



Regional District of Central Kootenay: Castlegar and Areas I & J

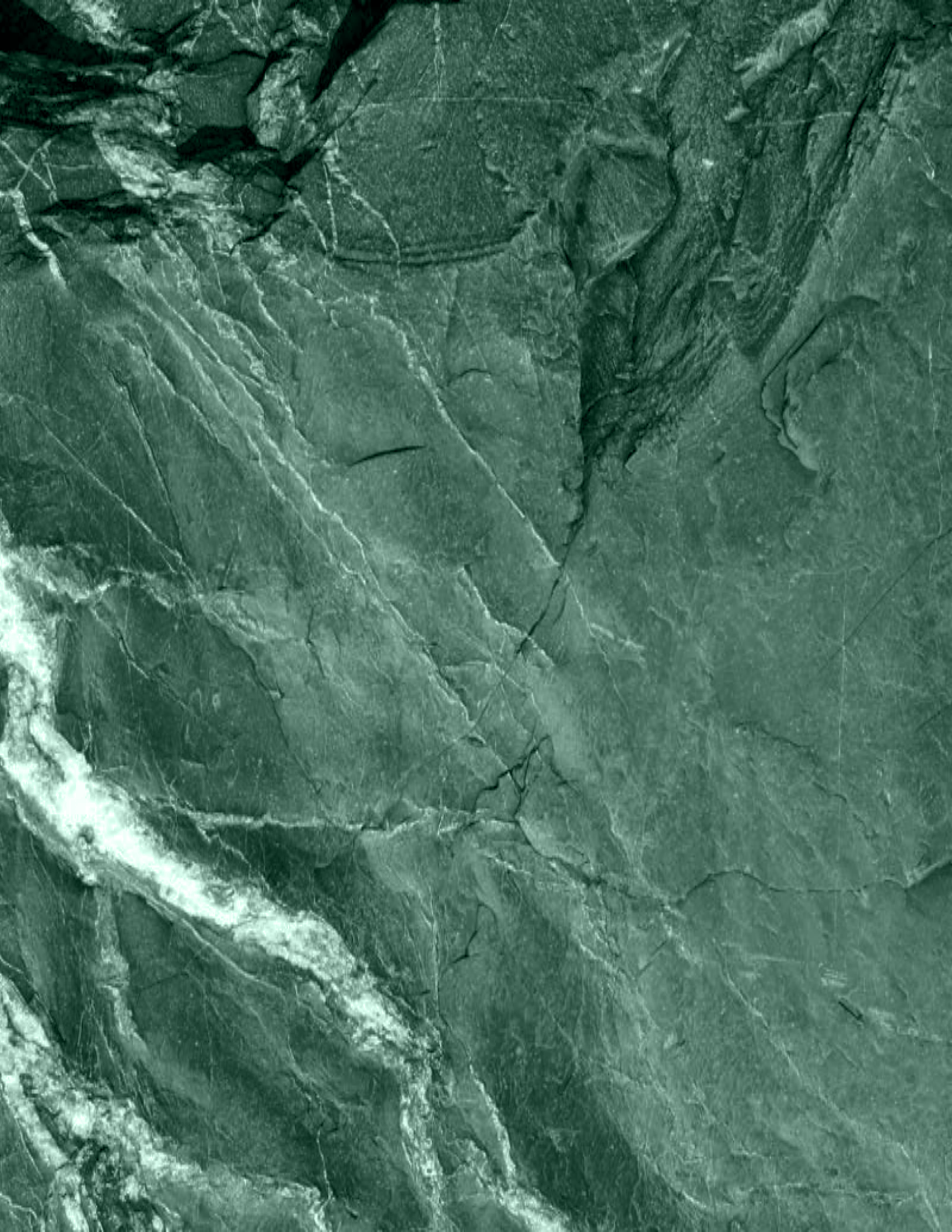
Recreation & Culture Master Plan

Final
January 2016



HCMA








Regional District of Central Kootenay: Castlegar and Areas I & J

Recreation & Culture Master Plan



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

The intent of this Plan is to guide decision making with regards to future recreation and culture facilities and services provided by the Castlegar and District Recreation Commission via the Regional District of Central Kootenay in Castlegar and Areas I & J with consideration to all associated stakeholders, including regional partners, other levels of government, local non-profit volunteer groups, and the private sector.

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

Executive Summary

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

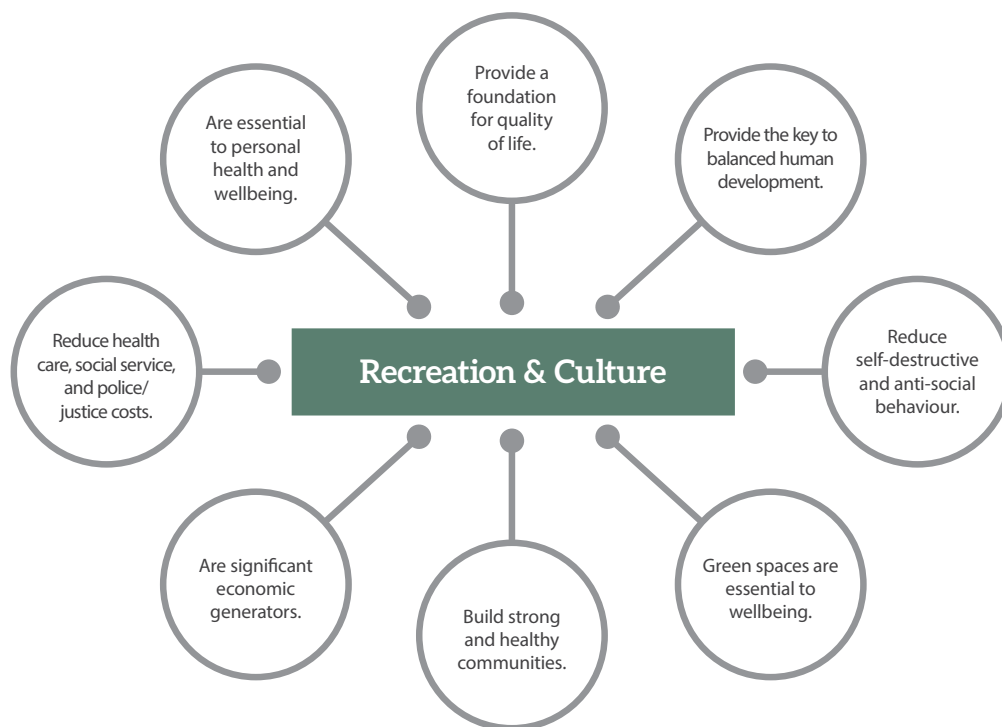
—A Framework for Recreation in Canada 2015: Pathways to Wellbeing

This Master Plan will serve to guide decisions regarding the delivery of recreation services within Castlegar, Area I, and Area J. The Master Plan and its recommendations are based upon a comprehensive program of research including thorough public and stakeholder consultation. This research has been published under a separate cover “The State of Recreation & Culture”. This Master Plan aligns with the “Framework for Recreation in Canada 2015: Pathways to Wellbeing” ensuring that any benefits that arise from the national momentum surrounding it may be leveraged in Castlegar and Areas I & J.

The benefits that result from the provision of recreation are plentiful. These benefits are the justification for publicly funded facilities and services and are fundamental to the vision for recreation services:

“A region in which everyone is engaged in meaningful, accessible recreation experiences that foster:

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

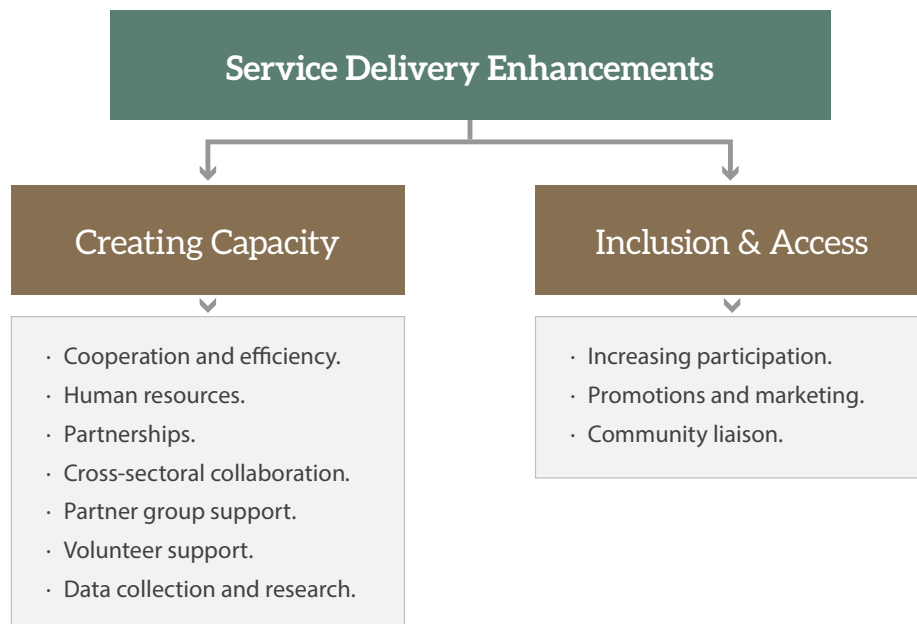


Key findings from the consultation and research conducted during the development of the plan include the following:

1. Residents of Castlegar, Area I, and Area J value recreation and related activities.
2. Residents agree that the whole community benefits from recreation and parks programs and services in Castlegar, Area I, and Area J.
3. Satisfaction with the availability of recreation opportunities is strong, however there remains room for improvement.
4. Key barriers to participation in recreation include cost, inconvenient hours, and transportation.
5. The Castlegar and District Community Complex is a main centre of indoor recreation in the area. Some consideration should be given for enhancing it. Additionally, the Pioneer Arena's lifespan is limited.
6. Volunteer are vital to the delivery of recreation opportunities
7. There is demand for new and enhanced recreation facilities and spaces

Based on these findings and all the other research, the project steering committee identified and agreed to strategic recommendations in the areas of service delivery, infrastructure, and programming as means to achieve the aforementioned vision.

Service delivery enhancements outlined include outlining ways in which capacity can be enhanced within the recreation delivery system as well as means to ensure access to recreation opportunities. There are also recommendations related to partnerships and collaboration with the goal to improve outcomes and accountability. There is a recommendation regarding the development of a volunteer strategy to help support this important component of service delivery. Some direction is provided with a focus on increasing participation through promotions and marketing and reducing barriers to participation.

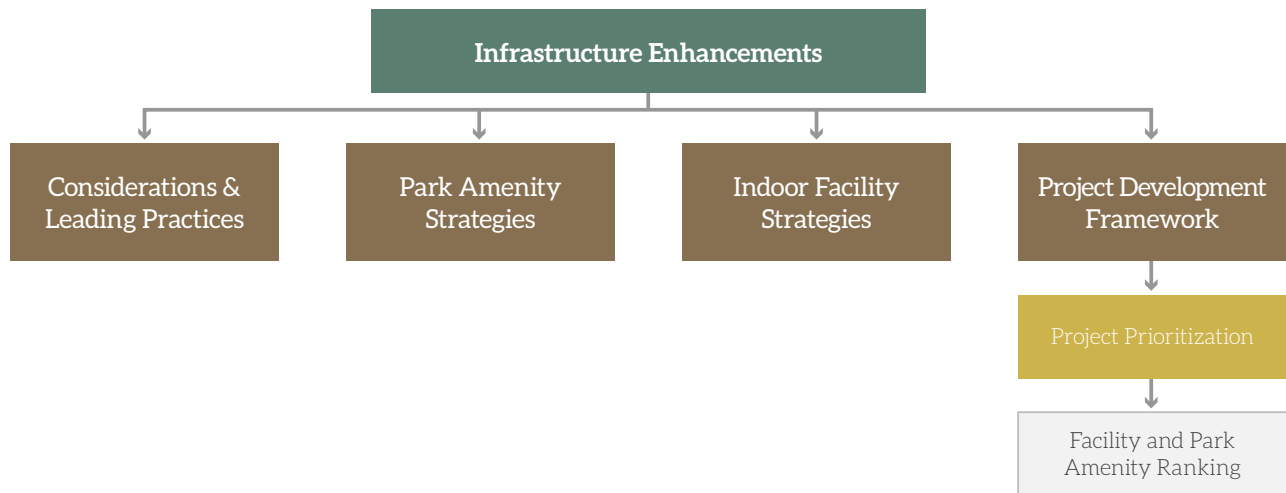


Recommendations are also presented for the provision of specific **recreation opportunities and programs**. Recommendations for the Castlegar & District Recreation Commission (CDRC) indicate a role in program needs assessment and program coordination.

The importance of balancing both social and financial return in the viability of CDRC programs is recommended. Areas of opportunity and program focus are outlined based on the findings of consultation and research; these are presented according to age cohorts.

The Plan also provides guidance on the future of **recreation infrastructure** in Castlegar, Area I, and Area J. Specific strategies are outlined for park amenities as well as indoor recreation facilities. Highlights of these recommendations include the following.

- The CDRC participate in district wide regional trails planning with trails stakeholders.
- Leading practices in facility planning and operations should be considered and revisited periodically.
- A series of outdoor and indoor amenity and facility strategies and recommendations are presented.
- A framework is presented that describes a process to follow when contemplating the development of significant infrastructure.
- An approach is presented to help prioritize multiple possible infrastructure projects.
- Several enhancement and expansion possibilities to the CDRC are presented.



Finally, financing recommendations are presented. These include recommendations around setting user fees, leveraging sponsorship, and accessing non-traditional forms of revenue to offset program and facility costs are proposed.

The Master Plan was developed through the input of innumerable and varied stakeholders including, but not limited to, representatives from the City of Castlegar, Area I, Area J, the Regional District of Central Kootenay, various volunteer and non-profit groups, and the general public. It is intended to be a tool for decision making regarding recreation services and infrastructure. The recommendations herein are intended to garner the most community benefit from existing and future public investment in these values and essential services. Recreation is important to resident quality of life and is a justified public investment; recommendations, frameworks and strategies outlined herein will optimize this investment and create enhanced benefit for years to come.

Acknowledgments

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

More specifically, thanks go out to:

- Residents of the City of Castlegar and Areas I & J for participating in the household surveys and public events;
- Elected officials, commissioners, and administration who completed surveys and participated in interviews and meetings;
- Representatives of volunteer groups and recreation and culture stakeholders who answered questionnaires and attended meetings to discuss their needs; and
- All other key stakeholders who provided information and attended meetings when asked.

Special thanks go to the Project Steering Committee and project liaison who provided advice, information, support, and opinions; who recognized the importance of investing in long range planning; and who displayed the fortitude to make decisions in the best interest of the City of Castlegar, Areas I, and J and the entire Regional District of Central Kootenay.

