expertise and resources to provide the utmost opportunity for residents to participate in recreation and parks pursuits, thereby leading to the many benefits that these valued services lead to. Some of the arrangements with these groups are formalized in the form of legal agreements (i.e. the Joint Use Agreement with each school board) while others are not as formal.



Section

# 7

## **Community Engagement**



# Consultation Summary

A series of consultation activities were undertaken in order to better understand the community and the recreation and parks needs and perspectives of residents and community stakeholders. These activities included a household survey, community group survey, and stakeholder interviews. The outputs from each primary components of the consultation plan are presented to the right.

**Table 11: Consultation Summary**

Methodology	Responses
Broadway Street Fair	21 comments provided
Household Survey (telephone)	400
Public Web Survey	536
Community Group Survey	44
Stakeholder Interviews/ Discussion Groups	25
Input Open House	21
Intercept Surveys	Spray Parks: 33 Skate Parks: 28 Outdoor Pools: 41

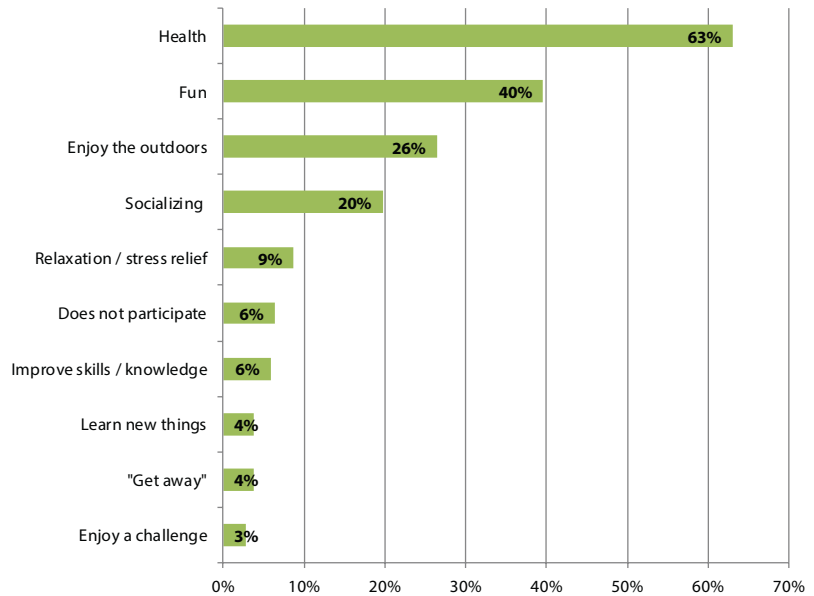
## Household Survey

The questionnaire utilized for the household survey was developed by RC Strategies in conjunction with the City of Saskatoon. Once finalized, the questionnaire was utilized in a telephone survey that was fielded in early November 2014. A total of 400 interviews<sup>1</sup> were completed which provides a margin of error of + 4.9% 19 times out of 20. A web version of the questionnaire was available on the City’s website to provide the opportunity for residents to share their thoughts. The findings of the telephone survey are presented below. The findings from the web survey are presented alongside the telephone survey findings. In some instances percentages may not add to 100% due to rounding. **The web survey is not considered statistically reliable, or representative of all City of Saskatoon households; thus, the information presented should be considered as supplemental to the telephone survey.**



<sup>1</sup> The findings were weighted to reflect the population distribution (by age) from the 2011 Federal Census.

**Graph 1: Main Reasons for Participation in Recreation and Parks Activities**



**TOP OF MIND THOUGHTS**

Respondents were asked to identify the main reasons household members participate in recreation and parks activities. As illustrated in the accompanying graph, almost two-thirds (63%) of respondents cited health as a primary motivation. Other main reasons included for fun (40%), to enjoy the outdoors (26%), and for socializing (20%).

Respondents were then asked to describe, top of mind, the City of Saskatoon's recreation facilities, programs, parks, and events. A variety of responses were provided that were generally positive. Responses provided by at least five percent of respondents included:

- Good/enjoyable (37%);
- Adequate/sufficient (13%);
- Well equipped (10%);
- Excellent (9%);
- Not enough (5%); and
- Great accessibility (5%).

**Web Survey**

*The main reasons included: fun (82%); to enjoy the outdoors (79%); health reasons (77%); for relaxation (65%); and for socializing (52%).*



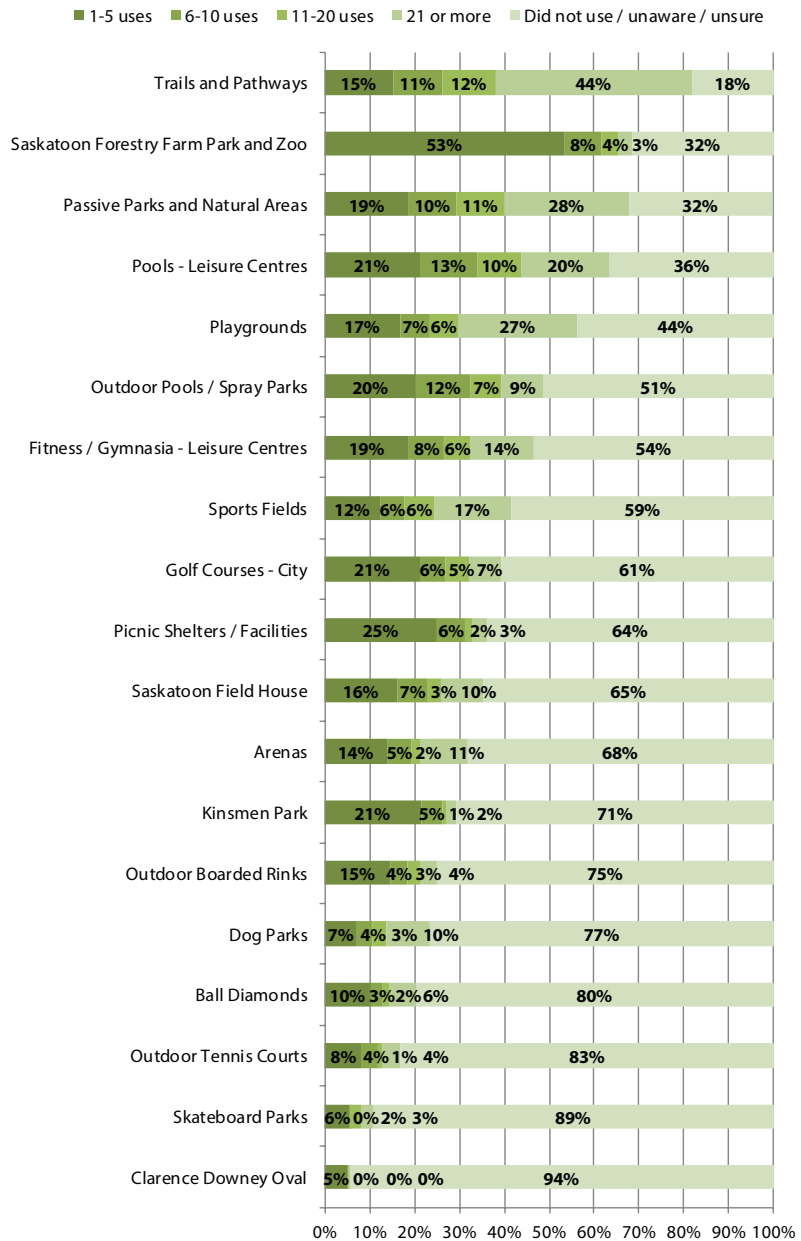
**Graph 2: Household Utilization in the Previous Year**

**CURRENT USAGE/  
VISITATION**

A list of some City owned facilities was presented and respondents were asked to identify the frequency of which household members visited or used each as an active participant. Trails and pathways in the city were used by 82% of households; forty-four percent (44%) of households used the trails and pathways more than twenty times in the previous year. The Saskatoon Forestry Farm Park and Zoo was visited by 68% of households—53% visited it five or fewer times. Saskatoon’s passive parks and natural areas were also used by 68% of households with 49% having used them more than five times. The leisure centre pools and playgrounds were also used by more than half of respondent households (64% and 56% respectively). The Clarence Downey Oval was utilized by 5% of households. See the accompanying graph for more information.

**Web Survey**

*The four facilities used by the greatest proportion of respondent households are the same as with the telephone survey: trails and pathways; passive parks; Saskatoon Forestry Farm Park and Zoo; and pools—leisure centres. Generally online respondents are more likely to use facilities than those participating in the telephone survey.*



**Table 12: Web Survey Results**

Facility/Space	1 – 5 Uses	6 – 10 Uses	11 – 20 Uses	21+ Uses	Did Not Use	Unaware/ Unsure
Trails and Pathways	9%	12%	13%	60%	6%	<1%
Passive Parks	21%	13%	14%	37%	13%	2%
Saskatoon Forestry Farm Park and Zoo	59%	14%	6%	5%	16%	—
Pools—Leisure Centres	25%	15%	15%	20%	25%	<1%
Kinsmen Park	29%	12%	13%	12%	32%	1%
Playgrounds	15%	10%	10%	29%	35%	1%
Picnic Shelters/Facilities	36%	17%	4%	3%	37%	3%
Outdoor Pools/Spray Parks	26%	17%	11%	8%	38%	1%
Golf Courses—City	24%	10%	7%	9%	48%	2%
Arenas	18%	5%	5%	21%	49%	2%
Outdoor Boarded Rinks	27%	9%	6%	5%	51%	3%
Saskatoon Field House	20%	8%	5%	9%	55%	1%
Dog Parks	11%	7%	6%	17%	57%	3%
Fitness—Leisure Centres	22%	7%	3%	8%	58%	1%
Clarence Downey Oval	17%	4%	2%	2%	69%	7%
Outdoor Tennis Courts	17%	6%	4%	2%	69%	3%
Ball Diamonds	13%	4%	3%	5%	73%	2%
Skateboard Parks	11%	4%	2%	4%	78%	3%



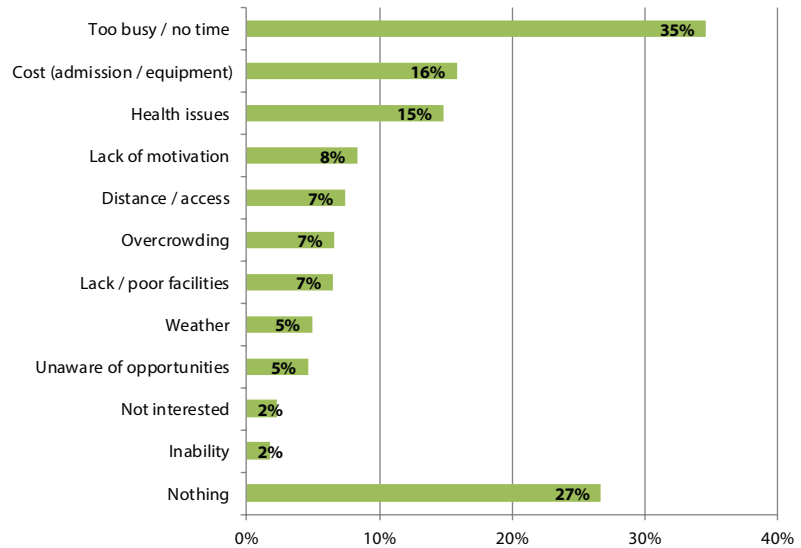
## RECREATION AND PARKS SERVICE ASSESSMENT

Barriers to participation in recreation programs and activities in Saskatoon were identified by respondents. While approximately one-quarter (27%) of respondents stated they experienced no barriers to participation, over one-third (35%) cited a lack of time as something that inhibited participation. Costs of admission and equipment (16%) and health issues (15%) were the next most commonly cited barriers. See Graph 3.

### Web Survey

*Cost (admission/equipment) was identified as the top barrier for online respondents. Thirty-nine percent identified cost as a barrier to participation while thirty-three percent said a lack of facilities/poor facilities was a barrier. Lack of time (30%) and overcrowding (28%) rounded out the top barriers.*

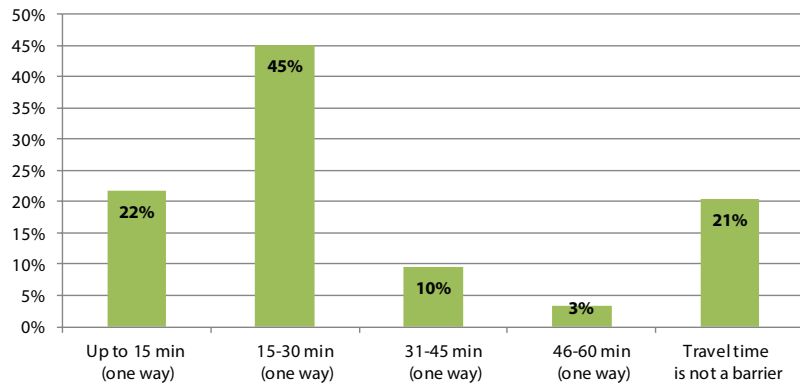
**Graph 3: Barriers to Participation in Recreation Activities**



While twenty-one percent (21%) of respondents stated that travel time to a recreation facility is not a barrier to participation, a similar proportion (22%) commented that travel time beyond 15 minutes (one way) would serve as a barrier. Approximately two-thirds (67%) of respondents felt that travel time up to 30 minutes one way was acceptable.

Nineteen percent (19%) said that acceptable travel time depends on the location while 18% said that some activities are location specific and therefore travel time is not really a factor.

**Graph 4: What amount of travel time is acceptable?**



**Web Survey**

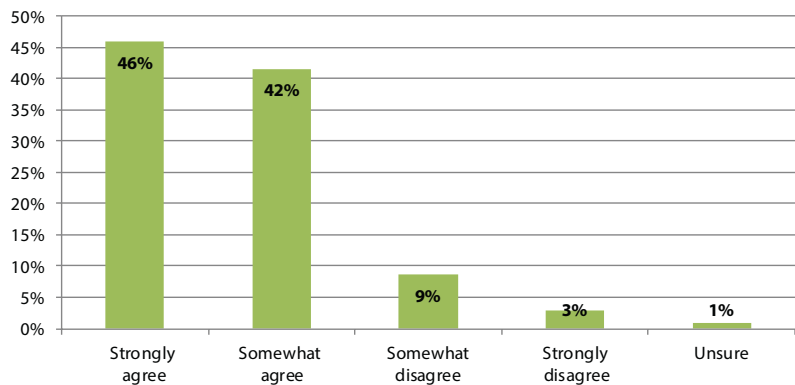
*Forty-two percent of respondents stated that up to 15 minutes one way is acceptable for travel time and only 6% said travel time is not a barrier.*

**Graph 5: The recreation and parks programs/services in Saskatoon are important to my quality of life.**

Eighty-eight percent (88%) agree that recreation and parks programs and services in Saskatoon are important to their quality of life. Forty-six percent of respondents strongly agreed.

**Web Survey**

*Approximately three-quarters (74%) of respondents online strongly agreed that recreation and parks programs and services in Saskatoon are important to their quality of lives. A further 22% somewhat agreed.*



Ninety-four percent of respondents agreed that the community as a whole benefits from the recreation and parks services in Saskatoon. Approximately two-thirds (65%) of respondents strongly agreed with this statement.

### Web Survey

*Eighty-eight percent of respondents strongly agreed that the community as a whole benefits from the recreation and parks programs and services in Saskatoon.*

Eighty-nine percent (89%) of respondents are satisfied with the recreation and parks programs and services currently offered in Saskatoon. Approximately one-third (32%) are very satisfied.

### Web Survey

*Approximately three-quarters (72%) of web respondents are satisfied (10% very satisfied and 62% somewhat satisfied) with the recreation and parks programs and services currently offered in Saskatoon. Twenty-seven percent are dissatisfied. Comments made were wide ranging however concerns about affordability and the costs to access recreation services were mentioned numerous times. Other comments frequently cited included the need for additional ice surfaces/arenas and a preference for providing natural areas without built infrastructure.*

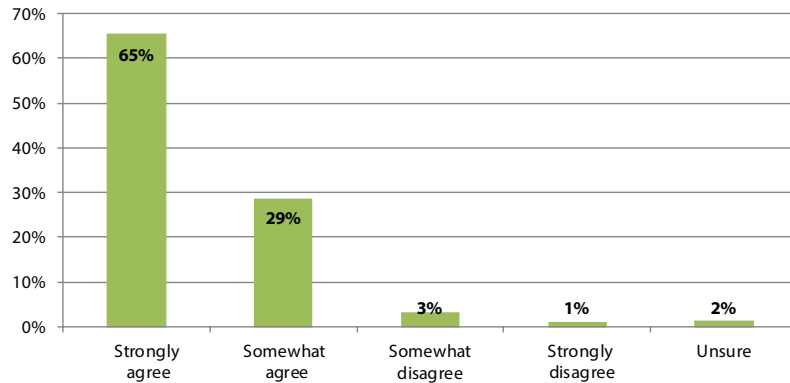
Further, responses were asked to explain their levels of satisfaction. Positive comments included:

- Great variety (19%)
- Generally pleased with the facilities used (11%)
- There is good availability (7%)
- I have everything I need (6%)
- They are too expensive (5%)

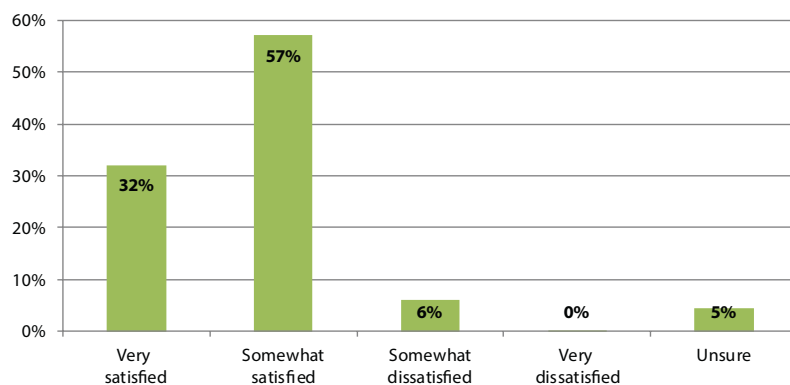
Comments from those dissatisfied included:

- Better hours and more facilities are needed (11%)
- More availability is needed (9%)

**Graph 6: The community as a whole benefits from the recreation and parks services in Saskatoon.**



**Graph 7: How satisfied are you with the recreation and parks services currently offered in Saskatoon?**

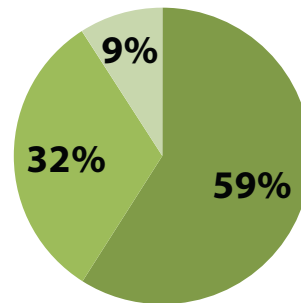


**Graph 8: Is there a need for new/upgraded recreation and parks facilities to be developed in Saskatoon?**

## NEW/UPGRADED RECREATION AND PARKS FACILITIES

When asked if there is a need for new and/or upgraded recreation and parks facilities (including trails) to be developed in Saskatoon, over half (59%) said, "Yes". Approximately one-third (32%) said, "No".

■ Yes ■ No ■ Don't know / unsure



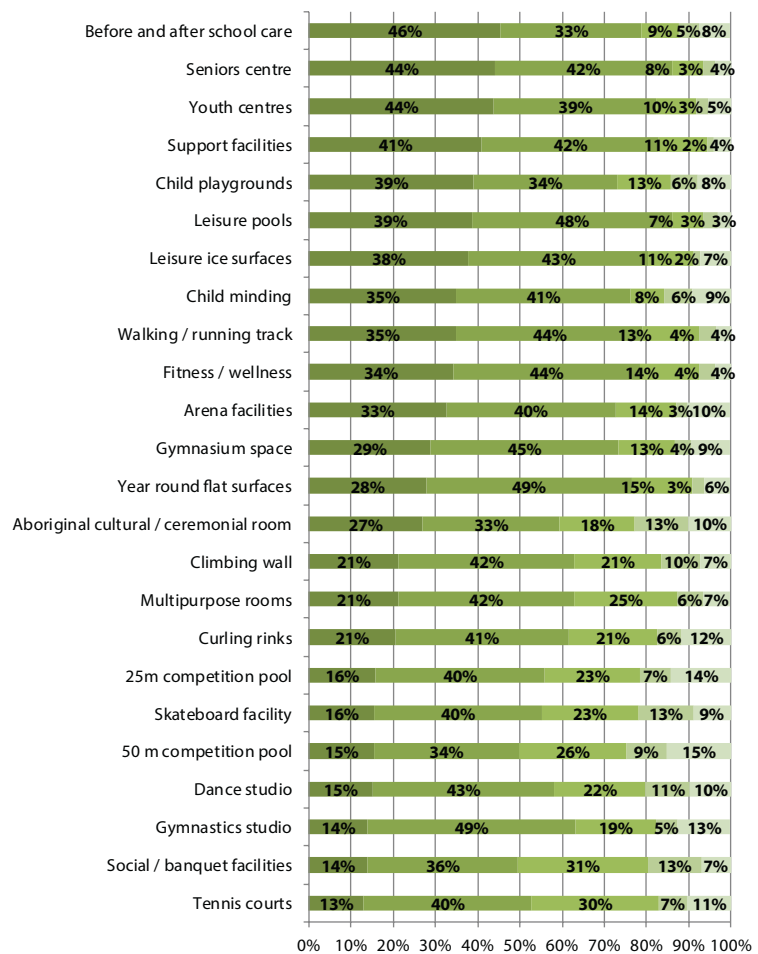
### Web Survey

The vast majority (89%) of web respondents think there is a need for new/upgraded recreation and parks facilities to be developed in Saskatoon, 5% did not.

