

Recreation and Parks Master Plan

CITY OF SASKATOON

Appendices

December 2015



Recreation and Parks Master Plan

CITY OF SASKATOON

Appendices

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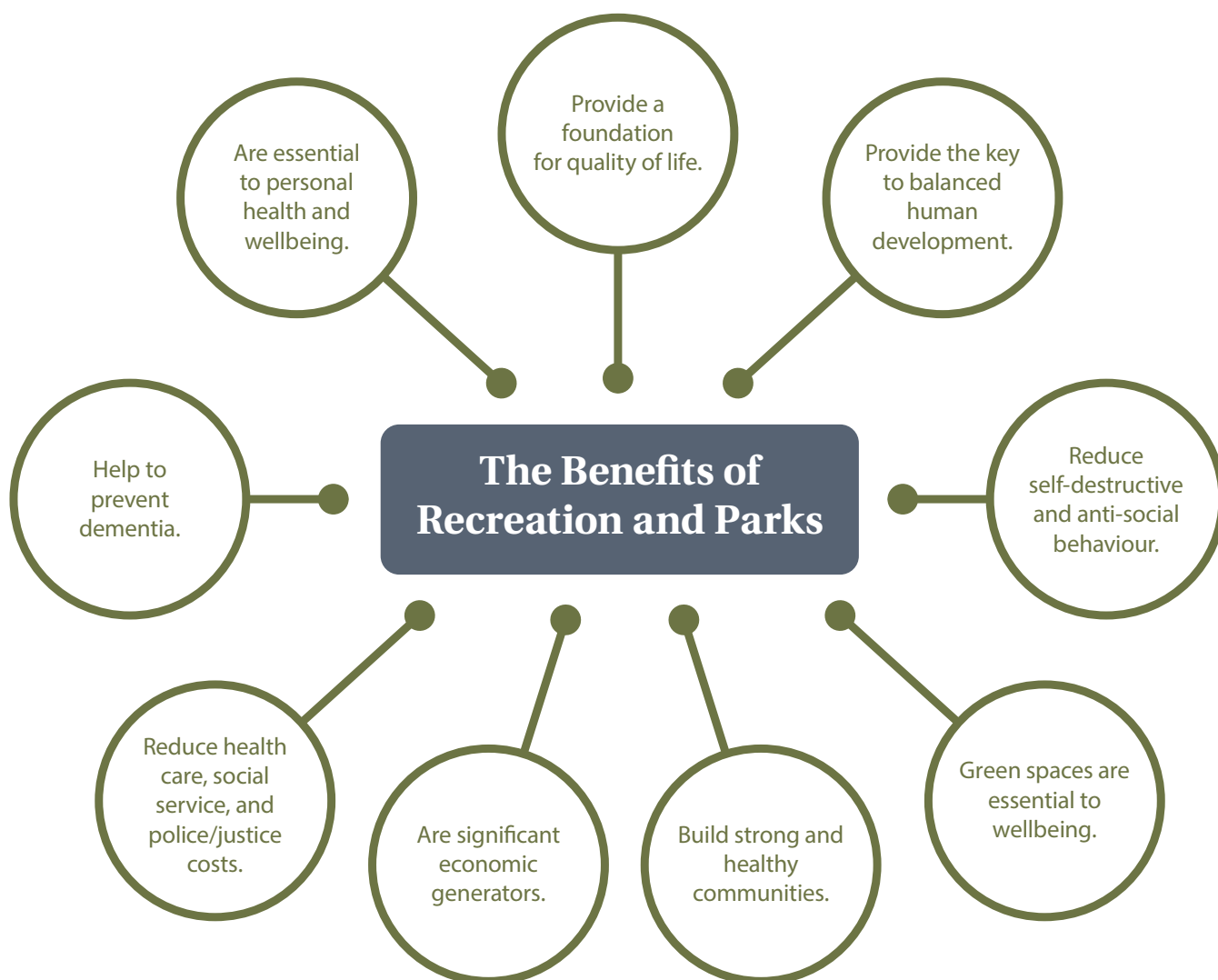
A

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 Hub¹ 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 nine key result areas and explained through relevant research and further validated by city household survey results as follows.

The Benefits of Recreation



¹ <http://benefitshub.ca/>

Recreation and Parks...

I. ARE ESSENTIAL TO PERSONAL HEALTH AND WELLBEING.

- Increased leisure time and physical activity improves life expectancy.¹
- Physical activity contributes to improved mental health and reduced rates of depression.²
- Participation in physical activity can reduce workplace related stress.³
- The provision of green spaces has been linked with a number of health and wellbeing benefits including; increased physical activity, reduced risk of obesity, minimized utilization of the healthcare system, and stress reduction.⁴
- 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.⁵
- Low-income students who are involved in arts activities have higher academic achievement and are more likely to go to college.⁶
- The arts and other forms of creativity can have profound individual social outcomes and generate a deeper sense of place and local community.⁷
- Involvement in physical activity and leisure corresponds with adolescents leading a healthier long term lifestyle.⁸

III. PROVIDE A FOUNDATION FOR QUALITY OF LIFE.

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

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

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

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

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

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

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

6 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.

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

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

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

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

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.¹⁵
- 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.¹⁶
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.¹⁷
- 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.¹⁸
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.¹⁹
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.²⁰

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

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.

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

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

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

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

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

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.²¹
- 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.²²
- The provision of quality parks and open spaces can have significant economic benefits which include increased property values and tourism potential.²³
- 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 2012.²⁴
- 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.²⁵
- Increasing green spaces in urban centres has a number of positive environmental outcomes which can increase sustainability and lower long term infrastructure costs.²⁶
- 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.²⁷

IX. HELP TO PREVENT DEMENTIA.

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

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.

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

24 *Tourism in Saskatoon*, 2012.

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

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

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

28 Laurin, D. et al. (2001). Physical activity and risk of cognitive impairment and dementia in elderly persons. *Archives of Neurology*, 58(3): 498–504.

29 Larson, E.B., Wang, L., Bowen J.D., et al. (2006). Exercise is associated with reduced risk for incident dementia among persons 65 years of age and older. *Annals of Internal Medicine*, 144(2): 73–81.

30 Stern, C., Munn, Z. (2010). Cognitive leisure activities and their role in preventing dementia: a systematic review. *International Journal of Evidence-Based Healthcare* (Wiley-Blackwell), 8(1): 2-17.

Appendix

B

2015 State of Recreation and Parks



The State of Recreation and Parks

CITY OF SASKATOON

Research Report

May 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.



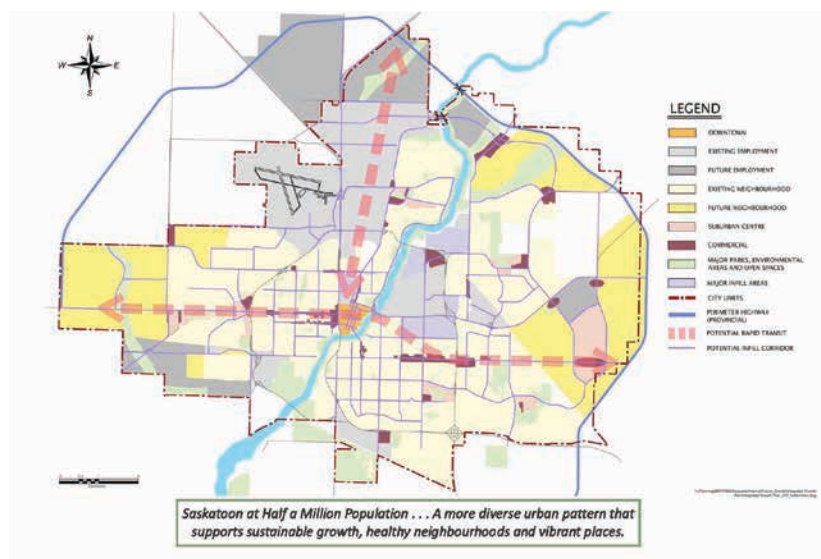
Growing Forward, Shaping Saskatoon, and the Growth Plan

Growing Forward, Shaping Saskatoon is a public planning initiative to develop a Growth Plan to Half a Million¹ (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 Transportation² 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)

Official Community Plan

Bylaw No. 8769

The Official Community Plan¹ (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)

¹ 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



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

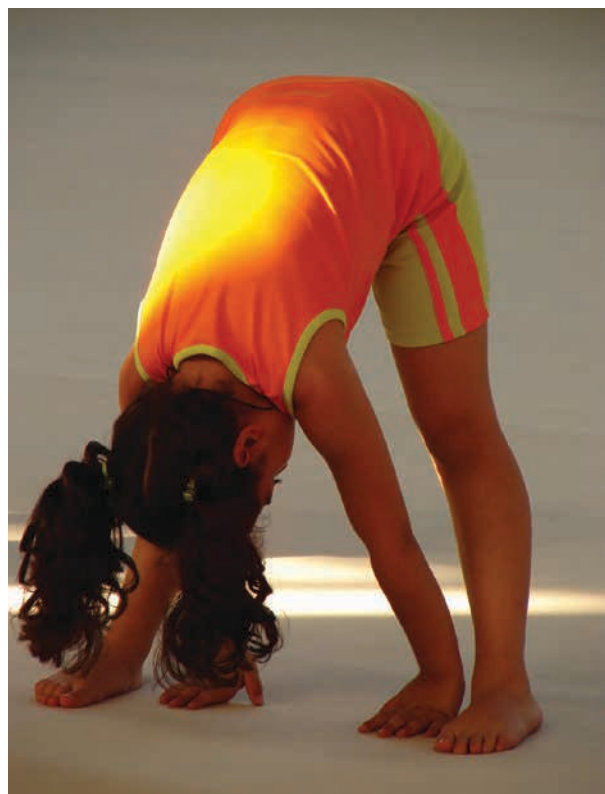
The premise of the Joint Use Agreement is to maximize the use of the parties' facilities during non-peak periods, to recognize that these facilities are a resource to serve the community, and respond to the reality that the cost of operating these facilities is largely paid by the same taxpayer.

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."¹

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.

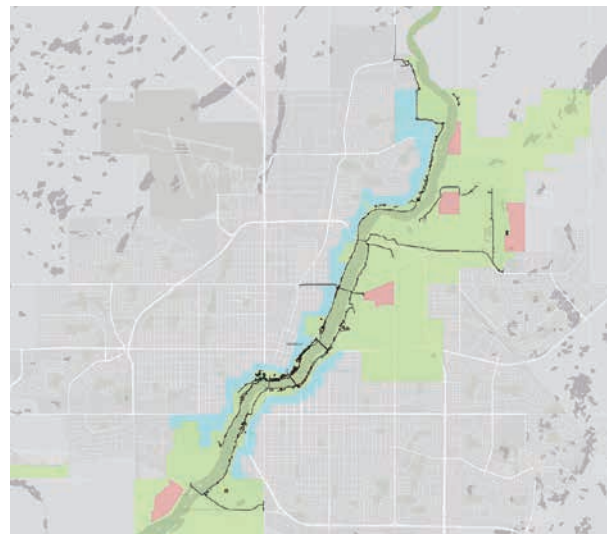
As the river valley is a key recreation and parks feature in the city, including both recreational and environmental components, managing current and future use has a significant impact on quality of life in the city. The MVA is guided by a 100 year concept plan developed by Raymond Moriyama (under separate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



¹ 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)¹ 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.² 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.³

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.

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

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 students⁴ 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.



⁴ City of Saskatoon Neighborhood Profiles.

Population Analysis¹

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%

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

Growth Projections

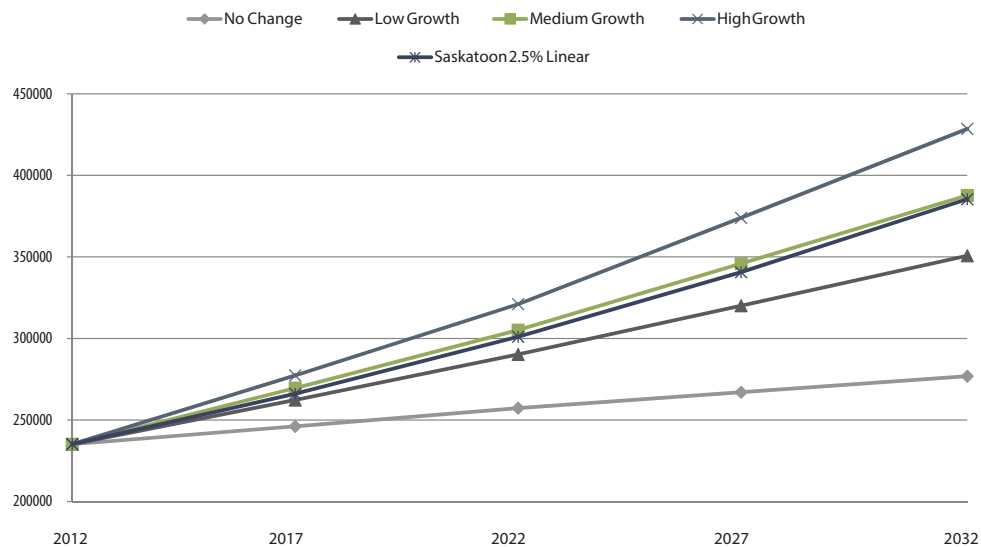
In 2013, the City of Saskatoon's Planning and Development Division developed a number of population projection scenarios,¹ which are illustrated in the following chart and graph. The medium growth scenario (identified as the preferred scenario) projects that by 2032 the population of

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)

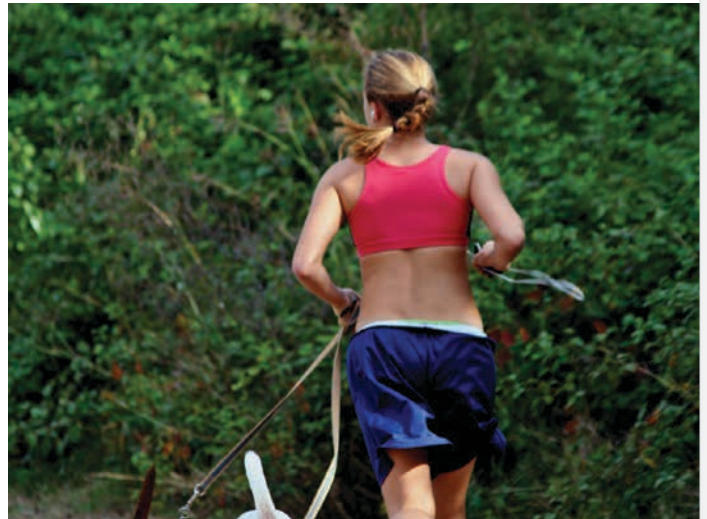


¹ City of Saskatoon and Saskatoon Census Metropolitan Area Population Projections (2012 – 2032).

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% |
| Totals | 222,185 | 100.0% |

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 InMotion¹. 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 ago². 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 pool. 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 ft² 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 20th century, the average global temperature rose one degree Fahrenheit; the expected increase in the 21st 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

| Facility | Saskatoon Provision Ratio ¹ | Average Provision Ratio in the Comparable Communities |
|--|--|---|
| Indoor Facilities | # Residents per Facility/Space | # Residents Per Facility/Space |
| Fitness/wellness facilities (e.g. exercise/weight room) | 42,333 | 29,065 |
| Indoor child playgrounds (publicly provided) | 127,000 | 133,805 ² |
| 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 ² |
| 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 |

¹ 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.

² Richmond has zero (0).

Table 8: Outdoor Facility Provision

| Facility | Saskatoon Provision Ratio ¹ | Average Provision Ratio in the Comparable Communities |
|---|--|---|
| Outdoor Facilities | # Residents per Facility/Space | # Residents Per Facility/Space |
| 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 |

¹ 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 |
| Sub total Recreation and Parks Infrastructure Over \$1M | \$176,696,100 |

| 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%.¹

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.