The Project Steering Committee:

- Lawrence Chernoff—Mayor, City of Castlegar; RDCK Director
- Andy Davidoff—Area I, RDCK Director
- Rick Smith—Area J, RDCK Director
- Dan Rye—Councilor, City of Castlegar
- Kevin Chernoff—Councilor, City of Castlegar
- Joe Chirico—General Manager of Community Services (RDCK)
- Jim Crockett—Manager of Recreation (Castlegar)
- Verona Walker—Recreation Supervisor (Castlegar)
- Audrey Polovnikoff—Recreation and Cultural Programmer (Castlegar)
- Chris Briggeman—Aquatic and Fitness Programmer (Castlegar)

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

- Darryl Condon, HCMA
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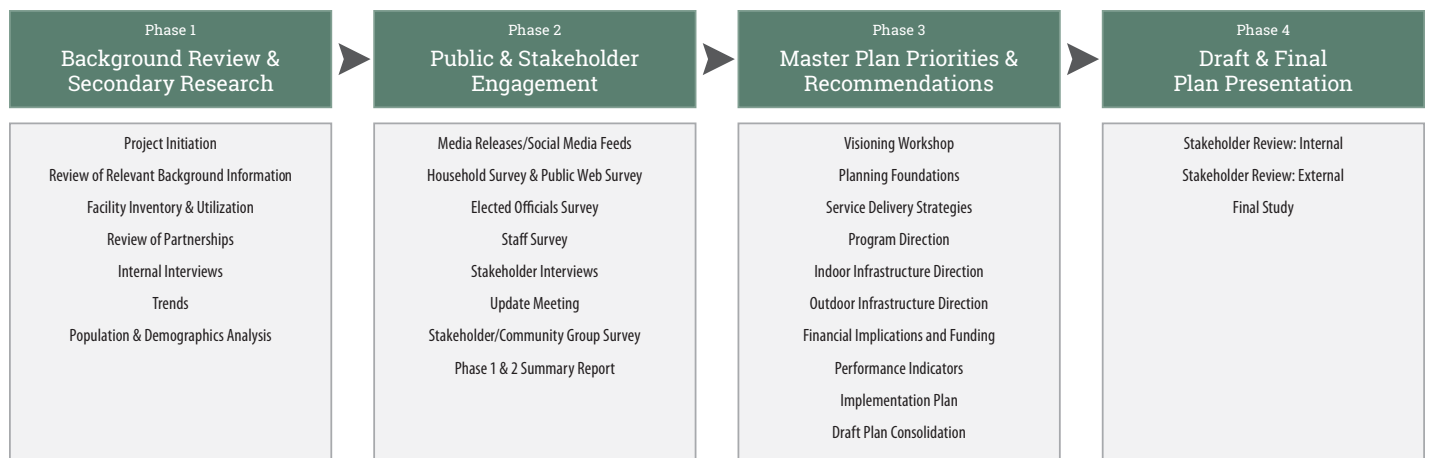
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Section 1

Introduction and Methodology

The Castlegar and District Recreation Commission (CDRC) via the Regional District of Central Kootenay (RDCK) offers and supports many regional recreation, culture and parks services and facilities. The intent of this Master Plan is to enhance the future provision of these services and facilities by establishing community-based priorities for recreation, parks, and leisure facilities services. This Plan provides a framework for making decisions, based on an assessment of the aspirations, needs, priorities, and financial abilities of residents of the City of Castlegar and Areas I & J of the RDCK.

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



Primary research facilitated during the development of this Plan included:

- **A household resident survey:** a statistically reliable mail out survey sent to all households in the City of Castlegar and Areas I & J and completed by 792 households;
- **A web-based resident survey:** facilitated on the Regional District of Central Kootenay website and completed by 100+ residents;
- **A stakeholder survey:** questionnaires sent to organized groups in the region and completed by 17 groups;
- **Stakeholder group interviews and sessions:** 15 individual and/or group discussions with local recreation and parks delivery stakeholders; 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.



Planning Context

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

Regional District of Central Kootenay planning:

- 1996 Kootenay-Columbia Rivers Official Community Plan
- 2006 Creston Recreation Master Plan
- 2009 Regional Parks Bylaw
- 2011 Parks Regulation Bylaw
- 2012 Nelson Recreation Master Plan

Castlegar and District Recreation Commission planning:

- 2006 Recreation Services Review
- 2009 Complex Facility Assessment
- 2010 Economic Diversification Plan
- 2010 Recreation Services Survey
- 2011 Castlegar Official Community Plan
- 2012 Community Roundtable on Arts and Culture

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



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

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

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

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

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

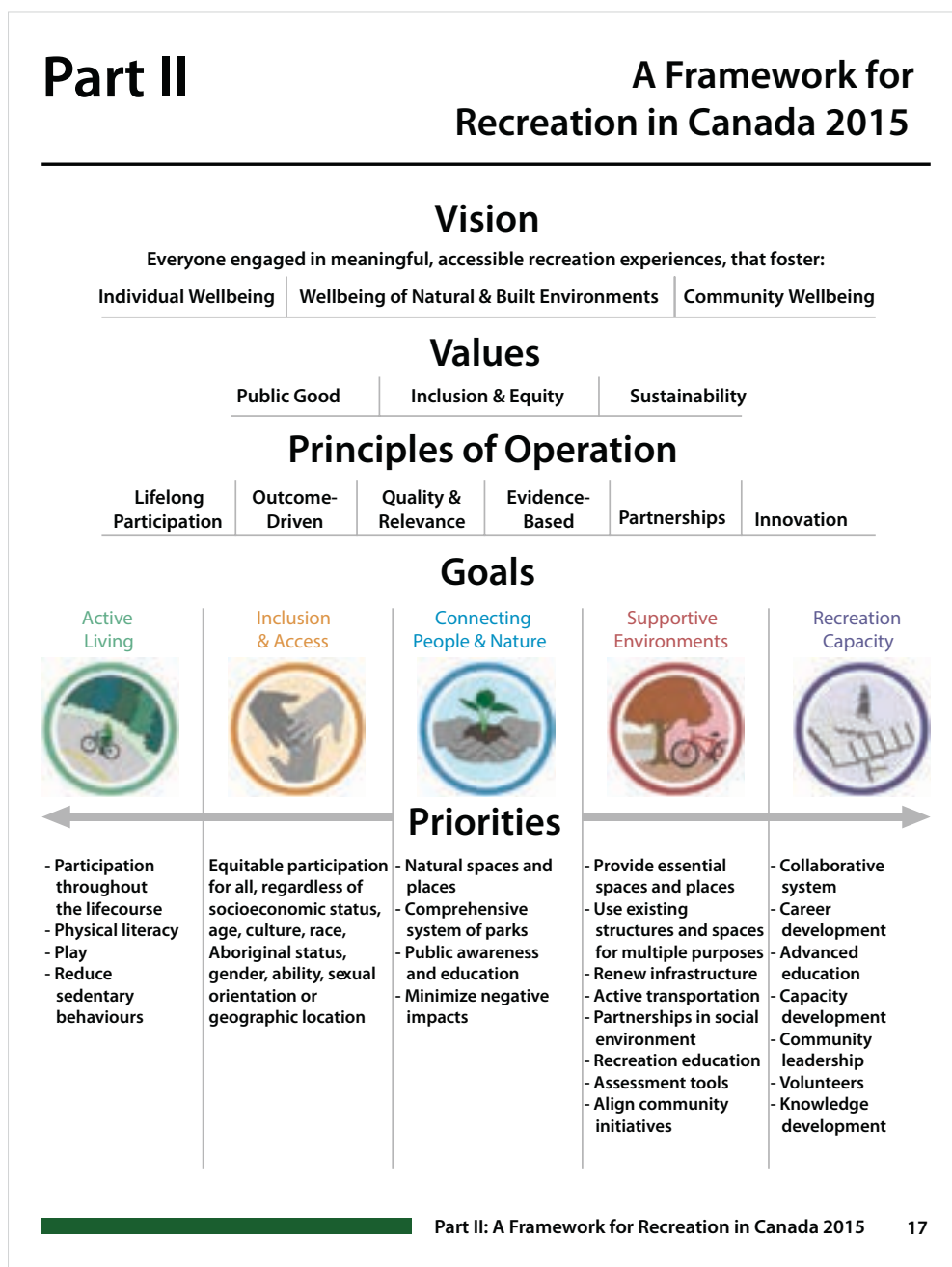
- Enhanced mental and physical wellbeing;
- Enhanced social wellbeing;
- Stronger families and communities; and
- Enhanced connection with nature.

The New Definition of “Recreation”

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

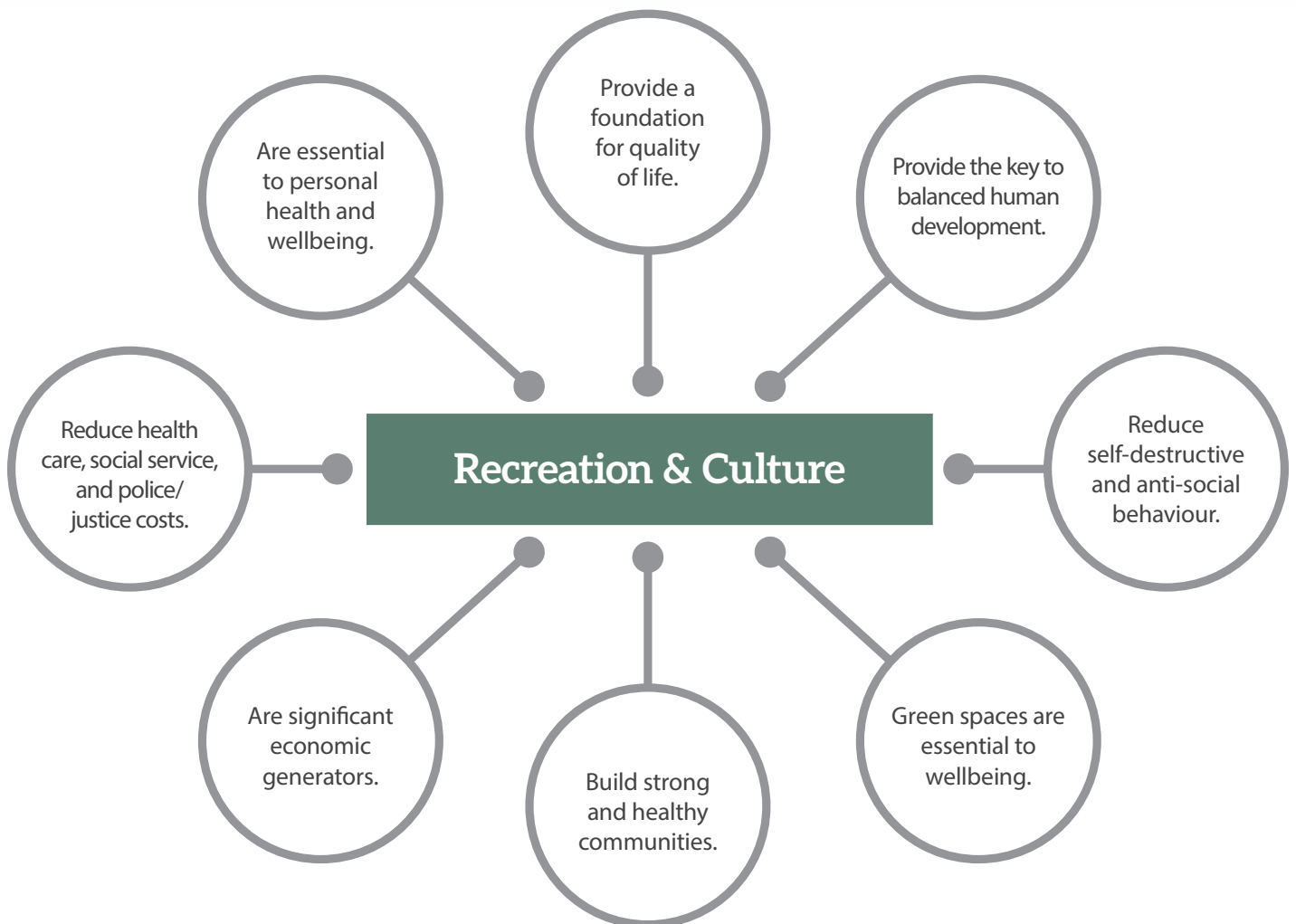


The following graphic summarizes the National Framework in regards to its vision, values, principles, goals, and priorities. The framework is meant to guide a collaborative effort across Canada in enhancing the benefits of recreation in communities and positioning these services as essential to the quality of life of all Canadians. Although some of the strategies outlined do not pertain directly to municipal recreation, the framework will be referenced throughout the Master Plan where applicable. Where recommendations are made, the images corresponding to the goals found below are highlights to show alignment with the 2015 Framework.



The Benefits of Recreation and Culture

There are many benefits to participating in recreation and culture pursuits. These benefits are commonly understood throughout the City of Castlegar, Areas I, and J and the broader Regional District of Central Kootenay and are substantiated through the National Benefits HUB¹ which relates these benefits to individuals and communities through relevant research. The following summary provides an overview of these benefits in eight themed focus areas.



¹ <http://benefitshub.ca/>

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

Recreation and culture...

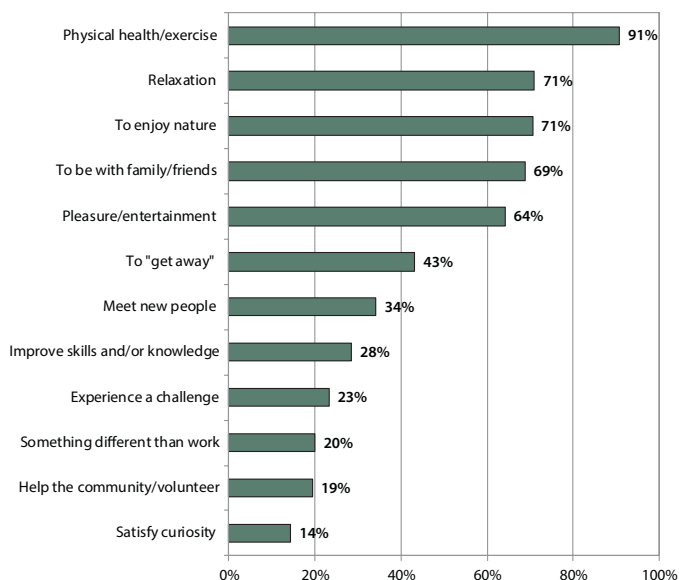
Are essential to personal health and wellbeing.

- 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
- 93% of households “somewhat agreed” or “strongly agreed” that the community as a whole benefits from recreation and parks programs and services in Castlegar and Areas I & J.
- 79% of households “somewhat agreed” or “strongly agreed” that residents can benefit from recreation and parks programs and services even if they do not use these service directly.

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

Reasons Why Household Members Participate in Recreation.



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

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

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

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

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

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

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

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

Provide a foundation for quality of life.

- The arts are seen as an important contributor to quality of life in communities.¹
- High quality public space can enhance the sense of community in new neighbourhoods.²
- Community sport facilities have positive benefits related to increased accessibility, exposure, participation, perceptions of success, and improved sport experiences.³
- 96% of households either “strongly agreed” or “somewhat agreed” that recreation is important to quality of life.

Reduce self-destructive and anti-social behaviour.

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

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.⁷
- Evidence indicates that adults who attend art museums, art galleries, or live arts performances are far more likely than non-attendees to vote, volunteer, or take part in community events.⁸
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.⁹
- 94% of households either “strongly agree” or “somewhat agree” that recreation and parks bring the community together.

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.¹⁰
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.¹¹
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.¹²

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

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

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

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

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

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

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

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

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

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

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

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

Are a significant economic generator.

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

Green spaces are essential to wellbeing.