Respondents who think facilities should be developed (and those who were unsure) were then asked to identify their levels of support for various indoor and outdoor facilities. In terms of indoor facilities, the most support was provided for: seniors centre, leisure pools, support facilities (e.g. parking, food facilities, washrooms, social gathering space), youth centres, leisure ice surfaces, walking/running track, and before and after school care. Consider those facility components that were strongly supported, the top were: before and after school care, seniors centre, youth centres, support facilities, child playgrounds, and leisure pools. See the accompanying graph for more details.

**Graph 9: Level of Support for Indoor Facility Components**

■ Strongly support ■ Somewhat support ■ Somewhat oppose ■ Strongly oppose ■ Unsure



### Web Survey

Considering those components that were strongly supported by web respondents, the top ten are: support facilities (40%); arena facilities (34%); leisure ice surfaces (32%); youth centres (31%); before and after school care (31%); walking/walking track (25%); child minding (25%); child playgrounds (25%); seniors centres (24%); and year round flat surfaces (24%).

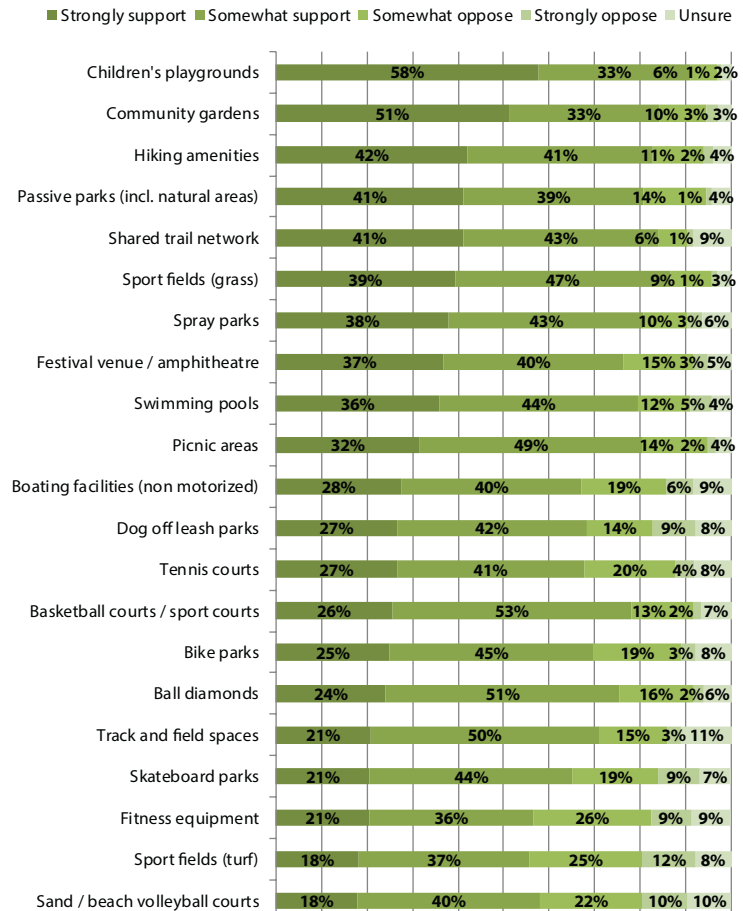


**Graph 10: Level of Support for Outdoor Facility Components**

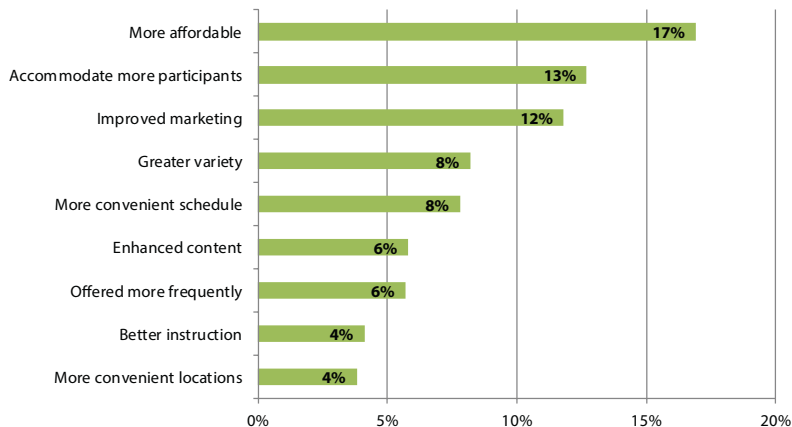
Considering outdoor facility components those receiving the greatest amount of total support included: children’s playgrounds, community gardens, grass sports fields, hiking amenities, shared trail network, and passive parks. Considering those facility components that were strongly supported the top were: children’s playgrounds, community gardens, hiking amenities, passive parks, and shared trail network. See the accompanying graph.

**Web Survey**

Considering those components that were strongly supported by web respondents, the top ten are: shared trail network (62%); passive parks (58%); community gardens (54%); hiking amenities (51%); children’s playgrounds (44%); boating facilities —non motorized (41%); spray parks (32%); festival venue/ amphitheatre (31%); picnic areas (30%); and dog off leash parks (29%).



**Graph 11: Improvements/Changes to Recreation and Parks Programs**



**PROGRAMMING**

Recognizing that there are a number of organizations that offer recreation and parks programs to city residents, respondents identified improvements to existing programs. The largest proportion (17%) of respondents indicated programs need to be more affordable. Thirteen percent (13%) said the programs need to accommodate more participants; twelve percent (12%) said the marketing of programs needs to be improved.

**Web Survey**

*The top five improvements according to web respondents are: more affordable (44%); more convenient schedule (37%); improved marketing (37%); accommodate more participants (35%); and greater variety (35%).*

Respondents were then able to identify program priorities for a variety of groups. The top five priorities for each segment are noted below.

**Children (0 – 12 years)**

- Emphasis on physical activity
- Swimming lessons
- Non competitive sports
- Learning and development programs
- Day camps

**Web Survey**

- *Swimming*
- *Cross country skiing*
- *Connecting to nature*
- *Music and the arts*
- *Unstructured play*

**Youth (13 – 19 years)**

- Physical activities
- Sport leagues
- Safe bike paths/skateboarding
- Indoor sports (basketball, volleyball)
- Drop in centres

**Web Survey**

- *Nature appreciation/environment*
- *Cross country skiing*
- *Unstructured play*
- *Cycling*
- *Arts and crafts*

### **Adults (20 – 64 years)**

- Activities to stay physically active
- Flexible times for programs
- Swimming programs
- Social interaction
- Arts and cultural programs

#### **Web Survey**

- *Cross country skiing*
- *Nature appreciation/environment*
- *General fitness/yoga*
- *Swimming*
- *Cooking*

### **Seniors (65 years and older)**

- Programs with an emphasis on health and physical activity
- Social programs
- Adapted sports for senior abilities
- General interest classes
- Water aerobics

#### **Web Survey**

- *Nature appreciation/environment*
- *Walking*
- *General fitness*
- *Cross country skiing*
- *Yoga/tai chi*

### **Families**

- Aquatic programs
- Physical activities for all ages
- Affordable programs
- Daycare
- Parenting classes

#### **Web Survey**

- *Cross country skiing*
- *Nature appreciation/environment*
- *Cycling*
- *Hiking*
- *Gardening*

### **People with Disabilities**

- Accessible programs for wheel chairs
- Adapted programs for limited abilities
- Social interaction
- Group activities
- Affordable programs

#### **Web Survey**

- *Cross country skiing*
- *Nature appreciation/environment*
- *Gardening*
- *Hockey/sledge hockey*
- *Arts*

### **New Immigrants**

- Help with communication needs
- Cultural education to learn customs of their new home
- Support to understand programs and activities available to them
- Community events to meet those in their neighbourhoods
- Cultural support to connect with others from their homeland

#### **Web Survey**

- *Welcome/settling in services*
- *Community events*
- *Cross country skiing*
- *Nature appreciation*
- *Better promotion and communication of opportunities*

### **Aboriginal Peoples**

- Cultural support
- Integrate them not segregate them
- Accessibility
- Fitness and recreation programs
- Low cost family activities

#### **Web Survey**

- *Nature appreciation/environment*
- *Cultural and artistic programs*
- *Programs should be inclusive of all people (not new programs but accepting programs)*
- *Programs should be offered throughout the city at a variety of venues (people live across the city)*
- *Aboriginal culture should be shared and recognized by all*

## OTHER CONSIDERATIONS

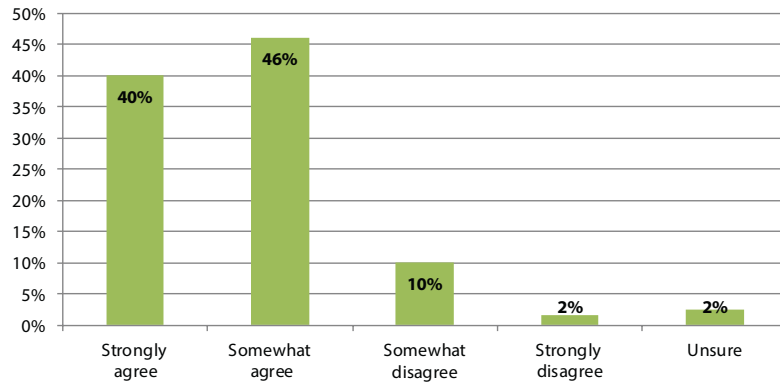
Respondents were provided with a series of statements regarding the development and delivery of recreation and parks programs, services and facilities. For each statement they were to state their levels of support.

Eighty-six percent (86%) of respondents agreed that residents can benefit from recreation and parks services even if they do not use them directly.

### Web Survey

*Forty-two percent of web respondents strongly agreed that residents can benefit from recreation and parks services even if they do not use them. Forty-six percent somewhat agreed.*

**Graph 12: Residents can benefit from recreation and parks services even if they do not use them.**

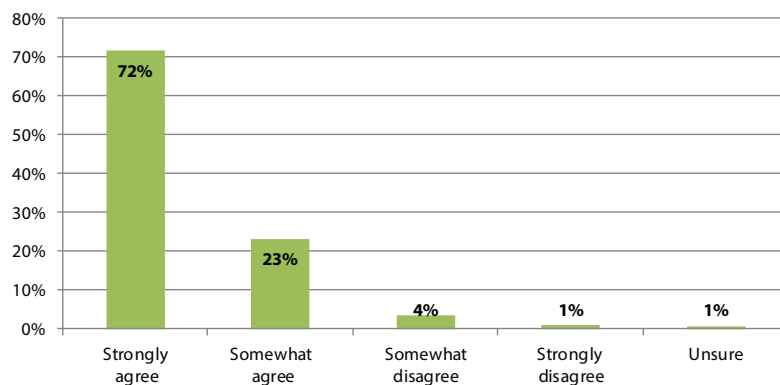


Ninety-five percent (95%) of respondents agreed that recreation and parks are “must have” services.

### Web Survey

*Eighty-five percent of web respondents strongly agreed that recreation and parks are “must have” services. A further twelve percent somewhat agreed.*

**Graph 13: Recreation and parks are “must have” services.**

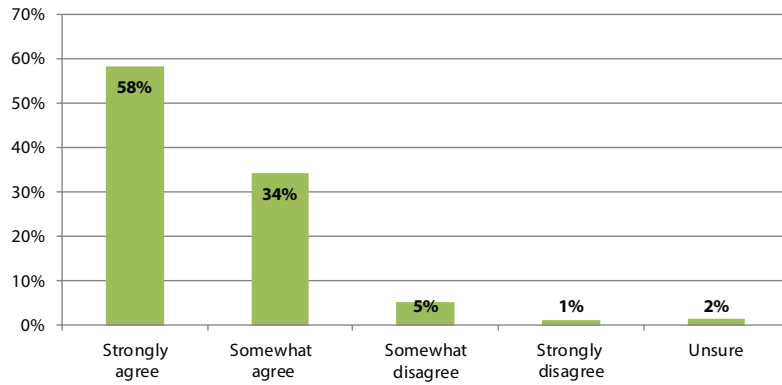


Ninety-two percent of respondents agreed that recreation and parks contribute to civic pride in Saskatoon.

**Web Survey**

Seventy-seven percent of web respondents strongly agreed that recreation and parks contribute to civic pride. Twenty percent somewhat agreed.

**Graph 14: Recreation and parks contribute to civic pride in Saskatoon.**

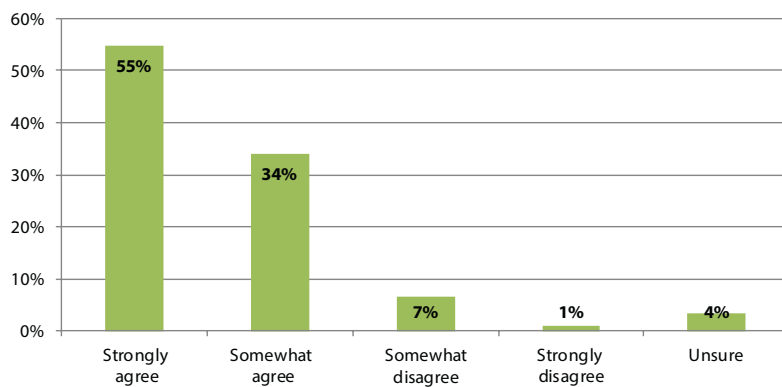


Eighty-nine percent agreed that where possible facilities should be developed considering their impact on the environment.

**Web Survey**

Sixty-nine percent of web respondents strongly agreed that facilities should be developed considering their impact on the environment. Twenty-five percent somewhat agreed.

**Graph 15: Where possible, facilities should be developed considering their impact on the environment.**

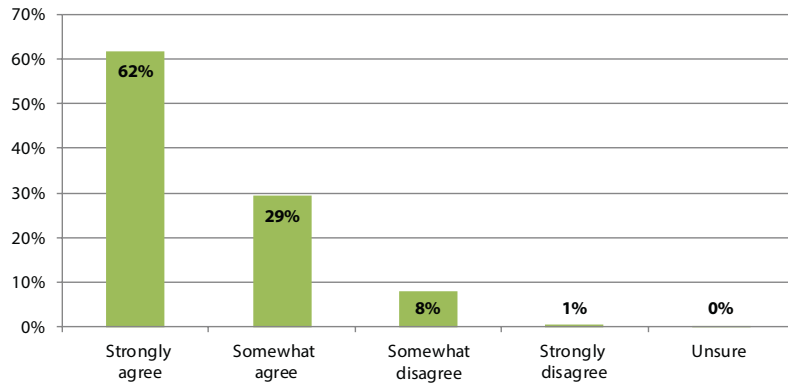


**Graph 16: It is important to maintain/upkeep our existing facilities before we consider developing new ones.**

Ninety-one percent of respondents agreed that it is important to maintain or upkeep existing facilities before consideration is given to developing new facilities.

**Web Survey**

*Forty-seven percent of web respondents strongly agreed that it is important to maintain existing facilities before new ones are developed. Forty percent somewhat agreed.*

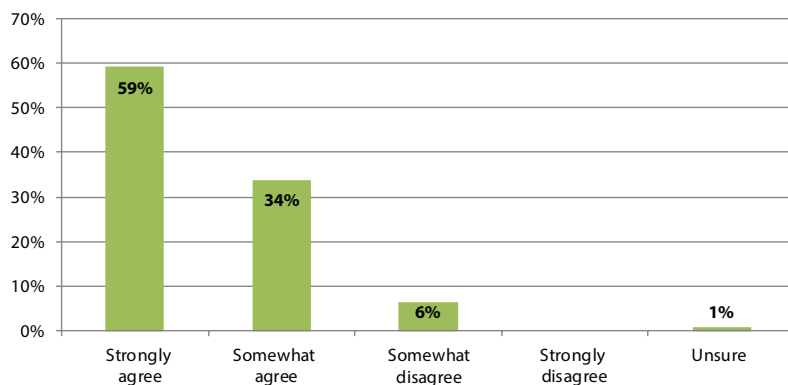


**Graph 17: Recreation and parks help strengthen and bring the community together.**

Ninety-three percent of respondents agreed that recreation and parks help strengthen and bring the community together.

**Web Survey**

*Seventy-five percent of web respondents strongly agreed that recreation and parks help strengthen and bring the community together. Twenty-one percent somewhat agreed.*

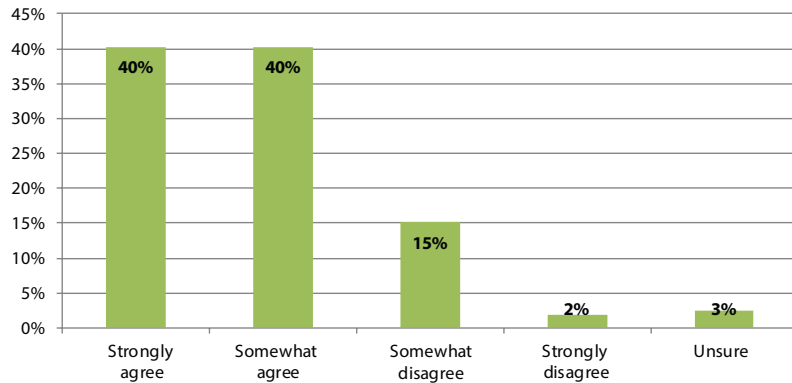


Eighty percent of respondents agreed that recreation and parks contribute to the local economy by attracting new residents and visitors.

**Web Survey**

*Sixty-four percent of web respondents strongly agreed that recreation and parks contribute to the local economy by attracting new residents and visitors. Twenty-nine percent somewhat agreed.*

**Graph 18: Recreation and parks contribute to the local economy by attracting new residents and visitors.**

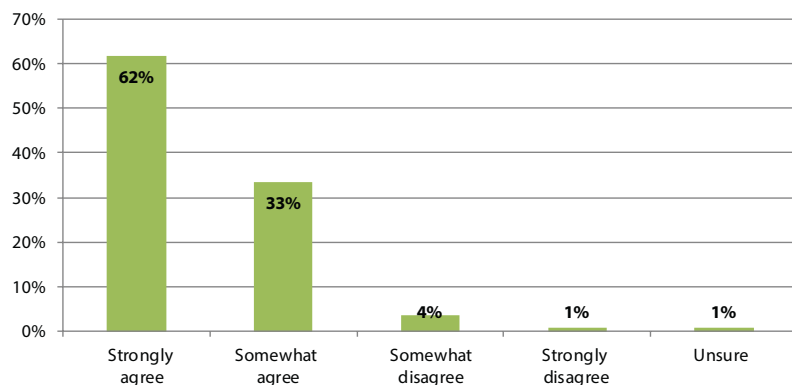


Ninety-five percent of respondents agreed that where possible, the municipalities in the Saskatoon region should work together to provide recreation opportunities for residents.

**Web Survey**

*Web Survey: Sixty-eight percent of web respondents strongly agreed that municipalities in the region should work together to provide recreation opportunities where possible. Twenty-six percent somewhat agreed.*

**Graph 19: Where possible, the municipalities in the Saskatoon region should work together to provide recreation opportunities for residents.**

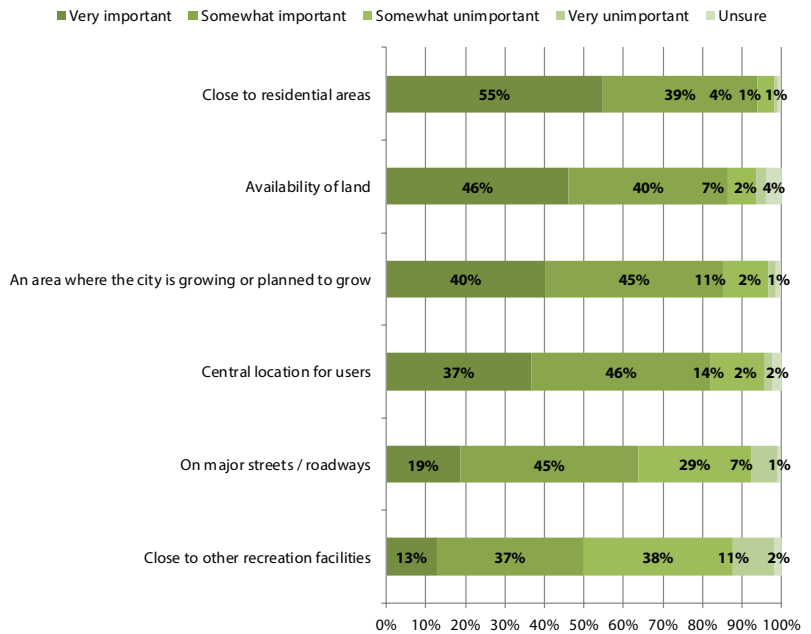


Respondents were presented with a series of criteria that could be used when identifying a location for a potential recreation facility. As illustrated in the following figure, the primary criteria to consider is proximity to residential areas. Ninety-four percent of respondents said this was important with 55% saying it is very important.