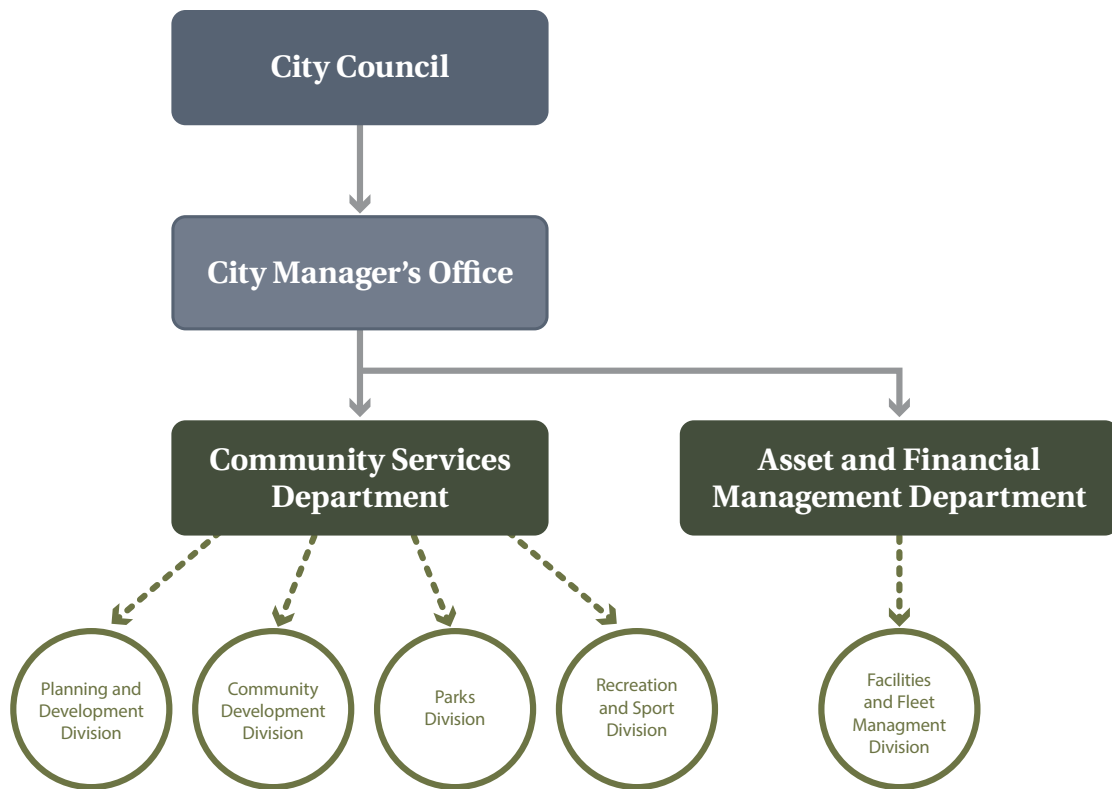
The internal structure for the provision of recreation and parks in the City rests ultimate responsibility for strategic direction with City Council. This strategic direction is then implemented by City Administration. The Community Services Department oversees the day to day operations of recreation 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.



¹ 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 variety of 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 33rd Street between 2nd 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 |

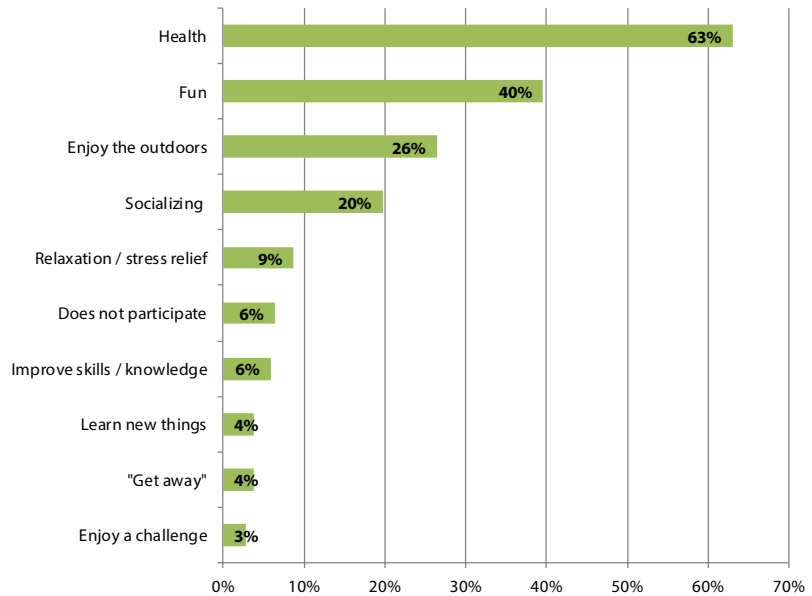
Household Survey

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 interviews¹ 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.**



¹ 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: for fun (82%); to enjoy the outdoors (79%); health reasons (77%); for relaxation (65%); and for socializing (52%).



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.

Graph 2: Household Utilization in the Previous Year

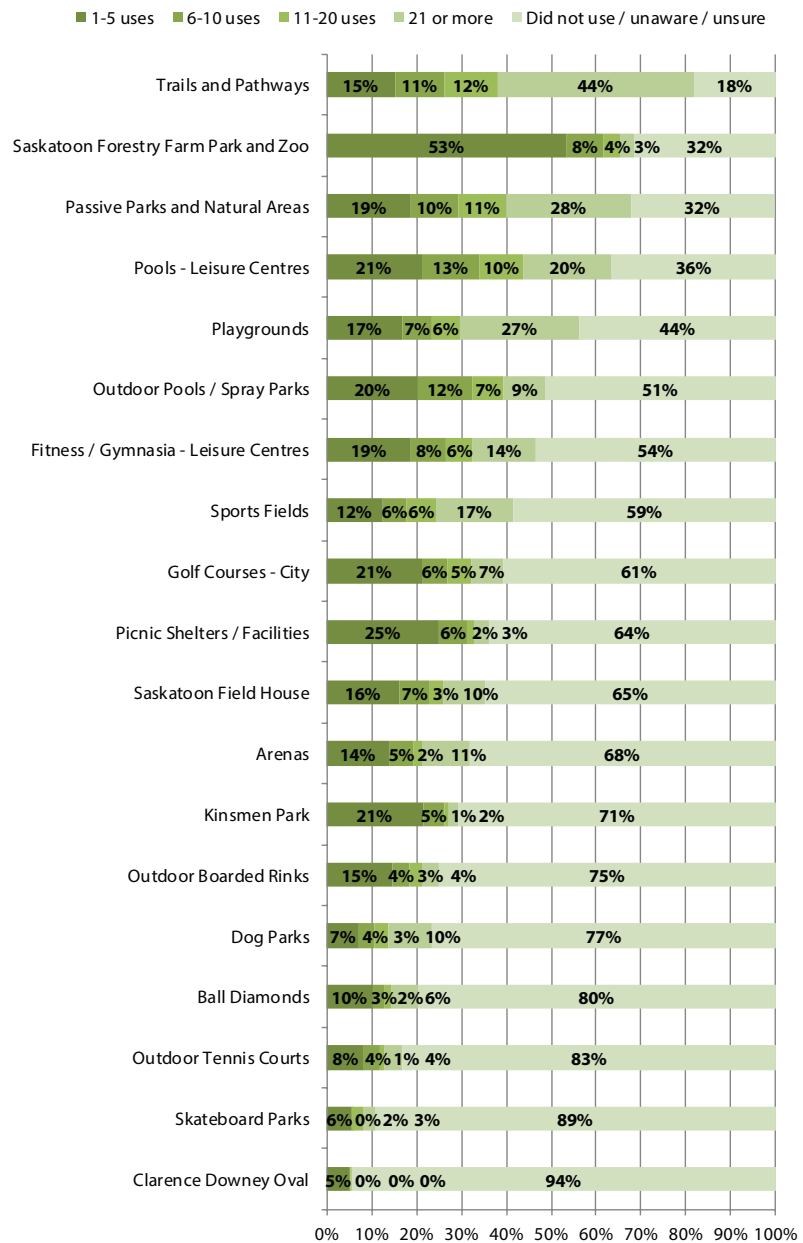


Table 12: Web Survey Results

| 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% |



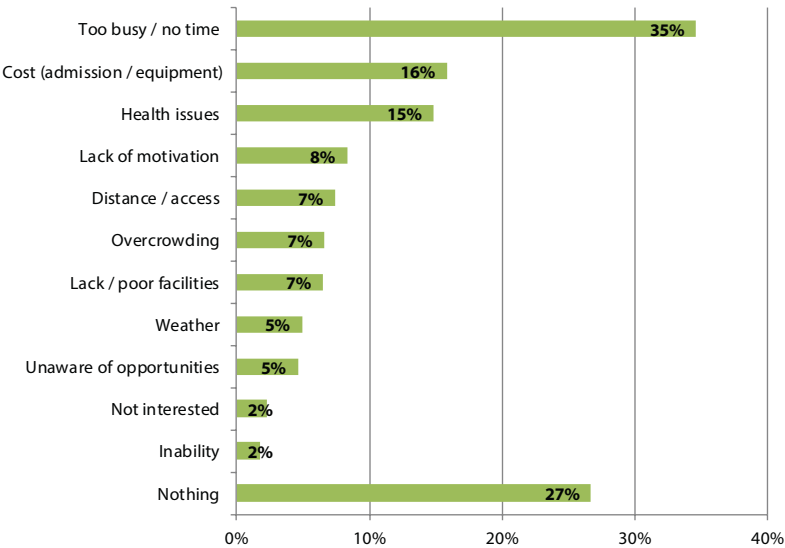
RECREATION AND PARKS
SERVICE ASSESSMENT

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.

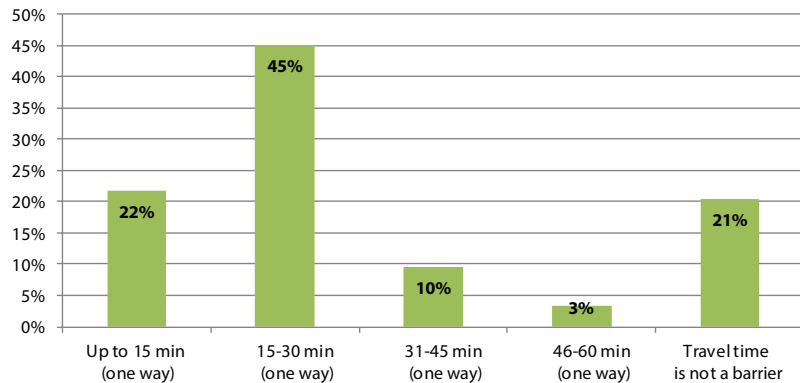
Graph 3: Barriers to Participation in Recreation Activities



Graph 4: What amount of travel time is acceptable?

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.



Web Survey

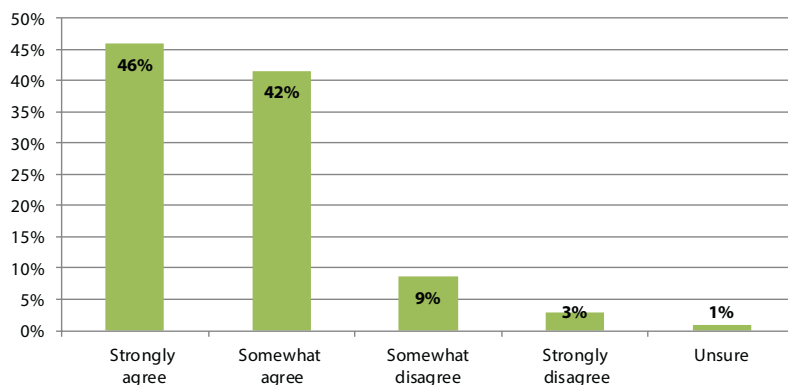
Forty-two percent of respondents stated that up to 15 minutes one way is acceptable for travel time and only 6% said travel time is not a barrier.

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.

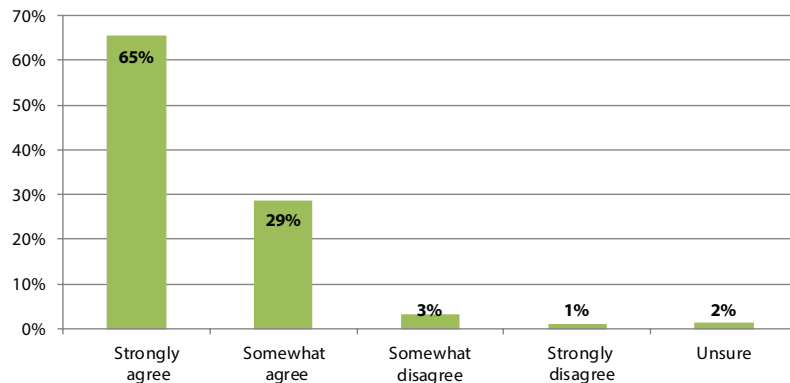
Further, responses were asked to explain their levels of satisfaction. Positive comments included:

- 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%)

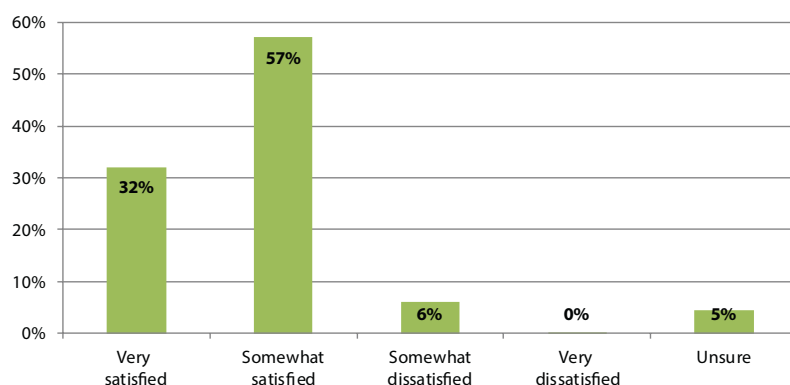
Comments from those dissatisfied included:

- 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?



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".

Web Survey

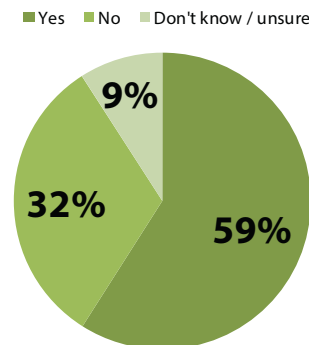
The vast majority (89%) of web respondents think there is a need for new/upgraded recreation and parks facilities to be developed in Saskatoon, 5% did not.

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.