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



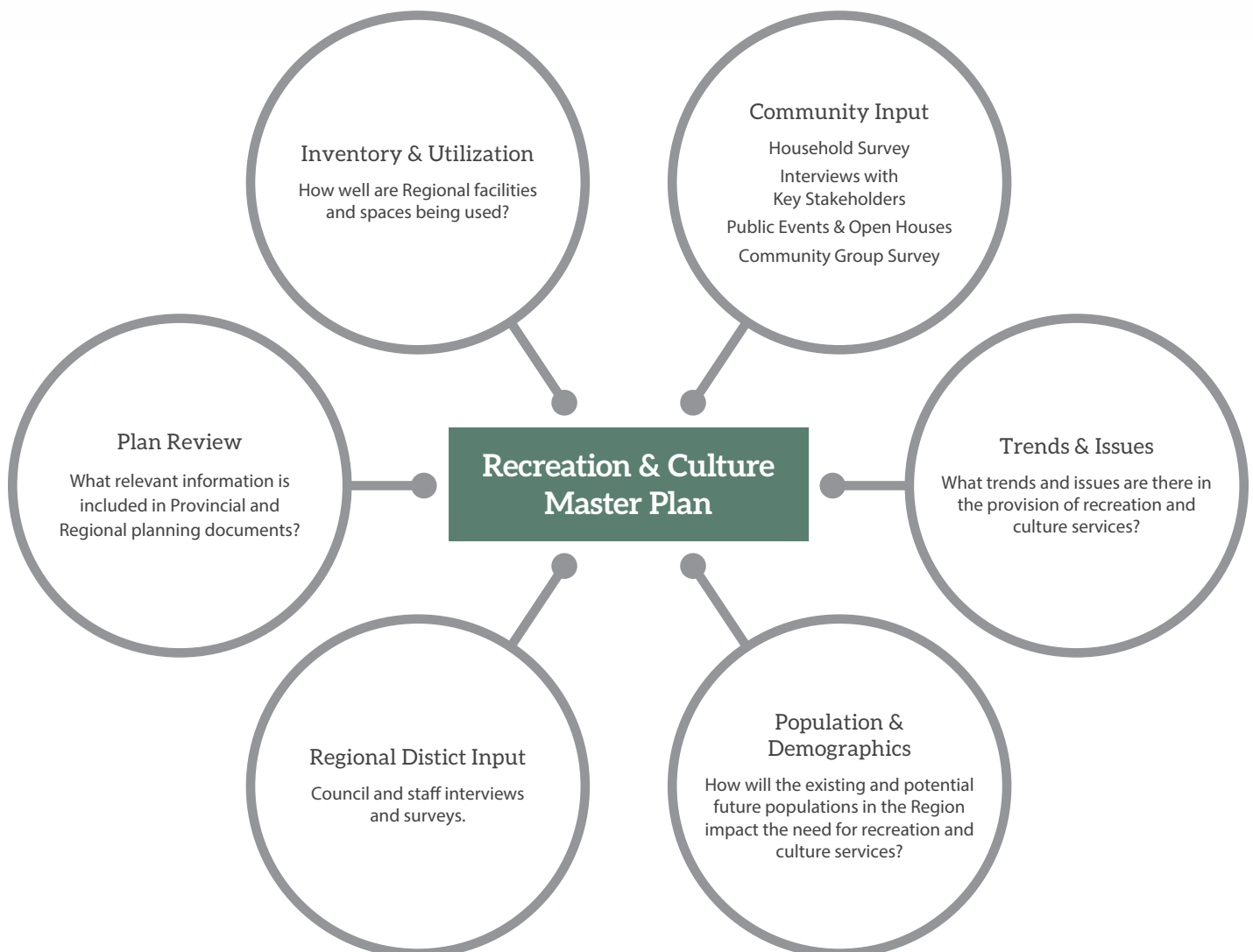
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- 1 Momer, Bernard. (2011) *Our City, Ourselves: A Cultural Landscape Assessment of Kelowna, British Columbia*. Kelowna, British Columbia: City of Kelowna Recreation and Cultural Services.
 - 2 Gertler, M. (2004). *Creative cities: What are they for,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



Section 4

The State of Recreation and Culture in 2015

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



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

- Residents in Castlegar and surrounding areas have diverse recreational interests and expectations.
- Satisfaction with recreation services and opportunities is strong (80% are completely or somewhat satisfied).
- The Castlegar & District Community Complex remains a well utilized recreation “hub”—support for expansion exists.
 - » >50% of household survey respondents supported an enhanced pool, expanded fitness centre, the addition of another ice sheet and an enlarged seniors centre.
- Admission fees, awareness and hours of operation were identified as significant barriers to participation.
- Future promotions should include an increased focus on the “benefits” of recreation participation.
- Enhancements to outdoor recreation spaces, facilities and amenities such as the Complex, community trails, playgrounds, and parks are desired.
- Some of these spaces are outside RDCK/ Commission jurisdiction.



Based on the research conducted, the following indoor and outdoor priorities have been identified. The lists are based upon frequency of response throughout the different aspects of research and do not suggest ultimate future Master Plan space priorities. It is important to note that some of these amenities exist in the area and some do not. For those that exist, priorities for future focus could entail enhancing existing spaces or developing new additional spaces. Actual Master Plan priorities are presented later in the document.

• **Top Indoor Priorities:**

1. Fitness/Wellness facilities
1. Walking/Running Track
1. Gymnasium Type Spaces
2. Indoor Field Facilities
2. Ice Arena Facilities
3. Pool Facilities Expansion/Attractions
3. Indoor Child Playgrounds
3. Library
3. Performing Arts/Show Spaces

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

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

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

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

• Top **Outdoor** Priorities:

1. Walking Trail System
1. Amphitheatres/Event Spaces/Band Shelters
2. Picnic Areas
2. Interpretive Trails
3. Campgrounds
3. Mountain Bike Parks
3. Community Gardens
3. Access to the River

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

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

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

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

Planning Foundations: A Vision for Recreation and Culture

1. It is recommended that the Castlegar and District Recreation Commission (CDRC) accept and endorse the Vision, Values, and Outcomes outlined for recreation and culture services in the service area.

Recreation and culture services are invested in by the Castlegar and District Recreation Commission, the Regional District of Central Kootenay, and the City of Castlegar to enhance quality of life and create benefits in the community and region. The following section portrays a philosophical foundation for providing and planning recreation and culture services for public sector. This foundation is based upon community input, national recreation dialogue, and the common threads found throughout existing planning documentation for the City of Castlegar and Areas I & J.

The following vision statement is strongly aligned with public consultation results, references in each Official Community Plan, and with the Framework for Recreation in Canada 2015: Pathways to Wellbeing. Ninety-six percent (96%) of households agreed to some extent that recreation is important to their quality of life, while 94% agreed that the community as a whole benefits from the recreation and parks services in Castlegar and Areas I & J.

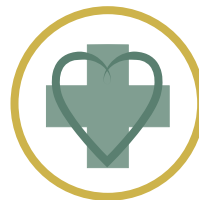
Vision Statement

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

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

The following three goals are meant to further focus allocation of effort and resources and aid in future decision making.

Every action taken and decision made by the Castlegar and District Recreation Commission should fundamentally further one or more of these goals.



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



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



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

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

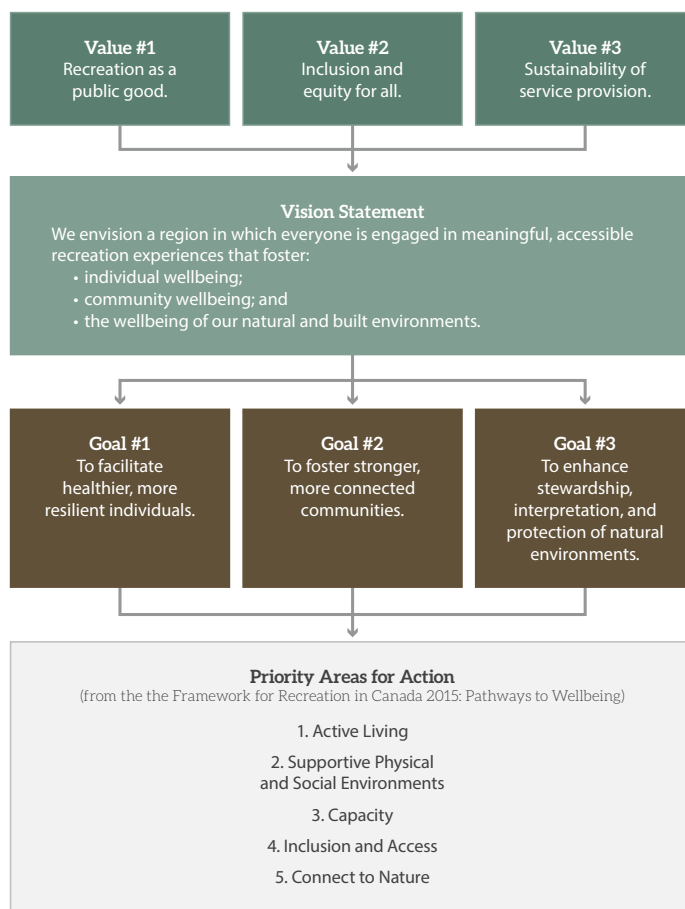
Values

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

Priority Areas for Action

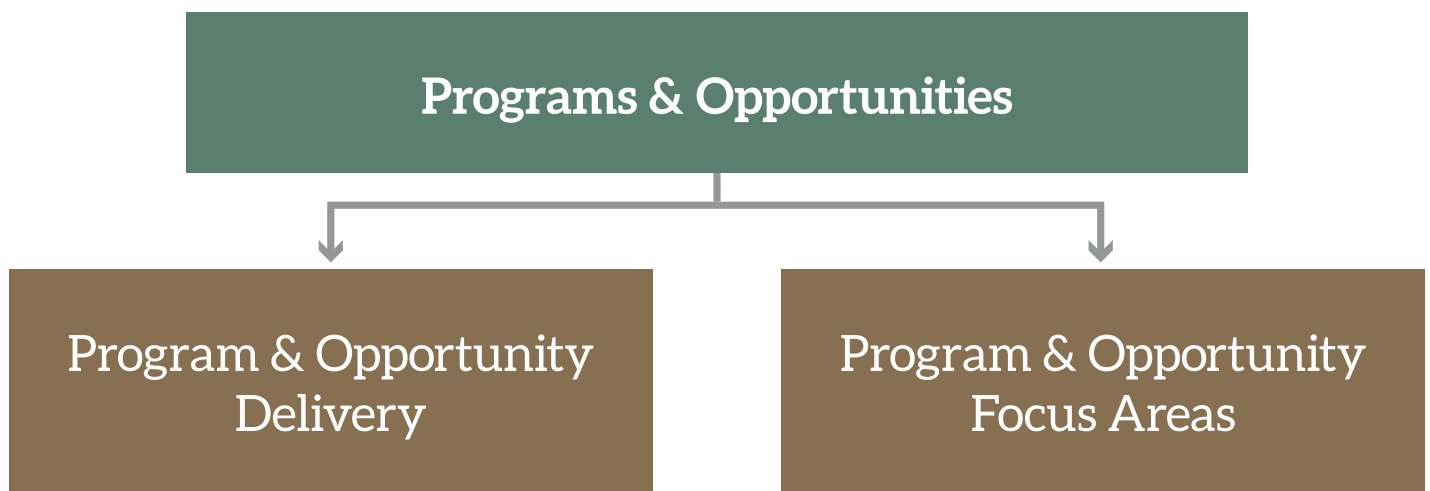
1. Foster **Active Living** Through Recreation.
2. Ensure the Provision of **Supportive Physical and Social Environments** that Encourage Participation in Recreation and Build Strong, Caring Communities.
3. Grow and Sustain the **Capacity** of the Recreation Field.
4. Increase **Inclusion and Access**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

These values and five focus areas, complimented by the three goals from the philosophical foundation, must be considered when contemplating future strategic actions related to recreation and culture provision. The following Master Plan is the beginning of this journey, with all of its recommendations referenced back to these foundational positions and with each intended to build upon past success and further enhance the benefits of recreation and culture services throughout the region.



Recreation and Culture Programming and Opportunities

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



Recreation and Culture Program and Opportunity Delivery

2. The CDRC should provide a broad range of recreation and culture programs.
3. The CDRC should take a lead role in providing recreation and culture programs and opportunity needs assessment on an ongoing basis.
4. The CDRC should host an ongoing dialogue with all program providers to disseminate needs information and coordinate program and opportunity delivery.
5. Viability of CDRC programs and opportunities should be determined with consideration to social and financial sustainability.



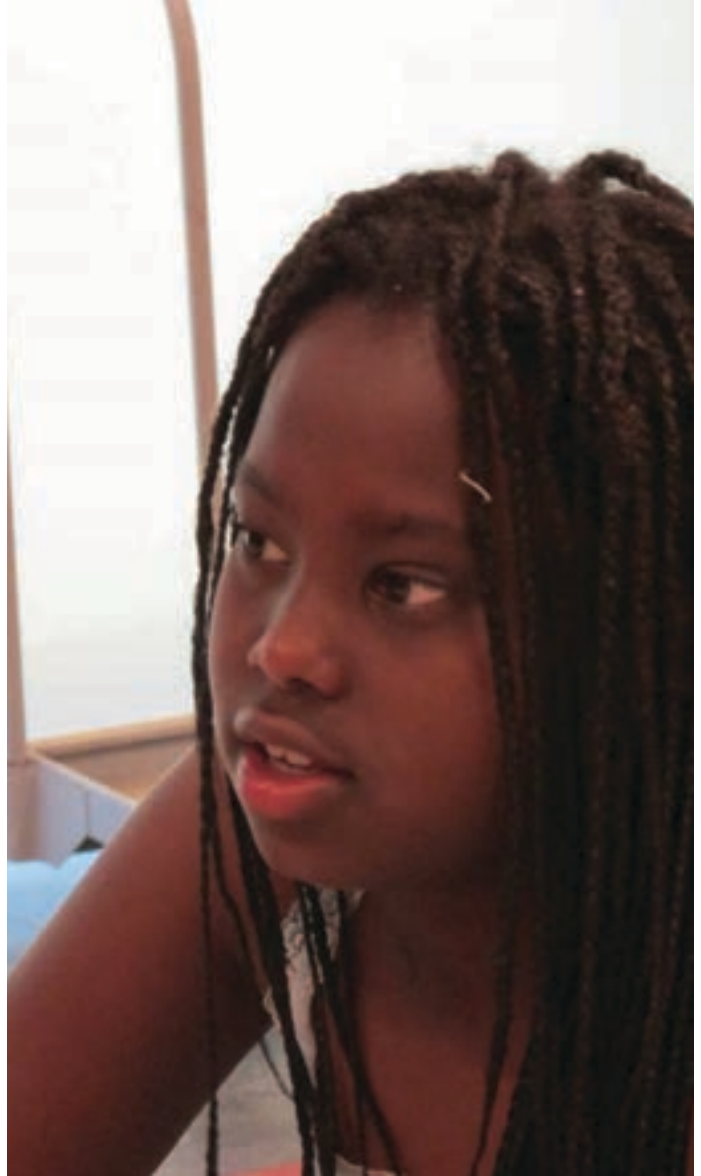
The Commission delivers programs and opportunities both directly and indirectly. Program and facility staff operate facilities and offer programs in which residents participate. Interest groups and private sector organizations offer programs as well—in some cases getting subsidized access to publicly operated recreation and culture infrastructure provided by the Commission or the City of Castlegar. Other community organizations, such as Selkirk College, offer recreation opportunities independently from the Commission, City, or associations within Areas I and J.

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

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

The primary site for indoor recreation and culture programs and opportunities in the area is at the Castlegar and District Community Complex. Currently, RDCK staff are the primary program providers at the complex. Staff also coordinate the rental of spaces to community groups thereby enabling indirect delivery of programs.

RDCK staff currently design and provide programs based on financial viability. This program constraint facilitates needed programming to occur. It also minimizes opportunities for new programming to be introduced and limits participation to those who can afford to enroll in programs or opportunities (as RDCK's current financial assistance program does not include program registration). Program viability should be determined through a combination of financial and social return.



Recreation and Culture Program and Opportunity Focus Areas

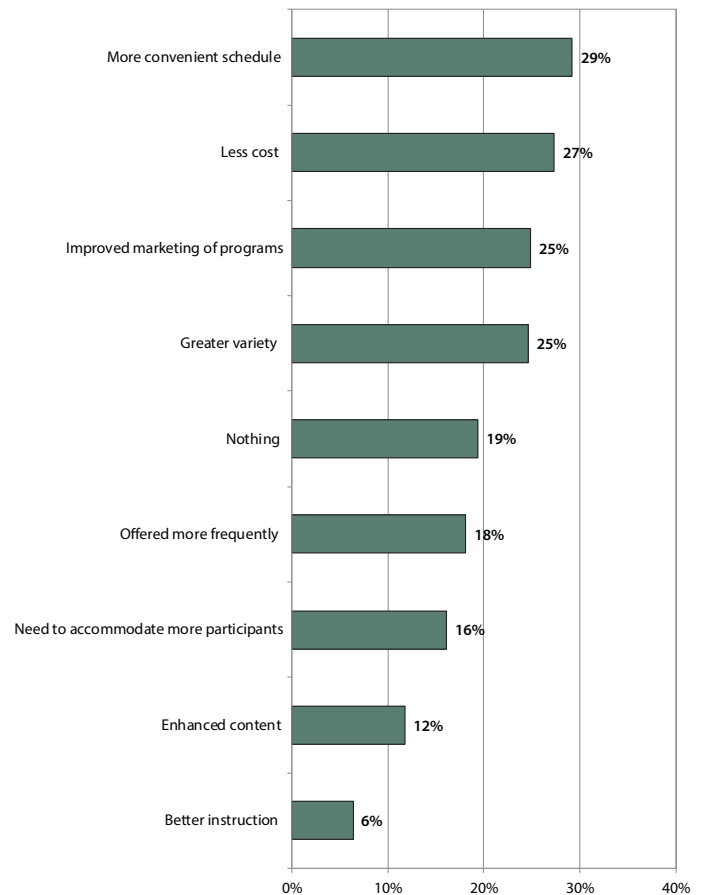
- The CDRC should use the program focus information provided to guide the provision of collaborative recreation and culture programming and opportunities.