**Web Survey**

*Fifty-two percent of web respondents felt that proximity to residential areas is a very important criterion to consider when identifying a location for potential recreation facilities. Forty-three percent of respondents stated a central location for users is a very important site criteria; thirty-seven percent felt that the availability of land is very important.*

**Graph 20: Importance of Site Criteria for New Recreation Facilities**



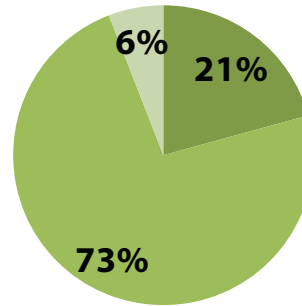


**Graph 21: Support for Tax Support Options for the City's Recreation and Parks Programs and Facilities**

**WILLINGNESS TO PAY**

The City of Saskatoon recreation and parks programs and facilities are paid for by a combination of tax support (including property taxes) and fees paid by users. Twenty-one percent (21%) of respondents supported an increase in levels of tax support that should go towards the City's recreation and parks programs and facilities. Approximately three-quarters (73%) of respondents felt the level of tax support should be maintained. See the accompanying graph.

- Increase current level of tax support
- Maintain current level of tax support
- Decrease current level of tax support



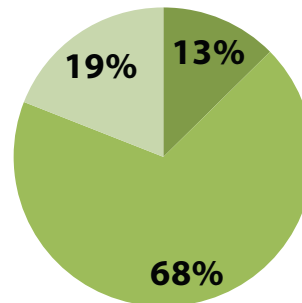
**Web Survey**

*Forty-nine percent supported an increase in the current level of tax support, forty-eight percent support maintaining the levels.*

**Graph 22: Support for User Fee Options for the City's Recreation and Parks Programs and Facilities**

In terms of user fees, thirteen percent (13%) of respondents supported an increase in the level of user fees while 68% felt the user fees should be maintained. See Graph 22.

- Increase current level of user fees
- Maintain current level of user fees
- Decrease current level of user fees



**Web Survey**

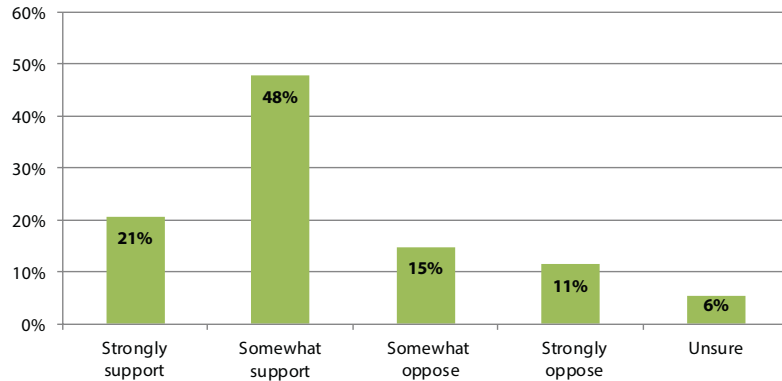
*Nineteen percent supported an increase in the current level of user fees, fifty-five percent support maintaining the levels. Twenty-five percent felt the level of user fees should decrease.*

Further questions were posed related to an increase in property taxes to support recreation programs and facilities (including parks and trails). Specifically respondents were asked to what degree they would support an increase in property taxes for recreation services their household members would use. As illustrated in the accompanying graph over two-thirds (69%) of respondents would support an increase in property taxes with 21% strongly supporting an increase.

**Web Survey**

*Thirty-seven percent strongly supported and increase in property taxes for recreation services used by their households while an additional 41% somewhat supported it.*

**Graph 23: Support for Property Tax Increase for Recreation Services Your Household Would Use**

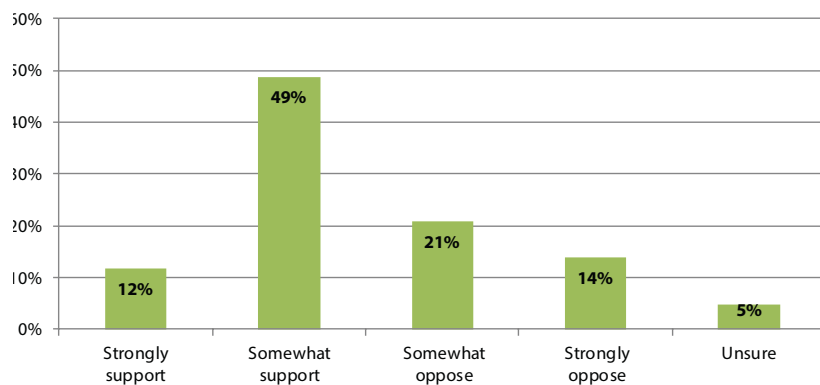


**Graph 24: Support for Property Tax Increase for Recreation Services Your Household May Not Use**

The question was broadened and respondents were asked about their level of support for a property tax increase for recreation services that are important to the broader community but that their household members may not or would seldom use. Approximately two-thirds (61%) would support this increase with 12% strongly supporting it.

**Web Survey**

*Twenty-two percent strongly supported and increase in property taxes for recreation services that may not be used by their households while an additional 45% somewhat supported it.*



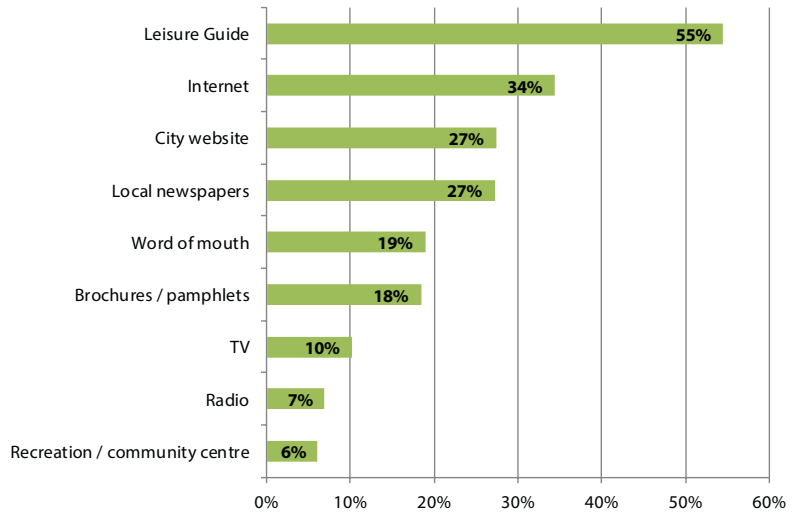
**Graph 25: Main Sources of Information About Recreation and Parks Services and Opportunities**

**COMMUNICATIONS**

Over half (55%) of respondents identified the Leisure Guide as one of their main sources of information about recreation and parks services and opportunities in Saskatoon. Approximately one-third (34%) said that the internet generally is an important source. The City's website was specifically mentioned by 27% of respondents as were local newspapers.

**Web Survey**

*The main sources of information are: Leisure Guide (76%); internet (58%); word of mouth (54%); and the City's website (49%).*



**Table 13: Respondent Profile**

Respondent Characteristics	Proportion
<b>Respondent Age</b>	
18 – 30 years	10%
31 – 40 years	29%
41 – 50 years	14%
51 – 60 years	19%
61 – 70 years	10%
71 and older	8%
Refused	10%
<b>What is the proportion of the population amongst respondents is in each segment?</b>	
0 – 9 years	18%
10 – 19 years	12%
20 – 29 years	8%
30 – 39 years	20%
40 – 59 years	27%
60 – 69 years	8%
70 years and older	7%
<b>How long have you lived in the area?</b>	
< 1 year	2%
1 – 5 years	6%
6 – 10 years	12%
11 – 15 years	11%
16 – 20 years	18%
More than 20 years	49%
Refused	1%

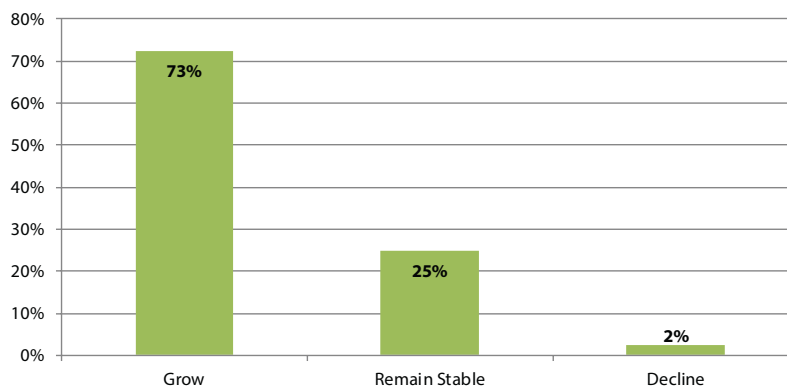
Respondent Characteristics	Proportion
<b>Do you expect to be living in Saskatoon for the next five years?</b>	
Yes	93%
Not sure	5%
No	10%
<b>Do you own or rent your home?</b>	
Own	84%
Rent	13
Refused	3%
<b>Have you or members of your household immigrated or resettled in Canada within the last 5 years?</b>	
Yes	6%
No	92%
Refused	2%
<b>Which best describes your total household annual income before taxes in 2013?</b>	
Less than \$30,000	5%
\$30,000 to \$44,999	7%
\$45,000 to \$59,999	8%
\$60,000 to \$74,999	10%
\$75,000 to \$89,999	8%
\$90,000 to \$104,999	6%
\$105,000 to \$119,999	9%
\$120,000 to \$134,999	5%
\$135,000 to \$149,999	4%
\$150,000 and over	11%
Refused	27%

# Community Group Questionnaire

A questionnaire was fielded to community groups and organizations in Saskatoon that are involved in the provision of recreation (and related) programs and events. The questionnaire was distributed to an extensive list of groups (~200) representing a variety of interests and activity types.

Group representatives were provided with the option of completing a questionnaire online through a web survey tool or filling out a PDF version. In total 41 responses were provided (a complete list of participating groups can be found in the 2015 State of Recreation and Parks). In some cases not all groups responded to each question.

**Graph 26: Expectations for Participant/Membership/Client Numbers**



To begin the questionnaire, group representatives were asked a variety of questions about the activities and current state of their organizations and its members, participants, and clients. The majority of responding groups indicated that their membership consists of multiple age ranges:

- 17 groups (41%) reported having members/participants/clients that are preschool aged (ages 0 – 5).
- 23 groups (55%) reported having members/participants/clients that are youth (ages 6 – 12).
- 24 groups (57%) reported having members/participants/clients that are teens (13 – 17).
- 35 groups (83%) reported having members/participants/clients that are adults (18 – 39).
- 33 groups (79%) reported having members/participants/clients that are adults (40 – 59).
- 29 groups (69%) reported having members/participants/clients that are seniors (ages 60 and older).

Groups were asked about their future expectations for participant/members/ or client numbers. As illustrated in Graph 26, the majority of groups (73%) expect to grow while a quarter (25%) expected to remain stable. Only one group (2%) expected to decline.



Group representatives were next asked to provide an estimate of the residency of their organizations member/participant/client numbers. Forty (40) of the forty-one (41) groups that provided a response to the question indicated that three-quarters (75%) or more of their members, participants, and clients reside in Saskatoon. However over half of the groups also indicated that they did draw members, participants, and clients from areas outside of the city.

Group representatives were asked to identify the facilities and spaces that their organization had utilized most frequently for its events, programs and other activities in the previous 12 months. A wide array of specific facilities or types of spaces was identified by the groups. Indoor facilities or spaces identified by five or more groups were:

- School gymnasiums (identified as being used by 14 groups)
- Community arenas (12 groups)
- Saskatoon Field House (8 groups)
- Curling clubs/facilities (7 groups)

**Outdoor** facilities or spaces identified by five or more groups were:

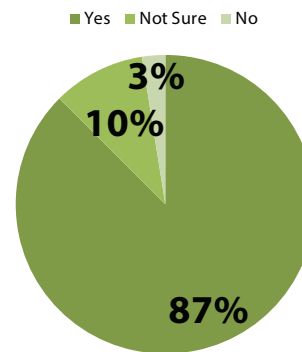
- Outdoor swimming pools and/or splash pads (9 groups)
- Forestry Farm Park and Zoo (6 groups)
- Meewasin Valley trails (5 groups)
- Lakeview Park (5 groups)

Space was also provided for group representatives to identify any enhancements that could improve their groups' enjoyment of the facilities they currently use. Thirty-four (34) wide-ranging comments were provided. The vast majority of comments identified specific upgrades that are required at the facilities that groups used. Commonly cited concerns identified by groups included:

- Issues with physical accessibility;
- A lack of space/capacity for programs and events; and
- Issues with, or a lack of, support amenities.

Group respondents were next asked if there is a need for new or upgraded recreation and parks facilities and spaces to be developed in Saskatoon. As illustrated by the adjacent graph, the majority of groups (87%) indicated that new development was needed.

**Graph 27: Do you think that there is a need for new and/or upgraded recreation and parks facilities?**



Group respondents were next provided with (separate) lists of indoor and outdoor facilities, and asked to identify which facilities Saskatoon requires “new or more of” as well as those types of facilities that should be “upgraded or renovated”. For the majority of facility and space types, group representatives indicated that new development is needed in

order to expand the quantity of provision in the city. In some instances a high proportion of respondents indicated that both new development and upgrades/renovations to existing facilities are needed. See the following charts for a complete breakdown and overview of the findings.

**Table 14: Indoor Facilities and Spaces Preferences**

<b>Indoor Facilities and Spaces</b>	<b>New/More of</b>	<b>Upgraded/Renovated</b>
Before and after school care facilities	100% <sup>1</sup>	17%
Indoor child playgrounds	88%	19%
Seniors centre	87%	13%
Indoor skateboard facility	86%	21%
Gymnasium type spaces	83%	17%
Ice surfaces for leisure skating use (keep together with arena)	82%	35%
Child minding	82%	18%
Indoor walking/running track	81%	19%
Year round indoor flat surfaces (e.g. for activities such as lacrosse/ball hockey/roller derby)	80%	33%
Youth centres	80%	27%
Indoor climbing wall	75%	25%
Social/banquet facilities	70%	30%
Aboriginal Cultural/Ceremonial room (e.g. to host talking circles, elder groups, smudges, prayer ceremonies, other ceremonial events)	69%	39%
Multipurpose program/meeting rooms	69%	44%
Arena facilities for ice and dry floor use in the summer	68%	42%
Support facilities (e.g. parking, food facilities, washrooms, social gathering spaces)	68%	42%
Gymnastics studio	60%	40%
Indoor leisure swimming pools	57%	50%
Fitness/wellness facilities (e.g. exercise/weight room)	56%	61%
Indoor tennis	50%	60%
Dance studio	46%	73%
25 metre competition swimming pools	38%	63%
50 metre competition swimming pools	38%	63%
Curling rinks	23%	85%

<sup>1</sup> Indicates percent (5) of responding groups.

**Table 15: Outdoor Facilities and Spaces Preferences**

<b>Outdoor Facilities and Spaces</b>	<b>New/More of</b>	<b>Upgraded/Renovated</b>
Outdoor fitness equipment	92%	8%
Community gardens	89%	33%
Passive park (including natural areas)	80%	35%
Shared use trail network/system	79%	37%
Outside festival venue/amphitheatre	79%	21%
Bike parks (e.g. BMX, mountain bike)	79%	36%
Sport fields—grass (e.g. soccer, football, ultimate Frisbee, cricket)	79%	36%
Sand/beach sand volleyball courts	77%	23%
Dog off leash parks	77%	39%
Outdoor basketball courts/sport courts	77%	53%
Sport fields—artificial turf	75%	33%
Water spray parks	75%	33%
Skateboard parks	75%	38%
Picnic areas	74%	47%
Hiking amenities (e.g. such as board walks, interpretive signage, viewing blinds)	73%	40%
Track and field spaces	71%	50%
Boating facilities—non-motorized (e.g. canoe/kayak/rowing)	63%	38%
Children's playgrounds	58%	58%
Ball diamonds	50%	67%
Boating facilities—motorized	44%	56%
Outdoor swimming pools	40%	60%
Outdoor tennis courts	36%	64%

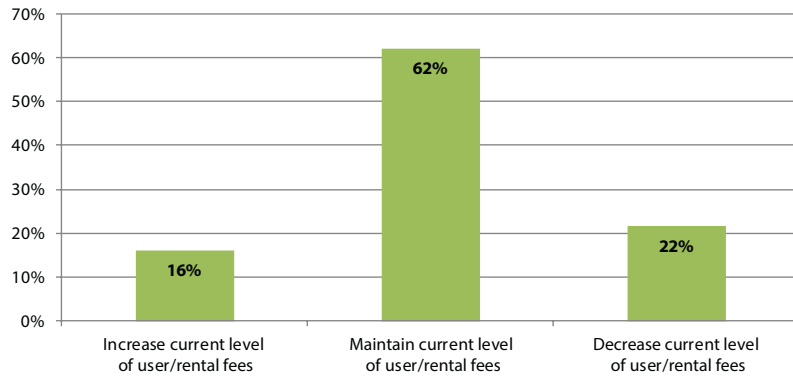


Understanding that there are costs associated with facility development or upgrades, group respondents were next asked to identify their preferences for future users and rental fees. As illustrated in the graph, the majority (62%) of group representatives prefer that user and rental fees are maintained at their current level. Only 16% of responding groups were in favour of an increase in user/rental fees and 22% indicated that they would like to see fees decrease.

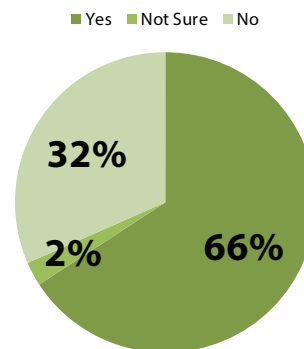
Space was provided for group representatives to explain their response. Thirty-six (36) comments were provided. The vast majority of comments expressed the need to keep user and rental fees similar to current levels in order to ensure that programs remain affordable and accessible for participants. A number of group representatives also indicated that an increase in fees would impact their organizations sustainability and/or ability to offer programming.

Group representatives were next asked a series of questions on the partnerships that they have (or could potentially form) with other groups and local municipalities. As illustrated in the adjacent graph, approximately three-quarters (66%) of groups indicated that they currently partner with other community organizations and/or local municipalities (City or neighboring municipalities) to provide recreation services in the Saskatoon area. When asked to provide further detail on the types of partnerships that are currently in place, group representatives identified a variety of examples. Common partnerships identified by groups included sharing facilities, supporting the initiatives of other community groups (by providing volunteers or other resources), joint fundraising initiatives, and sharing knowledge or information.

**Graph 28: User/Rental Fee Preferences**



**Graph 29: Does your organization partner with other community organizations and/or local municipalities (City or neighbouring municipalities) to provide recreation services in Saskatoon?**

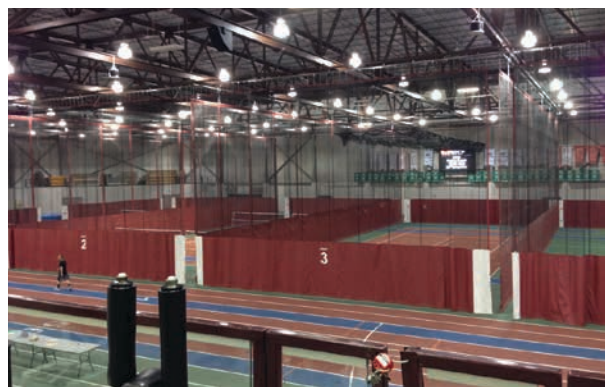


Group representatives were also asked to identify new or future opportunities for community organizations to work together to enhance the recreation and parks programs and facilities in the community. Twenty-seven (27) groups provided comments or examples. Most frequently mentioned in the comments is the need for the City to enhance the support provided to community groups. Group representatives commonly identified the benefits that could be attained through additional financial support from the City, while other comments spoke to opportunities for the City to help provide or facilitate the provision of increased access to facilities and spaces for their organization. A number of comments were provided on the need for community groups and the City to work with schools in order to expand the utilization and access to school gymnasiums and other program spaces.

To get a further sense of the key challenges and barriers facing community organizations, group representatives were asked to identify the main challenges their organization is dealing with as it strives to meet its goals and objectives. Four themes were commonly identified in the thirty-nine (39) comments that were provided:

- Financial barriers and limitations affecting their group (e.g. sustainable funding, increasing operating costs);
- Difficulty accessing suitable facilities or spaces;
- Quality of current facilities (e.g. aging facilities, lack of amenities); and
- Recruiting and/or retaining volunteers.