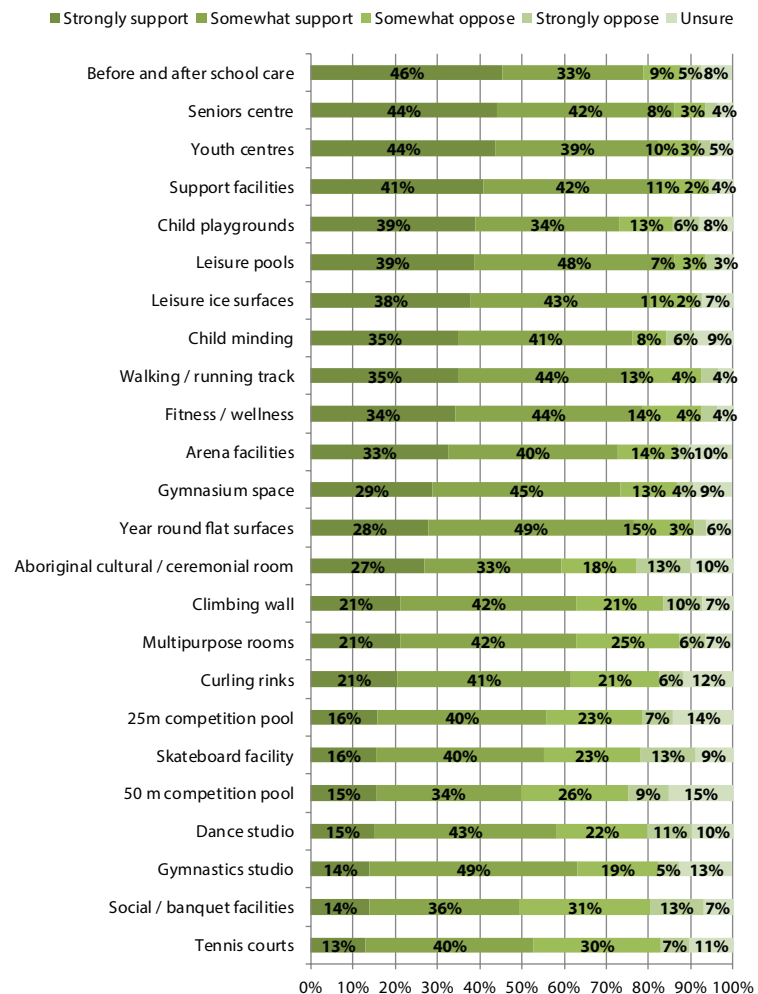
Web Survey

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 8: Is there a need for new/upgraded recreation and parks facilities to be developed in Saskatoon?



Graph 9: Level of Support for Indoor Facility Components

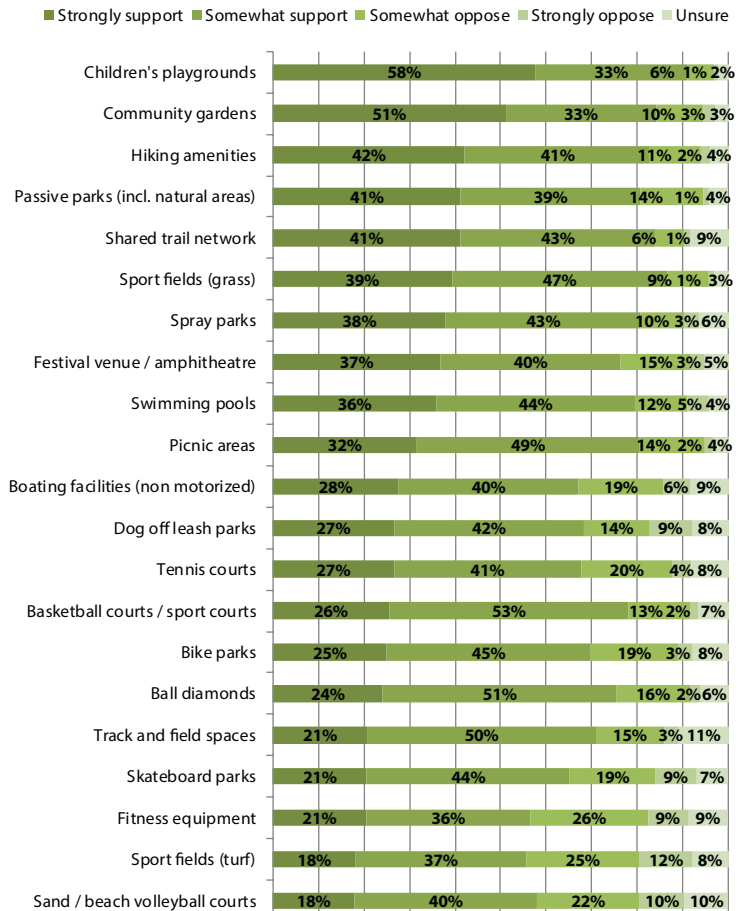


Graph 10: Level of Support for Outdoor Facility Components

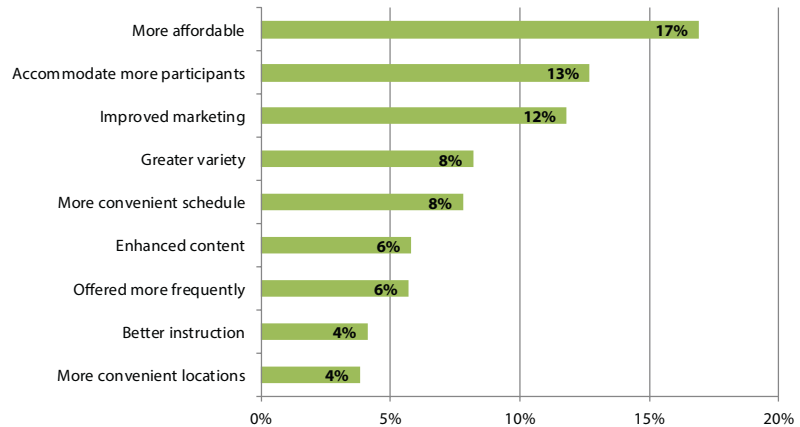
Considering outdoor facility components those receiving the greatest amount of total support included: children's playgrounds, community gardens, grass sports fields, hiking amenities, shared trail network, and passive parks. Considering those facility components that were strongly supported the top 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

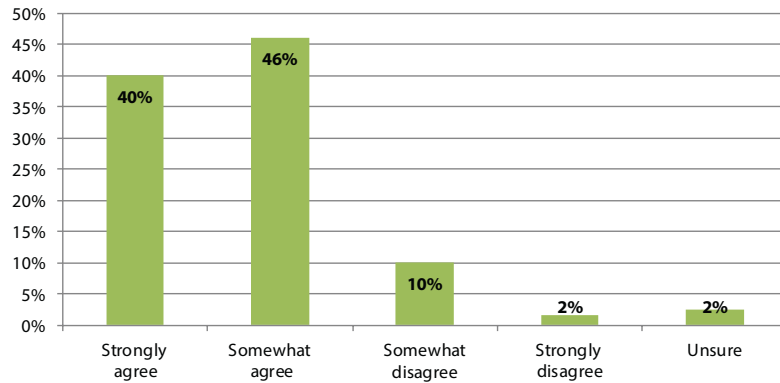
Respondents were provided with a series of statements regarding the development and delivery of recreation and parks programs, services and facilities. For each statement they were to state their levels of support.

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.

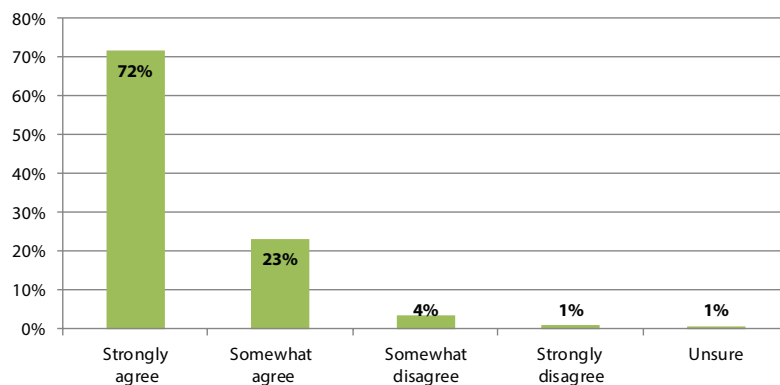


Graph 13: Recreation and parks are “must have” services.

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.

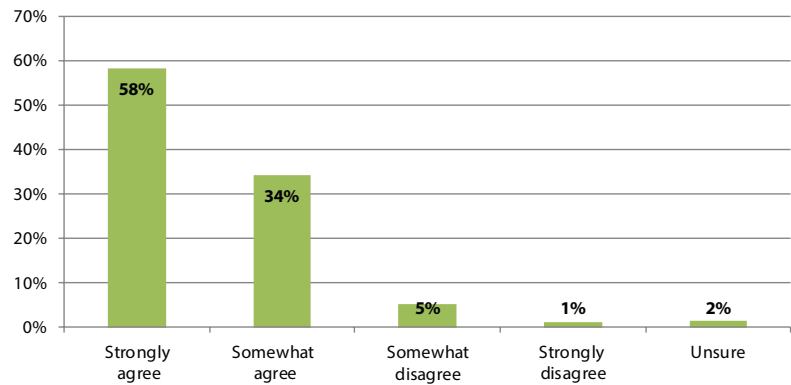


Ninety-two percent of respondents agreed that recreation and parks contribute to civic pride in Saskatoon.

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.

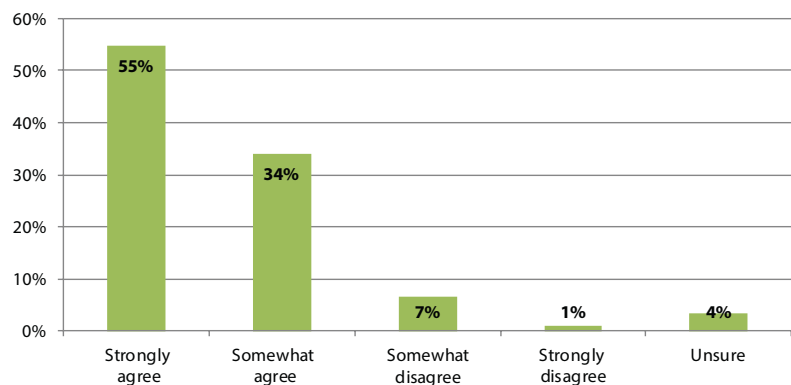


Eighty-nine percent agreed that where possible facilities should be developed considering their impact on the environment.

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.

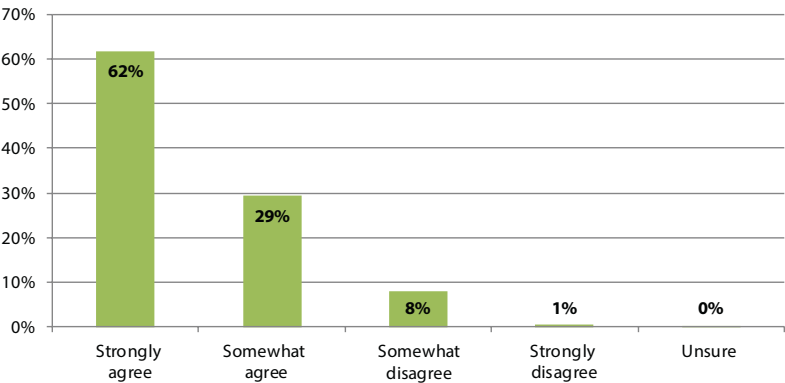


Ninety-one percent of respondents agreed that it is important to maintain or upkeep existing facilities before consideration is given to developing new facilities.

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

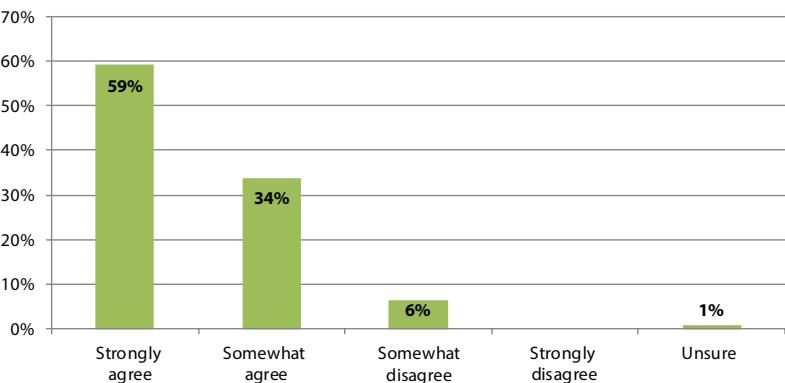


Ninety-three percent of respondents agreed that recreation and parks help strengthen and bring the community together.

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.

Graph 17: Recreation and parks help strengthen and bring the community together.

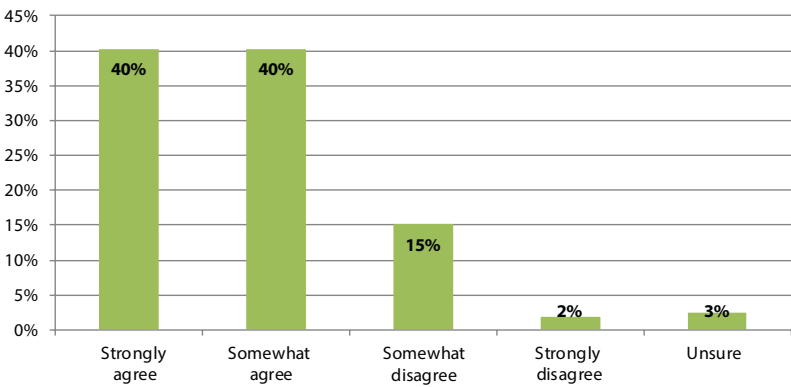


Eighty percent of respondents agreed that recreation and parks contribute to the local economy by attracting new residents and visitors.

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.

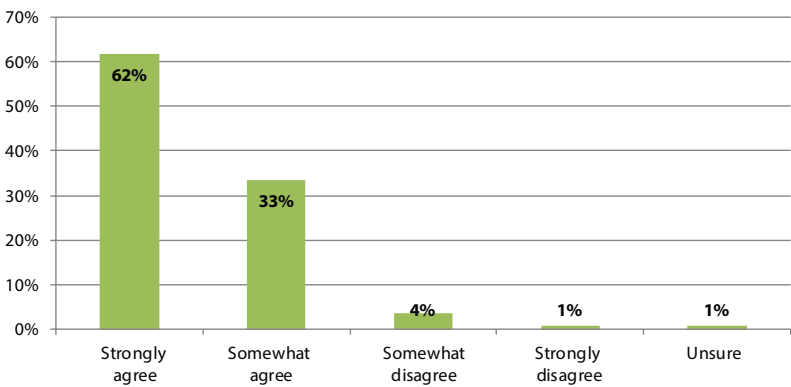


Ninety-five percent of respondents agreed that where possible, the municipalities in the Saskatoon region should work together to provide recreation opportunities for residents.

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.

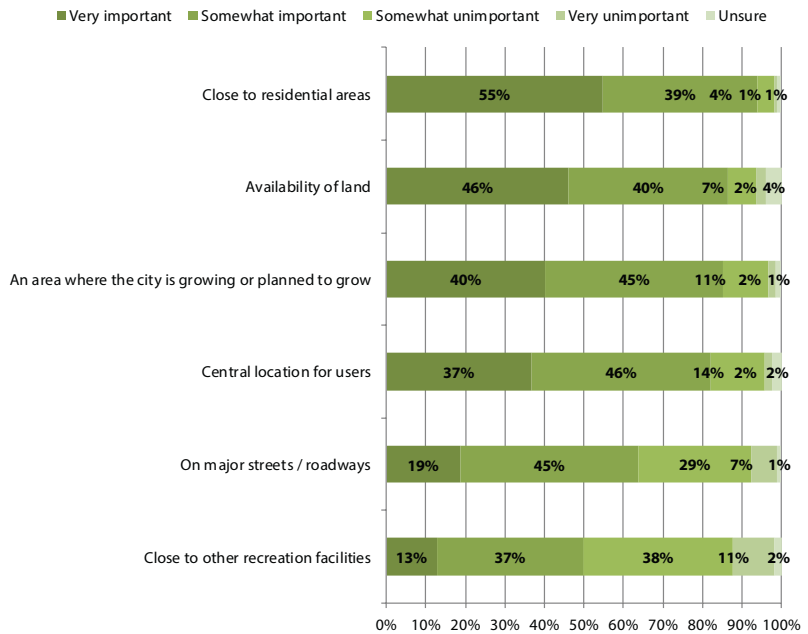


Graph 20: Importance of Site Criteria for New Recreation Facilities

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.