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

When residents were asked what improvements or changes should occur to current recreation programs, a “more convenient schedule” was mentioned most frequently followed by “less cost”, and “improved marketing programs”.

Improvements/Enhancements to Programming



Key areas of focus for new recreation programs and opportunities by age group were identified through the household survey as noted in the following tables.

Children (0 – 5 years)	
Priority	Program Type (Household Survey Response)
1	Nature/Outdoor Education (32%)
2	Recreation (general interest) (24%)
3	Sports (22%)
4	Fitness and Wellness (18%)
5	Performing Arts (17%)
6	Visual Arts (14%)

Young Adults (19 – 39 years)	
Priority	Program Type (Household Survey Response)
1	Fitness and Wellness (33%)
2	Recreation (general interest) (31%)
3	Performing Arts (28%)
4	Sports (28%)
5	Nature/Outdoor Education (27%)
6	Visual Arts (21%)

Youth (6 – 12 years)	
Priority	Program Type (Household Survey Response)
1	Nature/Outdoor Education (45%)
2	Sports (32%)
3	Recreation (general interest) (30%)
4	Fitness and Wellness (28%)
5	Performing Arts (25%)
6	Visual Arts (19%)

Adults (40 – 64 years)	
Priority	Program Type (Household Survey Response)
1	Fitness and Wellness (37%)
2	Performing Arts (33%)
3	Recreation (general interest) (32%)
4	Nature/Outdoor Education (29%)
5	Visual Arts (24%)
6	Sports (24%)

Teens (13 – 18 years)	
Priority	Program Type (Household Survey Response)
1	Nature/Outdoor Education (38%)
2	Fitness and Wellness (34%)
3	Sports (33%)
4	Recreation (general interest) (33%)
5	Performing Arts (30%)
6	Visual Arts (21%)

Seniors (65+ years)	
Priority	Program Type (Household Survey Response)
1	Fitness and Wellness (39%)
2	Recreation (general interest) (32%)
3	Performing Arts (30%)
4	Nature/Outdoor Education (28%)
5	Visual Arts (20%)
6	Sports (17%)

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

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

- Providing opportunities for all ages and abilities to participate in physical activity—**getting more people more active more often**;
- Providing opportunities that enable **spontaneous, drop-in** recreation and culture activity;
- Providing opportunities for children and youth to participation in **unstructured play**;
- Enabling all community members to take part in **nature interpretation**;
- Developing broader public programs focused on **nutrition and healthy lifestyle choices**;
- The integration into existing and new programs, where possible, of pertinent stages of the **Canadian Sport for Life Strategy**¹ and principle of **physical literacy**;
- The continuation on supporting traditional **team sports** offering for all ages groups with greater focus on skill development and less on competition;
- Programs that promote and ensure **positive ageing**; and
- Programs offered to school aged children in during the critical **after-school** time period (3pm – 6pm).

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



¹ Canada Sport for Life: LTAD Stages
<http://www.canadiansportforlife.ca/learn-about-canadian-sportlife/ltad-stages>

Section 7

Recreation and Parks Infrastructure

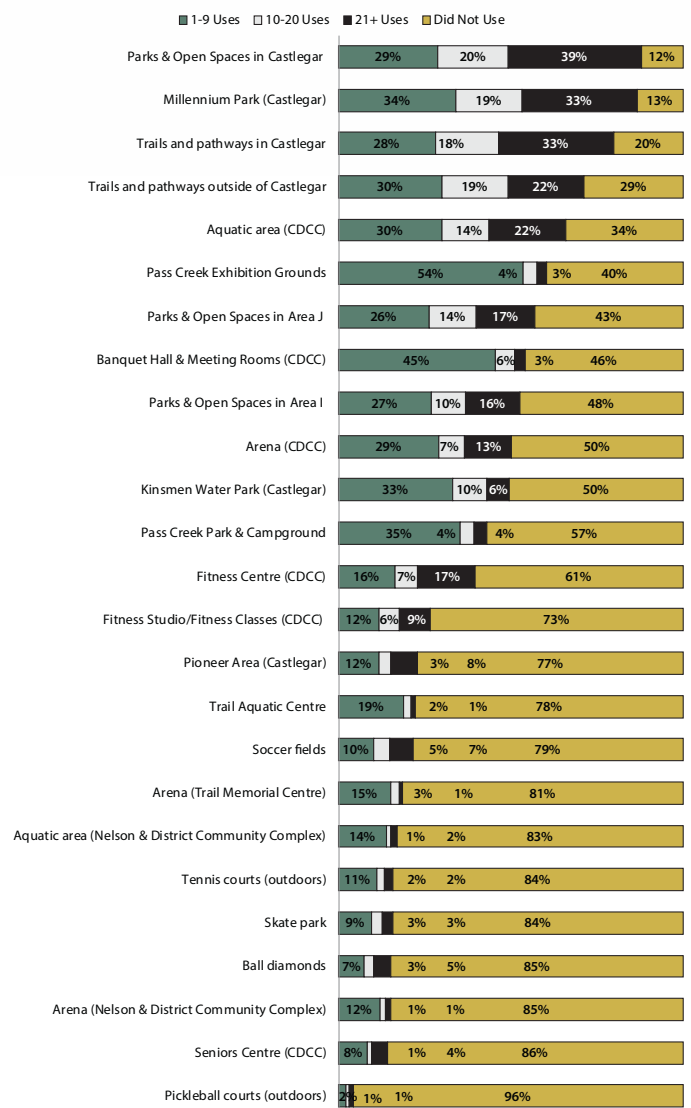
Creating supportive environments for recreation and culture activity to occur is a vital role in the delivery system and one typically led by local municipal government. Having relevant infrastructure in place, sustaining it, and planning for new infrastructure all has to be strategically considered.

The RDCK via the Castlegar and District Recreation Commission currently owns and operates the Castlegar and District Community Complex and all associated on-site amenities as well as regional parks in the Castlegar and District area (Pass Creek Regional Park, the Robson Boat Ramp Regional Park, the Brilliant Bridge Regional Park, Glade Regional Park, and Waterloo Eddy Regional Park).

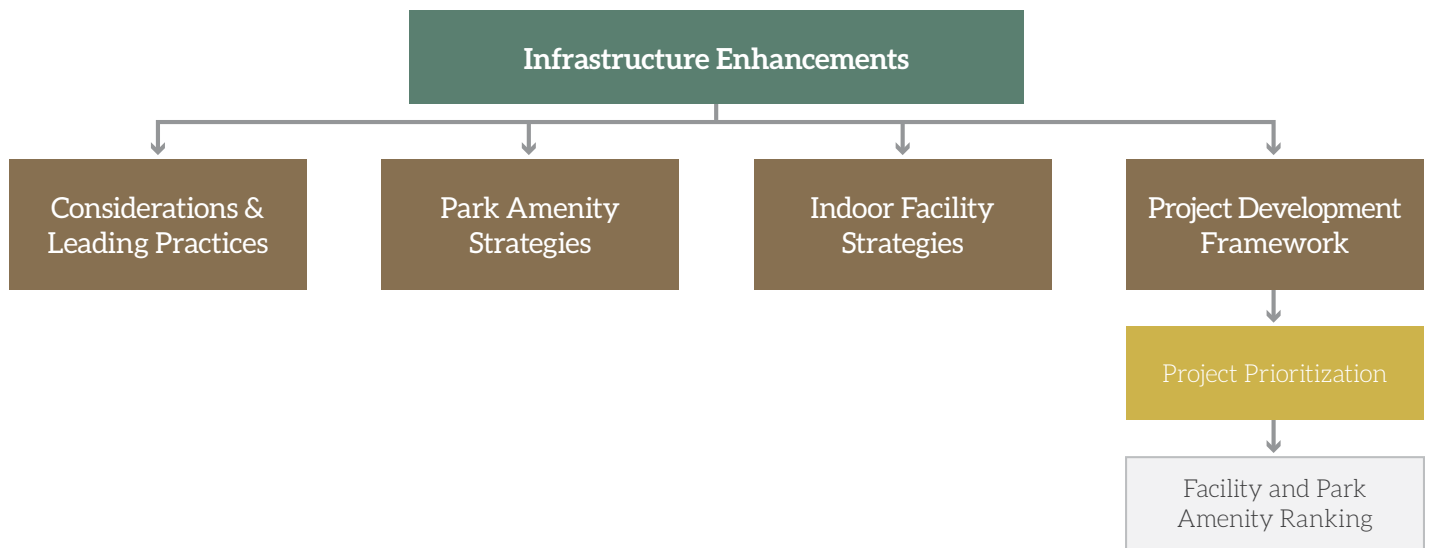
Further to the provision of recreation and culture environments by the Commission, the City of Castlegar operates and maintains parks and open spaces and trails within the City. Local non-profit groups in Castlegar and Areas I & J, as well as cross sector agencies, such as local school divisions and Selkirk College, also provide indoor and outdoor places for recreation and culture activity to occur.

Current investment in existing recreation and culture facilities and spaces is significant. Operating and maintaining existing facilities is a major responsibility. Residents of the area and community groups show high levels of satisfaction with recreation and culture services, yet there is an appetite for investment in new and/or enhanced infrastructure. Approximately two-thirds (62%) of households and 14 of 17 groups indicated a need for new and/or enhanced recreation infrastructure (in their respective surveys). Current utilization at facilities and spaces is significant but there is potential to increase participation.

Facility, Parks, and Open spaces Usage in the Past Twelve (12) Months



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



Regional Infrastructure

7. The CDRC participate in district-wide regional trails planning with trail stakeholders.



The CDRC, via the RDCK, owns and operates a major complex in the City of Castlegar. The CDRC also owns and operates regional parks in Areas I and J and contributes to the operation of regional parks in the City, which are owned and operated by the City of Castlegar and provide regional benefits as agreed to by the CDRC. The types of parks included in the regional parks system are community parks, multiple purpose parks, water front access parks, and regional trails. An important stakeholder to include in the development of a regional trails plan is the Castlegar Friends of Parks and Trails Society as they currently maintain a network of trails in the area and are funded by the CDRC and other sources. The role of the CDRC is not recommended to change as it relates to the operations and maintenance of trails; however, the CDRC could help coordinate planning of regional trails within the service area and beyond. The RDCK has a Regional Parks Bylaw and is currently developing Management Plans for regional park sites. Having a regional scope in planning trails is important as these resources, and the associated investment in them, is best optimized if assets are complementary and connected.

It is also important to note that the future feasibility/ justification of major indoor recreation and culture facility development in the Castlegar and District service area may be enhanced if markets outside the CDRC area are considered. The potential for facility development through partnerships between service areas may help justify projects that could not be achieved by independent service areas.



Recreation and Culture Leading Practices

8. The CDRC consider and revisit periodically the leading practices presented when planning, operating, and maintaining existing and new recreation and culture infrastructure in the Castlegar and District recreation service area.



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

Spontaneous/Structured

The provision of spontaneous, unstructured recreation, and culture opportunities should continually be considered by the Commission in the programming of existing and new spaces. The RDCK via the Commission currently operates spaces or supports such as leisure pools, parks, pickleball courts, tennis courts, and trails that enable spontaneous participation yet much of its investment lies with structured, rental use facilities. All of this has led to a need to increase the provision of spontaneous use recreation and culture outlets for residents. This is not to say that traditional team sports/structured activities and the environments that support them should be ignored.

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

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

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

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

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

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

Considering these points, it is apparent that many future spontaneous use spaces should piggy-back with major programmable/rentable spaces.

Examples of spontaneous use recreation and parks infrastructure include (but are not limited to) the following. It is important to note that rental spaces such as traditional ice arenas and gymnasiums can also be spontaneous if they are not rented out for exclusive use.

It is important to note that the CDRC has recently adopted a non-exclusive use approach which is consistent with this planning consideration.

Spontaneous Use Recreation and Parks Amenities	
Indoor	Outdoor
Leisure Aquatics Spaces	Trails
Leisure Skating Pads (Non-boarded)	Playgrounds
Fitness Centre	Passive Green Spaces
Etc.	Etc.



Recreation, Culture, Heritage, and Social

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

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

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

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

Stand-alone vs. Multiplex

The development of large multipurpose community recreation and culture facilities warrants exploration whenever new facility development is considered. Combining multiple facilities under one roof or at one site can lead to operation cost economies of scale and can increase overall usage. Gathering more users at one site can also enhance the attractiveness of private sponsorship and retail sales and commercial lease spaces at facilities, hence improving revenues streams. The merits of this approach are currently being demonstrated at the existing Castlegar and District Community Complex.

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

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

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

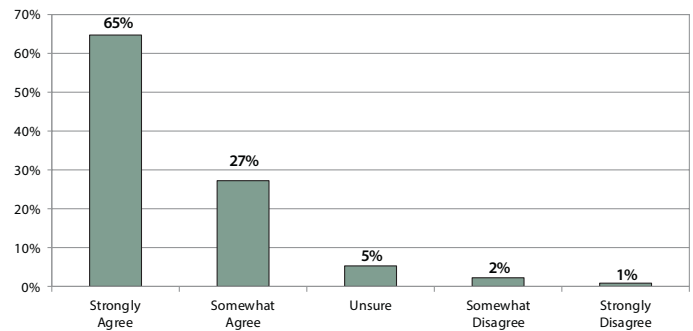
Geographic Provision

Geographic provision of facilities and sites is an important consideration for the area as the Castlegar and District Recreation and Parks Commission oversee services in the City of Castlegar as well as Areas I and J. Proximity to the City of Nelson and populations in Area H suggest that user markets for regional facilities extend beyond defined service areas.

Energy Efficient Design

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

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



Synthetic Playing Surfaces

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

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

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

Lifecycle Budgeting

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

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

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

Infrastructure Design

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

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

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

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

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



Sustain Existing vs. Building New Infrastructure

The Commission, the RDCK, and the City all have a significant investment in recreation and culture infrastructure; an investment that requires resources to merely sustain. The concept of looking after what you have is important and, if practiced, can lead to opportunities to meet new demands with existing facilities, thereby leveraging past investment and allowing for other priorities to be addressed.