Further to the challenges and barriers that were identified; group representatives were next asked to identify the single most important action, support, or resource that the City of Saskatoon could provide to help their organization address its current challenges. Of the thirty-nine (39) comments provided, the majority indicated that increased financial support of their organization and new facility development were needed. Multiple comments were also provided on the need for City Council and administration to better acknowledge the importance of recreation and leisure and the role that organizations in the city play in delivering programs and events.



# Stakeholder Interviews/ Discussion Groups

A number of interviews and discussion groups were convened to discuss the current and future provision of recreation and parks services in Saskatoon. In total twenty-five groups and individuals entered into discussions with the consultant or provided comment regarding recreation provision. See the 2015 State of Recreation and Parks Appendix for the list of those providing input. There was a wide representation that included indoor and outdoor sport groups, individuals from the Aboriginal community, regional municipalities, Newcomers, educational institutions, tourism interests, land developers, etc.

A synopsis of the discussions that took place is presented below according to themes. The identity of specific groups or individuals is not disclosed and comments are not attributed to anyone. Rather the intent is to present a summary of what was heard.

## Themes

### NATURAL AND NATURALIZED AREAS AND PARKS

The river valley in Saskatoon is considered a particularly important natural and recreational asset. Efforts should be made to preserve this natural component. As well, natural and naturalized areas should be available throughout the city. This is important not only from an environmental perspective but can be cost effective as these types of areas do not require the same level of maintenance. To ensure these areas are distributed throughout the city (and as the city grows), including a specific classification along with targeted amounts should be part of City policy. Natural areas as well offer great locations for people to recreate and enable people to connect to nature—a trend that is becoming more prevalent.

### NON-STRUCTURED AND SPONTANEOUS RECREATION OPPORTUNITIES

It is important to provide recreation opportunities that enable spontaneous non-structured participation. People want to participate at times and in ways that are convenient and appropriate to them. Not all people for all purposes want to be limited to formal programs with structured times. This can be manifested in ensuring there are drop in times at facilities and providing open, relatively undeveloped park space for people to play. Walking is a great example of a spontaneous non-structured activity. Natural areas can serve as a venue for this activity for example.

### TRAIL SYSTEM ENHANCEMENT

Further enhancement of the integrated trail system in Saskatoon was called for. This system certainly provides opportunities for people of all ages and abilities to recreate at their convenience. By linking the trails to major destinations, the system can also serve as a transportation corridor enabling access for people without requiring bus or automobile transportation. These corridors can also serve as transportation networks for wildlife in the city. Plans in new areas of the community must include trail systems. When considering trail enhancements it is important to consider that people with mobility issues use trails to recreate and to integrate with nature. As such it is important to consider surface material and slopes to ensure access is not denied to those in wheelchairs, etc.

### RECREATION IS A GOOD WAY TO INTEGRATE PEOPLE INTO THE COMMUNITY

Certainly this applies to all people moving to a community but it can be particularly important to immigrants, persons with disabilities, and members of the Aboriginal community. It is important that services and programs are welcoming to these populations—appropriate outreach needs to occur. It is not sufficient to provide an opportunity and wait for people to show up—efforts are needed to encourage participation. Some cultures have particular needs that are to be met to ensure participation (e.g. separate aquatic times for men and women). Programs can be offered that share the cultures of residents with others in the community. For example, programs that showcase Aboriginal culture can be delivered throughout the city to enable all aspects of the community to learn about the culture.

### AFFORDABILITY IS AN ISSUE

Some concerns were raised regarding the costs for organized groups to book time in facilities. Some mentioned that these costs, when passed on to participants, can have a negative impact on participation levels. The admission costs for individuals were considered a barrier for some in the community as well.

## ECONOMIC BENEFIT CAN BE DERIVED FROM RECREATION FACILITIES

Beyond providing space for community programming, recreation facilities can serve as economic drivers in Saskatoon. Appropriate facilities can facilitate the hosting of large events which in turn bring in participants/delegates who bring money into the community. These larger events can also serve as promotional vehicles for the city which can help in drawing visitors, future residents, and businesses. Considering the provision of facilities from their potential as hosting facilities is important. At the same time, enhanced facilities can also serve as venues for community organizations that are requesting additional facility space.

## CONTINUE USE OF SCHOOLS AND COMMUNITY FACILITIES

The use of school facilities and other community facilities is important in the delivery of recreation services. While acquiring access into these facilities can prove difficult because of competing demands, the facilities are important for groups to deliver their programs.

## CITY SUPPORT FOR AND TO COMMUNITY ORGANIZATIONS

The City is considered a source of expertise that could be leveraged more fully assisting community organizations. Assistance could take the form of training and educating for things such as grant application, promotion of programs and services, and with volunteer challenges. While many examples of excellent community support to community organizations exist, this expertise and knowledge could be more widely disseminated. In some instances community organizations did not feel that the City was as approachable as it could be. Ongoing conversations and engagement between the City and community organizations was desired and the efforts the City expended during the discussion group/interview process was valued.

## LEISURE GUIDE

The Leisure Guide was considered as a good vehicle to promote activities and services provided by organizations to the community. It was felt that the Guide's effectiveness could be improved. Some felt that the Guide was difficult to navigate and find information. Others felt that community organizations should not have to pay to advertise in it; the City should be providing space to community organizations as a service to the public. The notion of the Leisure Guide was championed with its effectiveness enhanced through electronic distribution and searchability.

## CITY PARTNERSHIPS

The City needs to continue with its current partnerships and should continue to further develop these partnerships as well as new partners. Partnerships help extend the efforts and expertise of the City while at the same time leveraging available resources (financial and otherwise). These partnerships can take varying forms but could include community based volunteer organizations (e.g. community associations, sporting groups), other government entities (Saskatoon Health), and major institutions (University of Saskatchewan) for example. While some partnering has occurred with Saskatoon's regional municipalities, further exploration of partnering in the provision of recreation services to regional residents should occur.

## NEEDED FACILITIES

Focus group participants and interview subjects identified a number of infrastructure needs. These included:

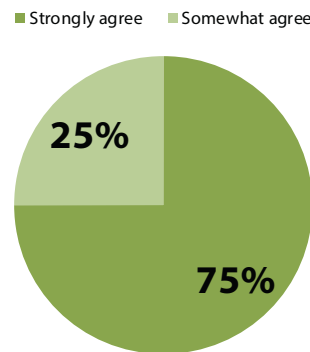
- Updating and ongoing maintenance of parks and open spaces around the city. Some spaces in the mature areas of the city require some attention.
- There is a need for additional ice sheets in Saskatoon. Ice is at a premium and is impacting participation levels.
- For some organizations, programming space is available; however, there is a lack of dryland training space at the facilities.
- Some organizations spoke about the need for additional storage at the facilities they deliver programs in.
- A large multiplex (multipurpose facility) was considered necessary. More and more communities have these and their benefits are recognized. They can serve as community hubs and can also provide meeting space, dryland training space, as well as cross pollination for the activities occurring there. They are also cost effective in terms of operational costs.
- Other facility needs articulated included: a track and field facility to accommodate high level competitive games and to provide training; a 20,000 seat stadium, and spectator capacity at arenas and indoor flat surface venues.

# Input from the Open House

Several open houses were convened in late November 2014 to share some preliminary research findings and to encourage people to provide their input through the online survey. There was a brief questionnaire available for attendees to complete; however, the emphasis was on their participation in the online survey. Twenty-one attendees completed the feedback form on-site, while other indicated a preference to complete the online survey. The findings are presented below. In total, over 120 people attended the open houses.

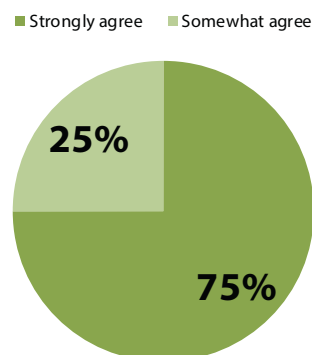
**Graph 30: Recreation and parks help bring the community together.**

While all respondents agreed that recreation and parks help bring the community together, three-quarters strongly agreed.

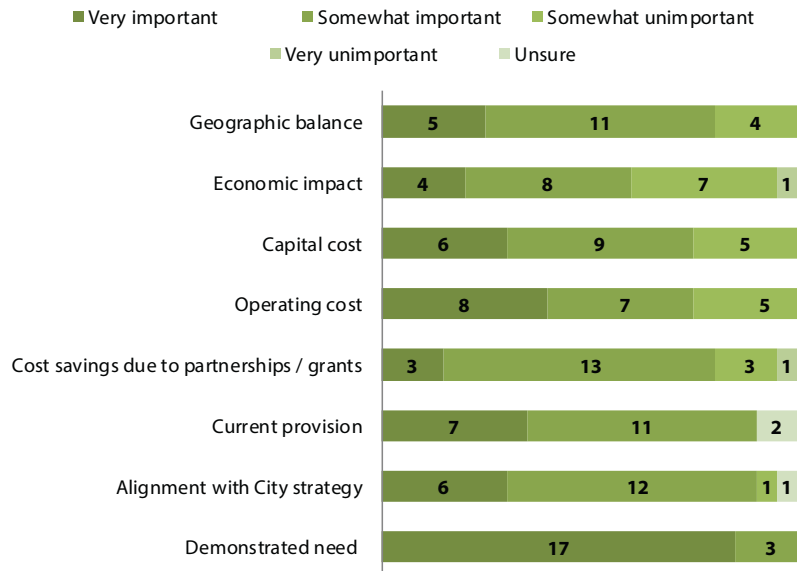


**Graph 31: Recreation and parks help strengthen the community.**

Three-quarters of respondents strongly agreed that recreation and parks help strengthen the community.



**Graph 32: Importance of Criteria to Prioritize Recreation/Parks Projects**



A wide variety of recreation and parks projects that should be focused on were identified by respondents. The most commonly mentioned projects included: additional trails; maintaining and enhancing existing facilities; a multipurpose facility; natural areas are important to have in Saskatoon; and efforts should be made to embrace winter.

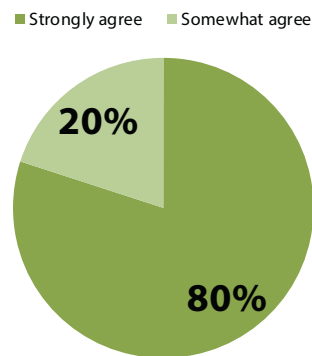
A demonstrated need in the community was the criteria that respondents felt was most important to prioritizing recreation and parks projects. Economic impact was considered the least important criteria. See the accompanying graph.

Respondents were able to identify other criteria that should be considered as well. Social, health, and environmental impact were proposed by several respondents as additional criteria.

All respondents agreed that the municipalities in the Saskatoon region should work together to provide recreation opportunities for residents where possible. See Graph 33.

Eighteen of the twenty-one respondents are residents of Saskatoon; the other two live in the RM of Corman Park.

**Graph 33: Municipalities in the Saskatoon region should work together to provide recreation opportunities.**



# Intercept Survey

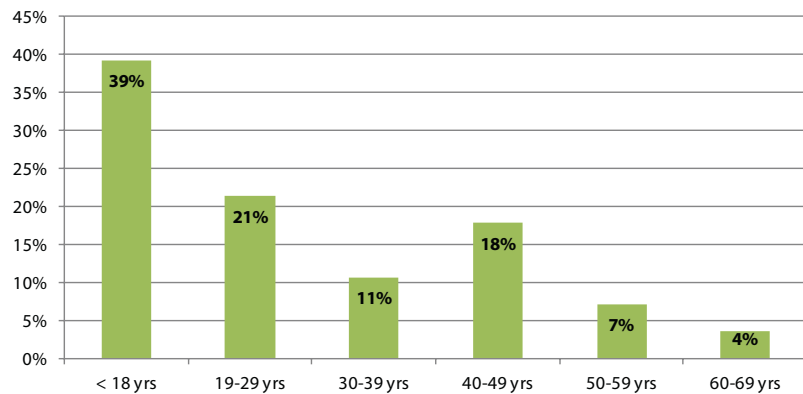
City staff conducted an intercept survey at three locations in August 2014. The locations included the new skateboard park (Lion's Skate Park), the outdoor pools (Riversdale, George Ward, Mayfair, Lathey), and spray parks/paddling pools across the city. A summary of the information collected is presented below according to one of the three locations.



**Graph 34: Age Categories of Respondents**

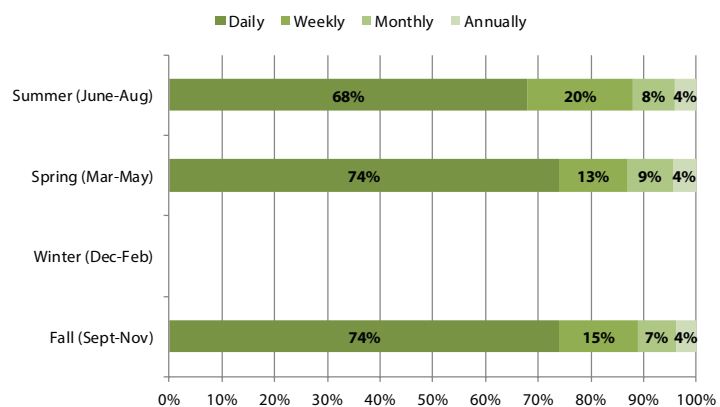
## SKATEBOARD INTERCEPT SURVEY FINDINGS

Twenty-eight questionnaires were completed with individuals at the skateboard park. Well over three-quarters (89%) were male with the largest proportion 18 years of age and younger.



**Graph 35: Frequency of Use**

To begin respondents were asked to indicate how frequently they visit/use the facility. As illustrated in the accompanying graph, the majority use the facility on a daily basis from spring through to the fall. No use occurs during the winter.



Forty-three percent of respondents were at the skateboard park by themselves while a similar percentage (39%) were with their family.

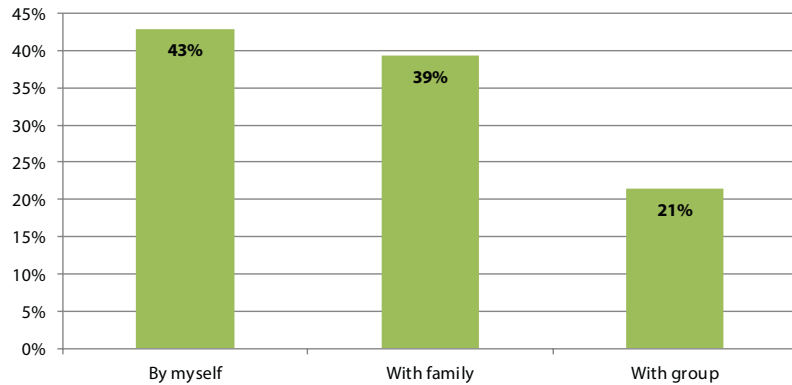
Respondents were asked to indicate what they like best about the facility. While a variety of attributes were cited, the most commonly mentioned included: its central location, the bowl component; the variety of features and difficulty levels, and the grand size of it.

Further, respondents were asked to identify any necessary improvements. Respondents spoke about their desire for higher elements, more stairs, and larger gaps/grass area. Enhanced security was mentioned as was enhanced lighting. A couple indicated restrooms could be closer and there was a suggestion of including some secure place for participants to leave their backpacks.

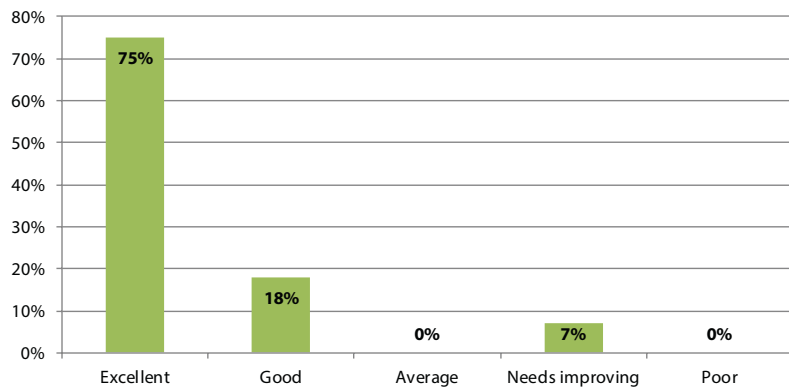
Three-quarters (75%) of respondents rated the facility as excellent; an additional 18% giving it an average rating.

Finally, respondents were able to provide comments about the City's provision of recreation and parks facilities and services. There were strong calls for an indoor skateboard park as well as for the development of another skateboard park similar in nature on the east side of Saskatoon.

**Graph 36: Who are you with today?**



**Graph 37: Overall Rating of the Facility**

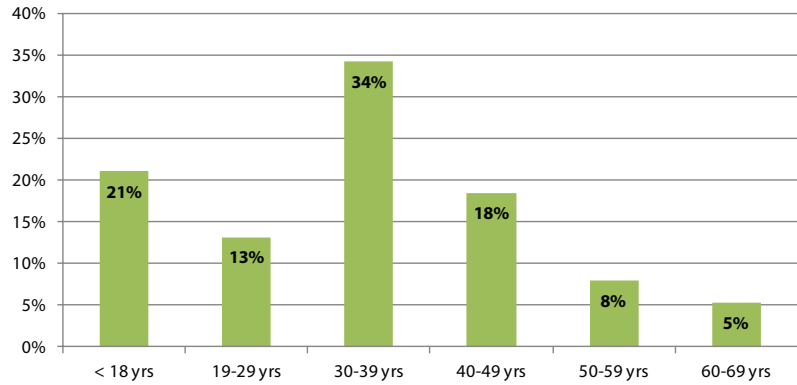




**OUTDOOR POOLS  
INTERCEPT  
SURVEY FINDINGS**

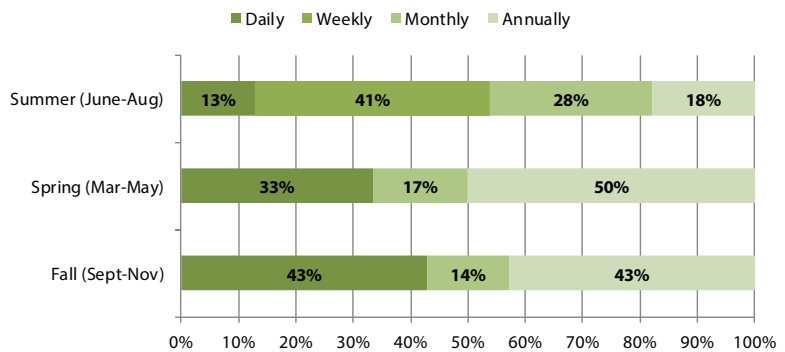
Forty-one questionnaires were completed with individuals at the outdoor pools. Two thirds (67%) were female. Approximately half (52%) were between the ages of 30 and 49 years.

**Graph 38: Age Categories of Respondents**



To begin respondents were asked to indicate how frequently they visit/ use the facility. As illustrated in the accompanying graph, over half (54%) of respondents use the pool at least weekly (includes daily and weekly use) during the summer months.

**Graph 39: Frequency of Use**



Over three-quarters (80%) of respondents were at the outdoor pools with their family and only 5% by themselves.

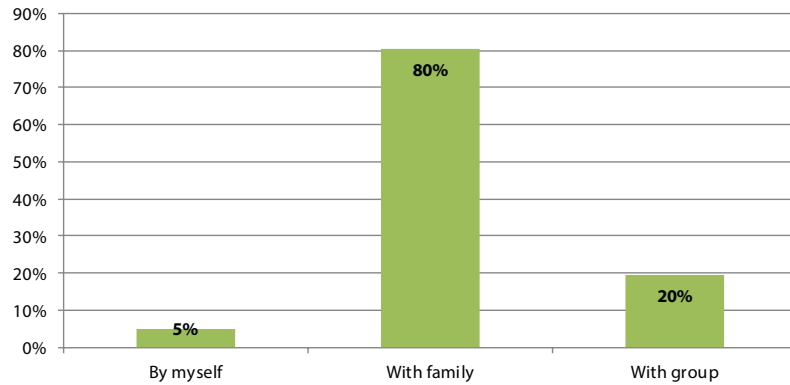
Respondents were asked to indicate what they like best about the facility. Many respondents commented on the waterslide and the fact that the facility is set up to accommodate children. The grounds and layout were mentioned as positives, as was the location for the users. The cleanliness of the facility was noticed and respondents commented about the competency and friendliness of staff.

Further, respondents were asked to identify any necessary improvements to the facility. There were several comments concerning the concession, that there could be more options and the prices could be less expensive. Some improvements to the site were suggested to increase use. These included the addition of volleyball nets and a children's playground. Extended hours during the day and a longer season into the fall were also mentioned as improvements. There were calls for additional tables and chairs for people to sit on to view and when they exit the pool. Finally one respondent mentioned additional road signage to direct people to the facility.