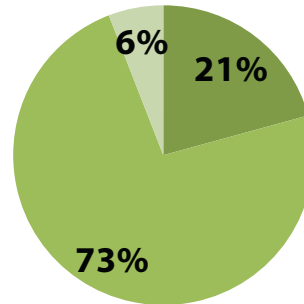


**Graph 21: Support for Tax Support Options
for the City's Recreation and Parks Programs and Facilities**

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



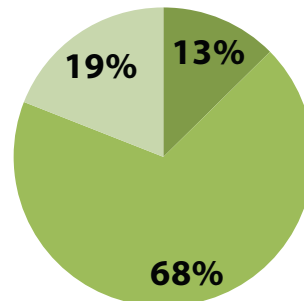
Web Survey

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

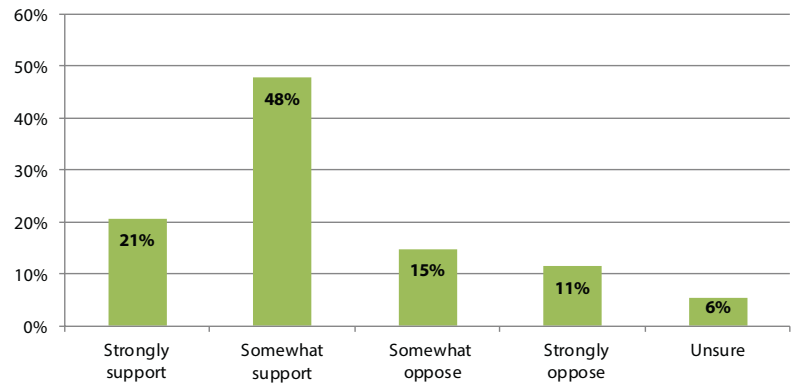
Nineteen percent supported an increase in the current level of user fees, fifty-five percent support maintaining the levels. Twenty-five percent felt the level of user fees should decrease.

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

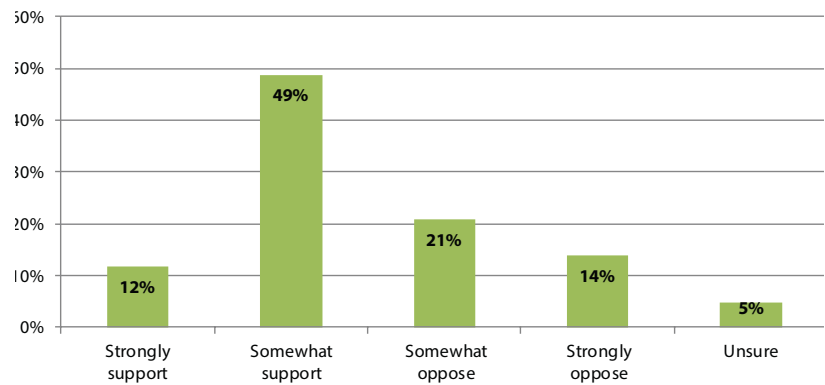


Graph 24: Support for Property Tax Increase for Recreation Services Your Household May Not Use

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. Word of mouth was mentioned by 19% of respondents, brochures / pamphlets by 18%, TV by 10%, radio by 7%, and recreation / community centre by 6%.

Web Survey

The main sources of information are: Leisure Guide (76%); internet (58%); word of mouth (54%); and the City's website (49%).

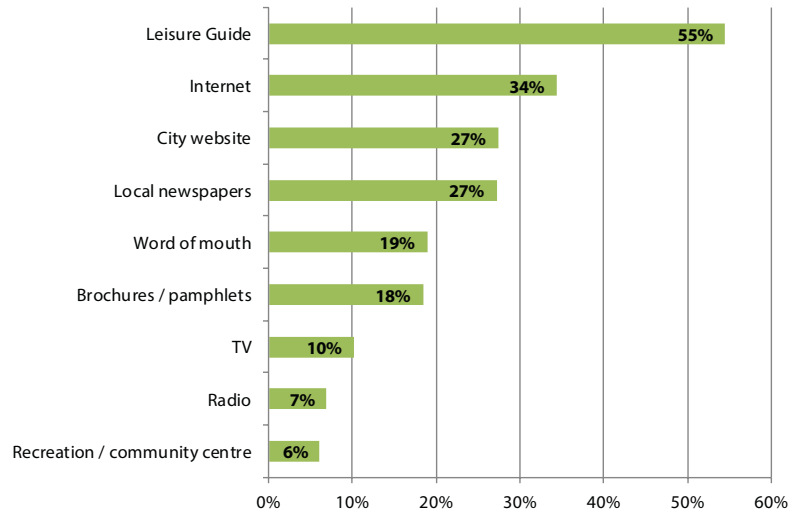


Table 13: Respondent Profile

| Respondent Characteristics | Proportion |
|--|------------|
| Respondent Age | |
| 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% |
| What is the proportion of the population amongst respondents is in each segment? | |
| 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% |
| How long have you lived in the area? | |
| < 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 |
|--|------------|
| Do you expect to be living in Saskatoon for the next five years? | |
| Yes | 93% |
| Not sure | 5% |
| No | 10% |
| Do you own or rent your home? | |
| Own | 84% |
| Rent | 13 |
| Refused | 3% |
| Have you or members of your household immigrated or resettled in Canada within the last 5 years? | |
| Yes | 6% |
| No | 92% |
| Refused | 2% |
| Which best describes your total household annual income before taxes in 2013? | |
| 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.

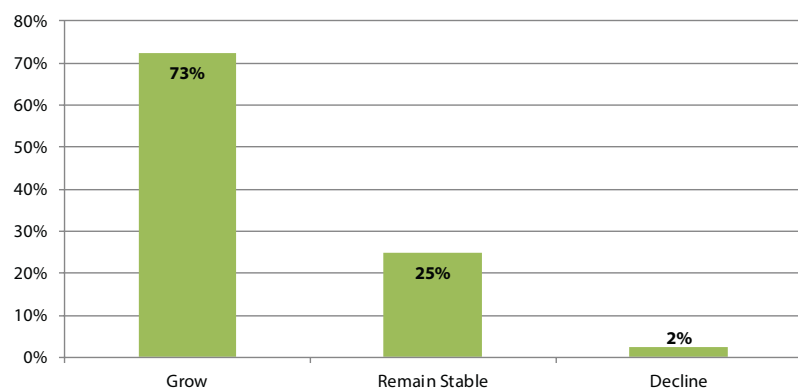
Group representatives were provided with the option of completing a questionnaire online through a web survey tool or filling out a PDF version. In total 41 responses were provided (a complete list of participating groups can be found in the 2015 State of Recreation and Parks). In some cases not all 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:

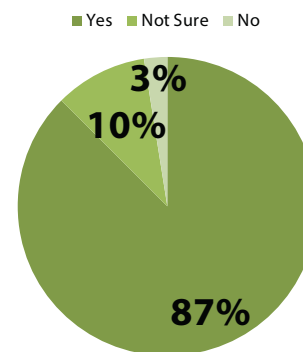
- Outdoor swimming pools and/or splash pads (9 groups)
- Forestry Farm Park and Zoo (6 groups)
- Meewasin Valley trails (5 groups)
- Lakeview Park (5 groups)

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.

Graph 27: Do you think that there is a need for new and/or upgraded recreation and parks facilities?

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.



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

| Indoor Facilities and Spaces | New/More of | Upgraded/Renovated |
|---|-------------------|--------------------|
| Before and after school care facilities | 100% ¹ | 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% |

¹ Indicates percent (5) of responding groups.

Table 15: Outdoor Facilities and Spaces Preferences

| Outdoor Facilities and Spaces | New/More of | Upgraded/Renovated |
|--|--------------------|---------------------------|
| 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% |

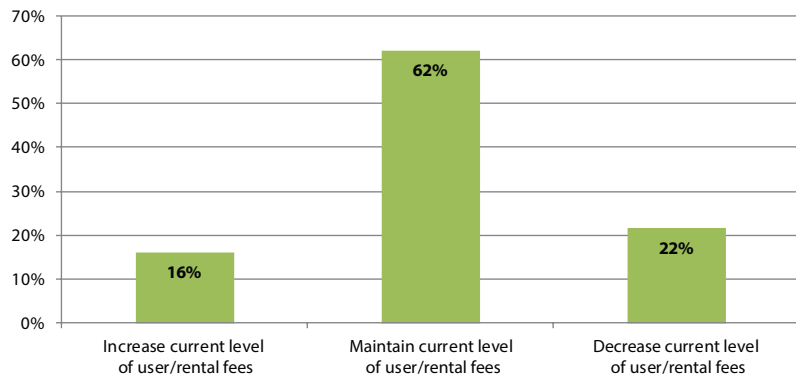
Understanding that there are costs associated with facility development or upgrades, group respondents were next asked to identify their preferences for future users and rental fees.

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.

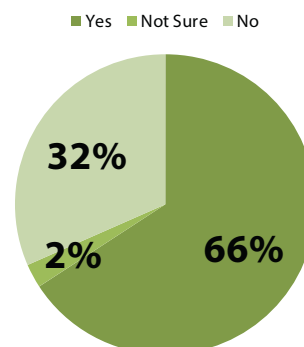
Space was provided for group representatives to explain their response. Thirty-six (36) comments were provided. The vast majority of comments expressed the need to keep user and rental fees similar to current levels in order to ensure that programs remain affordable and accessible for participants. A 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?

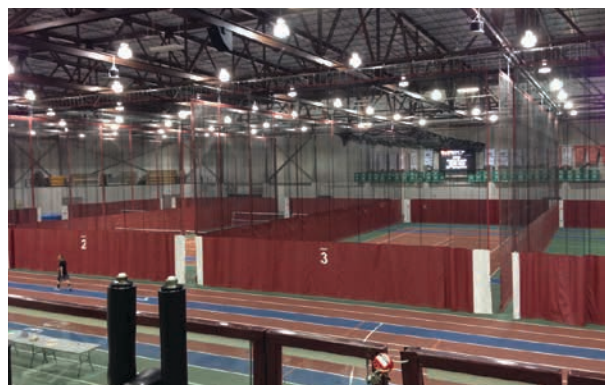


Group representatives were also asked to identify new or future opportunities for community organizations to work together to enhance the recreation and parks programs and facilities in the community. Twenty-seven (27) groups provided comments or examples. Most frequently mentioned in the comments is 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:

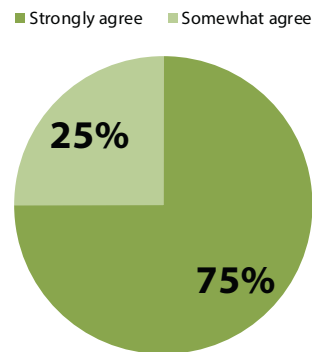
- Updating and ongoing maintenance of parks and open spaces around the city. Some spaces in the mature areas of the city require some attention.
- There is a need for additional ice sheets in Saskatoon. Ice is at a premium and is impacting participation levels.
- For some organizations, programming space 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.

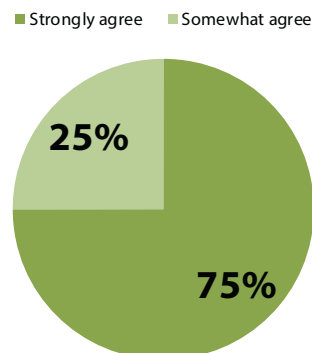
Graph 30: Recreation and parks help bring the community together.

While all respondents agreed that recreation and parks help bring the community together, three-quarters strongly agreed.

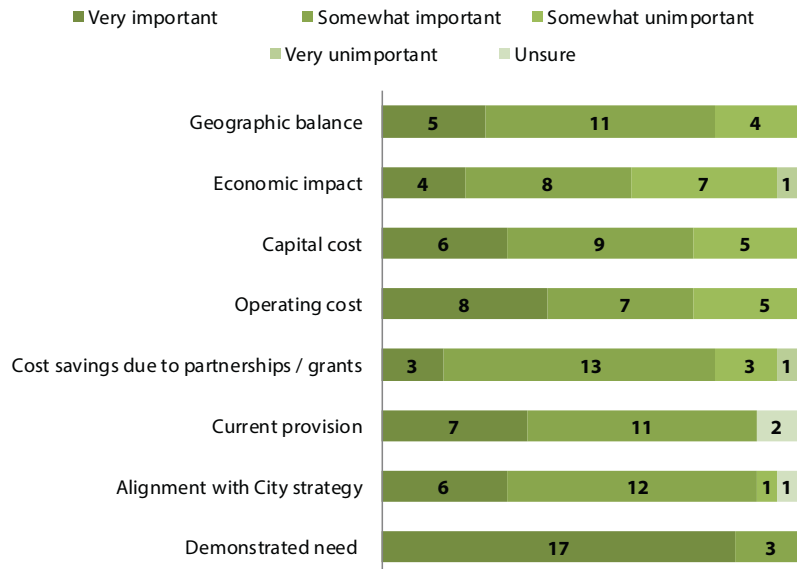


Graph 31: Recreation and parks help strengthen the community.

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.

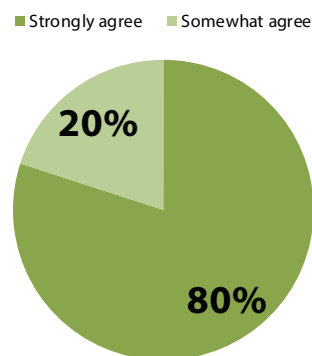
A demonstrated need in the community was the criteria that respondents felt was most important to prioritizing recreation and parks projects. Economic impact was considered the least important criteria. See the accompanying graph.

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

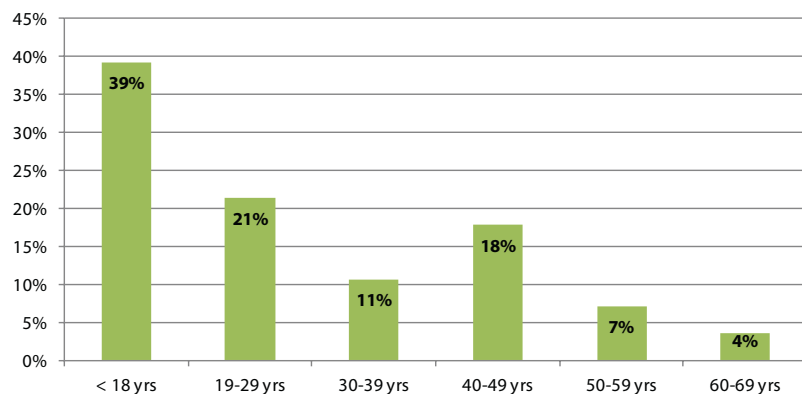
City staff conducted an intercept survey at three locations in August 2014. The locations included the new skateboard park (Lion's Skate Park), the outdoor pools (Riversdale, George Ward, Mayfair, Lathey), and spray parks/paddling pools across the city. A summary of the information collected is presented below according to one of the three locations.



Graph 34: Age Categories of Respondents

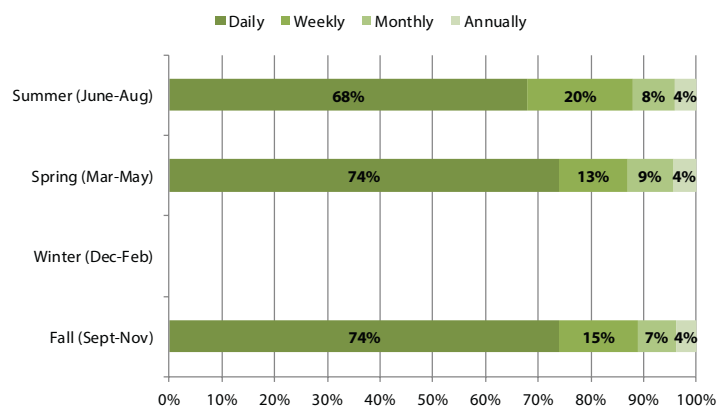
SKATEBOARD INTERCEPT SURVEY FINDINGS

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.