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

In considering the development of new facility components and spaces, adding them to existing facilities can achieve significant costs savings in site acquisition, servicing, and administrative and common-area development

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

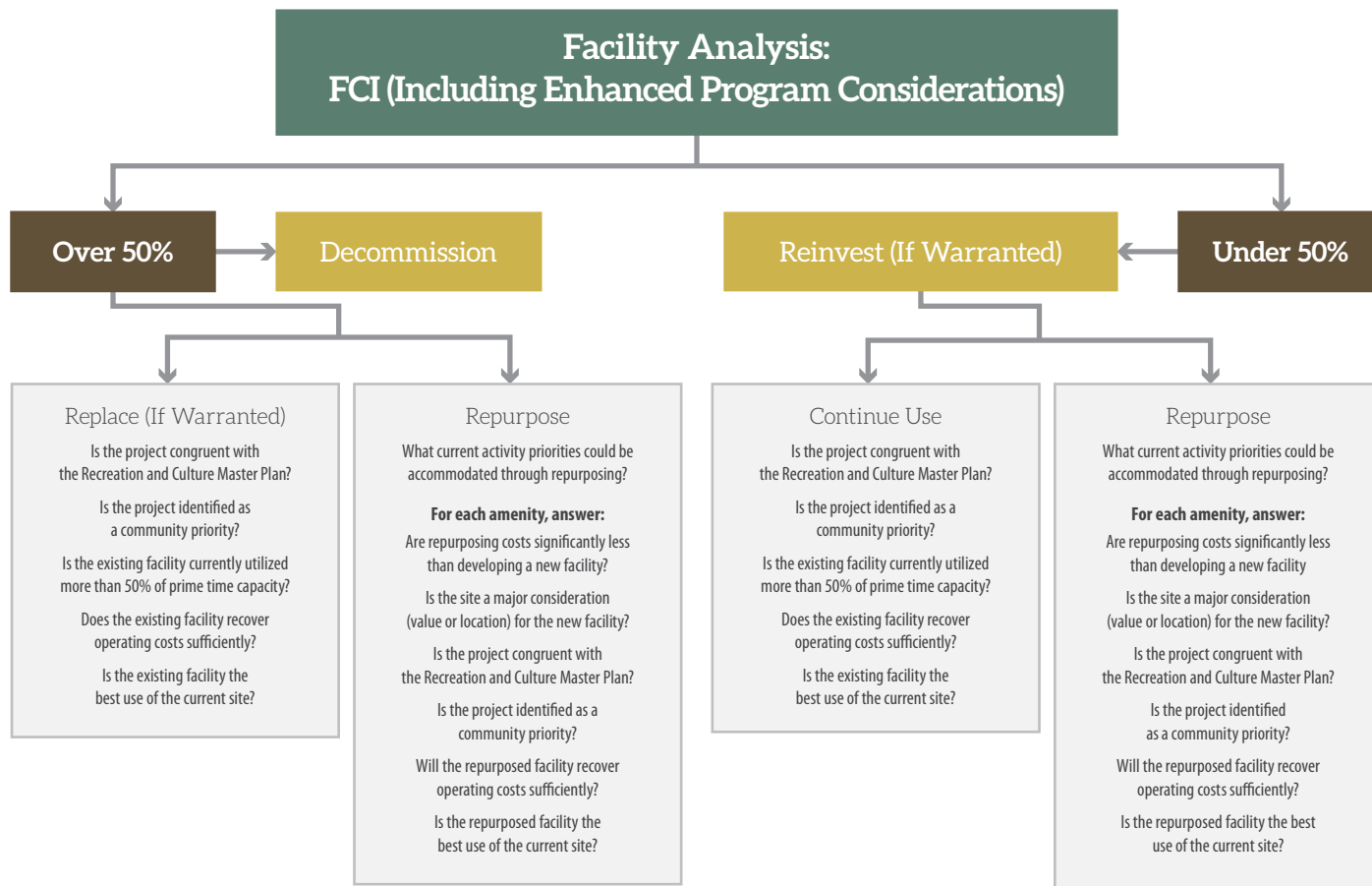
Facility and site lifecycle replacement budgeting (see previous discussion on life cycle budgeting) includes planning to replace existing facilities when the cost-benefit analysis associated with reinvestment is not warranted and new replacement infrastructure is the most appropriate way to proceed.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

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

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

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

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



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

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

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

Specific Park Amenity Strategies

9. The CDRC strive to accomplish the park amenity strategies outlined as resources become available.



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

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

These classifications are identical to those outlined in the Nelson Recreation Master Plan and are used to maintain consistency. The amenities are not presented in rank order and each will ultimately be prioritized in later sections of the Plan.

It is important to note that neighbourhood and community park amenities are the responsibility of the City and Areas independent of the CDRC whereas regional parks are a part of the CDRC service.

Amenity Type	Demand Indicators	Future Needs and Considerations
Playgrounds	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 13% of residents as a priority. • Not mentioned by local groups as a priority. 	<ul style="list-style-type: none"> • Incorporate into all new park spaces (neighborhood, community, and regional). • Develop annual inspection programs to ensure user safety. • Develop life cycle replacement budgets for playground structures.
Community Gardens	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 20% of residents as a priority. • Mentioned by 7% of local groups as a priority. • Provision of these park amenities is currently trending. 	<ul style="list-style-type: none"> • Incorporate into community and neighborhood level parks. • Ensure access to all local residents.

Amenity Type	Demand Indicators	Future Needs and Considerations
River Access	<ul style="list-style-type: none"> • No. 3 Community priority. • Mentioned by 34% of residents as a priority. • Mentioned by 20% of local groups as a priority. • River access is currently a focus for the CDRC and the City with projects underway. 	<ul style="list-style-type: none"> • Integrate into regional park sites. • Enhance existing river access points where warranted and develop new ones as opportunities present.
Trails and Pathways	<ul style="list-style-type: none"> • No. 1 community priority. • Mentioned by 49% of residents as a priority. • Mentioned by 40% of local groups as a priority. • Provision of these park amenities is currently trending. • 80% of residents claimed utilization of trails and pathways in Castlegar. • Currently provided via the Castlegar Friends of Parks and Trails Society. 	<ul style="list-style-type: none"> • Work with trail stakeholder groups in creating a regional trail system. • Develop a regional trails master plan. • Ensure trail connectivity in newly developing areas. • Develop life cycle replacement budgets for trails.
Open Spaces (i.e. Passive Parks)	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 13% of residents as a priority. • Mentioned by 20% of local groups as a priority. • Provision of these park amenities is currently trending. 	<ul style="list-style-type: none"> • Incorporate into all new park spaces (neighborhood, community, and regional). • Ensure that passive areas are a priority in all new park planning.
Sports Fields	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 3% of residents as a priority. • Mentioned by 20% of local groups as a priority. • Sports fields are currently provided throughout the service area. 	<ul style="list-style-type: none"> • Increased provision of fields is currently being demanded by local field user groups. • As warranted through demonstrated demand, develop new fields to increase capacity with emphasis placed on developing new fields in partnership with local user groups. • Maintain and sustain existing fields.
Water Spray Parks	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 13% of residents as a priority. • Mentioned by 7% of local groups as a priority. • Currently, one water spray park is provided in the city. 	<ul style="list-style-type: none"> • Incorporate into regional or community or regional level park spaces. • Sustain existing spray park facilities. • Explore development of a spray park when park enhancement projects are contemplated.

Amenity Type	Demand Indicators	Future Needs and Considerations
Public Art	<ul style="list-style-type: none"> • Provision of these park amenities is currently trending. • Public art is currently provided through the city and is supported by the City. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing public art installations. • Incorporate new public art when new park development or enhancements to existing parks are considered.
Festival Venue/Amphitheater	<ul style="list-style-type: none"> • No. 1 community priority. • Mentioned by 22% of residents as a priority. • Mentioned by 40% of local groups as a priority. • Provision of these park amenities is currently trending. • Pass Creek Park currently provides opportunities for events and festivals. 	<ul style="list-style-type: none"> • Incorporate into regional park spaces when enhancing existing or developing new.
Picnic Areas	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 27% of residents as a priority. • Mentioned by 27% of local groups as a priority. • Picnic areas are currently provided throughout the area. 	<ul style="list-style-type: none"> • Incorporate into all park classifications. • Sustain and maintain existing picnic areas and incorporate new ones into newly developed parks.
Dog Off Leash Areas	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 30% of residents as a priority. • Mentioned by 13% of local groups as a priority. • A new dog off leash area is currently being planned in Millennium Park. • Provision of these park amenities is currently trending. 	<ul style="list-style-type: none"> • Incorporate into regional and community levels parks. • Provision of at least one dog off leash area in the area should be a priority. • Additional areas should be explored where warranted through demand.
Tennis Courts	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 4% of residents as a priority. • Not mentioned by local groups as a priority. • Redeveloping to maintain capacity is currently being planned in Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing facilities and explore new tennis court development where warranted by use. • Avoid multi-use when programming tennis courts but construct new courts to be easily adaptable to other purposes.

Amenity Type	Demand Indicators	Future Needs and Considerations
Basketball Courts/Sport Courts	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 6% of residents as a priority. • Not mentioned by local groups as a priority. • Additional capacity is currently being planning in Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing facilities and explore new sport court development where warranted by use.
Pickleball Courts	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 6% of residents as a priority. • Mentioned by 13% of local groups as a priority. • Provision of these park amenities is currently trending. • Additional capacity is currently being planning on the CDRC Complex site and at Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing facilities and explore new pickleball court development where warranted by use. • Avoid multi-use when programming pickleball courts but construct new courts to be easily adaptable to other purposes.
Mountain Bike Parks	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 19% of residents as a priority. • Mentioned by 13% of local groups as a priority. • Provision of these park amenities is currently trending. • A mountain bike park is currently being developed at Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Provision of at least one mountain bike park (possibly in association with a BMX park) in the area should be a priority. • Additional areas should be explored where warranted through demand.
Ball Diamonds	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 5% of residents as a priority. • Mentioned by 13% of local groups as a priority. • Ball diamonds are currently provided throughout the area. 	<ul style="list-style-type: none"> • Increased provision of diamonds is not currently being demanded by local diamond user groups. • As warranted through demonstrated demand, develop new diamonds to increase capacity with emphasis placed on developing new in partnership with local user groups. • Maintain and sustain existing fields.
Track and Field Spaces	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 12% of residents as a priority. • Mentioned by 40% of local groups as a priority. • Currently not provided in the area. 	<ul style="list-style-type: none"> • Incorporate into regional or community level parks at or near secondary school sites. • Development should be contingent upon partnerships between local non-profit groups and/or school authorities.

Amenity Type	Demand Indicators	Future Needs and Considerations
Outdoor Swimming Areas	<ul style="list-style-type: none"> • No. 4 community priority. • Mentioned by 23% of residents as a priority. • Not mentioned by local groups as a priority. • Currently provided at Millennium Park and Pass Creek Park as well as a newly planned park. 	<ul style="list-style-type: none"> • Incorporate into regional or community level parks. • Sustain existing swimming pond facilities.
ATV/Dirt Bike Trails	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 11% of residents as a priority. • Not mentioned by local groups as a priority. • No sanctioned trails are provided in the area. 	<ul style="list-style-type: none"> • Do not incorporate into existing or new regional, community, or neighborhood parks. • Provision of activity should be contingent upon the involvement of key stakeholder groups and the Province.
Outdoor Boarded Rinks	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 5% of residents as a priority. • Not mentioned by local groups as a priority. • Currently no outdoor boarded rinks are provided; however, two outdoor skating arenas are provided in the city. • Weather impacts service provision. 	<ul style="list-style-type: none"> • Incorporate into regional or community level parks. • Consider as an alternative to increase rental ice capacity if only one arena is provided in the community in the future.
Skateboard Parks	<ul style="list-style-type: none"> • No. 5 community priority. • Mentioned by 3% of residents as a priority. • Not mentioned by local groups as a priority. • A skateboard park is provided at the CDRC Complex site. 	<ul style="list-style-type: none"> • Incorporate into regional or community level parks. • Sustain and maintain existing skateboard park facilities.
Outdoor Fitness Equipment	<ul style="list-style-type: none"> • Provision of these park amenities is currently trending. • Currently provided at Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional, community, and neighborhood level parks as able. • Site in association with children’s playgrounds and active trail systems.

Amenity Type	Demand Indicators	Future Needs and Considerations
Campgrounds	<ul style="list-style-type: none"> • No. 3 community priority. • Mentioned by 36% of residents as a priority. • Mentioned by 27% of local groups as a priority. • Currently provided at Pass Creek Parks by the CDRC and several others exist with in the area. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing facilities.
Sand/Beach Volleyball Courts	<ul style="list-style-type: none"> • Current utilization does not suggest excess demand. • Courts are currently being developed at Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Sustain existing facilities. • Develop new where warranted by excess demand.
Boating Facilities (Motorized)	<ul style="list-style-type: none"> • Provision of these park amenities is currently trending. • Boat launches are currently provided in Glade and Robson. 	<ul style="list-style-type: none"> • Integrate into regional park sites. • Sustain existing facilities. • Enhance existing boat launch facilities where warranted and develop new ones as opportunities present.
BMX Bike Parks	<ul style="list-style-type: none"> • No. 6 community priority. • Mentioned by 4% of residents as a priority. • Not mentioned by local groups as a priority. • Currently there is no BMX bike park in the area. • A mountain bike skills park is currently being developed at Millennium Park. 	<ul style="list-style-type: none"> • Incorporate into regional and community level parks. • Provision of at least one BMX park in the area should be considered when development of a mountain bike park occurs. • Additional areas should be explored where warranted through demand.
Interpretive Trails	<ul style="list-style-type: none"> • No. 2 community priority. • Mentioned by 17% of residents as a priority. • Mentioned by 33% of local groups as a priority. • Currently provided by the Castlegar Friends of Parks and Trails Society with funding from the CDRC and other sources. 	<ul style="list-style-type: none"> • Work with trail stakeholder groups in creating a regional trail system. • Develop a regional trails master plan. • Ensure trail connectivity in newly developing areas. • Develop life cycle replacement budgets for trails.

Specific Indoor Facility Strategies

10. The CDRC strive to accomplish the indoor facility strategies outlined as resources become available.



The Commission currently provides indoor recreation and culture opportunities at the Castlegar and District Community Complex (CDCC) and the Pioneer Arena. Other service providers also offer indoor recreation culture facilities including, but not limited to, Selkirk College, the Castlegar Curling Club, and local school gymnasiums and classrooms. The following strategies are applicable to facilities owned and operated by the CDRC, via the RDCK, only.

Arenas and Leisure Ice

There are currently two indoor ice arena facilities in the Castlegar service area: one at the CDCC and one at the Pioneer Arena. Both facilities have one regulation size boarded ice sheet and the Pioneer Arena also has a mini ice sheet; neither has a leisure ice pad dedicated to spontaneous, unstructured public skating.



Ice utilization since 2005 – 2006 has been relatively stable ranging between 1,802 and 1,924 hours consumed per year. **This level of utilization does not indicate full capacity of two ice sheets** as one sheet can typically accommodate between 1,500 and 1,600 hours of prime time use per 27 week season. Under these assumptions, current ice utilization is at between 60 – 65% prime time capacity.

Ice arenas were a number 2 community priority and were mentioned as areas of future focus by 20% of household survey respondents and 56% of group survey respondents. Of those who completed the household survey, 50% claimed utilization of the CDCC arena at least once over the past 12 months (13% using it 21+ times over the past 12 months) and 23% claimed utilization of the Pioneer Arena at least once over the past twelve months. Furthermore, 19% of household survey respondents utilized arenas in Trail and 15% utilized arenas in Nelson at least once over the past 12 months suggesting that facilities outside the service area are utilized by residents.

A future strategy for indoor ice facilities in the area is dependent upon political and public will to continue to provide two sheets of ice despite facilities only being utilized to 60 – 65% of capacity. Once this decision is made, it is clear that **the Pioneer Arena is nearing the end of its useful life and should be decommissioned once it is deemed unsafe.** The 2009 Pioneer Arena Facility Assessment (under separate cover) suggested that the facility was in need of replacement in the near future therefore the development of a new ice sheet would be necessary if two sheets of ice in the area is desired. A walk-through by an architect during this Master Plan process confirmed the findings of the 2009 study. **Should two ice sheets be desired, development of a new sheet of ice at the CDCC as opposed to developing a stand-alone facility is recommended at this point in time due to expected economies of scale in capital and operating costs.**

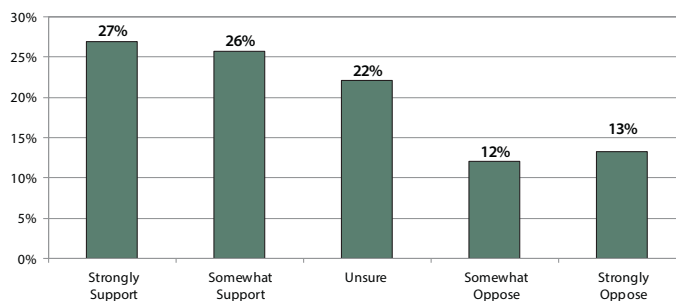
Swimming Pools

There is currently only one indoor swimming pool in the Castlegar recreation service area. It is located at the Castlegar and District Community Complex (CDCC). Since 2010, visits to the aquatics centre at the CDCC have increased 13%. The aquatics area at the CDCC was utilized by 66% of household survey respondents. Twenty-two percent (22%) of household survey respondents utilized indoor aquatics facilities in Trail and 17% utilized aquatics facilities in Nelson at least once over the past 12 months suggesting that facilities outside the service area are utilized by residents.