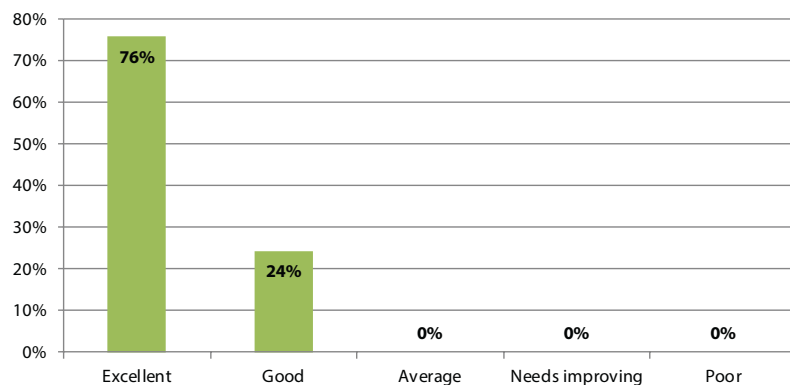
Three-quarters (76%) of respondents rated the facility as excellent; an additional 24% gave it an average rating.

Finally, respondents were able to provide comments about the City's provision of recreation and parks facilities and services, though few respondents offered comments. There were comments for additional outdoor pools in the city. As well improved signage to city facilities and better promotion of recreation opportunities and services were mentioned. There was a suggestion to extend the outdoor pool season through the Labour Day weekend. Acceptance of debit card payments was also suggested.

**Graph 40: Who are you with today?**



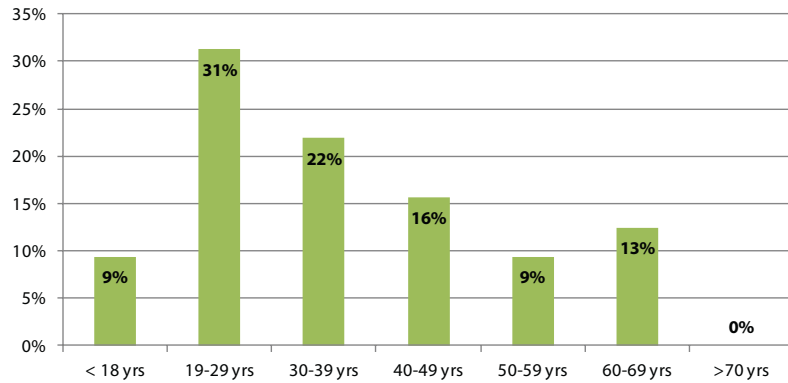
**Graph 41: Overall Rating of the Facility**



**SPRAY PARKS/PADDLING POOLS INTERCEPT SURVEY FINDINGS**

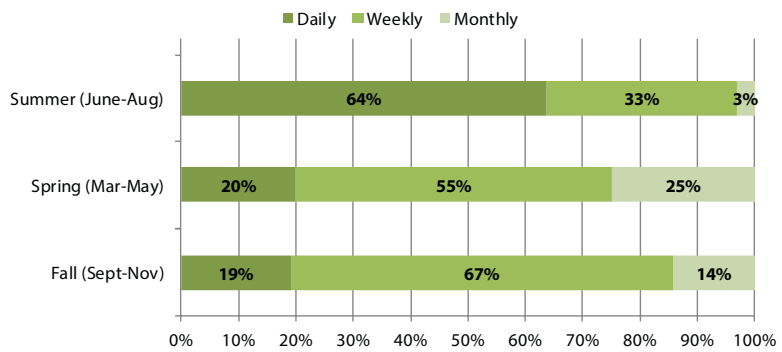
Thirty-three completed questionnaires were completed with individuals at the various spray parks/paddling pools. The vast majority of respondents (91%) were female with approximately one-third (31%) aged 19 – 29 years.

**Graph 42: Age Categories of Respondents**



To begin, respondents were asked to indicate how frequently they visit/use the facility. As illustrated in the accompanying graph, approximately two-thirds (64%) visit it daily during the summer.

**Graph 43: Frequency of Use**



Almost three-quarters (70%) of respondents were visiting the spray parks/paddling pools with their family.

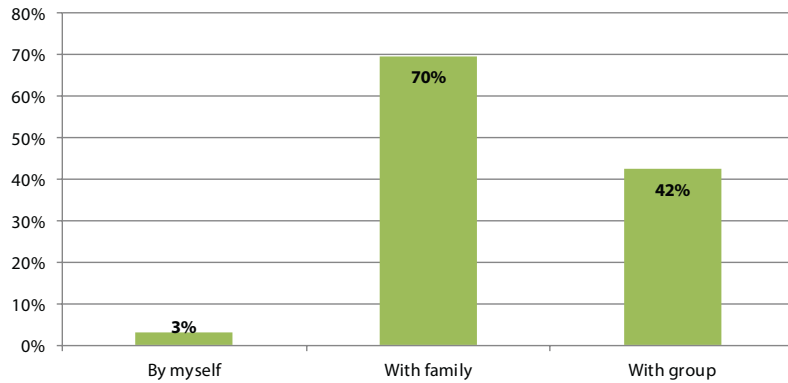
Respondents were asked to indicate what they like best about the facility. The location of the facility was mentioned numerous times—it is convenient to their homes (and daycare and work). The variety of equipment and amenities was mentioned by a number of respondents as positives. Respondents spoke favourably that the site is fenced and that provides a measure of security. The available of trees and shady areas was also mentioned. Many respondents commented favourably about the playground leaders/staff.

Further, respondents were asked to identify any necessary improvements. There were a number of calls to update the equipment and to ensure the equipment is maintained appropriately. Additional seating was mentioned as was improved cleanliness of the buildings/change rooms.

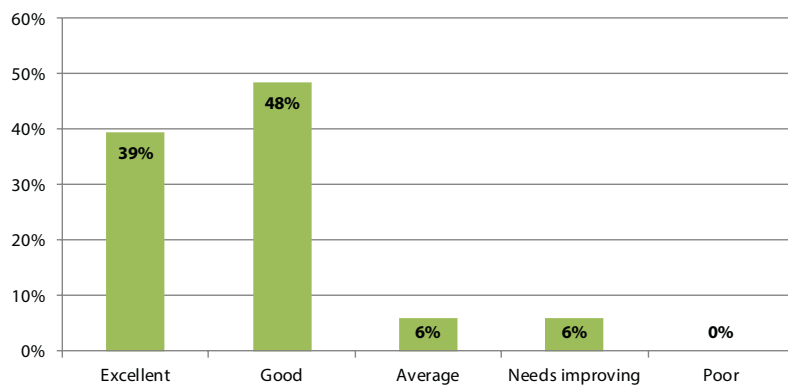
Over one-third (39%) rated the facility as excellent while approximately half (48%) rated it as good.

Finally, respondents were able to provide comments about the City's provision of recreation and parks facilities and services. An expansion of hours for the outdoor aquatic facilities was requested as was playground programs longer in duration. Providing more activities throughout the year rather than focusing on summer was suggested. Finally one respondent suggested enhancements should be made to existing facilities prior to developing new.

**Graph 44: Who are you with today?**



**Graph 45: Overall Rating of the Facility**



Section

# 8

## **Summary and Conclusions**

The information presented herein serves as a comprehensive foundation upon which the Recreation and Parks Master Plan is based. The broad based research gathered and analyzed is synthesized and then presented as strategic initiatives and recommendations for use by the City of Saskatoon. In some instances there is a direct pathway from a piece of research to a strategic plank in the Master Plan. In other instances a distillation of the many threads of research combined lead to elements of the Recreation and Parks Master Plan.

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

- **Residents of Saskatoon have access to a multitude of recreation and parks facilities and services.** These are delivered by a number of entities including the City, community associations, not-for-profit organizations, the private sector, and others. The demand for these services continues to increase as the population of Saskatoon increases—the result of natural growth and immigration (increasingly from new Canadians).
- There has been and will continue to be **increasing demands for unstructured and informal recreational opportunities.** This is a result of people’s changing schedules as well as a desire to recreate when it is convenient. This trend has impacts on recreational programming scheduling and on facility and space development.
- **Children and youth are increasingly less active.** This is resulting in greater levels of obesity amongst the country’s children and youth. Related is the continuing disconnect of children and youth to the natural world. Coined “nature deficit disorder”, this disconnect is leading to a loss of creativity, imaginative play, and physical activity that is occurring as children connect and are exposed to natural settings.
- **Volunteerism is changing** as more is expected of a community’s volunteers. Tasks are becoming more complicated while people have increasing demands on their time. As such, volunteerism is becoming more discrete as people look to volunteer for specific tasks over shorter periods of time. The most common barrier to participation in recreation is a lack of time, according to residents. With many recreation and parks services being delivered by volunteer organizations, cities need to closely monitor the trends in their own volunteer organizations.
- Facilities are becoming more **multi-purpose.** While efficiencies can be captured in terms of operating costs, providing a variety of recreational uses in a single building makes it easier for multi-generations and all members of a family to consider a single location as their destinations. Multi-purpose facilities also help expose people to a variety of activities and increasingly become community hubs.
- **Integrated trail systems are increasingly being demanded** from communities. These facilitate spontaneous and individual, informal activities for a broad array of people in a community. People with a variety of mobility levels can access trails systems; they accommodate various levels of activities as well. More and more people are utilizing trails as transportation corridors making signage important. As well, major destinations, including recreation facilities, should be accessible by trail networks. In fact, trails and pathways are utilized by more households in Saskatoon than any other recreation amenity.
- **Partnerships are becoming more prevalent** in the delivery of recreation and parks services. While partnerships are not new, a broader array of partners are becoming involved representing the health, social service, education, justice, and corporate sectors (to name some). Recreation and its benefits are being addressed by many and accrued by many. In addition increasingly the available monies ensure that service delivery requires “all hands on deck”.



- Saskatoon provides the majority of recreation facilities and spaces at a **similar level** when analyzed against other comparable urban municipalities.
- **Residents and groups recognize the important contribution recreation and parks programs and services make to community and quality of life.** Further there is acknowledgment that the community as a whole benefits from recreation and parks services and that recreation and parks can help build the community.
- **A majority of residents and groups believe there is a need for new/upgraded recreation and parks facilities** to be developed in Saskatoon. Those facilities that have highest community priority are presented in the following charts (indoor and outdoor).
- **Affordability** of programs and opportunities as well as **improved promotions and marketing** were two of the main aspects to consider for program improvement. Specific program activities were also identified with many mentions to physical activity for health reasons and those linked to the environment and nature.
- **Community organizations in overwhelming measure believe that new/upgraded facilities are needed.** Infrastructure development and access was the primary vehicle identified for the City to support their efforts.

These key research themes, as well as many anecdotal references from this document, influence the development of the Recreation and Parks Master Plan. Appropriate references are included in the Master Plan where applicable.



**Table 16: Indoor Facilities and Spaces Priorities**

Indoor Facilities and Spaces Priorities	Household Survey <sup>1</sup>	Stakeholder Consultation <sup>2</sup>	Population Growth/Utilization	Industry Trends
Fitness/Wellness Facilities	✓ ✓	✓		✓
Indoor Child Playgrounds	✓ ✓	✓		✓
Before and After School Care Facilities	✓ ✓	✓		✓
Ice Surfaces (Leisure Skating Use) <sup>3</sup>	✓ ✓	✓		✓
Child Minding	✓ ✓	✓		✓
Indoor Walking/Running Track	✓ ✓	✓		✓
Youth Centres	✓ ✓	✓		
Support Facilities	✓ ✓	✓		
Seniors Centre	✓ ✓			
Indoor Leisure Swimming Pools		✓	✓	✓
Arena Facilities for Ice and Dry Floor Use in the Summer	✓	✓	✓	
Gymnasium Type Spaces	✓	✓		✓
Multi-purpose Gymnasium/Social Spaces	✓	✓		✓
Indoor Climbing Wall	✓	✓		✓
Multi-purpose Program/Meeting Rooms	✓	✓		✓
Gymnastics Studio		✓		✓
25 metre Competition Swimming Pools	✓		✓	
50 metre Competition Swimming Pools	✓		✓	
Indoor Skateboard Facility	✓	✓		
Aboriginal Cultural/Ceremonial Room	✓	✓		
Indoor Tennis		✓		
Social/Banquet Facilities		✓		
Curling Rinks	✓			
Dance Studio				

1 Indicates top 20 Household Survey priorities. Two check marks ( ✓ ✓ ) signify top 10 priorities.

2 Indicates support for new development of 50% or more responding groups.

3 Leisure ice facilities are non-boarded, indoor ice spaces typically found adjacent to traditional ice arenas that allow for unstructured public skating opportunities and do not accommodate ice sports such as hockey and ringette.



**Table 17: Outdoor Facilities and Spaces Priorities**

Outdoor Facilities and Spaces Priorities	Household Survey <sup>1</sup>	Stakeholder Consultation <sup>2</sup>	Population Growth/Utilization	Industry Trends
Community Gardens	✓ ✓	✓	✓	✓
Shared Use Trail Network/System	✓ ✓	✓	✓	✓
Outside Festival Venue/Amphitheatre	✓ ✓	✓		✓
Passive Park (Including Natural Areas)	✓ ✓	✓		✓
Child Playgrounds	✓ ✓	✓		✓
Water Spray Parks	✓ ✓	✓		✓
Sport Fields—Grass	✓ ✓	✓	✓	
Picnic Areas	✓ ✓	✓		
Hiking Amenities	✓ ✓	✓		
Track and Field Spaces	✓	✓		
Bike Parks (BMX, Mountain Bike)	✓	✓		✓
Boating Facilities—Non-motorized	✓	✓		✓
Sport Fields—Artificial Turf	✓	✓		✓
Outdoor Basketball Courts/Sport Courts	✓	✓		✓
Outdoor Fitness Equipment	✓	✓		✓
Dog Off Leash Parks	✓	✓		✓
Ball Diamonds	✓	✓	✓	
Skateboard Parks	✓	✓		
Outdoor Tennis Courts	✓			
Sand/Beach Sand Volleyball Courts		✓		
Boating Facilities—Motorized				
Outdoor Swimming Pools				
Cross Country Skiing				

<sup>1</sup> Indicates top 20 Household Survey priorities. Two check marks ( ✓ ✓ ) signify top 10 priorities.

<sup>2</sup> Indicates support for new development of 50% or more responding groups.

Appendix

# I

## **Stakeholder Interviews/ Discussion Groups**

1. Aboriginal Organizations
  - » Tribal Council
  - » Central Urban Metis Federation
  - » Indian and Metis Friendship Centre
  - » STC Urban First Nations Services
  - » White Buffalo Youth Lodge
  - » City of Saskatoon
2. Community Associations
  - » Adelaide/ Churchill
  - » Casewell Hill
  - » Erindale/Arbor Creek
  - » King George
  - » Montgomery Place
  - » Nutana
  - » Westview Heights
3. Nature appreciation individuals
4. Ice Users
  - » Curl Saskatoon
  - » Lions Speedskating Club
  - » Saskatoon Minor Hockey
  - » Saskatoon Ringette Association
5. Indoor sport groups
  - » Saskatoon Roller Derby League
  - » Hub City Track Council
  - » Saskatoon Minor Basketball
  - » Saskatoon Fencing Club
  - » Saskatoon Junior Roller Derby
6. Outdoor sport groups
  - » Bike Polo
  - » Kinsmen Tackle Football
  - » Saskatoon Cricket Association
  - » North Sask Rugby Union
  - » Saskatoon Freestyle Skiing
7. Regional Partners
  - » Mayor—Osler
  - » Administrator—RM of Corman Park
  - » Recreation Director—City of Martensville
  - » City of Warman—Mayor
  - » RM of Corman Park—Reeve
  - » City of Martensville—Mayor
8. Aquatics—Saskatoon Diving Club
9. Praireland Park
10. Developers
11. In Motion
12. University of Saskatchewan
13. Saskatchewan Abilities
14. Teachers Credit Union Place and SaskTel Centre
15. Newcomers Information Centre
16. Newcomers (various)
  - » ILC Canada/UCC
  - » International Women of Saskatoon
  - » City of Saskatoon
  - » Open Door Society
  - » Global Gathering Place
  - » Newcomer Information Centre
  - » Saskatchewan Intercultural Association
  - » Allworth Consultants Ltd
17. Tourism Saskatoon
18. Box Lacrosse
19. Saskatoon Public Schools
20. Food Coalition
21. Meewasin Valley Authority
22. City of Warman—Mayor
23. RM of Corman Park—Reeve
24. City of Martensville—Mayor
25. Northeast Swale Watchers (written submission)

# Appendix

# III

## Detailed Comparative Data

# Indoor

Community	Population	Fitness/wellness facilities (e.g. exercise/weight room)	Indoor child playgrounds	Ice arenas (# of sheets)
Edmonton	812,201	56	5	29
Windsor	210,891	5	1	8
Halifax	390,096	9	4	20
Regina	193,100	8	3	14
Richmond	190,473	9	0	10
Saskatoon	254,000	6	2	11

Population per Facility				
Edmonton	812,201	14,504	162,440	28,007
Windsor	210,891	42,178	210,891	26,361
Halifax	390,096	43,344	97,524	19,505
Regina	193,100	24,138	64,367	13,793
Richmond	190,473	21,164		19,047
<b>AVERAGE</b>	<b>359,352</b>	<b>29,065</b>	<b>133,805</b>	<b>21,343</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>42,333</b>	<b>127,000</b>	<b>23,091</b>

Community	Population	Ice arenas (performance >5,000 seats)	Curling rinks (# rinks)	Curling rinks (# sheets)
Edmonton	812,201	1	10	73
Windsor	210,891	1	1	6
Halifax	390,096	1	6	33
Regina	193,100	1	3	28
Richmond	190,473	0	1	8
Saskatoon	254,000	1	4	23

Population per Facility				
Edmonton	812,201	812,201	81,220	11,126
Windsor	210,891	210,891	210,891	35,149
Halifax	390,096	390,096	65,016	11,821
Regina	193,100	193,100	64,367	6,896
Richmond	190,473		190,473	23,809
<b>AVERAGE</b>	<b>359,352</b>	<b>401,572</b>	<b>122,393</b>	<b>17,760</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>254,000</b>	<b>63,500</b>	<b>11,043</b>

## Indoor (Continued)

Community	Population	Multi-purpose leisure/ recreation centres	Leisure swimming pools	25 metre pools
Edmonton	812,201	17	4	21
Windsor	210,891	4	4	3
Halifax	390,096	19	8	5
Regina	193,100	5	6	5
Richmond	190,473	9	6	3
Saskatoon	254,000	8	2	4

Population per Facility				
Edmonton	812,201	47,777	203,050	38,676
Windsor	210,891	52,723	52,723	70,297
Halifax	390,096	20,531	48,762	78,019
Regina	193,100	38,620	32,183	38,620
Richmond	190,473	21,164	31,746	63,491
<b>AVERAGE</b>	<b>359,352</b>	<b>36,163</b>	<b>73,693</b>	<b>57,821</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>31,750</b>	<b>127,000</b>	<b>63,500</b>

Community	Population	50 metre pools	Gymnasium type spaces	Indoor fields
Edmonton	812,201	3	350	14
Windsor	210,891	1	55	1
Halifax	390,096	2	160	4
Regina	193,100	1	97	1
Richmond	190,473	1	65	0
Saskatoon	254,000	2		4

Population per Facility				
Edmonton	812,201	270,734	2,321	58,014
Windsor	210,891	210,891	3,834	210,891
Halifax	390,096	195,048	2,438	97,524
Regina	193,100	193,100	1,991	193,100
Richmond	190,473	190,473	2,930	#DIV/0!
<b>AVERAGE</b>	<b>359,352</b>	<b>212,049</b>	<b>2,703</b>	<b>#DIV/0!</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>127,000</b>		<b>63,500</b>

## Indoor (Continued)

Community	Population	Youth centres (dedicated)	Indoor climbing walls
Edmonton	812,201	7	9
Windsor	210,891	1	1
Halifax	390,096	8	6
Regina	193,100	1	1
Richmond	190,473	2	1
Saskatoon	254,000	10	1

Population per Facility			
Edmonton	812,201	116,029	90,245
Windsor	210,891	210,891	210,891
Halifax	390,096	48,762	65,016
Regina	193,100	193,100	193,100
Richmond	190,473	95,237	190,473
<b>AVERAGE</b>	<b>359,352</b>	<b>132,804</b>	<b>149,945</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>25,400</b>	<b>254,000</b>

Community	Population	Indoor walking/ running tracks	Seniors centres (dedicated)
Edmonton	812,201	12	2
Windsor	210,891	1	2
Halifax	390,096	3	2
Regina	193,100	3	2
Richmond	190,473	1	1
Saskatoon	254,000	2	1

Population per Facility			
Edmonton	812,201	67,683	406,101
Windsor	210,891	210,891	105,446
Halifax	390,096	130,032	195,048
Regina	193,100	64,367	96,550
Richmond	190,473	190,473	190,473
<b>AVERAGE</b>	<b>359,352</b>	<b>132,689</b>	<b>198,723</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>127,000</b>	<b>254,000</b>

# Outdoor

Community	Population	Track and field facilities	Bike parks (BMX, mountain bike)	Picnic areas (# sites with amenities)
Edmonton	812,201	3	2	13
Windsor	210,891	1	1	9
Halifax	390,096	3	12	5
Regina	193,100	2	1	14
Richmond	190,473	1	2	14
Saskatoon	254,000	1	1	2