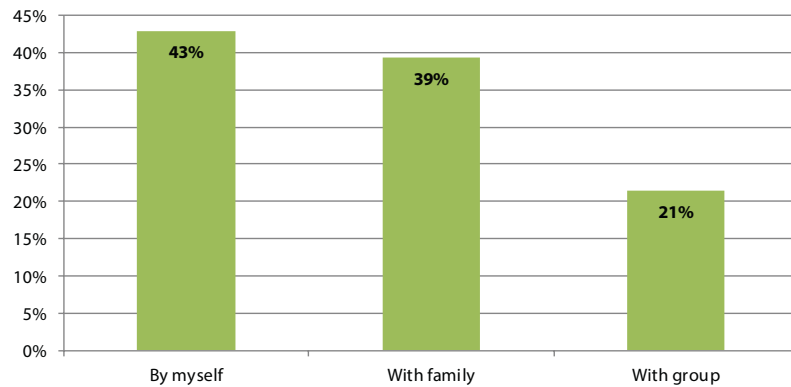
Respondents were asked to indicate what they like best about the facility. While a variety of attributes were cited, the most commonly mentioned included: its central location, the bowl component; the variety of features and difficulty levels, and the grand size of it.

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.

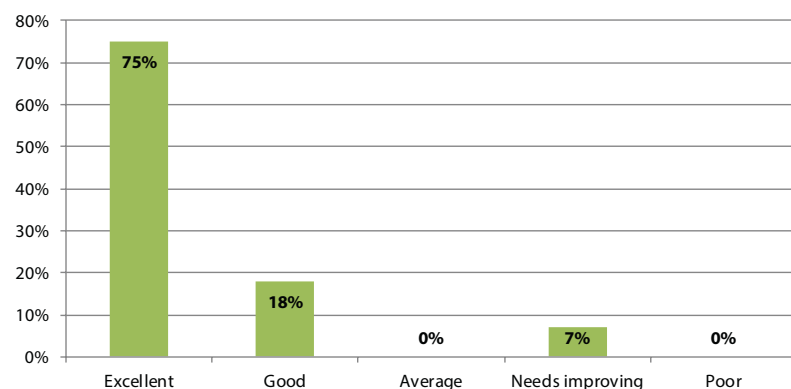
Three-quarters (75%) of respondents rated the facility as excellent; an additional 18% giving it an average rating.

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?



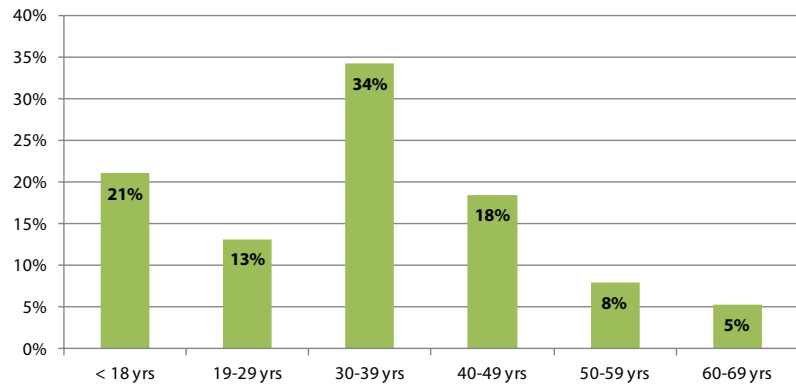
Graph 37: Overall Rating of the Facility



OUTDOOR POOLS INTERCEPT SURVEY FINDINGS

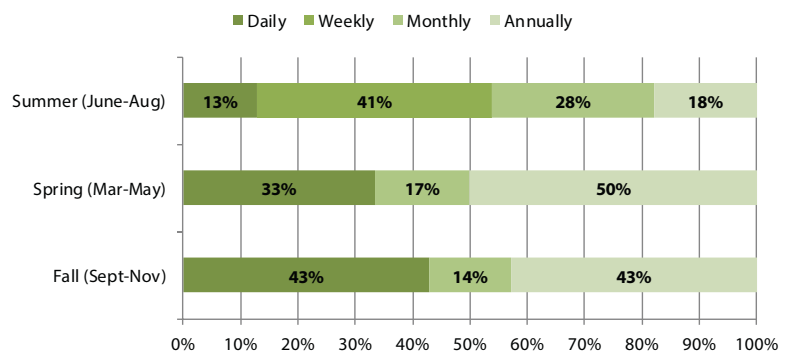
Forty-one questionnaires were completed with individuals at the outdoor pools. Two thirds (67%) were female. Approximately half (52%) were between the ages of 30 and 49 years.

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



Graph 40: Who are you with today?

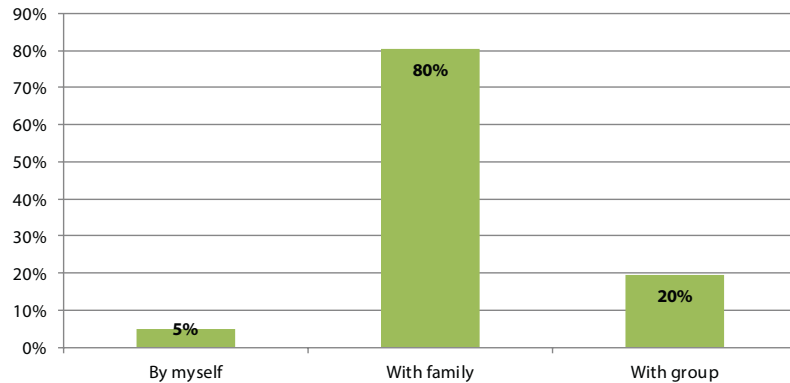
Over three-quarters (80%) of respondents were at the outdoor pools with their family and only 5% by themselves.

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.

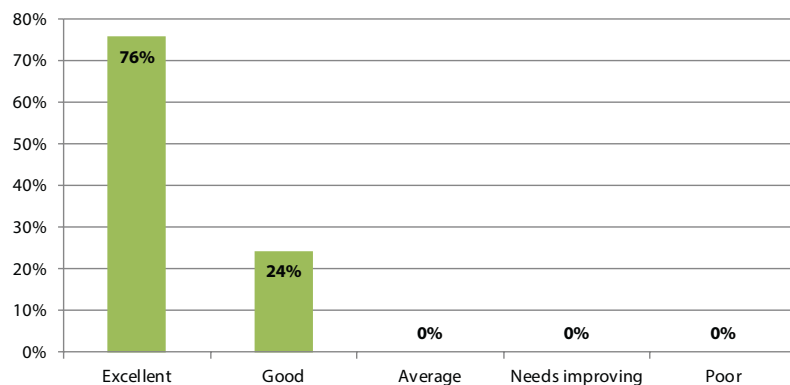
Further, respondents were asked to identify any necessary improvements to the facility. There were several comments concerning the concession, that there could be more options and the prices could be less expensive. Some improvements to the site were suggested to increase use. These included the addition 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.



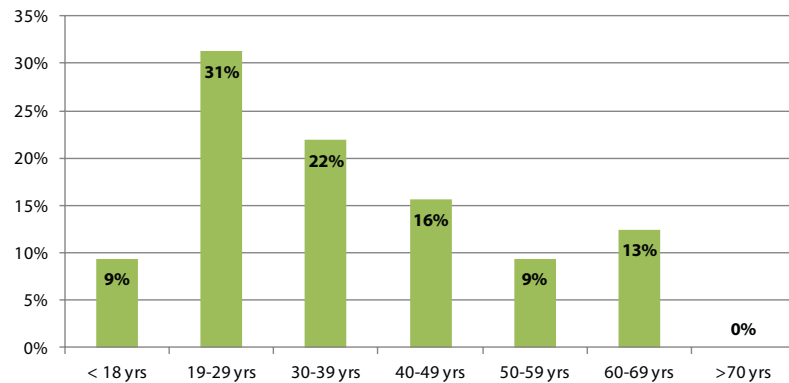
Graph 41: Overall Rating of the Facility



SPRAY PARKS/PADDLING POOLS INTERCEPT SURVEY FINDINGS

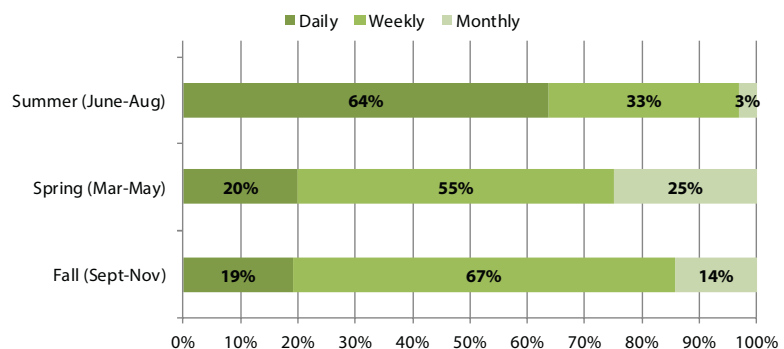
Thirty-three completed questionnaires were completed with individuals at the various spray parks/paddling pools. The vast majority of respondents (91%) were female with approximately one-third (31%) aged 19 – 29 years.

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.

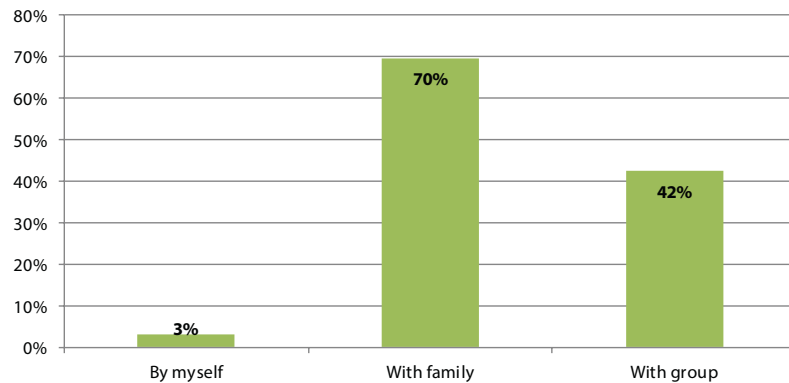
Respondents were asked to indicate what they like best about the facility. The location of the facility was mentioned numerous times—it is convenient to their homes (and daycare and work). The variety of equipment and amenities was mentioned by a number of respondents as positives. Respondents spoke 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.

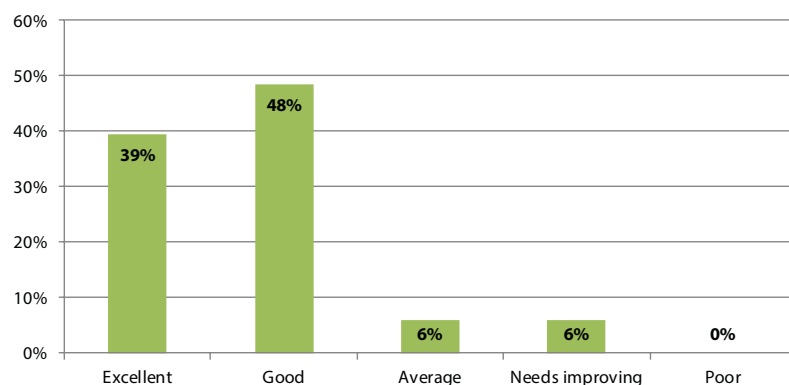
Over one-third (39%) rated the facility as excellent while approximately half (48%) rated it as good.

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 ¹ | Stakeholder Consultation ² | Population Growth/Utilization | Industry Trends |
|--|-------------------------------|---------------------------------------|-------------------------------|-----------------|
| Fitness/Wellness Facilities | ✓ ✓ | ✓ | | ✓ |
| Indoor Child Playgrounds | ✓ ✓ | ✓ | | ✓ |
| Before and After School Care Facilities | ✓ ✓ | ✓ | | ✓ |
| Ice Surfaces (Leisure Skating Use) ³ | ✓ ✓ | ✓ | | ✓ |
| 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 ¹ | Stakeholder Consultation ² | 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 | | | | |

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.

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. Paireland 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 |
| AVERAGE | 359,352 | 29,065 | 133,805 | 21,343 |
| Saskatoon | 254,000 | 42,333 | 127,000 | 23,091 |

| 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 |
| AVERAGE | 359,352 | 401,572 | 122,393 | 17,760 |
| Saskatoon | 254,000 | 254,000 | 63,500 | 11,043 |

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 |
| AVERAGE | 359,352 | 36,163 | 73,693 | 57,821 |
| Saskatoon | 254,000 | 31,750 | 127,000 | 63,500 |

| 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! |
| AVERAGE | 359,352 | 212,049 | 2,703 | #DIV/0! |
| Saskatoon | 254,000 | 127,000 | | 63,500 |

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 |
| AVERAGE | 359,352 | 132,804 | 149,945 |
| Saskatoon | 254,000 | 25,400 | 254,000 |

| 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 |
| AVERAGE | 359,352 | 132,689 | 198,723 |
| Saskatoon | 254,000 | 127,000 | 254,000 |

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 |
| AVERAGE | 359,352 | 179,736 | 187,567 | 38,265 |
| Saskatoon | 254,000 | 254,000 | 254,000 | 127,000 |

| 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 |
| AVERAGE | 359,352 | 123,211 | 2,708 | 112,280 |
| Saskatoon | 254,000 | 254,000 | 3,256 | 127,000 |

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 |
| AVERAGE | 359,352 | 502,651 | 2,129 | 812,201 |
| Saskatoon | 254,000 | N/A | 1,411 | N/A |

| 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 |
| AVERAGE | 359,352 | 4,333 | 35,843 | 6,353 |
| Saskatoon | 254,000 | 1,380 | 14,941 | 9,071 |

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 | — |
| AVERAGE | 359,352 | 106,223 | 79,445 | 50,865 |
| Saskatoon | 254,000 | 36,286 | 63,500 | 127,000 |

| 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 |
| AVERAGE | 359,352 | 38,438 | 19,893 | 470 |
| Saskatoon | 254,000 | 42,333 | 7,938 | 309 |

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 |
| AVERAGE | 359,352 | 4,481 | 133,482 | |
| Saskatoon | 254,000 | 6,195 | 4,885 | |

| 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 | |
| AVERAGE | 359,352 | 503,625 | |
| Saskatoon | 254,000 | 254,000 | |

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

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 and www.cpra.ca

For more information, contact the Canadian Parks and Recreation Association

Phone: (613) 523-5315

Email: info@cpra.ca

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

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

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Executive Summary

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

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

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

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

A Renewed Definition of Recreation

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

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

A Vision for Recreation in Canada

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

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

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



Goal 1: Active Living

Foster active living through physical recreation.



Goal 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.