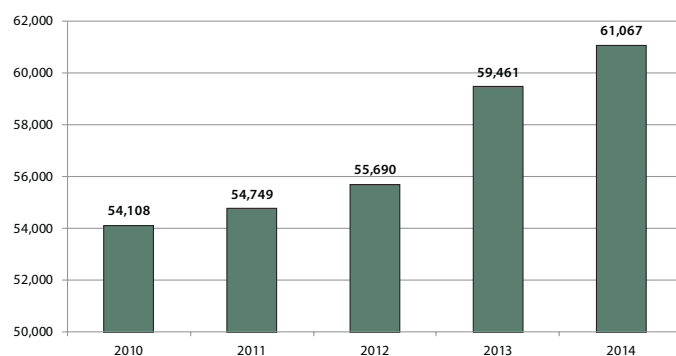
Upgrades to the aquatics area were a number 3 community priority and 70% of survey respondents supported potential enhancements to it. Indoor aquatics was mentioned as a priority by 19% of groups and 37% of household survey respondents.

Future focus for indoor aquatics venues in the service area should be to maintain and enhance existing facilities. Amenity refreshment for leisure amenities in the area (fixed or equipment) should occur periodically to ensure the facility remain pertinent.

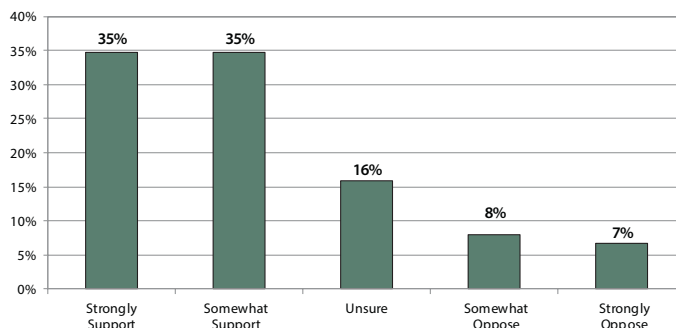
To what degree do you support the enhancement of the Castlegar and District community complex with a new regulation size ice sheet to replace the Pioneer Arena?



Aquatics and Fitness Visits at the Complex



To what degree do you support enhancements of the Castlegar and District Aquatic Centre?



Seniors and Youth Spaces

The Seniors Centre at the CDCC meets many recreation and culture needs of older adults in the area. The actual seniors centre facility is programmed by the Castlegar Seniors Club and the Club also gets access to a multipurpose room and the arena lobby for floor curling and other activities. The Seniors Club has indicated they have needs for more space.

The Seniors Centre was utilized by 14% of households over the past 12 months. 53% of household survey respondents suggested that enhancements and upgrade to the seniors' spaces at the CDCC should occur.

Future strategies for seniors' facilities at the CDCC should include further analyzing current utilization and determining increased/enhanced space needs of the group. Where possible, multipurpose space should be contemplated to ensure optimized use of public funding. The current floor curling area in the arena lobby is a good example of multipurpose space programming.

Indoor Child Playgrounds

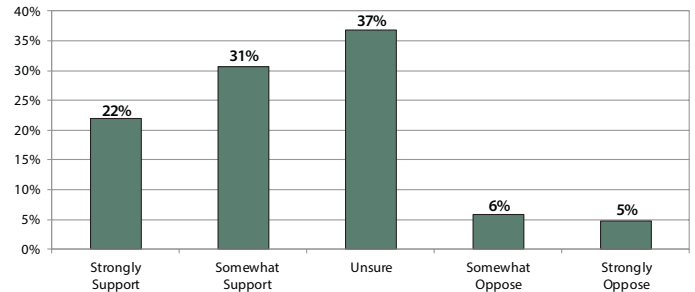
There are currently no indoor playgrounds in the Castlegar and District Recreation Area. Indoor playground facilities are a major trend in recreation and culture facility development and enable year round, spontaneous recreation opportunities for children of all ages. Indoor playgrounds are a number 3 community priority. They were also identified by 18% of household survey respondents as worthy of future focus.

When developing new or enhancing/reprogramming current recreation and culture facilities, it is recommended that the inclusion of an indoor playground be explored.

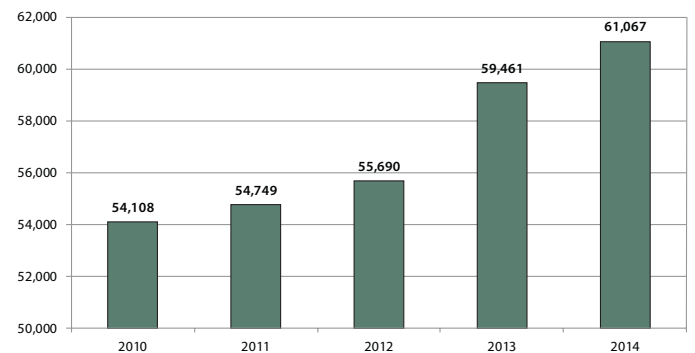
Fitness and Wellness

There are currently a variety of fitness/wellness opportunities for residents in the CDRC area. These opportunities are provided by the private and public sectors. The Commission provides fitness facilities at the CDCC. Forty percent (40%) of survey respondents claim utilization of the fitness centre at the CDCC while 27% indicated utilization of the CDCC fitness studios and classes. Visitation at the CDCC fitness centre has increased annually since 2010.

To what degree do you support the enhancement/enlargement of the Castlegar and District Community Complex Seniors Centre?



Aquatics and Fitness Visits at the Complex



Fitness and wellness facilities are a number 1 community priority and were identified by 37% of households and 25% of groups as warranted future investment focus. Furthermore, 60% of household survey respondents indicated that they “support” or “strongly support” enhancement/enlargement of the fitness centre at the CDCC.

Future strategic action regarding fitness/wellness facilities should focus on expanding the existing activity space at the CDCC. This may be accommodated through envelop expansion and/or the reprogramming of existing facility space.

Gymnasium/Indoor Field Spaces

Currently the Commission does not directly operate gymnasium or indoor field spaces. Gymnasias are accessed by community groups at local schools and community use and are dependent upon facility availability. The Commission, via the RDCK, does not have a joint use agreement in place with local schools.

Gymnasias and indoor field spaces were identified as number one 1 and 2 community priorities and were identified as warranting further focus by 15% and 13% of household survey respondents respectively. 38% and 31% of stakeholder groups indicated that indoor field spaces and gymnasiums (respectively) should be a future focus for new or enhanced facility development.

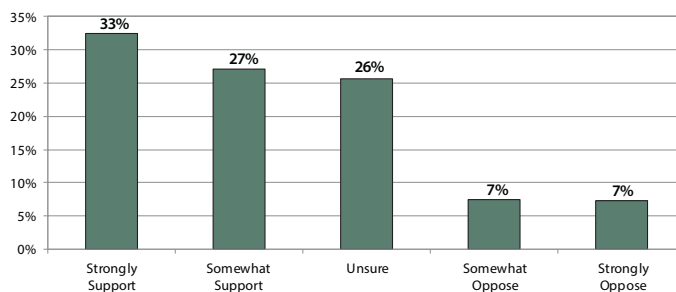
Future development of indoor field and/or gymnasium type spaces is worthy of further exploration when major recreation and culture facility development occurs. Large indoor dry land spaces with high ceiling height are multipurpose and can accommodate a variety of sport, recreation, and cultural activities.

Performing Arts Spaces

The Commission, via the RDCK, does not currently operate performing arts spaces. There are performing arts and/or performance capable spaces available to groups and residents in the service area at local schools, the College, and provided by non-profit and private groups in privately owned facilities. Performing arts spaces are a number 3 community priority and were identified by 24% of households and 13% of groups as warranting future focus.

Future strategic action for performing arts spaces includes continued support to local performing arts interest groups and potential development of new performing arts facilities when markets can be proven through market feasibility analysis.

To what degree do you support enhancement/enlargement of the Castlegar and District Community Complex fitness studio/gym?



Art Display Spaces

Like performing arts spaces, the Commission does not currently operate art display areas. The City of Castlegar and local community art groups do provide extensive art displayed throughout the City (Castlegar Sculpture Walk; Kootenay Gallery).

Art display spaces are a number 4 community priority and were identified by 11% of households and 25% of groups as warranting future focus.

Future strategic action for art display spaces includes the continued support of outdoor public art and of interest groups providing art display areas and increased utilization of existing spaces (i.e. the CDCC) for art display purposes.

Museum and Heritage Facilities

The Commission does not own, operate, or support a museum or heritage facility. There are groups in the City of Castlegar that provide museum and heritage facilities.

Museum and heritage facilities spaces are a number 4 community priority and were identified by 14% of households and 25% of groups as warranting future focus.

Future strategic action for museum spaces should include continued support of interest groups offering museum and heritage facilities.

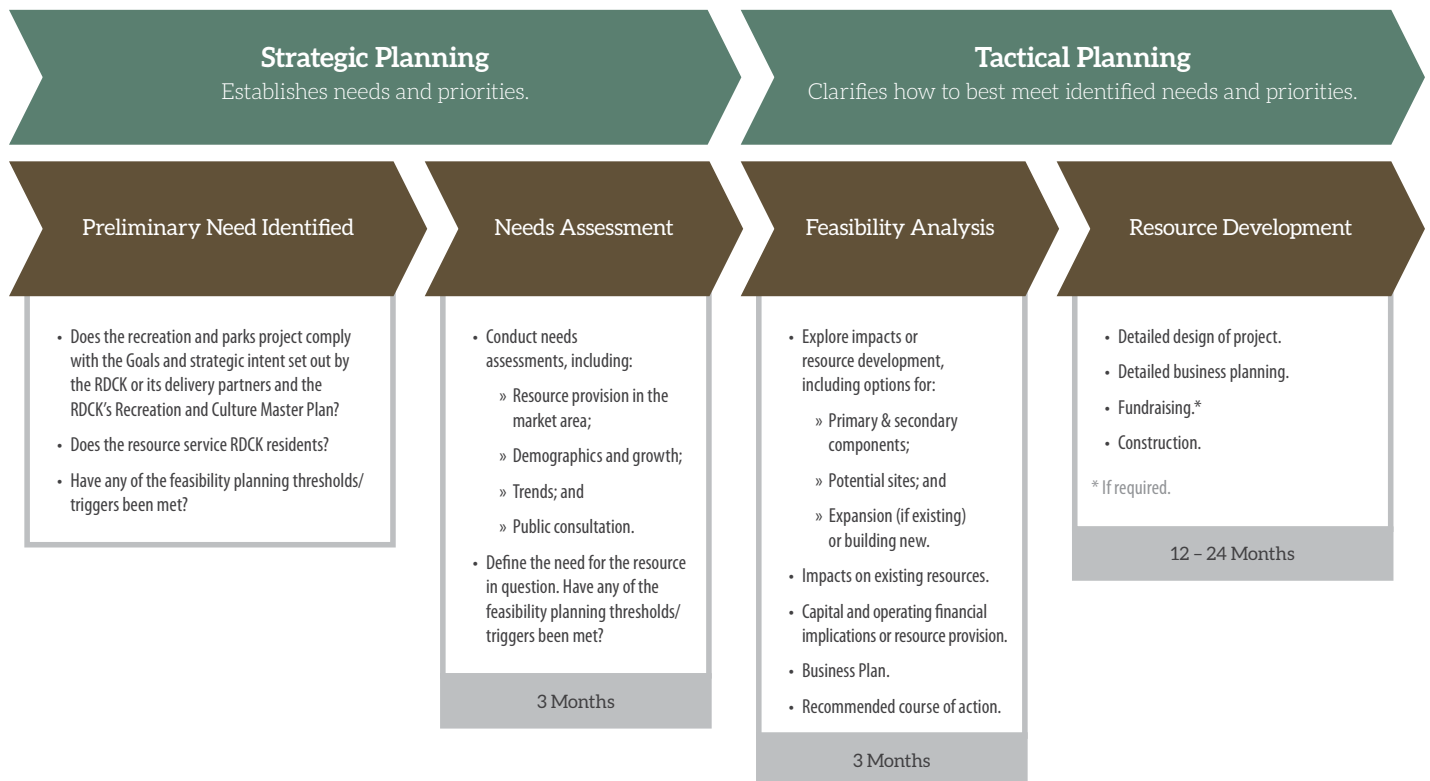
Project Development Framework

11. The CDRC should utilize the project development framework presented when contemplating significant recreation and culture infrastructure development whenever public funding is required.



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

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



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

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

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

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

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

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

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

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



Recreation and Culture Capital Project Prioritization

12. The CDRC should utilize the prioritization approach presented to guide future recreation and culture investment and revisit priorities as new information becomes available.



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

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



Recreation and Culture Space Prioritization

A number of considerations need to form part of the space prioritization decision. These include the ability for potential spaces to meet desired strategic goals, the existing extent of the proposed service in the community, and overall community

priorities based on broad community needs assessment. Considering all of these elements, the following decision making framework is proposed for project prioritization:

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

Park Amenity and Indoor Recreation and Culture Facility Ranking

Utilizing the prioritization process outlined and analyzing a variety of potential indoor and outdoor recreation and culture amenities, the following prioritized list of program amenities has been developed. These amenity priorities are meant to guide future decision making regarding new facilities and spaces or the enhancement of existing facilities and spaces. It is important to note that these priorities will change as new information becomes available and the entire list should be reviewed periodically.

Indoor	Score	Rank
Walking/Running Track	35	1
Fitness/Wellness Facilities (exercise/weight room)	33	2
Indoor Field Facilities (e.g. soccer, tennis, etc.)	33	2
Gymnasium Type Spaces (e.g. basketball, volleyball, badminton, etc.)	31	4
Ice arena facilities (e.g. hockey, figure skating, etc)	30	5
Indoor Child Playgrounds	29	6
Youth Centre	28	7
Museum/Interpretive Facilities	28	7
Indoor Climbing Wall	28	7
Performing Arts/Show Spaces	27	10
Dance/Program/Martial Arts Rooms	27	10
Court Sports (e.g. racquetball, squash, etc.)	27	10
Library	26	13
Art Display Spaces	26	13
Pool Facilities Expansion/Attractions	25	15
Leisure Ice Surfaces (non-hockey)	23	16
Community Meeting Rooms	22	17
Classroom/Training Space	22	17
Community Hall/Banquet Facilities	15	19
Curling Rinks	15	19

Outdoor	Score	Rank
Walking Trail System	40	1
Interpretive Trails	39	2
Picnic Areas	38	3
Amphitheatres/Event Spaces/Band Shelters	36	4
Mountain Bike Park	33	5
Dog Off Leash Areas	33	5
Open Spaces (e.g. parks, greenfields)	33	5
Access to the River	32	8
Child Playgrounds	32	8
Water Spray Parks	31	10
Outdoor Swimming Areas	31	10
Community Gardens	29	12
Track and Field Spaces	29	12
Campgrounds	28	14
ATV/Dirt Bike Trails	28	14
Skateboard Parks	26	16
BMX Bicycle Parks	24	17
Outdoor Boarded Skating Rinks	24	17
Pickleball Courts	23	19
Sports Fields (soccer, football)	23	19
Basketball Courts	22	21
Ball Diamonds	18	22
Tennis Courts	18	22

Section 8

The Castlegar and District Community Complex

13. The RDCK and the CDRC should proceed with enhancements and expansion at the Castlegar and District Community Complex as outlined.



The Castlegar and District Community Complex (CDCC) is the area's primary indoor recreation and culture venue. The 79,800 ft² facility includes a variety of amenities including, but not limited to, indoor ice, indoor leisure and program aquatics, fitness, multipurpose spaces for programming and community meetings, a banquet facility, a seniors centre, and other programmable and administrative spaces.