Population per Facility				
Edmonton	812,201	270,734	406,101	62,477
Windsor	210,891	210,891	210,891	23,432
Halifax	390,096	130,032	32,508	78,019
Regina	193,100	96,550	193,100	13,793
Richmond	190,473	190,473	95,237	13,605
<b>AVERAGE</b>	<b>359,352</b>	<b>179,736</b>	<b>187,567</b>	<b>38,265</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>254,000</b>	<b>254,000</b>	<b>127,000</b>

Community	Population	Boat launches	Sport fields (grass)	Sports fields (artificial turf)
Edmonton	812,201	5	925	4
Windsor	210,891	5	35	1
Halifax	390,096	14	154	5
Regina	193,100	1	94	2
Richmond	190,473	1	93	8
Saskatoon	254,000	1	78	2

Population per Facility				
Edmonton	812,201	162,440	878	203,050
Windsor	210,891	42,178	6,025	210,891
Halifax	390,096	27,864	2,533	78,019
Regina	193,100	193,100	2,054	48,275
Richmond	190,473	190,473	2,048	21,164
<b>AVERAGE</b>	<b>359,352</b>	<b>123,211</b>	<b>2,708</b>	<b>112,280</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>254,000</b>	<b>3,256</b>	<b>127,000</b>



## Outdoor (Continued)

Community	Population	Soccer/football stadiums (>20,000)	Ball diamonds (community)	Performance baseball stadiums
Edmonton	812,201	1 (60,000 seats)	575	1 (10,000 seats)
Windsor	210,891	0	47	0
Halifax	390,096	N/A	205	0
Regina	193,100	1 (33,000 seats)	152	0
Richmond	190,473	0	121	0
Saskatoon	254,000	0	180	0

Population per Facility				
Edmonton	812,201	812,201	1,413	812,201
Windsor	210,891	N/A	4,487	N/A
Halifax	390,096	N/A	1,903	N/A
Regina	193,100	193,100	1,270	N/A
Richmond	190,473	N/A	1,574	N/A
<b>AVERAGE</b>	<b>359,352</b>	<b>502,651</b>	<b>2,129</b>	<b>812,201</b>
<i>Saskatoon</i>	<i>254,000</i>	<i>N/A</i>	<i>1,411</i>	<i>N/A</i>

Community	Population	Child Playgrounds (permanent structures)	Water spray parks/pads	Outdoor basketball courts/sport courts
Edmonton	812,201	167	62	
Windsor	210,891	18	6	17
Halifax	390,096	366	5	285
Regina	193,100	177	13	32
Richmond	190,473	65	5	34
Saskatoon	254,000	184	17	28

Population per Facility				
Edmonton	812,201	4,863	13,100	
Windsor	210,891	11,716	35,149	12,405
Halifax	390,096	1,066	78,019	1,369
Regina	193,100	1,091	14,854	6,034
Richmond	190,473	2,930	38,095	5,602
<b>AVERAGE</b>	<b>359,352</b>	<b>4,333</b>	<b>35,843</b>	<b>6,353</b>
<i>Saskatoon</i>	<i>254,000</i>	<i>1,380</i>	<i>14,941</i>	<i>9,071</i>

## Outdoor (Continued)

Community	Population	Skateboard parks	Outdoor swimming pools	Sand/beach volleyball courts
Edmonton	812,201	6	5	26
Windsor	210,891	2	6	4
Halifax	390,096	11	4	17
Regina	193,100	3	5	2
Richmond	190,473	1	3	0
Saskatoon	254,000	7	4	2

Population per Facility				
Edmonton	812,201	135,367	162,440	31,239
Windsor	210,891	105,446	35,149	52,723
Halifax	390,096	35,463	97,524	26,947
Regina	193,100	64,367	38,620	96,550
Richmond	190,473	190,473	63,491	—
<b>AVERAGE</b>	<b>359,352</b>	<b>106,223</b>	<b>79,445</b>	<b>50,865</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>36,286</b>	<b>63,500</b>	<b>127,000</b>

Community	Population	Dog off leash parks	Community Gardens (# of sites)	Community Gardens (# of plots)
Edmonton	812,201	41	80	
Windsor	210,891	4	8	
Halifax	390,096	7	26	
Regina	193,100	6	8	650
Richmond	190,473	6	8	296
Saskatoon	254,000	6	32	823

Population per Facility				
Edmonton	812,201	19,810	10,153	
Windsor	210,891	52,723	26,361	
Halifax	390,096	55,728	15,004	
Regina	193,100	32,183	24,138	297
Richmond	190,473	31,746	23,809	643
<b>AVERAGE</b>	<b>359,352</b>	<b>38,438</b>	<b>19,893</b>	<b>470</b>
<b>Saskatoon</b>	<b>254,000</b>	<b>42,333</b>	<b>7,938</b>	<b>309</b>

# Outdoor (Continued)

Community	Population	Outdoor Tennis Courts (# of courts)	Outdoor skating rinks	Trails (km)
Edmonton	812,201	213	144	
Windsor	210,891	36		
Halifax	390,096	67	1	222
Regina	193,100	56	41	
Richmond	190,473	55	0	50
Saskatoon	254,000	41	52	

Population per Facility				
Edmonton	812,201	3,813	5,640	
Windsor	210,891	5,858		
Halifax	390,096	5,822	390,096	1,757
Regina	193,100	3,448	4,710	
Richmond	190,473	3,463	—	3,809
<b>AVERAGE</b>	<b>359,352</b>	<b>4,481</b>	<b>133,482</b>	
<b>Saskatoon</b>	<b>254,000</b>	<b>6,195</b>	<b>4,885</b>	

Community	Population	Zoos/Aquariums	Natural Space/ Park Space (hectares)
Edmonton	812,201	1	
Windsor	210,891	0	
Halifax	390,096	2	5,294
Regina	193,100	0	
Richmond	190,473	0	685 ha
Saskatoon	254,000	1	1,300 ha

Population per Facility			
Edmonton	812,201	812,201	
Windsor	210,891	N/A	
Halifax	390,096	195,048	74
Regina	193,100	N/A	
Richmond	190,473	N/A	
<b>AVERAGE</b>	<b>359,352</b>	<b>503,625</b>	
<b>Saskatoon</b>	<b>254,000</b>	<b>254,000</b>	

Section

C

**1995 Role of Municipal  
Government in  
Parks and Recreation**

**TO: Secretary, Planning and Operations Committee  
Secretary, Leisure Services Advisory Board**  
**FROM: General Manager, Leisure Services Department**  
**DATE: October 24, 1995**  
**SUBJECT: Discussion Paper  
Role of Municipal Government in Parks and Recreation**  
**FILE NO: 5500-1**

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**EXECUTIVE SUMMARY**

The role of municipal government in the delivery of services to the public (including parks and recreation) has been the recent cause for considerable debate. This report addresses the role of municipal government in parks and recreation at a broad policy level.

Historically, the role of municipal government in the provision of parks and recreation services has been defined by infrastructure and direct program delivery. Its involvement has always been with the goal of providing opportunities in the community for people to experience leisure, and enhance the quality of their lives, and the quality of life in the community. The distribution of facilities and programs in Saskatoon has always been driven by the community's needs, wishes, values, and by the basic principle of equal opportunity for all citizens.

Assuming this accurately reflects the community's current values on the subject, the issue of municipal government's role in public parks and recreation services might be addressed through broad policy considerations - who benefits, at what cost, and who pays. Such a Public Parks and Recreation Policy might state that the City's function is to support the community's values of parks and recreation (i.e. sport, recreation and culture) through the provision of basic services, market based services and community development. From that, the proposed policy might indicate that the Leisure Services Department impacts on five outcomes for the community:

- a basic level of accessibility for all citizens, totally funded through business and property taxes;
- the provision of recreation facilities to support the delivery of a broad range of activities, funded approximately two thirds through rental fees and one third through business and property taxes;
- leadership in coordinated and cooperative planning and delivery of community programming, totally funded through business and property taxes;
- community development support to help people to help themselves, totally funded through business and property taxes; and,
- subsidized support to the community in its desire for a broad range of market driven parks and recreation opportunities, funded 60 percent through user fees and 40 percent through business and property taxes.

**FOR DISCUSSION PURPOSES**

In addition, further policy direction regarding the cost recovery objective for the Leisure Services Department's landlord (rental) function is required. Based on the existing market demand, we believe that full cost recovery is not an achievable objective for all rental categories, and thus, consideration should be given to reducing that objective to 70 percent overall.

In our opinion, the above policy considerations reflect the community's objectives regarding parks and recreation, and what your staff is currently doing to meet them. Therefore, until further direction is received, we recommend the Leisure Services Department continue operating status quo.

### **INTRODUCTION**

By virtue of its responsibility to operate the City's parks and recreation facilities, and to support the community in the delivery of programs, the Leisure Services Department is in the recreation business. As such, it derives revenue from the rental of facilities and activity space to various user groups, and from the delivery of programming directly to the public. To achieve its revenue objectives, your staff have adopted a market-driven approach whereby, they identify the public's needs and preferences, design and deliver programs and services according to market demand, and provide good, responsive service to our customers.

This practice, however, has been the cause for considerable debate as the role of municipal government in the delivery of services to the public (including recreation) is being questioned. The concern of staff is that we are receiving conflicting messages. On one hand, some business and property tax payers suggest that the Leisure Services Department should operate more like a business. On the other hand, when we try to operate like a business, there are those who argue that City competition threatens their existence. Also, on one hand, we are asked to provide all citizens access to recreation opportunities at a reasonable cost to the taxpayer. On the other hand, when we operate some services - and they make a profit, then a suggestion is made that these services should be privatized.

The following report addresses the role of municipal government in parks and recreation at a broad policy level. The fundamental issue to be considered is whether or not the City should be in the business of delivering recreation programs and services.

### **BACKGROUND**

Prior to the second world war, the City's role in recreation was largely limited to the development of parks administered by the public Parks Board, and to supporting the work of Saskatoon's volunteer recreation board (the Saskatoon Playgrounds Association). Most sport and recreation programs were organized and run by the schools and membership based special-interest groups. Churches played a lead role in developing such activities as drama, choral singing, debating, scouts, cubs, guides, and brownies. The Young Women's and Young Men's Christian Associations provided

**FOR DISCUSSION PURPOSES**

physical activity and leadership development programs for youth. Community service organizations assumed the lead in contributing financially to the construction of recreation facilities.

Following the war, Saskatoon entered a period of unprecedented growth which spawned the proliferation of the publicly owned parks and recreation facilities we have today. The 1950's, 1960's, and early 1970's, saw the City's recreation infrastructure increase dramatically with the construction of new parks, playgrounds, paddling pools, outdoor pools, indoor arenas, sports fields, a children's amusement park, a zoo, a golf course, a campground, a football bowl, and a new speedskating oval. This development occurred for two primary reasons:

1. Community organizations began pressuring the municipality to support their volunteer program delivery roles by developing and maintaining facilities.
2. Recreation was recognized as providing value to the community as a whole, and there was wide-spread support and demand for the City to utilize public resources to provide services for people who would not otherwise have access to recreation opportunities.

This grand scale of facility development prompted the recognition of the need for well-trained professional staff, and policy makers to manage and maximize the use of the recreation infrastructure. In 1962, the Parks Board and the Saskatoon Playgrounds Association merged to form both the Saskatoon Parks and Recreation Board, (which became an advisory board to City Council), and the Parks and Recreation Department, (which assumed the administrative responsibilities).

During the late 1970's and 1980's, our recreation infrastructure broadened to include indoor swimming pools, civic centres, a high performance track and field facility, along with the parks, arenas, sports fields, and outdoor facilities, either built by the City, or transferred to the City. This continued development was spurred, in part, by two major factors:

1. In 1971, Saskatoon hosted the Jeux Canada Winter Games. This event prompted recognition of the value of sport competition which engenders community spirit and gains valuable media exposure for the city, and of the need for more competitive facilities to stage major sporting events. We subsequently hosted both the 1979 Western Canada Summer Games, and the 1989 Jeux Canada Summer Games, which left the City with many new or upgraded competitive facilities.
2. In 1976, City Council adopted the prepaid levy system to provide funding for the development of parks and recreation facilities based on neighbourhood, district, and suburban areas. Consequently, property tax payers in the newer areas began to pressure the City to build suburban recreation complexes which they felt they had already paid for through the levy.

**FOR DISCUSSION PURPOSES**

A third factor was the formation of Participaction Canada and its selection of Saskatoon as the pilot city in 1972. This movement created wide-spread interest in physical fitness, and greater demand for adult fitness programming. This, in turn, created new business opportunities for the private sector, which soon began opening new fitness centres, racquetball and squash courts, roller skating rinks, indoor arenas, golf courses, and other such recreation facilities as commercial enterprises. (Prior to the 1970's, the private sector had traditionally operated movie theatres, billiard parlours, dance halls, and bowling alleys.)

During the 1980's, the public began to express their desire to have more input into the development and operation of civic facilities, and into the programming decision-making process. While they wanted the municipality to take the lead role in coordinating their needs and services, they also wanted to have a say in how it was done. This led the City to adopt such public consultation initiatives as the needs assessment surveys, the neighbourhood park development process, and the formation of program advisory committees.

### **DISCUSSION**

Historically, municipal recreation has been defined by infrastructure and direct program delivery. This involvement has always been with the goal of providing opportunities in the community for people to experience leisure, and enhance the quality of their lives, and the quality of life in the community. The distribution of facilities and programs in Saskatoon has always been driven by public demand and the basic principle of equal opportunity for all residents.

Specific reasons why the public views parks and recreation as an essential function of municipal government, and thus, why the City of Saskatoon is in the recreation business, can be categorized into two main areas:

#### 1. Community Benefit

The municipality is in the parks and recreation business for community benefit reasons, not solely to provide activities that will yield the greatest profit. As such:

- a) municipal recreation affords a large percentage of the population their only opportunity for recreation, in part, because the market place is unable or unwilling to provide for those in need of that service;
- b) local Government ensures the service is accessible to the public without any restrictions that the market may impose (e.g. age, price, hours of operation, etc.). This notion of 'public good' is also tied to the principle of equal opportunity; and,

**FOR DISCUSSION PURPOSES**



- c) municipal Government emphasizes those activities which are believed to have the greatest value to the community as a whole, as opposed to only those participants being served.

## 2. Continuity of Service and Long Term Planning

Local government is a perpetual agency and its involvement assures the long-term continuity of the recreation service. Specifically:

- a) government invests significant resources to maintain and protect the public recreation infrastructure for the benefit of future generations. There is a fear that if our infrastructure is not protected, the replacement cost will be prohibitive, and the community may lose what it now has;
- b) local government has the will and financial resources to pursue a community need over the longer term, and thus, ensures the continuous provision of services. Services provided by the private sector, on the other hand, seem to come and go according to the times and trends; and,
- c) through city planning, subdivision control, transfer of properties, and acceptance of gifts of land, local government has the ability to acquire land and develop it for recreation purposes.

The fact is, as evidenced by our past experience, people value public recreation services, and are willing to be taxed to pay for them. In the final analysis, the services provided by local government are determined primarily by the expressed needs and wishes of the people. They influence the location, the type of activities, and the price of those activities they want in their community.

### Policy Considerations

Assuming this history accurately reflects the community's current values on the subject, the issue of municipal government's role in public parks and recreation services might be addressed through a framework of broad policy considerations. Unlike current policies, these might address the intended outcome of the municipality's involvement in the provision of services: who benefits; at what cost; and who pays.

In developing "Ends Directives" (i.e. desired outcome policies), one must first look to the Strategic Plan adopted by City Council for direction with respect to the community's vision and values. The purpose of such policies is to prescribe what contributions the City will make towards achieving the vision. The contributions are defined in terms of desired outcomes; the broadest "Ends Directive" being the mission statement. Ideally, the "Ends Directives" policies would be coordinated with

**FOR DISCUSSION PURPOSES**

other service providers in the city. The success of such coordination, however, is highly dependent upon the willingness and desire of other service providers to reciprocate the City's efforts towards this outcome.

As stated in the Strategic Plan, our vision for Saskatoon includes an enhanced quality of life and a strengthened quilt of neighbourhoods. It embodies the following characteristics which relate specifically to a public recreation policy:

Quality of Life - Saskatoon will be a model city where:

- cultural, leisure, and fitness activities flourish year round;
- choices regarding quality of life are respected;
- people take responsibility for their well-being; and
- everyone has access to education and skill development.

Quilt of Neighbourhoods:

- each neighbourhood will be livable and enjoyable for its residents; and
- neighbourhoods will be leading their development by maintaining a spirit of self-help and voluntarism.

The Strategic Plan further states that to help the community achieve this vision, the corporation of the City of Saskatoon will:

- be a responsive, adaptive, proactive and accountable municipal organization;
- provide opportunity for access to information, input, consideration and response for individuals and groups alike; and
- form mutually beneficial partnerships with aboriginal people, community service groups, industry, business, unions, spiritual community, education, art and cultural groups, and other governments for effective service delivery.

Attachment A identifies many benefits of leisure services to a community. These are very useful when people need to ascribe a value for leisure services to the community (i.e. whether or not the outcomes are worth the cost). Where the users pay for the services, the value is driven by the market. In this case, the value can be viewed from the perspective of the customer. Where the user is subsidized (i.e. the costs are borne in whole or in part by the property and business taxpayer, the value should be viewed from the perspective of the community as "owner" [much in the same way a Board of Directors of a corporation represents its shareholders]). This is not to suggest that a subsidized service has any less value, just that it should be viewed from a different perspective.

The Leisure Services Department currently impacts on five major outcomes for the community which achieve the vision in the City's Strategic Plan and fulfill the mission and values which your staff believe are essential components of a public recreation policy:

**FOR DISCUSSION PURPOSES**

- i) a basic level of accessibility for all citizens;
- ii) the provision of recreation facilities to support the delivery of a broad range of activities;
- iii) leadership in coordinated and cooperative planning and delivery of community programming;
- iv) community development to help people to help themselves; and,
- v) subsidized support for programs and services that provide people in Saskatoon reasonable access to a broad range of recreation opportunities.

From that, based on what the Leisure Services Department is now doing, we might prescribe a public recreation policy which reads as follows:

*City of Saskatoon Mission Statement:*

*Our Corporation, the City of Saskatoon, exists to provide excellent local government through leadership, teamwork, and dedication to the community. We will facilitate effective and efficient delivery of public services and nurture the economic, environmental, social, and cultural well being of the community, now and in the future.*

*Public Recreation Policy:*

*Participation in culture, parks, recreation, and sport activities is essential to the well-being of individuals and the community as a whole. To maximize the benefits, the City of Saskatoon seeks to get as many of its population as possible to participate in the activity of their choice.*

*Basic Level of Accessibility for all Citizens*

*To ensure that opportunities for culture, parks, recreation, and sports activities are accessible to all citizens:*

- i) *the Leisure Services Department*
  - a) *provides the following programs at no charge:*
    - *summer playground program*
    - *youth centres*
    - *skateboard centre*
    - *aboriginal recreation programs*
    - *seniors programs*
    - *adaptive programs;*
  - b) *provides free-access times at all facilities;*

**FOR DISCUSSION PURPOSES**

- c) *administers an accessibility grant program to proactively address barriers to participation (i.e. cost, transportation, needs of specific target groups such as the challenged, aboriginal, at-risk youth, single parents);*

*Net Cost:                   \$ 805,000*

- ii) *the Public Works (Infrastructure) Department provides:*

- a) *300 hectares of neighbourhood parks, including play apparatus, recreation units, pathways;*  
 b) *110 hectares of district parks, including tennis courts, pathways;*  
 c) *325 hectares of suburban and special use parks; and*  
 d) *399 sportfields.*

*Net Cost:                   \$ 3,394,000*

*Provision of Recreation Facilities (Landlord Function)*

*To support the ongoing delivery of a broad range of culture, parks, recreation and sports activities, the City of Saskatoon provides resources and professional staff to manage and maximize usage of existing recreation facilities.*

*The City of Saskatoon will expand recreation facilities when demand for programs exceeds our capacity to deliver, and: i) the market is unable or unwilling to provide adequate facilities, and ii) there is an identified source of capital and operating funds.*

*Net Cost:                   \$ 1,626,000*

*Executive Limitations:*

*In the pursuit of non-subsidized recreation services which will optimize usage and enhance cost-recovery of revenue generating facilities, pricing will not reflect rental (facility) costs which are less than market value.*

*When providing general culture, parks, recreation and sport services in a recreation facility constructed and designed to accommodate provincial, national, or international competition, the rental (facility) costs assigned to these services will not exceed 70% of cost.*

**FOR DISCUSSION PURPOSES**

Providing Leadership in Coordinated and Cooperative Planning and Delivery

*To assist leisure service providers in identifying culture, parks, recreation and sports program priorities, the Leisure Services Department:*

- a) provides market information on customer preferences, priorities, barriers to participation, and reasons for participating in culture, parks, recreation, and sports activities;*
- b) supports joint-use agreements with the local school boards;*
- c) requests and uses input from users in the planning and design of activities and recreation facilities;*
- d) initiates or facilitates planning sessions with service providers to exchange service delivery plans, expectations, and results in order to avoid unnecessary competition, discover gaps in the delivery of services, and establish compatible service delivery plans.*

*Net Cost:                   \$ 464,000*

*Executive Limitations:*

*This outcome is dependent upon external service providers being active participants in the process of exchanging information and developing future plans.*

Community Development

*To help Community Associations, volunteer organizations, individual volunteers attain self-sufficiency in the delivery of culture, parks, recreations, and sports services, the Leisure Services provides:*

- a) consulting and advisory services to 43 Community Associations;*
- b) leadership development and volunteer training/recruitment to 43 Community Associations and 500 targeted city-wide organizations;*
- c) subsidies, grants, and support services to community organizations;*
- d) operating grants for 50 outdoor rinks; and*
- e) rental subsidies to 42 city-wide minor sports organizations.*

*Net Cost:                   \$ 1,378,000*

**FOR DISCUSSION PURPOSES**

Subsidized Support for a Broad Range of User-pay Services

*To provide the broadest range of customer choice and availability, the Leisure Services Department designs and delivers programs and services that the market wants and is prepared to pay for through user fees.*

*To ensure that the programs and services provided by the Leisure Services Department are affordable to the broadest spectrum of our residents, the City of Saskatoon subsidizes programs and activities according to the the following priorities:*

- 1) *Programs or services which reduce/address barriers to participation.*
- 2) *General admission programming.*
- 3) *Programs which serve a large segment of the population, but for which the costs exceed the fair market value.*
- 4) *Education and awareness programs.*
- 5) *Programs that are aimed at restoring wellness.*
- 6) *Introductory programs in new or emerging culture, recreation, and sport activities.*
- 7) *Special promotion events and initiatives.*

*Net Cost:                      \$ 2,796,000*

Cost Recovery Rate for Recreation Facilities

In addition, further policy direction regarding the financial impact of providing recreation facilities is required. The most immediate concern pertains to the cost-recovery objective for the Leisure Services Department's landlord (rental) function. Based on the existing market demand, we believe that full cost-recovery is not an achievable objective, and thus, consideration should be given to reducing the targeted rate to 70 percent.