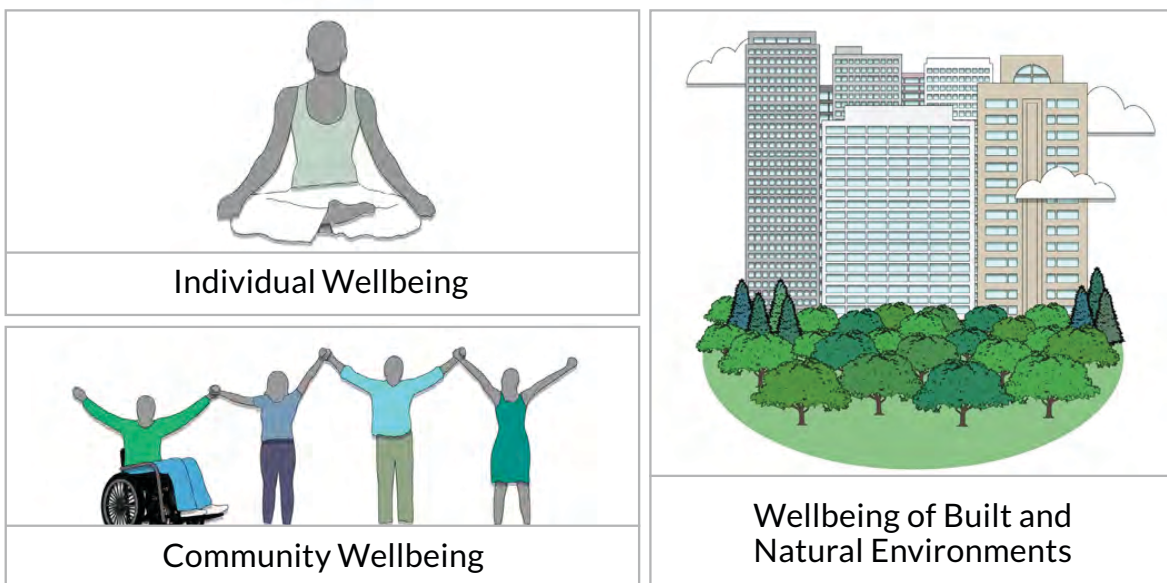
Part I

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.¹ The benefits of recreation are discussed later in this section of the paper and are fully captured in the **National Benefits Hub**.

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

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

Understanding Recreation

A Renewed Definition of Recreation

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

A Renewed Definition of Recreation

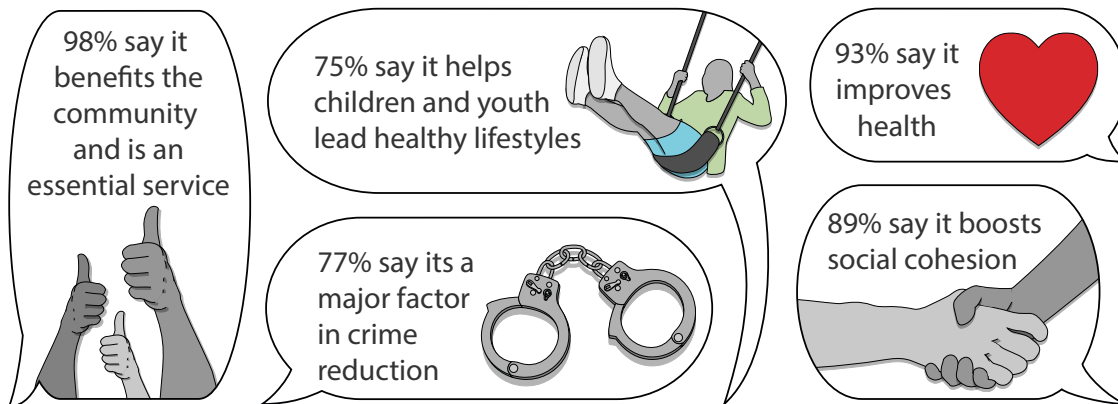
Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

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

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

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

What Canadians Say About Parks and Recreation ⁵



Who is Involved in Recreation?

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

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

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

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

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

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

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

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

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

Challenges and Opportunities

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

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

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

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

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

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

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

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

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

Addressing Sedentary Behaviour

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

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

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

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

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

Benefits of Recreation

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

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

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

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

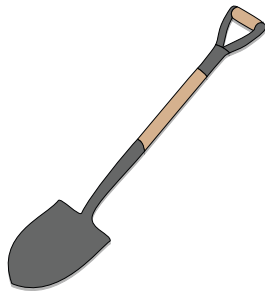
Help build strong families and communities.¹³ Recreation can be an important vehicle for promoting family cohesion, adaptability and resilience. Culture and recreation help build **social capital** in the form of arts, recreation and parks programs, and community celebrations, such as festivals, parades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

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

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

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

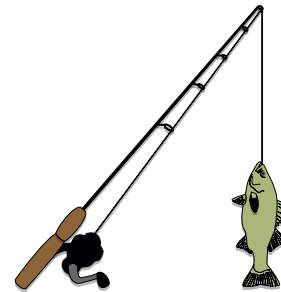
The Economic Case For Investing In Recreation



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



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



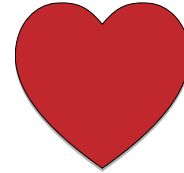
\$8.3 Billion
Total amount spent on
recreational fishing contributed
to local economies (2010)²⁴



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



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



\$6.8 Billion
Total health care costs of
physical inactivity in Canada²³

Convergence and Collaboration

In recent years, a number of complementary strategies and frameworks have been developed, which address interrelated public policy at national, provincial and local levels. These include:

Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada (2012) provides a vision and a change agenda to describe steps that will increase physical activity and reduce sedentary behaviour, thereby reducing health risks and achieving the many benefits of a society that is active and healthy. Recreation is identified as an important player in pursuing this agenda.²⁶

The Canadian Sport Policy (CSP, 2012) sets a direction for the period 2012-2022 for all governments, institutions and organizations committed to realizing the positive impacts of sport on individuals, communities and society. F/P/T Ministers responsible for Sport, Physical Activity and Recreation endorsed the policy in June 2012. CSP sets out 5 broad objectives, including “Recreational Sport: Canadians have the opportunity to participate in sport for fun, health, social interaction and relaxation”. Participants are introduced to the fundamentals of sport through programs delivered primarily by clubs, schools and local recreation departments. Participants develop sport-specific skills with an emphasis on fun, a positive attitude, healthy human development and remaining active for life.²⁷

Connecting Canadians with Nature. An Investment in the Well-Being of our Citizens was developed by the Canadian Parks Council on behalf of the F/P/T Ministers Responsible for Parks. The report synthesizes the growing body of evidence demonstrating the benefits of connecting with the natural world. Canada’s park leaders endorsed the paper in March 2014 and committed to working with various sectors to support experiences in nature that enhance Canadians’ collective health, prosperity, growth and productivity. This initiative positions park agencies to adapt to changing societal circumstances and enable increased opportunities for recreational experiences in nature.²⁸

The Declaration on Prevention and Promotion, which was adopted by Canada’s F/P/T Ministers of Health and of Health Promotion/Healthy Living in 2010, confirms that health and wellbeing is determined by “the physical and social conditions that people experience daily in the places where they live, learn, work and play”. The declaration calls upon a wide range of people and organizations in communities and across society to help create the conditions that reduce risks for poor health and support individuals in adopting healthy lifestyles.²⁹

Healthy Aging in Canada: A New Vision, A Vital Investment³⁰ a policy brief adopted by the F/P/T Committee of Officials Responsible for Seniors in 2006, specifically identifies recreation as critical to addressing priority areas in healthy aging such as social connectedness, physical activity and **age-friendly communities**. Canada has been a leader in developing Age-Friendly Communities in communities and cities of all sizes, and particularly in rural areas.³¹

IndigenACTION³² (2010) aims to foster partnerships that will help ensure Indigenous peoples in Canada have every opportunity to enhance their lives and their communities through recreation, sport, community fitness, and wellness. IndigenACTION, which was adopted by the Chief’s Assembly, is complementary to the Framework for Recreation in Canada described in this paper. There is clear alignment in terms of vision and direction; therefore, collaboration and convergence with this strategy is in order.

While recreation is unique, the Framework described in this document aligns well with all of these strategies. The fields of physical activity, sport, recreation, parks, the environment and health all share a common mandate to enhance the wellbeing of individuals, communities and the environment. Thus, there is a clear need to coordinate these strategies and frameworks, and to collaborate on specific actions and initiatives.

Strategies proposed by the parks, physical activity, sport and health sectors have historically involved the recreation sector. For example, recreation is a key delivery agent for sport and provides a variety of supports to local sports organizations. These include access to facilities, early skill development and exposure programs, ongoing sport play, coordination and communication, enhanced coaching capacity, allocation policies and subsidies, joint use agreements, sport hosting and sport tourism.

Similarly, the promotion of physical activity is a key priority for recreation. This includes the provision of physical activity programs for all age groups, ranging from active play for preschool children, to teen and adult fitness classes, to engaging older adults in ongoing activity. Many communities have worked with partners in public health, physical activity, sport and education to develop comprehensive community plans for active living. These plans include awareness campaigns, program opportunities and events, initiatives aimed specifically at inactive and vulnerable populations, and the development of supportive indoor and outdoor environments.

Our challenge and opportunity is to link these unique yet complementary efforts in ways that strengthen each sector while leveraging resources, and facilitating outcomes that meet common mandates and goals. This requires collaborative action and implementation, ongoing communication, knowledge sharing, common measurements, the sharing of resources, and joint efforts in service improvement.

Part II

A Framework for Recreation in Canada 2015

Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

| | | |
|----------------------|---|---------------------|
| Individual Wellbeing | Wellbeing of Natural & Built Environments | Community Wellbeing |
|----------------------|---|---------------------|

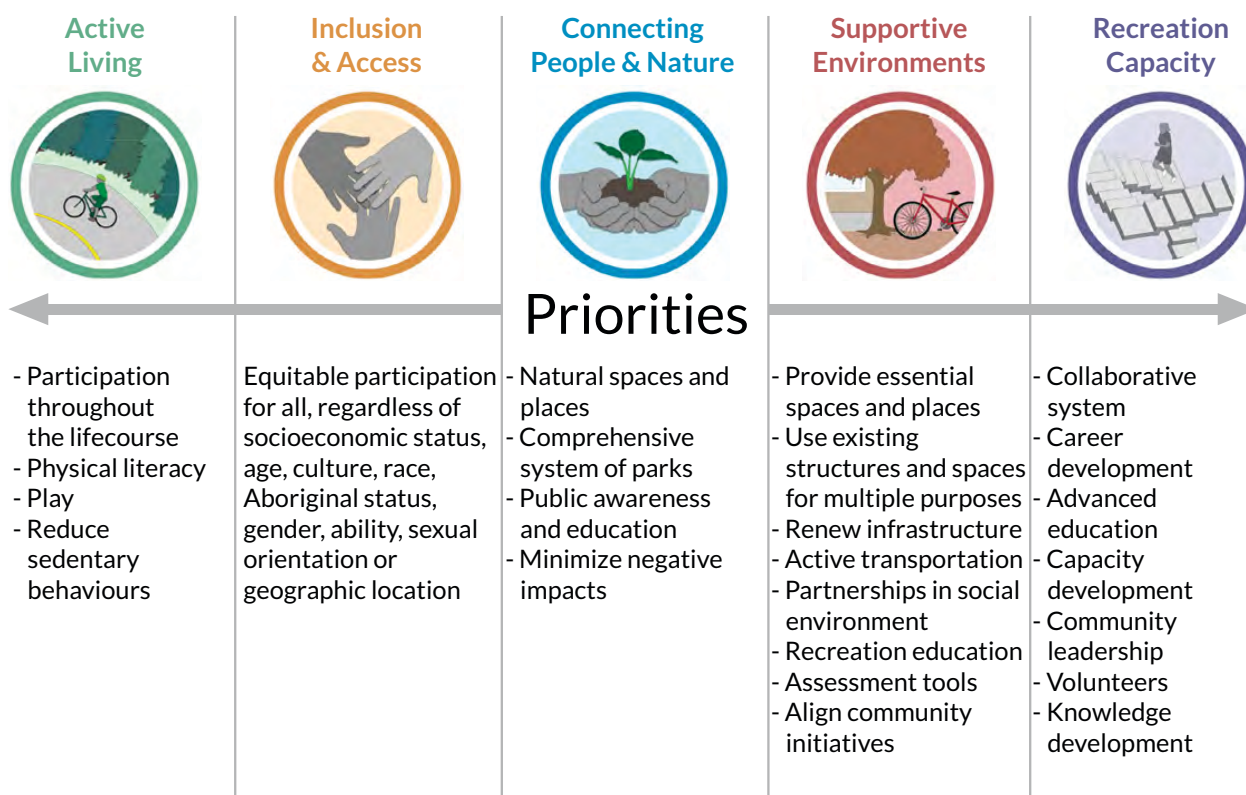
Values

| | | |
|-------------|--------------------|----------------|
| Public Good | Inclusion & Equity | Sustainability |
|-------------|--------------------|----------------|

Principles of Operation

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

Goals



Priorities

Vision

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

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

Values and Principles of Operation

Values

Values are deeply held beliefs that guide the decision-making, management and delivery of policies and practices.

Public Good

Through much of the 20th century, public recreation was regarded as a “public good.” The emphasis was on accessibility for all, outreach to disadvantaged groups and a belief in the universal benefits to the whole community, not just to users. In the 1990s, recreation departments and organizations came under increasing pressures for cost recovery and revenue generation, including increases in user fees. The community development and outreach functions that were historically part of the mandate of public recreation were often quietly marginalized, as the field shifted its focus to meet the demand from that portion of the population who could pay. Leaders in recreation have continued to stress the need for equitable recreational experiences for all, with a call for the renewed importance of public recreation’s historic mandate of addressing the inclusion of vulnerable populations. Quality recreation needs to be available to all, paid for by a combination of taxes and flexible user fees, which take into account economic circumstances. This does not mean denying services to people who have resources, but that they should not be served to the exclusion of those who face constraints to participation.

Inclusion and Equity

Inclusion is an organizational practice and goal in which all groups and individuals are welcomed and valued. Equity speaks to fairness in access to resources, opportunities and experiences.

Sustainability

To deliver quality recreational experiences, recreation requires a system that is sustainable, in terms of human resources, economics and the environment. Recreation values and stewards indoor and outdoor places and spaces in the built and natural environments. This requires balancing the needs of natural ecosystems with those of users, and providing sustainable facilities and services that minimize negative effects on the social and natural environments.

Lifelong Participation

Individuals and communities benefit from lifelong participation in recreational experiences, from early childhood to old age.

Active for a Lifetime

Canadian Sport for Life (CS4L) is a movement to improve the quality of sport and physical activity in Canada. It links sport, education, recreation and health, and aligns community, provincial and national programming. CS4L’s mission is to improve the health, wellness, and sporting experiences of all Canadians by advancing **physical literacy**, improving performance and increasing life-long participation in physical activity. Source: Canadian Sport for Life: canadiansportforlife.ca

Principles of Operation

Principles of operation provide some “rules of the road” in how the field carries out its business.

Outcome Driven

Recreation is outcome-driven. It strives to help individuals and communities attain the outcomes they are seeking, such as improved health and wellbeing. It also focuses on indirect benefits to all, such as enhanced community cohesion and green environments that will serve generations to come.

Quality and Relevance

Recreation is committed to offering safe recreation experiences of the highest possible quality, while addressing the unique needs and capacities of each community, and the economic situation of individuals, families and communities.

Evidence-based

Recreation is committed to “fact based” decision-making— getting the best evidence and using it to guide policy and practice. Recreation integrates the best available research evidence with practitioner expertise and the characteristics, needs, capacities, values and preferences of those who are affected. This requires support for the systematic collection and analysis of data, the sharing of information, and the use of both quantitative and qualitative research methods, evaluation, and social and economic modeling.