The aquatics portion of the facility was utilized by 66% of household survey respondents over the past twelve months. Fifty-four percent (54%) visited the banquet hall, 50% the arena, 40% the fitness centre, and 14% the seniors centre. A survey conducted in 2010 found that even higher utilization at 81% of residents indicating they had used some portion of the facility over the past 12 months.

Expansion and enhancement of the CDCC has been contemplated for a number of years. The 2006 review suggested that the Commission should "develop a long term facility plan to identify facility improvements as well as facility additions, including a second ice sheet, improvements to the aquatic centre, and the construction of a new gymnasium and multipurpose space." In 2010, a referendum was facilitated regarding the potential expansion of the CDCC to include a new ice arena (to replace the ageing Pioneer Arena) and expanded/enhanced fitness, aquatics and seniors areas. The referendum was unsuccessful.

Household survey respondents indicated high levels of support for investment in the CDCC; between 53% and 70% indicated support for certain amenities.

The future expansion and enhancement of the CDCC is a top priority for the recreation and culture in the area. The following expansion space program outlines an incremental approach to development in order to adjust to affordability constraints.

It has been developed based on past research, the 2010 expansion approach and the results of primary and secondary research associated with this Master Plan.

Level 1: Fitness/wellness upgrades.

Level 2: Aquatics upgrades.

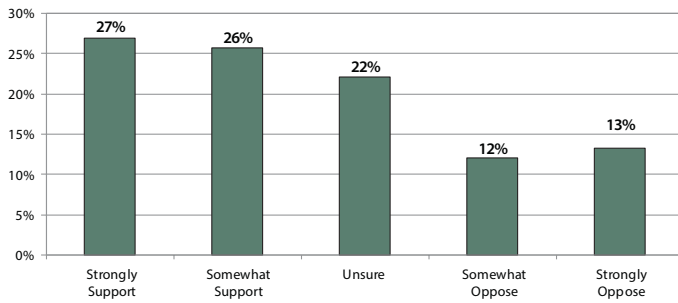
Level 3: Arena and walking/jogging track.

Level 4: Field house and walking/jogging track.

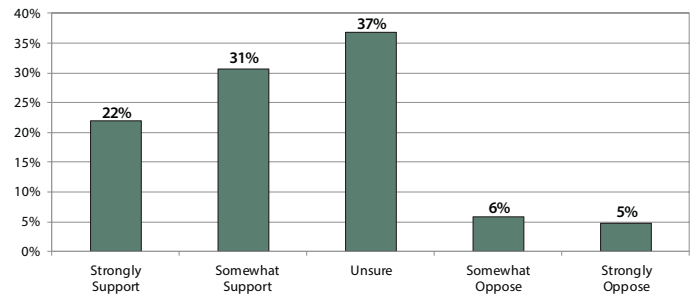
Level 5: Multipurpose/seniors addition/arts.

The following sections outline concept plans and cost impacts of a renewed expansion and upgrade plan for the facility. Once this approach (or a variation of) is endorsed by local decision makers, the RDCK and City of Castlegar will need to develop and administer a referendum strategy so as to ensure that residents are afforded appropriate information, are aware of opportunities to participate, and understand the benefits and costs associated with the project.

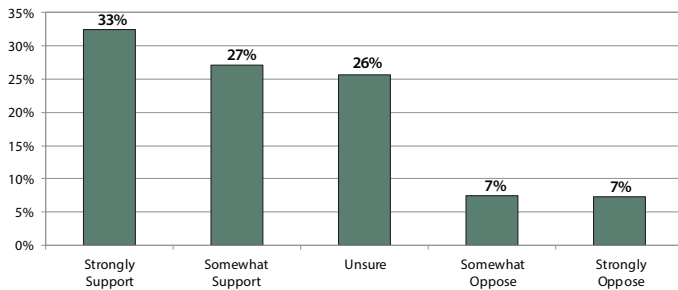
To what degree do you support the enhancement of the Castlegar and District community complex with a new regulation size ice sheet to replace the Pioneer Arena?



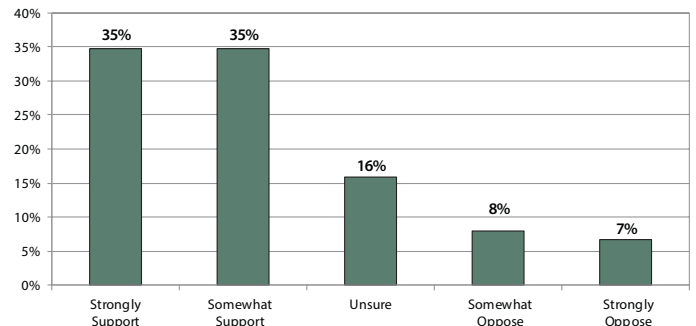
To what degree do you support the enhancement/enlargement of the Castlegar and District Community Complex Seniors Centre?



To what degree do you support enhancement/enlargement of the Castlegar and District Community Complex fitness studio/gym?

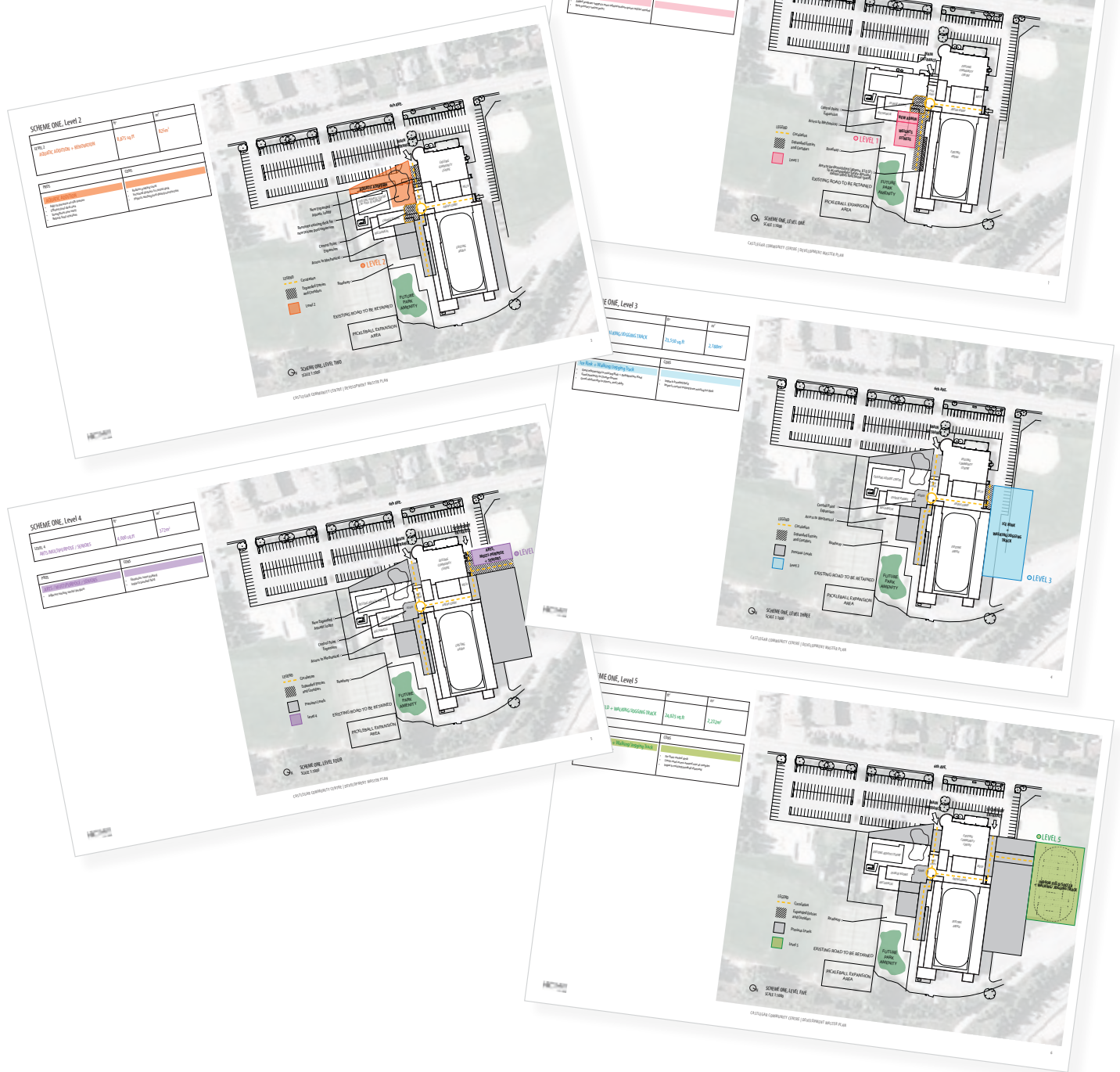


To what degree do you support enhancements of the Castlegar and District Aquatic Centre?



Concept Plans

The following concept plans depict how all five levels of development could be accommodated on the existing site. These images have been provided to show spatial relationships and prove site capacity. Two potential massing schemes have been developed and are presented. It should be noted that each level has been built upon the previous levels. For example, Level Three includes enhancements from Level One and Two.

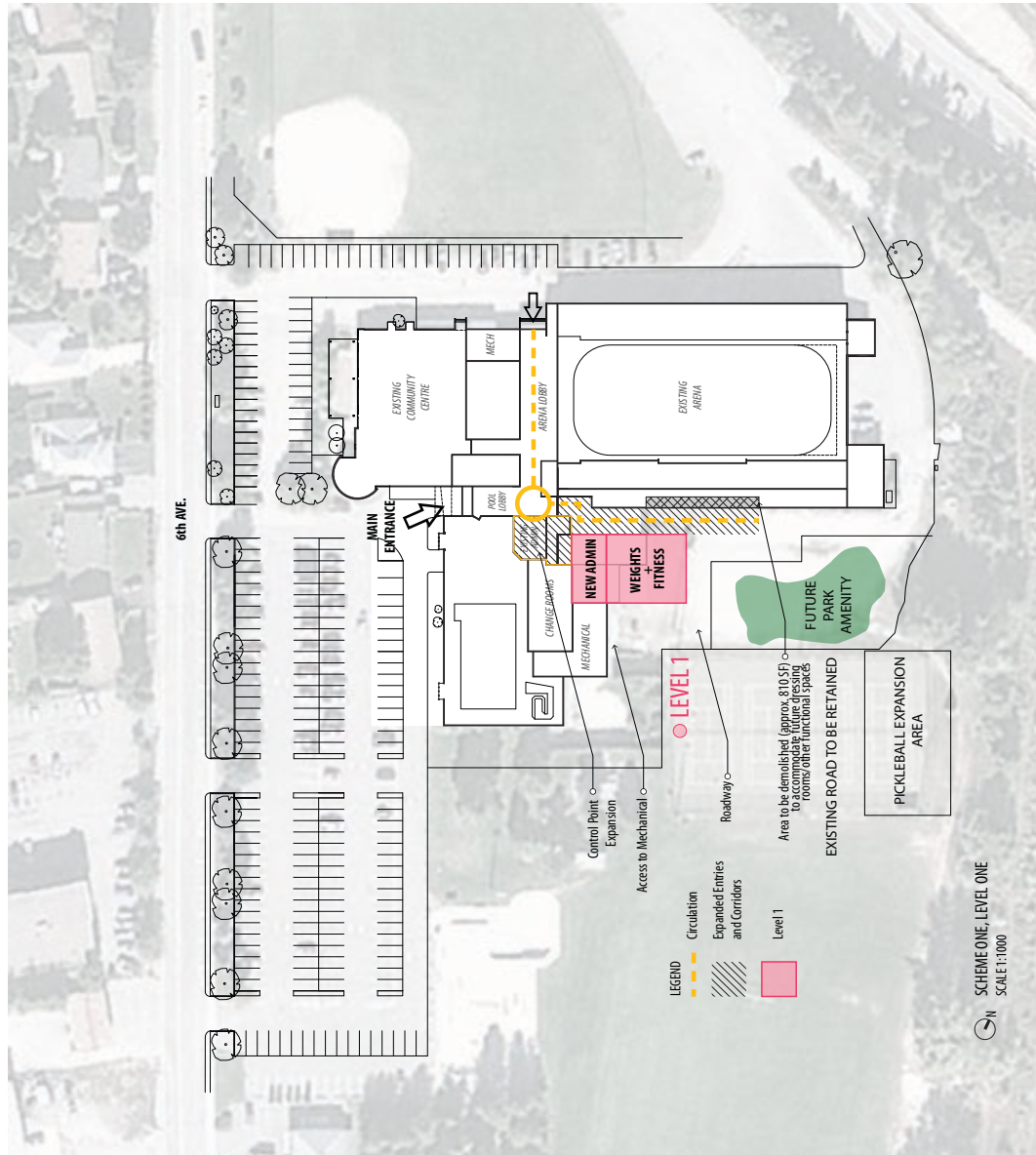


Level One

SCHEME ONE, Level 1

	ft ²	m ²
LEVEL 1		
WEIGHTS + FITNESS	3,165 sq.ft	294m²
ADMINISTRATION	1,395 sq.ft	130m²

CONS	
WEIGHTS + FITNESS	<ul style="list-style-type: none"> Allows access to Mech. Room Maintains relationship to Change Rooms Close proximity to control desk
ADMINISTRATION	<ul style="list-style-type: none"> Added program suggests more administration spaces will be needed Near primary control point

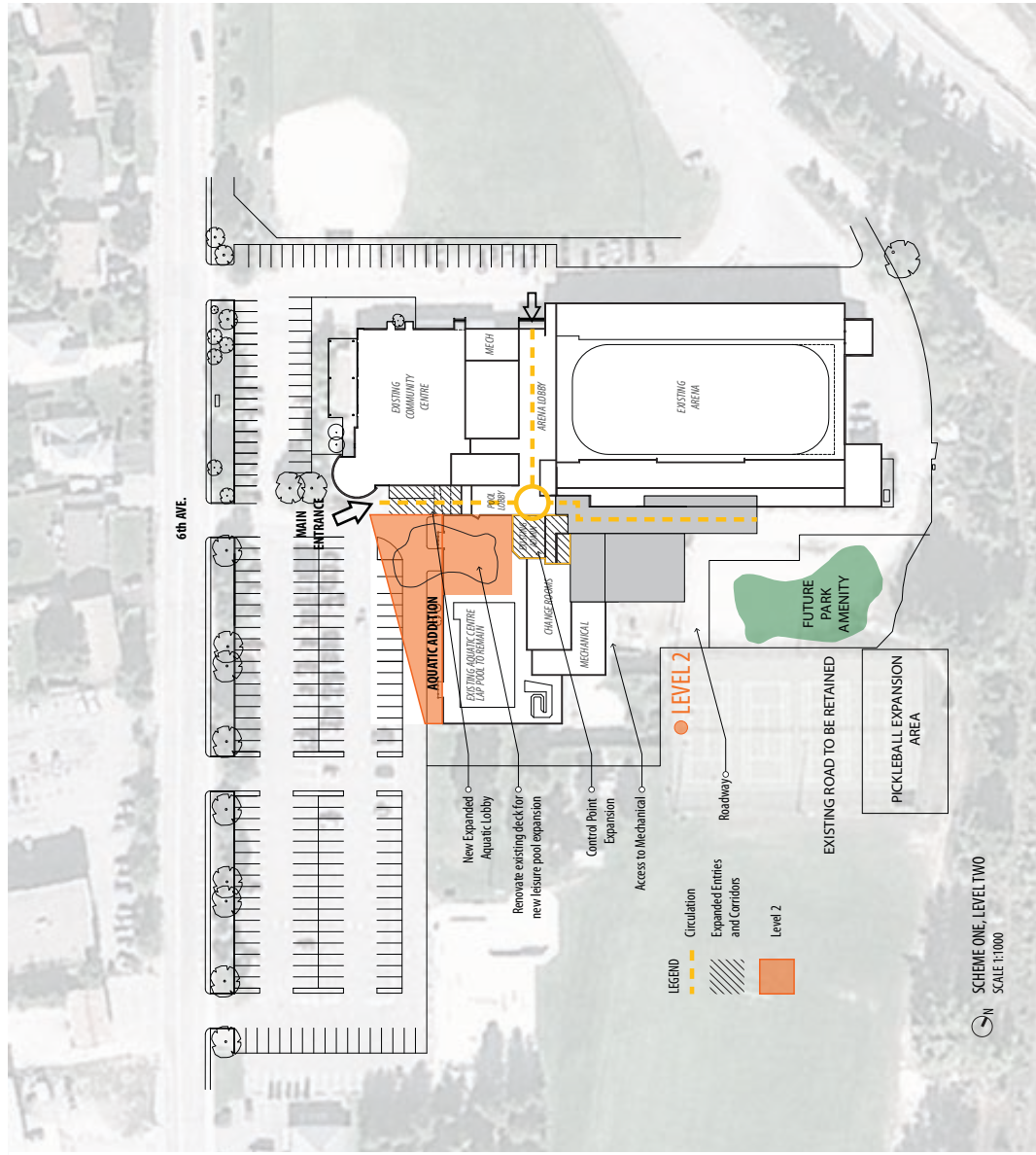


Level Two

SCHEME ONE, Level 2

LEVEL 2	ff ²	m ²
AQUATIC ADDITION + RENOVATION	8,875 sq.ft	825m ²

PROS	CONS
<p>AQUATIC ADDITION</p> <ul style="list-style-type: none"> • Add to presence on 6th Avenue • Efficient pool deck area • Strengthens new entry • Refresh front elevation 	<ul style="list-style-type: none"> • Reduces parking count • Increased distance to court in deck • Impacts existing pool during construction