Current rental rates are set to achieve full cost-recovery based on targeted usage levels for the various rental categories, or to maximize revenue if that rate exceeds fair market value. However, because the rental demand for some categories is very low, due to programming limitations, overall actual usage is below the targeted levels, and unlikely to improve substantially. We are presently able to recover 66 percent of our total operating costs. In order to achieve full cost-recovery, all existing rental rates would have to be increased by 60 percent. Obviously, such a drastic adjustment would be too great for many of our user groups to bear.

In our view, rate adjustments in the range of 10 percent to 15 percent, might be more realistic and achievable. If current rental rates were increased by an average of 12 percent, our cost- recovery level would rise to 70 percent as specified in the previously proposed policy for an expanded service. It may be more desirable to make rate adjustments within certain rental categories, rather than implementing a general rate increase for all rental categories. Also, in cases where full

**FOR DISCUSSION PURPOSES**

cost-recovery is below the fair market value for a rental category, it might be possible to set higher rates which recover more than 100 percent of the cost.

A separate report analyzing rental fees and charges for the City's recreation facilities, will be submitted in due course to the Planning and Operations Committee for its consideration. It would be our plan to implement any approved rate adjustments over a period of two to three years, with annual increases not greater than five percent, to become effective on or about September 1, 1996. In the meantime, we plan to meet with our user groups to advise them that there is a pending policy decision which may affect the rate they currently pay. In order to give these groups adequate time to make the necessary budgeting adjustments, a resolution of this issue needs to be completed no later than March 31, 1996.

### **CONCLUSION**

In our opinion, the above policy considerations reflect the community's objectives regarding parks and recreation, and what your staff are currently doing to meet them. Unless further direction is received, we recommend the Leisure Services Department continue operating status quo.

### **ATTACHMENTS**

1. Benefit Statements

Written by: Sandi Schultz/Al Evans

Approved by: \_\_\_\_\_  
 Paul Gauthier, General Manager,  
 Leisure Services Department  
 October 24, 1995

Approved by: \_\_\_\_\_  
 M. D. Irwin  
 City Commissioner  
 Date: \_\_\_\_\_

**FOR DISCUSSION PURPOSES**

Section

# D

## **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](http://lin.ca/national-recreation-framework) and [www.cpra.ca](http://www.cpra.ca)

For more information, contact the Canadian Parks and Recreation Association

Phone: (613) 523-5315

Email: [info@cpra.ca](mailto: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. Please see Appendix A for full acknowledgements.

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# Executive Summary

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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 2: Inclusion and Access**

Increase inclusion and access to recreation for populations that face constraints to participation.



**Goal 3: Connecting People and Nature**

Help people connect to nature through 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 5: Recreation Capacity**

Ensure the continued growth and sustainability of the recreation field.

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.

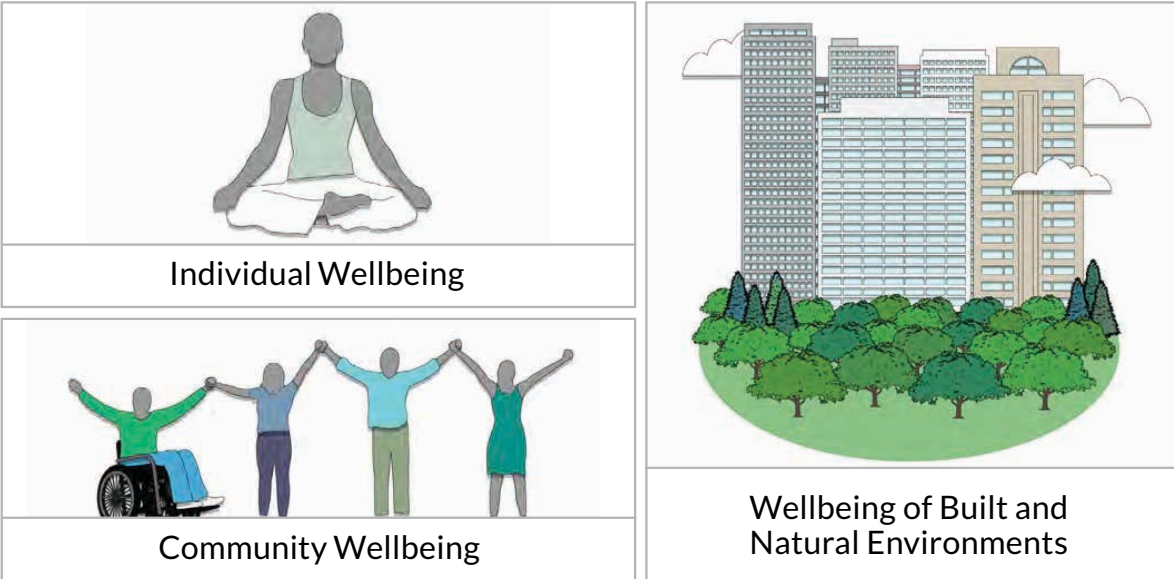
# Part I

# 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.<sup>1</sup> 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.<sup>2</sup> 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)<sup>3</sup> 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.

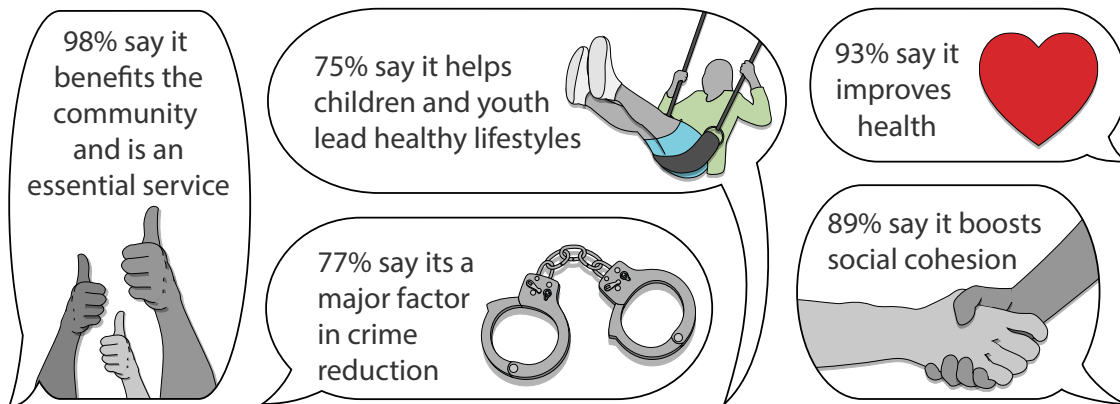
Recreational experiences include participation in physical activity and sport, and in artistic, cultural, social and intellectual activities. Spiritual wellbeing may be enhanced through connecting with nature, helping others through volunteering, engaging in artistic expression and other forms of recreational 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.<sup>4</sup> 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 <sup>5</sup>



## 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 education<sup>6</sup> (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).<sup>7</sup>

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”.<sup>8</sup>

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)<sup>9</sup> 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.<sup>10</sup> 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](http://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.<sup>11</sup> 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.**<sup>13</sup> 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.**<sup>14</sup> 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.

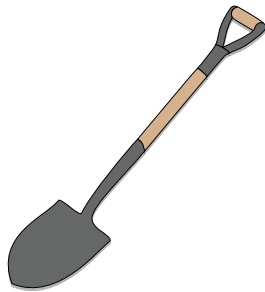
**Help build strong families and communities.**<sup>13</sup> Recreation can be an important vehicle for promoting family cohesion, adaptability and resilience. Culture and recreation help build **social capital** in the form of arts, recreation and parks programs, and community celebrations, such as 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**<sup>15, 16, 17, 18</sup> 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.<sup>19</sup>

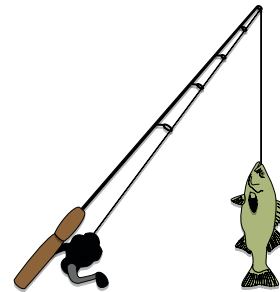
## The Economic Case For Investing In Recreation



**\$2.9 Billion**  
Labour income, jobs created by Canada’s parks (2009)<sup>22</sup>



**\$3,773**  
Amount spent on recreation by average Canadian household (2012)<sup>20</sup>



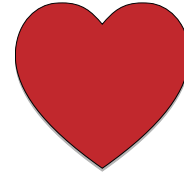
**\$8.3 Billion**  
Total amount spent on recreational fishing contributed to local economies (2010)<sup>24</sup>



**\$134 Million**  
Amount spent by cyclists using Quebec’s Route Verte (2013)<sup>21</sup>



**\$14.5 Billion**  
Amount Canadians spent on nature-based recreational activities (2012)<sup>25</sup>



**\$6.8 Billion**  
Total health care costs of physical inactivity in Canada<sup>23</sup>

# 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.<sup>26</sup>

**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.<sup>27</sup>

**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.<sup>28</sup>

**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.<sup>29</sup>

**Healthy Aging in Canada: A New Vision, A Vital Investment**<sup>30</sup> 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.<sup>31</sup>

**IndigenACTION**<sup>32</sup> (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
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## Principles of Operation

Lifelong Participation	Outcome-Driven	Quality & Relevance	Evidence-Based	Partnerships	Innovation
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## Goals

<p><b>Active Living</b></p> 	<p><b>Inclusion &amp; Access</b></p> 	<p><b>Connecting People &amp; Nature</b></p> 	<p><b>Supportive Environments</b></p> 	<p><b>Recreation Capacity</b></p> 
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## Priorities

<ul style="list-style-type: none"> <li>- Participation throughout the lifecourse</li> <li>- Physical literacy</li> <li>- Play</li> <li>- Reduce sedentary behaviours</li> </ul>	<p>Equitable participation for all, regardless of socioeconomic status, age, culture, race, Aboriginal status, gender, ability, sexual orientation or geographic location</p>	<ul style="list-style-type: none"> <li>- Natural spaces and places</li> <li>- Comprehensive system of parks</li> <li>- Public awareness and education</li> <li>- Minimize negative impacts</li> </ul>	<ul style="list-style-type: none"> <li>- Provide essential spaces and places</li> <li>- Use existing structures and spaces for multiple purposes</li> <li>- Renew infrastructure</li> <li>- Active transportation</li> <li>- Partnerships in social environment</li> <li>- Recreation education</li> <li>- Assessment tools</li> <li>- Align community initiatives</li> </ul>	<ul style="list-style-type: none"> <li>- Collaborative system</li> <li>- Career development</li> <li>- Advanced education</li> <li>- Capacity development</li> <li>- Community leadership</li> <li>- Volunteers</li> <li>- Knowledge development</li> </ul>
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# 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](http://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](http://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.<sup>33</sup>

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.<sup>34, 35, 36, 37</sup> 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.<sup>38</sup>

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.<sup>39</sup>

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 Living<sup>40</sup>**

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.<sup>41</sup>
- 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.<sup>42</sup> 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](http://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.<sup>43</sup>

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.

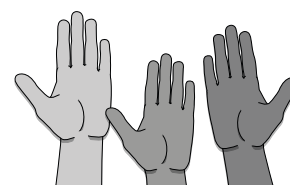
Leaders in recreation need to work within a connected, vibrant and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system that Canadians can enjoy for generations to come.

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.<sup>46</sup> 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)<sup>45</sup>



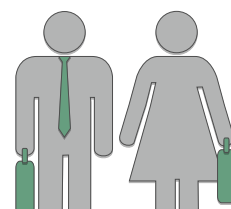
**3.3 Million**

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.

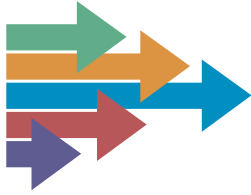
## Priorities

- 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](http://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](http://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\*

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\*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](http://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](http://www.phac-aspc.gc.ca/seniors-aines/afc-cao-eng.php) and 2) [afc-hub.ca](http://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](http://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](http://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](http://www.who.int/governance/eb/who_constitution_en.pdf); WHO: Ottawa Charter Health Promotion, 1986 at [www.who.int/healthpromotion/conferences/previous/ottawa/en](http://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](http://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](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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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](http://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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Section

**FE**

**Current Park  
Development Guidelines**



# CITY OF SASKATOON ADMINISTRATIVE POLICY

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**NUMBER**  
*A10-017*

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\*\*\*TO BE REVISED AS PER COUNCIL RESOLUTION OF NOVEMBER 20, 2006\*\*\*

<b>POLICY TITLE</b> <i>Park Development Guidelines</i>	<b>ADOPTED BY:</b> <i>Senior Management Committee</i>	<b>EFFECTIVE DATE</b> <i>January 25, 1996</i>
		<b>UPDATED TO</b> <i>June 25, 2002</i>
<b>ORIGIN/AUTHORITY</b> <i>General Manager, Community Services</i>	<b>CITY FILE NO.</b> <i>CK. 4205-1</i>	<b>PAGE NUMBER</b> <i>1 of 16</i>

1. PURPOSE

- 1.1 To supersede the report "Park Classifications", adopted by City Council in 1975.
- 1.2 To be used as a guideline for implementing the City of Saskatoon Development Plan concerning the development of parks and recreation open space.

2. DEFINITIONS

- 2.1 Active Recreation - Open space activities involving movement beyond walking. Active recreation may be informal (e.g. jogging, cross-country skiing, bicycling, touch football) or may involve organized sports, e.g. soccer or softball in a league or other competitive framework.
- 2.2 Arterial Street - Arterial roadways are intended to carry large volumes of all types of traffic moving at medium speeds. They expedite the movement of through traffic to major traffic generators and from subdivision to subdivision. Arterial roadways desirably have no direct access to adjacent developments.
- 2.3 Buffer - Buffer strips are surveyed parcels used to separate different land uses. They provide space between residential and commercial areas, or separate lots and blocks from a major road.
- 2.4 Capital Asset - A tangible asset which has a useful life of more than one year and a total project expenditure of \$25,000 or more.
- 2.5 Capital Project - An undertaking to construct a capital asset which will be used to deliver a particular program(s).
- 2.6 Catchment Area - The geographical area that will benefit from and contribute to open space.

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- 2.7 Collector Street - Collector roadways provide both traffic movement and land access. The traffic function of this type of street is to carry traffic between local and arterial streets. Full access to adjacent properties is generally provided. Collectors may intersect with arterial or local streets.
- 2.8 Dedicated - Provided for public use without compensation.
- 2.9 Dedicated Lands - Parcels of land dedicated as buffer strips, environmental reserves, municipal reserves, public reserves and walkways.
- 2.10 District - Area which is typically formed by 4 or 5 neighbourhoods and which may include a High School(s). Typically for setting parks and recreation levy rates, a district is assumed to have approximately 80,000 to 90,000 metres of collectable frontage.
- 2.11 Natural Area – Areas of land or water representing elements of the region’s geographical or species diversity, including natural landscapes, natural land forms and archaeological and paleontological sites.
- 2.12 Environmental Reserve - A parcel of land which may contain:
- ravines, coulees, swamps, drainage courses;
  - land that is unstable or flood-prone; or
  - land beside a lake, river or stream or any other water body required for preventing pollution, preserving banks or for flood protection.
- 2.13 Informal (Recreation) - See Active Recreation.
- 2.14 Linkage - Public land connecting public open spaces by pedestrian, wheelchair or non-motorized bicycle travel.
- 2.15 Local Street - The main function of local streets is to provide land access. Direct access is allowed to all abutting properties. A local street is not intended to carry large volumes of traffic but only traffic with an origin or destination along its length.
- 2.16 Municipal Reserve - A parcel of land provided without compensation, as required under the Planning and Development Act, to be used for public recreation.

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- 2.17 Neighbourhood – Neighbourhoods are the basic unit of residential development and form the building blocks of suburban development areas, according to Section 5.1 and Section 9.2 of the Development Plan. Neighbourhoods are designed as a comprehensively planned unit and are usually served by two centrally located elementary schools or a centrally located community centre to serve civic, education, and health services of the community.
- 2.18 Organized Sports - See Active Recreation.
- 2.19 Passive Recreation - Open space activities conducted at walking speed or less, (e.g. strolling, sitting, picnicking, watching active sports).

### 3. POLICY

#### 3.1 Park Provision: General Principles

The City of Saskatoon plans for the provision of parks according to a hierarchy corresponding to the residential development units outlined in the City's Development Plan. The hierarchy is based on the neighbourhood as the central core and radiates to larger units and special uses. The park hierarchy consists of Neighbourhood Pocket Park, Neighbourhood Core Park, Linear Park, Village Square Park, District Park, Multi-District Parks and Industrial Parks.

The system also includes, outside the hierarchy, Special Use Park categories which are intended to provide city-wide recreation and unique programming opportunities.

Each park category is intended to address particular needs of particular groups of people, while simultaneously maintaining the flexibility of programming and attractive environment which will encourage use by City residents in general.

Community consultation with residents in the identification of the park program plan is an important principle in the development of the Neighbourhood Core Park. The City of Saskatoon requires as a guideline 20 percent residential development prior to park development for the Neighbourhood Core Park. The development of the Neighbourhood Core Park, in advance of the 20 percent guideline, will require negotiation and subsequent agreement between the developer and the City. The developer will pay the costs to advance construction of the park.

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The Neighbourhood Pocket Park(s) will provide green space for residences close to the periphery of a neighbourhood which are some distance from the Neighbourhood Core Park. The Pocket Park character is small-scale, focusing on passive recreation and aesthetic appeal. Programming could include creative play apparatus.

The Neighbourhood Core Park is intended to serve the active and passive recreation needs of its catchment population of approximately five to eight thousand people. Sports fields accommodate intra-neighbourhood league play for youth 13 years of age and under. They are also intended for families, children of elementary school age, and for informal use. Structures to accommodate active leisure programs are located in a neighbourhood core park (e.g. paddling pool).

Linear parks, as part of the overall linkage concept, are intended to provide a safe and aesthetically pleasing connection between parks and other destinations through non-motorised means of travel. They also allow for preservation of both heritage features and natural features.

Village Square Park is an urban open space which is centrally located in the neighbourhood and contains primarily soft landscape with some hard surface elements. Its primary purpose is to serve as an informal and formal meeting place, by providing a community focal point and destination for passive recreation including socialization and event programming.

The District Park is intended to serve four or five neighbourhoods. It accommodates both active and passive recreation, and may have a particular emphasis on the athletic needs of high school students. The structured city-wide sports activities intended for District Parks will typically result in a high proportion of space required for active rather than passive recreation. Structures to accommodate active leisure programs are located in a District Park (e.g. tennis courts).

The Multi-District Park is intended to accommodate both active and passive recreation. There is an emphasis on structured sports. Dimensions of sports fields shall be suitable for international level of competition (e.g. floodlighting sports fields). Suburban community centres are located in multi-district parks.

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Industrial Park is intended as a city-wide resource. Each park responds to the unique site circumstances or provides unique programming opportunities. The location in industrial areas allows elements which are not suitable for residential neighbourhoods. This type of park can also facilitate the needs of employees working in the industrial area (e.g. landscaping, outdoor furniture).