Partnerships and Collaboration

Recreation relies on and nurtures partnerships and collaboration among:

- Public, not-for-profit and private providers of recreation and parks experiences
- Public and private planners and developers (urban and rural)
- All orders and levels of government (local, regional, provincial/territorial, federal and in Aboriginal communities)
- Multiple sectors and disciplines that influence wellbeing and share common goals, e.g. health, tourism, education, arts and culture, nature conservation, etc.
- People who care about and influence the wellbeing of individuals, families, communities and our natural and built environments, e.g. parents and other family members, elected officials, recreation staff, early childhood educators, caregivers, teachers, school boards, coaches and volunteer leaders in community programs.

Innovation. Recreation practitioners value innovation and recognize the benefits of ingenuity, the co-creation of new policies or services with people, and the creation and implementation of new ideas in design, program concepts, research and learning.

Quality Assurance Programming

HIGH FIVE® is an example of best practice in quality assurance programming for recreation and sport programs for children aged 6-12. HIGH FIVE provides a range of training, assessment tools and resources to ensure that organizations can deliver the highest quality programs possible. HIGH FIVE ensures leaders, coaches, and instructors have the tools and knowledge to nurture a child's mental health and create positive experiences for children. www.highfive.org



Goals and Priorities for Action

NOTE: The goals and priorities are numbered for ease of discussion and use; however, the ordering does not indicate levels of importance or priority. This will be determined by the organizations, communities and individuals who are using the Framework for Recreation in Canada 2015 to guide the development of their own action plans.

Goal 1

Active Living



Foster active living through physical recreation.

Participation in physical recreation is essential to building healthy, active individuals from infancy to older adulthood.

A solid evidence base supports the positive relationship between regular physical activity and healthy aging. For older people, participation in active recreation adds vitality and quality to life. It positively affects functional capacity, mental health, fitness levels, the prevention and management of chronic diseases and disability, and overall wellbeing. Engaging in physical activity with others can help older adults build social networks that promote overall health.³³

While unstructured **play** is important for all ages, the evidence suggests it is particularly critical for children in today's society. Over the last few decades, children's lives have become increasingly structured and media oriented, reducing their time in active unstructured play. This shift has contributed to increasing levels of physical inactivity, sedentary behaviour and excess weight in children and youth.^{34, 35, 36, 37} There is a particular concern for the missed opportunity of outdoor play, which has been shown to increase a child's capacity for creativity, problem-solving, and emotional and intellectual development.³⁸

The Canadian Physical Activity Guidelines provide recommendations about the amount of physical activity required for health benefits for older adults, adults, and youth and children, including preschoolers, toddlers and infants. These are complemented by the Canadian Guidelines for Sedentary Behaviour, which encourage children and youth to enjoy incidental movement, active play, active transportation and time outdoors, and discourage prolonged periods of sitting. For health benefits, this is good advice for all ages.³⁹

Individuals and families choose active living over sedentary behaviours when the "active choices are the easy choices." This requires the creation and maintenance of supportive environments for physically active recreation in the everyday settings where people live, work, play and learn. See Goal 4 for more discussion and priorities related to this.

The Economic Impact of Increased Physical Activity and Reductions in Sedentary Living⁴⁰

According to an analysis by the Conference Board of Canada (October 2014), small changes in physical activity and sedentary living can have substantial benefits. By getting 10% of Canadians with suboptimal levels of physical activity to be more active and less sedentary, the incidence of chronic conditions would be substantially reduced. With Canadians living healthier, more productive lives, GDP could increase by a cumulative \$7.5 billion between 2015 and 2040. In addition, health care spending on hypertension, heart disease, diabetes and cancer would potentially be reduced by \$2.6 billion within this same timeframe.

Source: Conference Board of Canada, 2014

Priorities

- 1.1 Enable participation in physically active recreational experiences throughout the lifecourse, continuing to focus on children and youth but expanding to meet the needs and foster the participation of the growing number of older people in Canada.
- 1.2 Incorporate physical literacy in active recreation programs for people of all ages and abilities. Physical literacy is recognized as a precondition for lifelong participation in and enjoyment of sport in the Canadian Sport Policy 2012.⁴¹
- 1.3 Support the child's right to play, and to participate freely and fully in "age-appropriate recreational experiences, cultural life, and artistic and leisure activities", as outlined in the United Nations Convention on the Rights of the Child.⁴² Enhance opportunities for children and youth to play outdoors and interact in nature in school, community and neighbourhood settings. Engage parents and provide safe, welcoming, low- or no-cost opportunities for families and multiple generations to experience the joy of spontaneous active play together.
- 1.4 Inform recreation leaders about the importance of reducing sedentary behaviours, and enable them to explore and implement strategies and interventions that address this important public health issue.

After-School Recreation Programs

Ontario's After School Program is an example of how recreation and community partners are working to enhance wellbeing among young people at risk. It provides programming for 21,000 children and youth, at low or no cost, who participate in fun, safe, supervised activities that focus on physical activity (including both recreation and sport), healthy eating/nutrition, personal health and wellness, and activities that address cultural identity and local needs. More than 130 not-for-profit recreational organizations, local governments and First Nations groups deliver programming in over 400 sites to at-risk children and youth (grades 1-12) during the hours of 3:00 p.m. – 6:00 p.m. throughout the school year. (2014).

For more information, visit www.mtc.gov.on.ca/en/sport/afterschool/after_school.shtml

Goal 2

Inclusion and Access



Increase inclusion and access to recreation for populations that face constraints to participation.

More than any other service, recreation has the ability to reach all citizens, and to bring people together in a non-threatening, pleasurable atmosphere. However, a rebalancing of recreation is necessary if it is to strategically address the barriers and constraints to participation faced by some people, and to celebrate the rich diversity of Canada's population.

At its most basic, "diversity" refers to any and all differences between and among people. Acknowledging and valuing cultural, ethnic and racial diversity is vital to the prevention of prejudice and discrimination. At the same time, recreation needs to take into account other differences. Some of these are visible, such as variations in sex and gender, age, and ability. Others may be invisible, such as sexual orientation, education, hearing, religious beliefs, socioeconomic status and mental health concerns that affect wellbeing.

Inclusiveness celebrates diversity as a gift, rather than a deviation from the norm. Inclusive organizations value the perspectives and contributions of ALL people, and strive to incorporate the needs and viewpoints of diverse communities into all aspects of the organization and their services and programs.

Priorities

- 2.1 Develop and implement strategies and policies, which ensure that no families or individuals in Canada are denied access to public recreation opportunities as a result of economic disadvantage.
- 2.2 Enable people of all ages to participate in recreation. Address constraints to participation faced by children and youth from disadvantaged families and older adults who are frail and/or isolated.

Acting on Equity and Social Inclusion

In Moncton, New Brunswick, the Parks and Recreation Services Department addresses poverty and homelessness within their portfolio of services. A Community Development Officer of Social Inclusion facilitates programs and services for disadvantaged citizens in the city. He/she liaises with other local programs and community development staff. These efforts encourage a coordinated approach to reducing poverty and encouraging social inclusion in the community through parks and recreation (2014).

- 2.3 Build trust and participation through the provision of recreational opportunities and experiences that are respectful and appropriate for various ethnocultural groups. Actively engage persons of diverse and racialized backgrounds in developing, leading and evaluating recreation and park activities.
- 2.4 Recognize and enable the experience of Aboriginal peoples in recreation with a holistic approach drawn from traditional values and culture. Work with Aboriginal communities in pursuit of all five goals outlined in the Framework for Recreation in Canada 2015.
- 2.5 Enable and encourage women and girls of all backgrounds and circumstances to achieve their potential and participate fully in all types of recreation. Address the historical, cultural and social barriers to participation experienced by girls and women, and apply a gender equity lens when developing and monitoring policies, programs and practices.
- 2.6 Enact policies of nondiscrimination on the basis of gender identity and gender expression. Provide a welcoming and safe environment for people with all sexual orientations and sexual identities.
- 2.7 Provide leadership, support, encouragement, information, policies and programs that facilitate full participation in recreation by people of all abilities across all settings. Work with persons with disabilities and special needs to create inclusive opportunities and build leadership capacity. Ensure that recreation environments are accessible, and remove physical and emotional barriers to participation.
- 2.8 Address the unique challenges and capacities in rural and remote communities. Seek community leadership in decision-making regarding the provision of and access to appropriate spaces and places, opportunities and experiences in recreation.

Goal 3 Connecting People and Nature



Help people connect to nature through recreation.

People have an inherent need to connect with the natural world and the recreation field plays a vital role in meeting that need. Connecting with nature is associated with improved cognitive, mental, and physical health, enhanced creativity and positive social behaviours. Communities also see economic benefits associated with ecotourism.⁴³

Traditionally, recreation has contributed to this goal through the provision and stewardship of outdoor places and spaces, and the development of enabling policies, programs and services related to natural environments. These activities continue to be essential components of recreation's role.

More recently, the need to increase appreciation of and exposure to nature through participation in the community design process has become increasingly important. Recreation contributes to creating walkable, safe, livable communities through the provision of parks, trails, waterways, community gardens and landscaped areas. Recreation supports policies, which ensure that neighbourhoods are designed to maximize opportunities for healthy, active living and exposure to nature.

For many people, urban parks may be one of the few connections that they experience with the natural world. Because of this, urban parks play an essential role in public health and wellbeing. Urban parks can serve as restorative environments in which individuals have the ability to view nature, to be active in nature, to observe plants and gardens, and to observe and encounter animals (both pets and wildlife).

Canadians Care About Nature



Percentage of Canadians in 2012

Who:

- 70% Spent time in nature
- 53% Participated in nature education
- 47% Travelled to experience nature
- 45% Reduced their ecological footprint
- 13% Volunteered in nature conservation

Most Popular Activities:

- 71% Picnics and relaxing in nature
- 64% Hiking, climbing, and horseback riding
- 41% Gardening and landscaping
- 21% Fishing
- 18% Birding



Priorities

- 3.1 Work in partnership with community and provincial/territorial planners and Aboriginal communities to provide natural spaces and places in neighborhoods, communities and regions through the retention and addition of natural areas, forests, parks, trails and recreational waters (rivers, lakes, canals and beaches).
- 3.2 Work collaboratively at all orders and levels of government (local, regional, provincial/territorial, federal and with Aboriginal governing bodies) to create and maintain a coordinated, comprehensive system of parks and protected areas across Canada that allows year-round access to nature. Share best practices and findings in planning, design, management, ecosystem monitoring and public information.
- 3.3 Develop public awareness and education initiatives to increase understanding of the importance of nature to wellbeing and child development, the role of recreation in helping people connect to nature and the importance of sustainability in parks and recreation.
- 3.4 Ensure that operational policies and practices in parks and recreation limit the use of non-renewable resources and minimize negative impacts on the natural environment.

Goal 4 Supportive Environments



Ensure the provision of supportive physical and social environments that encourage participation in recreation and help to build strong, caring communities.

Supportive physical and **social environments** help people explore their creativity and adopt healthy, active lifestyles by making “the healthy choices the easy choices”. They also facilitate community and family connectedness, which foster reciprocal caring—taking care of each other, our communities and our natural environment.

Some people (especially those who have had limited experiences with quality recreation) are unaware of the benefits of recreation and how to get involved. A lack of knowledge about available options and/or fears related to safety and entering new environments may limit their decisions about the use of their time outside of work or school.

Environments for recreation encompass many settings, including homes, schools, neighbourhoods, community spaces and places, rural places and the natural and built environments. Recreation has a leadership role to play in community building in all of these settings. Aligning with other community initiatives avoids duplication of efforts and helps to build social networks and voluntarism, as well as community norms of trust and cooperation.

Creating **supportive environments** for recreation has many dimensions including the implementation of policies and guidelines, innovative programming, social action, education and funding. All of these mechanisms are needed to ensure access to safe and effective spaces and places that are required to deliver a comprehensive mix of high quality recreational experiences.

Creating supportive physical environments includes the provision of essential facilities, the effective use of existing spaces and places, and addressing the decline of Canada’s **recreation and sport infrastructure**. It also includes the creation and maintenance of built environments that enable people to actively recreate as part of their daily activity and as a form of transportation.

Walking, biking, wheeling and skating are modes of **active transportation** and active recreation. Good walking environments and well-designed multipurpose trails encourage walking, cycling and wheeling and enable recreational experiences during daily commutes to work, school or other places in the community. Ideally, all parts of a well-maintained walking environment are integrated and connected to make it easy for pedestrians to move through the community to a variety of destinations.

Priorities

- 4.1 Provide recreation facilities and outdoor spaces in under-resourced communities (including on-reserve and in remote and rural areas), based on community and/or regional needs and resources.
- 4.2 Work with partners to increase the use of existing structures and spaces for multiple purposes, including recreation (e.g. use of schools, churches, vacant land and lots).
- 4.3 Enable communities to renew recreational infrastructure as required and to meet the need for green spaces by:
 - securing dedicated government funding at all levels, as well as partnerships with the private and not-for-profit sectors for the necessary development, renewal and rehabilitation of facilities and outdoor spaces
 - developing assessment tools and evidence-based guidelines for investing and reinvesting in aging recreation infrastructure
 - developing and adopting innovative renewal strategies that will endure over time, use less energy and provide affordable access for all.
- 4.4 Lead and support community efforts and planning processes for active transportation and public transit. Participate in the planning and design of communities to encourage the placement of workplaces, schools, shops libraries, parks, and sport and recreation facilities in close proximity so that active modes of transportation are easier to use. Encourage development and maintenance of active transportation routes that connect people to the places they want to go.
- 4.5 Enhance mental and social wellbeing by creating supportive social environments in the settings where people live, learn, work and play. This requires strengthened partnerships with schools, social service groups, the arts community, law enforcement, transportation and urban planners, community organizations and the private sector.
- 4.6 Develop and implement targeted **recreation education** campaigns that increase knowledge about how recreation contributes to enjoyment and quality of life, and help people acquire the skills and attitudes they need to plan for making recreation a part of their lives.
- 4.7 Develop a common understanding of community wellbeing through the development and use of standardized assessment tools and indices that will help communities assess and measure their status on community wellbeing.
- 4.8 Adopt a strategic approach to community building that features alignment and collaboration with other community initiatives (e.g. Age-Friendly Communities, **Healthy Cities/Communities**, **Community Food Centres**).

Goal 5

Recreation Capacity



Ensure the continued growth and sustainability of the recreation field.

Leaders in recreation include professional staff and volunteers. Both need the skills, knowledge and resources required to plan and deliver high-quality recreation services, based on specific community needs and strengths.

Volunteers in recreation make an impressive contribution to community cohesiveness, Canadian society and the economy. Volunteers need to be valued, trained and supported as an essential part of the delivery of recreational experiences in every community in Canada.

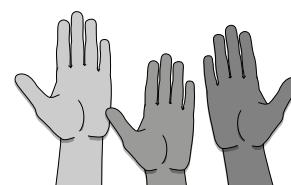
Leaders in recreation need to work within a connected, vibrant and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system that Canadians can enjoy for generations to come.

The recreation field needs to recruit and inspire new leaders (of all ages) who can address emerging trends and have knowledge in a variety of areas, such as cultural diversity, emerging technologies, urban planning, active transportation and nature conservation. All who work in recreation need to acquire and attain the core competencies for recreation and the capacity to address changes in the physical and social environments that impact recreation.

Recreation provides many young people with opportunities for employment and for leadership and career development. For example, in 2013, 8.4% of youth (age 15-24) were employed in the Arts, Culture and Recreation sector in Canada.⁴⁶ These young leaders are critically important to the recreation workforce both today and in the future.

To be relevant and outcome-driven, leaders in recreation need timely access to emerging technologies as well as current evidence and information. A comprehensive **knowledge development** strategy including research, knowledge transfer, and monitoring and evaluation would address this need.

Canadians Volunteer in Recreation and Sport (2010)⁴⁵



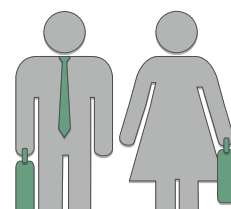
3.3 Million

Number of volunteers in recreation and sport



400 Million

Number of hours per year given by these volunteers



Over 208,000

Equivalent number of full-time jobs

Academics and governments at all orders and levels undertake research and data collection to analyze recreation trends and issues in order to keep recreation policies and programs current and effective. In addition to theoretical and conceptual research, applied research projects, which identify promising approaches at the community level, are particularly important. The findings of research need to be shared broadly (knowledge transfer), with provincial/territorial recreation associations, communities, and other stakeholders and partners.

Priorities

- 5.1 Increase collaborative efforts among provincial/territorial governments, local governments, voluntary organizations, Aboriginal communities, the private sector and recreation associations to support and nurture a vibrant recreation system that serves as the primary means for achieving the vision and goals in this Framework.
- 5.2 Implement career awareness, preparation and development strategies to attract and educate new leaders.
- 5.3 Support advanced education in recreation. Use long-term market studies to inform curricula development and capture supply and demand needs in the industry.
- 5.4 Develop and implement high-quality training and competency-based capacity development programs for organizations and individuals (professionals and volunteers) working in recreation, particularly in under-resourced rural and remote areas.
- 5.5 Develop a strategy to enhance community-based leadership in recreation.
- 5.6 Rejuvenate and update volunteer strategies to reflect societal changes and take advantage of community and individual capacities. Engage volunteers of all ages and from all walks of life. Make a special effort to recruit and support volunteers from a variety of ethnocultural and racialized populations and other groups that face constraints to participation. Recognize and support the role of the not-for-profit sector in developing and engaging volunteers.
- 5.7 Support a pan-Canadian, comprehensive knowledge development strategy that increases support for:
 - recreation research and data collection carried out by universities and colleges, the not-for-profit sector, provincial/territorial, local and Aboriginal governments, with special attention to applied research at the community level
 - the national recreation information system so that all those planning and delivering recreation services have access to the latest evidence
 - collaborative efforts among governments, recreation associations and colleges and universities to develop new recreation programs and services that meet the evolving and expanding needs within communities.

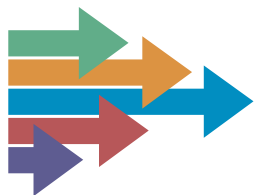
Developing and Sharing Knowledge

The Leisure information Network (LIN) at www.lin.ca is a national knowledge- based digital forum for sharing information on individual and community wellbeing through recreation, parks, and active living. The Northern Links web site at www.northernlinks.org is an initiative of LIN that supports recreation and sport practitioners and volunteers in Canada's Aboriginal communities (both rural and urban) in creating more culturally relevant and engaging programming. The National Benefits HUB at <http://benefitshub.ca> is a living resource, which summarizes evidence on the value of recreation and parks services. Validation is provided for 49 outcome statements. LIN and the Benefits HUB are invaluable resources for policy development, planning, marketing, program/service development and evaluation.



Part III

Moving Forward



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 built environments. The time to take action is now. Together, we can build pathways to wellbeing for all Canadians.

Glossary*

*Thank you to The Leisure Information Network (LIN) for their help in preparing this Glossary.

Aboriginal Peoples refers to the indigenous inhabitants of Canada when describing the Inuit, First Nations (Indians) and Métis people, without regard to their separate origins and identities.

Source: Inuit Tapiriit Kanatami, <https://www.itk.ca> (accessed September 2014)

Active transportation refers to any form of human-powered transportation, such as walking, cycling, using a wheelchair, in-line skating or skateboarding.

Source: Public Health Agency Canada, www.phac-aspc.gc.ca/hp-ps/hl-mvs/pa-ap/at-ta-eng.php (accessed September 2014)

Age-Friendly Communities. In an age-friendly community, the policies, services and structures related to the physical and social environment are designed to help older people “age actively”. In 2014, over 400 cities and communities in Canada were involved in this global movement.

Sources: 1) www.phac-aspc.gc.ca/seniors-aines/afc-caa-eng.php and 2) afc-hub.ca (accessed September 2014)

Canadian Physical Activity Guidelines and Canadian Sedentary Behaviour Guidelines.

The Canadian Physical Activity Guidelines (2011) describe the amount and types of physical activity that offer substantial health benefits to children (from infancy to age 12), youth, adults and older adults. The Canadian Sedentary Behaviour Guidelines provide recommendations to Canadian children and youth on limiting sedentary behaviour during discretionary time in order to reduce health risks.

Source: Canadian Society for Exercise Physiology, www.csep.ca (accessed September 2014)

Community/communities: a group of individuals who share common interests or characteristics, such as demography, geographic location, culture, etc., and who are perceived or who perceive themselves as distinct in some respect from the larger society within which it exists.

Source: Adapted from Dictionary.com

Community Food Centres provide places where people come together to garden and grow, cook, share and advocate for good food.

Source: cfccanada.ca (accessed September 2014)

Health is defined by the World Health Organization (WHO) as “a state of complete physical, social and mental wellbeing, and not merely the absence of disease or infirmity”. The Ottawa Charter for Health Promotion goes on to say, “Health is a resource for everyday life, not the object of living. It is a positive concept emphasizing social and personal resources as well as physical capabilities.”

Source: WHO: Constitution 1948 at www.who.int/governance/eb/who_constitution_en.pdf; WHO: Ottawa Charter Health Promotion, 1986 at www.who.int/healthpromotion/conferences/previous/ottawa/en (accessed September 2014)

Healthy Cities/Communities create and improve the physical and social environments and community resources, which enable people to mutually support each other in performing all the functions of life and developing to their maximum potential. Several cities and communities in Canada have adopted Healthy City strategies.

Source: WHO Healthy Settings. www.who.int/healthy_settings/types/cities/en (accessed September 2014)

Knowledge development in recreation is the creation, synthesis, exchange, and application of knowledge to strengthen recreation and improve wellbeing. It includes research of all types, monitoring and evaluation, the sharing of knowledge (sometimes called knowledge transfer) and program development.

Natural playgrounds are play environments that blend natural materials and vegetation (e.g. logs, sand, boulders, hills, trees and stumps) with varied landforms to provide unique, creative play areas for children. They are designed with the intent of helping children connect with nature.

Source: adapted from various sources

National Benefits Hub provides updated evidence for 50 outcomes statements about the benefits of recreation, the trends impacting benefits, and emerging promising practices.

Source: <http://benefitshub.ca> (accessed September 2014)

Physical literacy is the ability of an individual to move with competence and confidence in a wide variety of physical activities in multiple environments that benefit the healthy development of the whole person.

Source: Canadian Sport policy 2012 and Physical and Health Education Canada, 2010 http://canadiansporttourism.com/sites/default/files/docs/csp2012_en_lr.pdf (accessed March 2014)

Play is freely chosen and self-directed mental or physical activity that is undertaken for enjoyment and that is separate in some way from “real” life.

Source: Adapted from 1) The Value of Play I: The Definition of Play Gives Insights, by Peter Gray, published on Nov 8, 2008 in Freedom to Play, accessed March 2014 at www.psychologytoday.com/blog/freedom-learn/200811/the-value-play-i-the-definition-play-gives-insights; and 2) Discover Leisure Education, accessed March 2014 at www.indiana.edu/~nca/leisureed/play.html

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

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

Public recreation is the provision of recreation services by governments and non-governmental groups and organizations for the benefit of individuals and communities.

Recreation and sport infrastructure includes the construction, maintenance, repair, operation, and the supervision of facilities and outdoor areas. Indoor spaces and places include arenas, community centres and halls, indoor pools, cultural centres, senior and youth centres. Outdoor spaces and places include parks, playing fields, play-structures, trails, forested areas, outdoor pools, splash pads, pavilions, gardens,

waterfronts, marinas, outdoor courts (e.g., tennis, basketball), outdoor rinks and golf courses.

Recreation education is the process of acquiring the knowledge, skills, and attitudes required for positive experiences in recreation. Recreation education helps individuals and communities understand opportunities, potentials and challenges in recreation; understand the impact of recreation on wellbeing; and gain knowledge, skills, and appreciation enabling full participation in recreation experiences.

Source: Adapted from Leisure education and physical literacy by Brenda Robertson, NRA 2011 National Summit, Accessed March 2014 at lin.ca/sites/default/files/attachments/Robertson%20summit%20talk.pdf

Social environment includes the formal and informal groups and networks to which people belong, the neighborhoods in which we live, the organization of the places where we work, worship, learn and play, and the policies we create to order our lives. The degree of social cohesion that exists in communities results from everyday interactions between people. It is embodied in such structures as civic, cultural and religious groups, family membership and informal community networks, and in norms of voluntarism, altruism and trust. The stronger these networks and bonds, the more likely it is that members of a community will co-operate for mutual benefit.

Source: Adapted from 1) Yen IH, Syme S. The social environment and health: A discussion of the epidemiologic literature. *Annual Review of Public Health* 1999; 20: 287-308, accessed March 2014 at www.annualreviews.org/doi/abs/10.1146/annurev.publhealth.20.1.287 and 2) WHO Glossary Health Promotion, 1998, accessed September 2014 at www.who.int/healthpromotion/about/HPG/en

Social capital: The features of social organization such as social networks, norms and social trust that facilitate coordination and cooperation for mutual benefit.

Source: Putnam, R. Social Capital: Measurement and Consequences. *Isuma, Canadian Journal of Policy Research* 2001;2(1):41–51, and Putnam, R. Bowling Alone: America's Declining Social Capital. *Journal of Democracy*, 1995; 6(1):65-78.

Social cohesion is an ongoing process of developing a community of shared values, shared challenges and equal opportunity, based on a sense of trust, hope and reciprocity.

Source: Adapted from Government of Canada's Policy Research Sub-Committee on Social Cohesion. Accessed March 2014 at www.parl.gc.ca/content/lop/researchpublications/prb0756-e.htm

Social connectedness: A person's number of close friends, frequency of interactions with family and friends, trust in neighbors, and level of participation in volunteer activities or community events all play a role in supporting well-being and can also influence health, both directly and indirectly. Together, these examples begin to describe social connectedness - the extent to which people interact with one another, either individually or through groups.

Source: Social Connectedness and Health, Wilder Research 2012. Accessed September 2014 at www.bcbsmnfoundation.org/system/asset/resource/pdf_file/5/Social_Connectedness_and_Health.pdf

Spaces and Places. Spaces are areas or expanses deliberately designed for specific processes or purposes, such as an urban park or a community garden. Spaces integrate people with nature and with each other, increase socialization within and between neighbourhoods and invite increased physical activity. Places are portions of those spaces, such as a specific building, structure, or location, e.g., splash pad or skate park within a larger park.

Source: Adapted from various sources

Supportive environments for recreation offer safe, enjoyable experiences, and empower people to expand their self-reliance, confidence and abilities to participate. They occur where people live (their homes and communities) and where they learn, work, worship and play. Supportive physical and social environments are structured to support a desired activity, action or outcome. Individuals are provided with encouragement, opportunities, access, and resources that enable this activity, action or outcome.

Source: Adapted from 1) WHO Glossary Health Promotion, 1998 accessed March 2014 at www.who.int/healthpromotion/about/HPR%20Glossary%201998.pdf?ua=1; and 2) Halton Active Living Bulletin, accessed March 2014 at lin.ca/sites/default/files/attachments/Bulletin%203%20-%20Supportive%20Environments.pdf and 3) Canadian Fitness and Lifestyle Research Institute Survey 2008, accessed March 2014 at www.cflri.ca/media/node/256/files/Bulletin_3.pdf

Wellbeing. The presence of the highest possible quality of life in its full breadth of expression, focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in recreation and culture.

Source: Adapted from Canadian Index of Wellbeing, accessed March 2014 at uwaterloo.ca/canadian-index-wellbeing

The Framework vision incorporates:

- Individual wellbeing: Individuals with optimal mental and physical wellbeing, who are engaged and contributing members of their families and communities
- Community wellbeing: Communities that are healthy, inclusive, welcoming, resilient and sustainable
- The wellbeing of places and spaces: Natural and built environments that are appreciated, nurtured and sustained.

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Appendix A Acknowledgements

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. It was prepared by the National Recreation Framework Working Group.

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Section

F

Current Park Development Guidelines

CITY OF SASKATOON ADMINISTRATIVE POLICY

NUMBER
A10-017

TO BE REVISED AS PER COUNCIL RESOLUTION OF NOVEMBER 20, 2006

| | | |
|---|--|--|
| POLICY TITLE <i>Park Development Guidelines</i> | ADOPTED BY: <i>Senior Management Committee</i> | EFFECTIVE DATE <i>January 25, 1996</i> |
| | | UPDATED TO <i>June 25, 2002</i> |
| ORIGIN/AUTHORITY <i>General Manager, Community Services</i> | CITY FILE NO. <i>CK. 4205-1</i> | PAGE NUMBER <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.

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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 | TOTAL |
| $\frac{8.7}{14.3} \times 100 = 61\%$ | $\frac{5.2}{14.3} \times 100 = 36\%$ | $\frac{0.4}{14.3} \times 100 = 3\%$ | |
| | | | 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

F

Recommendation Alignment with the Framework for Recreation in Canada 2015

Service Delivery 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 |
|----------------|---|---|---|---|--|--|
| 1. | The City will develop a partnership policy based on the partnership framework. | ✓ | ✓ | ✓ | | |
| 2. | The City will use the partnership framework to explore partnership opportunities for all recreation and parks 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, 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 enhanced focus on benefits and motivating participation. | ✓ | ✓ | | ✓ | ✓ |

Service Delivery Recommendations in Relation to the National Recreation Framework (Continued)

| Recommendation | | Foster Active Living Through Recreation | Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities | Grow and Sustain the Capacity of the Recreation Field | Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation | Help People Connect to Nature Through Recreation |
|----------------|--|---|---|---|--|--|
| 9. | The City will continue to employ a community liaison strategy that considers the general public (including the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies. | | | ✓ | | |
| 10. | The City will develop utilization measures and collect data for structured and spontaneous use of recreation and parks services. | | | ✓ | | |
| 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 Program, Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible. | | | | ✓ | |

Programming 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 |
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| 13. | The City will continue to include information about financial assistance programs in its promotions 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 Desired Program Focus Areas to guide collaborative recreation and parks 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 and revenues, including potential use of a tiered system with different fees based on facility type and capacity. | | | | ✓ | |
| 19. | The City will look to engage the Community Feedback Committee (or similar group) in Master Plan reporting and implementation. | ✓ | ✓ | ✓ | ✓ | ✓ |

Infrastructure 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 |
|-----------------------|---|--|--|--|---|---|
| 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 as well in the programming of existing 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 | ✓ | ✓ | ✓ | | |

Infrastructure Recommendations in Relation to the National Recreation Framework (Continued)

| 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 |
|----------------|--|---|---|---|--|--|
| 26. | The City will 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 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. | | | ✓ | | |

Infrastructure Recommendations in Relation to the National Recreation Framework (Continued)

| 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 |
|----------------|--|---|---|---|--|--|
| 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/enhanced recreation facilities 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 related to natural areas, trails, and the river valley. | ✓ | ✓ | | | ✓ |

Infrastructure Recommendations in Relation to the National Recreation Framework (Continued)

| 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 |
|-----------------------|---|--|--|--|---|---|
| 37. | The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness) 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 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 |
|----------------|---|---|---|---|--|--|
| 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 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 Master Plan in the spirit of continuous improvement. | ✓ | ✓ | ✓ | ✓ | ✓ |
| 44. | Where possible, the City will continue to provide professional development opportunities to enable staff to continually enhance internal capacity. | | | ✓ | | |