The Special Use Park is a City-wide resource. Each park responds to unique site circumstances and/or provides unique programming opportunities. This park type, therefore, will be subject to less detailed development guidelines than the others in the hierarchy. The Forestry Farm Park, the Gordon Howe Complex and Diefenbaker Park are examples of Special Use Parks.

## 3.2 General Standards

- a) Public Safety
  - Park boundaries are to be configured in such a way as to optimize visual access into the site. A compact, rectangular shape is preferred. Configurations which will result in hidden corners are not acceptable.
  - Placement of planting and land forms must allow for play structures, paddling pools and walkways to be visible from a passing vehicle.
  - All play equipment and other supplied recreational components must have current approval from the City of Saskatoon, Infrastructure Services Department.
  - Principles of crime prevention are to be applied throughout the park planning and design process with the intent to minimize the opportunity for crime and nuisance behaviour, and to create acceptable levels of actual and perceived public safety.
- b) Environmental Conditions
  - Park design should recognize and, where possible, take advantage of natural site features including sloping land, existing vegetation, riverbank areas and water bodies.
  - Parks may contain recreational lakes.
- c) Services
  - Municipal Reserve shall be used to convey storm water runoff to storm water storage basins and shall act as temporary water storage to allow water detention for a temporary period of time after a storm event.

# CITY OF SASKATOON ADMINISTRATIVE POLICY

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Municipal Reserve land and land held for storm water management facilities shall be integrated in all cases where circumstances permit. Storm water facilities, where located adjacent to parks, must be treated in a manner than complements the park development. This integration of two land uses will be subject to the guidelines found in “Appendix B”. Planning and development of all integrated sites will be a collaborative process involving the Neighbourhood Developers, the Parks Branch, Public Works Branch, Municipal Engineering Branch, Community Development Branch, and Leisure Services Branch. Funding for construction and the subsequent maintenance of the Storm Water Management facilities on integrated sites must be one of the subjects of this collaborative process and subsequent agreement. The Developer will bear the responsibility to address the costs associated with required landscape plans of the Storm Water Management facility on integrated sites.

- The placement of utility easements on parks must adhere to the requirements of these Guidelines and of Administrative Policy No. A09-025, “Utility Easements on City Property”.
  - Where it is appropriate, utility easements may be used for recreation purposes. The design of the area shall complement the park development and recreational use.
- d) Structures
- Structures should be designed to resist vandalism and may be developed in the various types of parks provided they are consistent with the park's programming objectives.
- e) Parking
- The provision of appropriate parking for neighbourhood parks shall be a combined objective of the neighbourhood concept plan process, the neighbourhood park planning process, and the school site design process to create the opportunity for joint-use of parking facilities.

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### 3.3 Over-dedication of Lands

Defined as the dedication of more land than is legally required under *The Planning and Development Act, 1983*. Over-dedication of land shall be acceptable to the City under the following conditions:

- a) that the developer agrees to pay the entire cost of developing those lands, which are deemed to be “over-dedicated” lands into appropriate park space; and
- b) that the developer agrees to pay into a reserve fund for the annual maintenance costs of the over-dedicated amount. The reserve fund will be required by the City for a period of not less than fifteen years from the date upon which the parks are turned over to the City.

### 3.4 Park Categories: Specific Standards

Note: Park sizes noted below are based on a neighbourhood with a gross area of 143 hectares. Park sizes may be varied, at the City's discretion, in proportion with actual neighbourhood size. The guideline for distribution of dedicated land between park types is as follows: Neighbourhood - 61%, District - 36%, other - 3%. “Appendix A” outlines the calculations for Municipal Reserve Dedication and Distribution within a standard Suburban Development Area (SDA).

### 3.5 Neighbourhood Pocket Park

- a) Purpose
  - To optimize the distribution of open space within easy walking distance (approximately 400 m) for all neighbourhood residents.
  - Particularly intended to serve dwellings near the periphery of the neighbourhood.
- b) Function
  - Primarily passive recreation for all age groups.
  - Creative play, play structure intended for pre-school age children.
  - Specific programming in response to Community Services Department's public consultation.

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- c) Size
  - Minimum 0.25 ha, maximum 0.8 ha, maximum two per neighbourhood.
- d) Location
  - Not less than 400 m from Core Park.
  - Not more than 400 m from nearest point of neighbourhood periphery.
  - Located on local or collector streets, not arterial.
  - Pocket parks to be located in different parts of the neighbourhood from each other, and from Core Park, to achieve optimal distribution of open space in the neighbourhood.
- e) Site Access, Visibility and Frontage
  - 100% visibility of site interior from street.
  - Site boundaries to have minimum 25% street frontage.

### 3.6 Neighbourhood Core Park

- a) Purpose
  - To serve outdoor recreational needs of neighbourhood residents.
  - To serve as expanded play area for neighbourhood elementary schools.
  - To serve as a central gathering place for event programming and destination for the neighbourhood residents to meet and socialize. A Neighbourhood Core Park may include a Village Square Park to serve as the passive recreation component for the neighbourhood.
- b) Function
  - Organized sports for children aged 13 and under.
  - General active and passive recreation for all ages.
  - Specific programming in response to Community Services Department's public consultation.
- c) Size
  - Minimum 5.7 hectares.
- d) Location
  - Centrally located in neighbourhood, not combined with District Park.
  - Located on local or collector streets, not arterial.



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- Within 1.2km walk of one and two unit dwellings in neighbourhood.
- e) Site Access, Visibility and Frontage
- 100 percent visibility of site interior from park/street boundaries, but not necessarily from any one point on the boundary.
  - Site boundaries not abutting school property to have 25 percent continuous street frontage (primary – collector street), not including school frontage.
  - Minimum 20 metres run of street frontage (secondary – local street), in addition to the 25 percent, located on a side of the park away from the principal run of frontage, in order to ensure 100 percent visibility.
  - The City shall accept frontage above 25 percent. If excess frontage is accepted above 40 percent, the City may impose off site levy charges based upon the excess frontage and incorporate such charges within a servicing agreement with the developer.

### 3.7 Linear Park

- a) Purpose
- To serve as a component of the linkage concept to achieve one or more of the following:
    - i. To provide non-vehicular travel routes to the neighbourhood's focal points and to nodal destinations outside the neighbourhood.
    - ii. To provide recreational opportunities.
    - iii. To allow protection of natural and heritage features.
- b) Function
- To provide recreational and non-recreational walking, running, bicycling, skiing and wheelchair travel.
  - To provide opportunities for appreciation of natural features.
  - To provide opportunities for sitting and picnicking.
  - Specific programming in response to Community Services Department's public consultation.
- c) Size
- Municipal reserve contribution to linear park will be distributed entirely within the neighbourhood unit.

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- Maximum distance of segment of park between service vehicle and/or pedestrian access points, not including pedestrian walkways, to be 200 metres.
  - Width to vary, minimum 20 metres and an average width of 30 metres.
- d) Access, Visibility and Safety
- All access points, except walkways, to have a minimum width of 15 metres.
  - Access points to be sited so as to discourage uncontrolled mid-block crossings of collector or arterial roads.
  - Where a linear park or segment thereof serves as a non-vehicular travel route, lighting is to be provided to City of Saskatoon standards at the developer's expense.

### 3.8 Village Square Park

- a) Purpose
- To provide a destination point for passive recreation (a place to walk or cycle to) where residents can meet and socialize.
  - To provide both formal and informal neighbourhood meeting place.
  - To provide a visual focal or termination point in the design of the neighbourhood.
- b) Function
- To provide opportunities for meeting.
  - To provide opportunities for sitting, socializing.
  - To provide a destination for walkers, cyclists.
  - To provide for neighbourhood event programming (e.g. Festivals, rallies, community garage sales).
  - Approximately 75 percent of total area is soft landscape.
- c) Size
- Minimum of .3 to maximum of .5 hectares (.75 acres to 1.25 acres).
- d) Location
- Centrally located in neighbourhood.

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- Located at the termination point or intersection of collector and local streets of the neighbourhood.
  - Adjacent to neighbourhood commercial property.
  - Adjacent to neighbourhood core park.
- e) Site Access, Visibility and Frontage
- 100 percent visibility of site interior from surrounding streets.
  - 100 percent street frontage.

### 3.9 District Park

- a) Purpose
- To serve active and passive recreational needs of residents of four to five neighbourhoods.
  - May serve athletic needs of high schools.
- b) Function
- To accommodate inter-neighbourhood sports leagues for youth and adults. Specific programming in response to Community Services Department's sports facility inventory requirements and public consultation with user groups and general public (e.g. soccer, ball, tennis, football and lacrosse).
  - To accommodate community-wide events, (e.g. outdoor concerts).
  - To accommodate informal active recreational activities.
  - To accommodate passive recreational activities.
  - To accommodate structures for active recreational activities not found in the neighbourhood core park (e.g. tennis courts).
- c) Size
- Average dedication of 5.2 hectares per neighbourhood served. A district park typically serves 4 neighbourhoods, giving a total of 20.8 hectares.
- d) Location
- Located close to centre of catchment's area served.
  - District and Neighbourhood park sites to be separate from each other.
  - Located on arterial or collector streets with City transit service.

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- e) Site Access, Visibility and Frontage
  - 100 percent visibility of site interior from park/street boundaries, but not necessarily from any one point on the boundary.
  - Site boundaries not abutting school property to have 50 percent street exposure.
  - Parking to be provided, quantities according to programming, with access from a collector street.

### 3.10 Multi-District Park

- a) Purpose
  - To serve the complementary activities associated with a suburban recreation complex.
  - To serve leisure requirements not otherwise served by Neighbourhood and District parks.
- b) Function
  - To provide a variety of active and passive recreation activities at all seasons of the year.
  - To provide siting for a suburban recreation complex.
  - To provide siting for official competition sized sports fields and facilities adequate for national/international athletic events.
  - To accommodate sports spectators.
  - To allow programming for uses not found in neighbourhood or district parks, (e.g. cultural facilities, multi-purpose leisure centre).
- c) Size
  - Minimum 16 hectares, minimum one per suburban development area, may be dispersed over more than one site.
- d) Location
  - Multi-District land associated with a suburban recreation complex to be in close proximity to the commercial portion of the suburban centre, to minimize traffic disruptions in residential neighbourhoods and create the opportunity for joint-use of parking facilities.
  - Multi-District land associated with active recreation uses to be in close proximity to the commercial portion of the suburban centre, or in an industrial area, or in a parcel surrounded by arterial roads and/or

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non-residential use, to minimize traffic disruptions in residential neighbourhoods and allow for elements not suitable for residential areas (e.g. floodlighting sports fields).

- Location of Multi-District land associated with passive uses is discretionary.

e) Site Access, Visibility and Frontage

- 100 percent visibility of site interior from park/street boundaries, but not necessarily from any one point on the boundary.
- Site boundaries to have 50 percent street exposure.
- Parking to be provided, quantities according to programming, with access from a collector street.

#### 4. RESPONSIBILITY

##### 4.1 Community Services Department

- a) Shall review suburban area concept plans, neighbourhood concept plans and plans of proposed subdivision for compliance with these guidelines.
- b) Shall co-ordinate the approval of these plans.
- c) Specify programming for all categories of parks as required.
- d) Consult with affected school boards to review proposed park design concept.

##### 4.2 Infrastructure Services Department

- a) Shall review all proposed suburban area concept plans, neighbourhood concept plans and plans of proposed subdivision and recommend amendments as required.

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## APPENDIX A

### Municipal Reserve Dedication and Distribution for Illustrative Purpose Only Within a Suburban Development Area

**1. Municipal Reserve Dedication for a Suburban Development Area:**

(Note: Dedication requirements are established by The Saskatchewan Planning and Development Act, 1983, amended 1993).

<u>Land Use Classification</u>	<u>Area (Ha)</u>	<u>Dedication</u>	<u>Municipal Reserve Available (Ha)</u>
Neighbourhoods	1430(10 neigh. x 143 Ha)	10%	143.0
High School Sites	12(2 High Schools x 6 Ha)	10%	1.2
District Parks	60	10%	6.0
Multi-District Parks	16	10%	1.6
Institutional/Commercial	<u>58</u>	5%	<u>2.9</u>
	Total: 1576 Ha		Total = 154.7(Ha)

**2. Neighbourhood Municipal Reserve Distribution Guideline:**

(Average neighbourhood = 143 ha x 10% = 14.3 ha municipal reserve)

Neighbourhood Park, Pocket Park, Village Square Park & Linear Park	District Park	Multi District & Special Use	
$\frac{8.7}{14.3} \times 100 = 61\%$	$\frac{5.2}{14.3} \times 100 = 36\%$	$\frac{0.4}{14.3} \times 100 = 3\%$	TOTAL
			100%

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## APPENDIX B

### CONDITIONS FOR THE CONSTRUCTION OF STORM WATER STORAGE BASINS WHEN INTEGRATED WITH MUNICIPAL RESERVE

Municipal Reserve shall be used to convey storm water runoff to storm water storage basins and shall act as temporary water storage to allow for water retention for no longer than a 24 hour period after a storm event. Municipal Reserve land and land held for storm water management facilities shall be integrated in all cases where circumstances permit. Storm water facilities, when located adjacent to parks, must be treated in a manner that complements the park development. This integration of two land uses will be subject to the following guidelines:

- a) Integration of two land uses, Municipal Reserve and Storm Water Management areas, will require a landscape plan for both areas. These landscape plans shall have a common design objective that will ensure a visually integrated land mass. These plans must be acceptable to representatives of the Parks Branch, the Public Works Branch, Municipal Engineering Branch, the Leisure Services Branch, and the Developer.
- b) Dry ponds and areas surrounding wet ponds are to be graded, top soiled, seeded or sodded, and landscaped, incorporating trees and shrubs to a level consistent with the surrounding or adjacent park development. These areas will not be irrigated.
- c) The core neighbourhood park, consisting of no less than a 5.7 hectares parcel of continuous land, shall remain centrally located in the subdivision.
- d) No sports fields within any Municipal Reserve will be allowed to be flooded for any longer than a 24 hour period and will not be below the one in five year storm event waterline.
- e) The Core Neighbourhood Park shall be contiguous with a retention pond area. Portions of this park that are used for passive recreation, which is other than sports fields, shall serve as a water storage area to hold water for up to a 48 hour period.
- f) Pocket parks and linear parks shall be located at elevations above the 1 in 5 year flood event, provided those areas are not required to hold water for a period of time greater than 48 hours.

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- g) Pocket parks shall be located adjacent to water storage ponds, or shall serve as storm water storage areas, provided that play structures in these parks are not flooded for more than a 24 hour period.
- h) An agreement will be established between the Parks Branch and the Public Works Branch for the maintenance of the storm water storage basin.



# Appendix

# FF

## **Recommendation Alignment with the Framework for Recreation in Canada 2015**

## Master Plan Recommendations in Relation to the National Recreation Framework

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
Service Delivery: Facilitating Supportive Environments					
1.	The City will develop a partnership policy based on the framework.	X	X	X	
2.	The City will use the partnership framework to explore partnership opportunities for all recreation and parks service provision and infrastructure development.	X	X	X	
3.	The City will consider formalizing existing and future partnership arrangements to include performance measurement of Service Outcomes and quality control.			X	
4.	The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.		X	X	
5.	The City will consider regional collaboration, using SUMA and SPRA as guides, when planning new facilities and offering programs with regional value and appeal.		X	X	
6.	The City will continue to support Community Associations and Organized Interest Groups equitably and transparently, based on ongoing communication to identify group support needs	X	X	X	
7.	The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.			X	

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
8.	The City will continue to promote and market City recreation and parks opportunities with an enhanced focus on benefits and motivating participation.	X	X		X	X
9.	The City will continue to employ an ongoing community liaison strategy that considers the general public (including but not limited to the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.			X		
10.	The City will develop utilization measures and collect relative data for structured and spontaneous use of recreation and parks services, programming, and infrastructure.			X		
Service Delivery: Ensuring Inclusion and Access						
11.	The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.				X	
12.	The City will continue to offer its Leisure Access and Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.				X	
13.	The City will continue to include information about financial assistance for programs in its promotion and marketing efforts.				X	

<b>Recommendation</b>		<b>Foster Active Living Through Recreation</b>	<b>Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities</b>	<b>Grow and Sustain the Capacity of the Recreation Field</b>	<b>Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation</b>	<b>Help People Connect to Nature Through Recreation</b>
14.	The City will take a lead role in identifying recreation and parks program needs in the community (including program performance assessment).	X	X			
15.	The City will work with other program providers to reduce redundancy and optimize investment wherever possible.	X	X			
16.	The City will use the Desired Program Focus Areas to guide collaborative recreation and park programming efforts.	X	X			
17.	The City will act to reduce barriers and increase participation wherever possible.					
18.	The City will review its Fees and Charges Schedule to determine admission fees that encourage greater use while also generating revenues, including potential use of a tiered system with differential fees based on facility type and capacity.				X	
19.	The City will look to engage the Community Feedback Committee (or similar group) in implementation of the Plan.	X	X	X	X	X
<b>Service Delivery: Infrastructure</b>						
20.	City recreation and parks professionals will continue to work with other divisions in planning future recreation and parks infrastructure.		X			
21.	The City will revisit, update, and enhance its Parks and Open Space classification system.	X	X			X

<b>Recommendation</b>		<b>Foster Active Living Through Recreation</b>	<b>Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities</b>	<b>Grow and Sustain the Capacity of the Recreation Field</b>	<b>Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation</b>	<b>Help People Connect to Nature Through Recreation</b>
22.	The City will revisit, update, and enhance its current Park Development Guidelines policy and formalize its Landscape Design Standards.	X	X			X
23.	The City will use a recreation facilities classification system to help guide future development of new or enhanced facilities.	X	X	X		
24.	The City will consider providing both spontaneous and structured recreation, culture, and parks spaces in the expansion/enhancement of existing or the development of new infrastructure.	X	X	X	X	X
25.	The City will explore opportunities to develop integrated facilities when contemplating the development of new or enhanced recreation and parks infrastructure.	X	X	X		
26.	The City will continue to consider including multiple types of spaces in a facility and/or at a site when planning for investment in recreation and parks infrastructure.	X	X	X		
27.	The City will consider geographic balance in the provision of existing and the development of new programs and services, especially for facilities and spaces provided at the district level.				X	
28.	The City will employ principles of environmentally sound design wherever possible when contemplating new facilities/sites or when investing in existing infrastructure.	X	X	X	X	X

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
29.	The City will explore the application of synthetic playing surfaces when contemplating major outdoor recreation and park facilities.	X	X	X		
30.	The City will continue to plan for facility and parks lifecycle replacement and amenity refreshment through an annual lifecycle budget approach.			X		
31.	The City will consider crime prevention through environmental design, multi-use, physical accessibility, age-friendly design, sponsorship exposure, and event hosting capability when designing and constructing new and/or enhanced recreation facility or developing open spaces.	X	X	X	X	
32.	The City will ensure that healthy food and beverage options are provided in recreation facilities and parks where possible.					
33.	The City will consider additional Municipal Reserve allocation and budgeting for land acquisition for the creation of larger multi-district and/or district park and recreation facility sites.					X
34.	The City will consider revitalization, enhancement, and potential expansion of existing facilities, including but not limited to playground structures, recreation units, and leisure centres when contemplating future recreation and parks infrastructure development.	X	X	X	X	X

<b>Recommendation</b>		<b>Foster Active Living Through Recreation</b>	<b>Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities</b>	<b>Grow and Sustain the Capacity of the Recreation Field</b>	<b>Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation</b>	<b>Help People Connect to Nature Through Recreation</b>
35.	The City will use the reinvestment/repurpose or decommission decision-making framework when contemplating the future of existing recreation and parks assets requiring substantial lifecycle investment.	X	X	X	X	
36.	The City will strive to achieve the park amenity strategies as well as the desired outcomes outlined in the Plan related to natural areas, trails, and the river valley.	X	X			X
37.	The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness, etc.) strategies outlined in the Plan.	X	X	X	X	
38.	The City will use the project development framework when contemplating significant recreation and parks infrastructure development requiring public funding.	X	X	X	X	X
39.	The City will use and periodically revisit the recreation and parks facility space prioritization model to help guide future infrastructure investment decision making.	X	X	X	X	X
40.	The City will enhance its existing sponsorship policy to focus on recreation and parks and administer an associated campaign to garner external funding to support of programming and/or infrastructure.	X	X	X	X	X

<b>Recommendation</b>		<b>Foster Active Living Through Recreation</b>	<b>Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities</b>	<b>Grow and Sustain the Capacity of the Recreation Field</b>	<b>Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation</b>	<b>Help People Connect to Nature Through Recreation</b>
41.	The City will explore non-traditional fee-based services and amenities, on a break even or profit basis, that are complementary to existing facility or park space.	X	X	X	X	X
42.	Where applicable, the City will pursue grants from external sources to leverage public investment in recreation and parks services.	X	X	X	X	X
43.	The City will allocate sustained internal resources (either reallocated or incremental) to implement the Plan in the spirit of continuous improvement.	X	X	X	X	X
44.	Where possible, the City will continue to provide staff professional development opportunities to continually enhance internal capacity.			X		