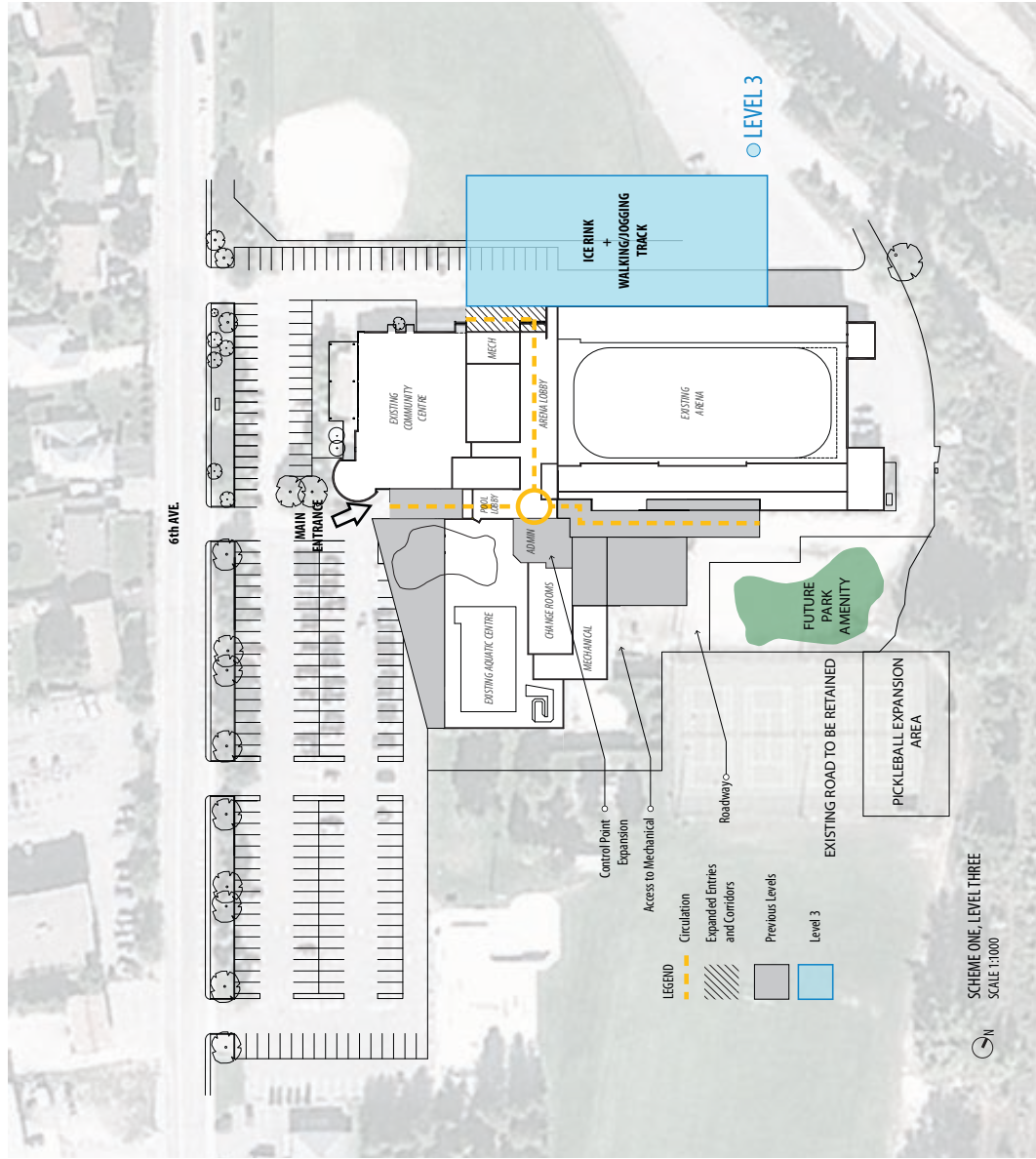


Level Three

SCHEME ONE, Level 3

	ft ²	m ²
LEVEL 3 ICE RINK + WALKING/JOGGING TRACK	23,550 sq.ft	2,188m ²

PROS	CONS
<p>Ice Rink + Walking/Jogging Track</p> <ul style="list-style-type: none"> • Good relationship to existing Rink + Refrigeration Plant • Good proximity to Change Rooms • Good relationship to Fitness and Lobby 	<ul style="list-style-type: none"> • Impacts baseball field • Impacts current ceiling from existing Ice Rink



SCHEME ONE, LEVEL THREE
SCALE 1:1000

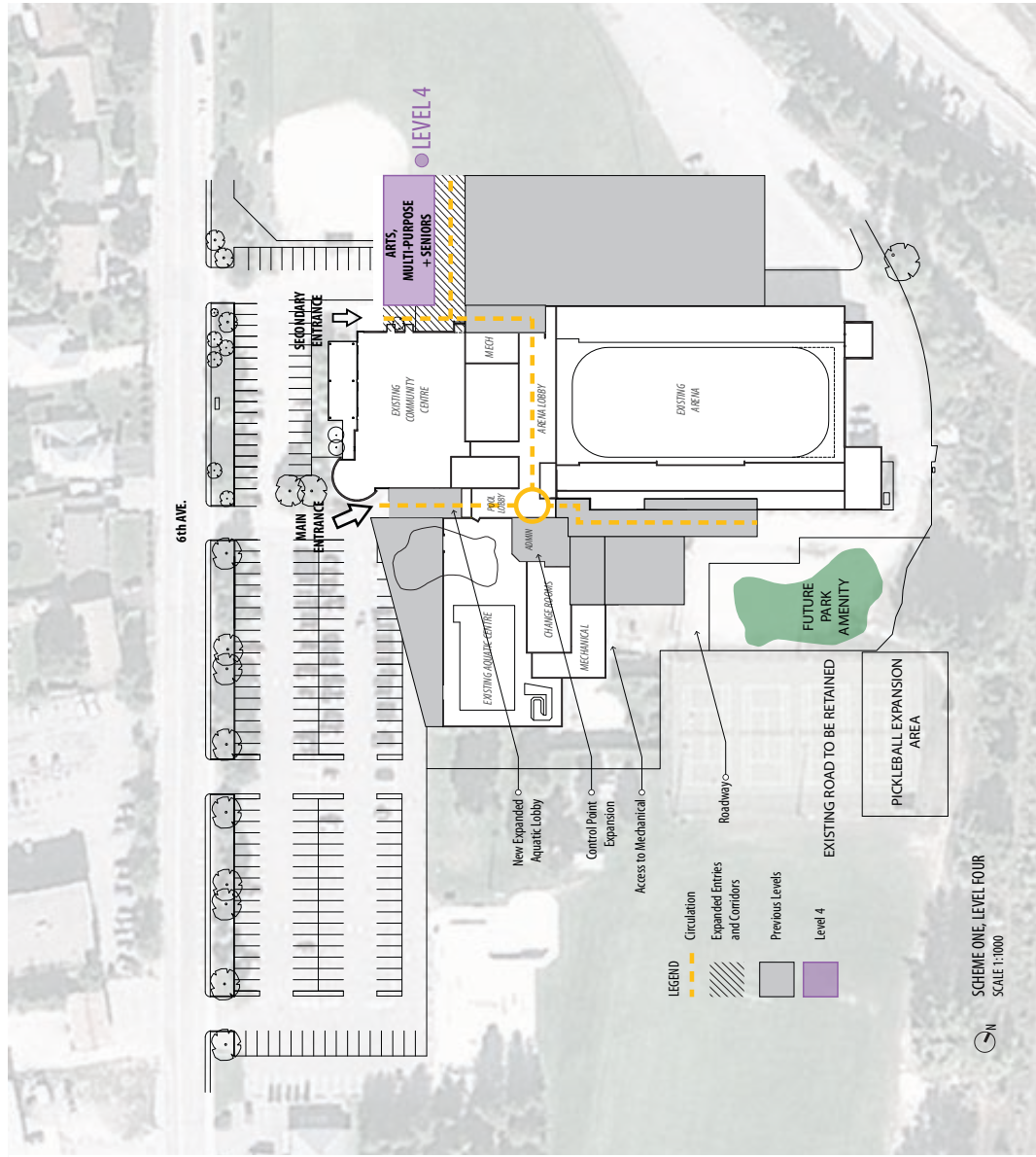
CASTLEGAR COMMUNITY CENTRE | DEVELOPMENT MASTER PLAN

Level Four

SCHEME ONE, Level 4

	ft ²	m ²
LEVEL 4 ARTS/MULTIPURPOSE / SENIORS	4,000 sq.ft	372m ²

PROS	CONS
<ul style="list-style-type: none"> • Adjacent existing similar program 	<ul style="list-style-type: none"> • Eliminates some parking • Impacts baseball field

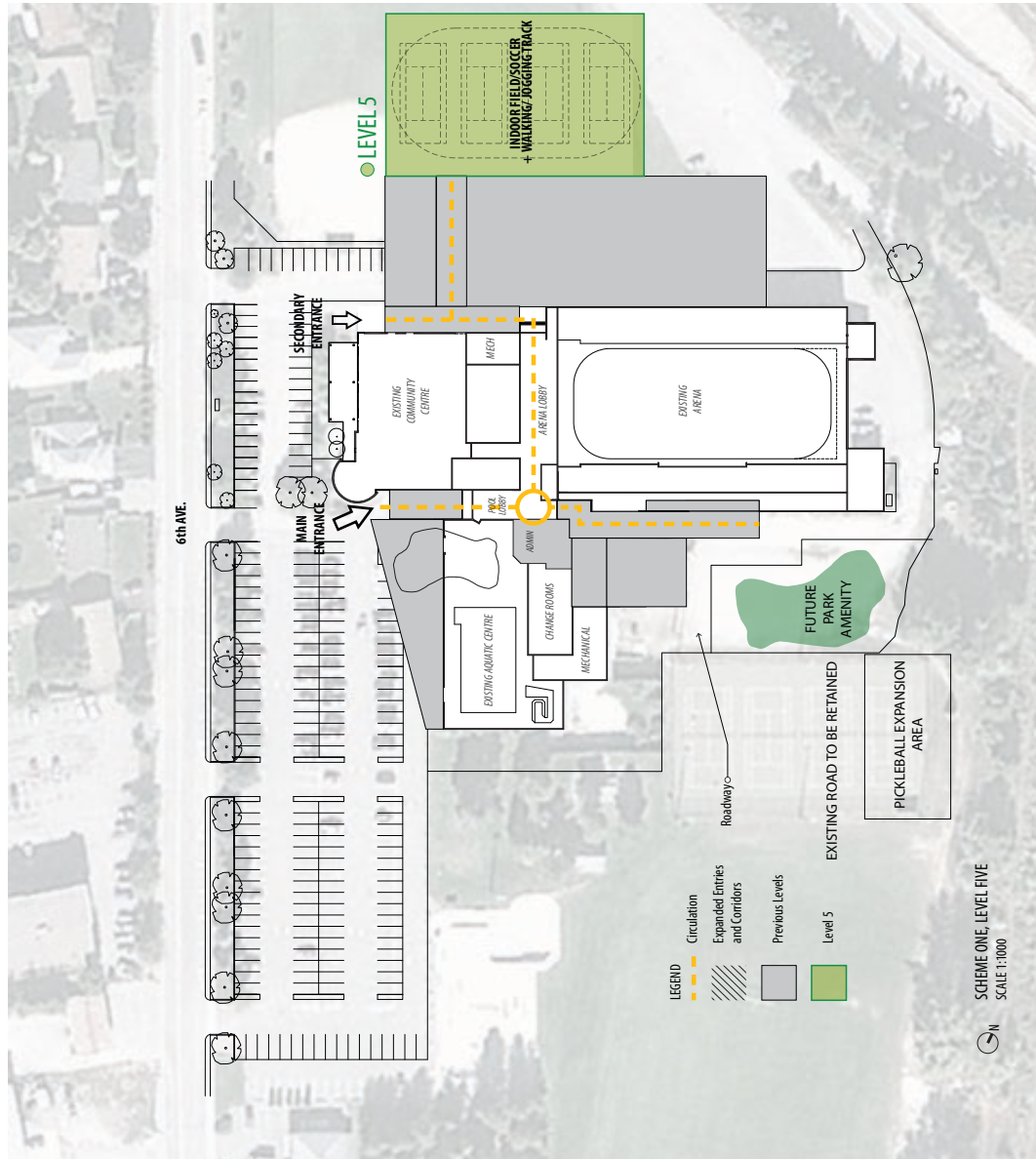


Level Five

SCHEME ONE, Level 5

	ft ²	m ²
LEVEL 5 INDOOR FIELD/SOCCER + WALKING/JOGGING TRACK	24,025 sq.ft	2,232m ²

PROS	CONS
<ul style="list-style-type: none"> Indoor Field/Soccer + Walking/Jogging Track Good relationship with lobby 	<ul style="list-style-type: none"> Is from ground deck Limits road access around rear of complex Impacts existing baseball diamond



Cost Impacts

The following capital costs have been estimated by applying observed unit construction costs to program space requirements. These estimates should be considered $\pm 30\%$ and based on 2015 dollars.

Component	m ²	\$/m ²	Total Construction Cost	Site and Servicing (5%)	Contingency (10%)	Fees (10%)	Furniture, Fixtures, and Equipment (5%)	Total Estimated Cost (2015) $\pm 30\%$
Level One								
Weights and Fitness Addition/Enhancement	294	\$3,000	\$882,000	\$44,100	\$88,200	\$88,200	\$44,100	\$1,146,600
Administration	130	\$3,000	\$390,000	\$19,500	\$39,000	\$39,000	\$19,500	\$507,000
Circulation and Renovation	987	\$2,000	\$1,974,000	\$98,700	\$197,400	\$197,400	\$98,700	\$2,566,200
Sub Total Level One	—	—	\$3,246,000	\$162,300	\$324,600	\$324,600	\$162,300	\$4,219,800
Level Two								
Aquatics Addition/Enhancement	825	\$5,000	\$4,125,000	\$206,250	\$412,500	\$412,500	\$206,250	\$5,362,500
Circulation and Renovation	439	\$2,000	\$878,000	\$43,900	\$87,800	\$87,800	\$43,900	\$1,141,400
Sub Total Level Two	—	—	\$5,003,000	\$250,150	\$500,300	\$500,300	\$250,150	\$6,503,900
Level Three								
Indoor Ice Arena and Track (new)	21,88	\$3,750	\$8,205,000	\$410,250	\$820,500	\$820,500	\$410,250	\$10,666,500
Circulation and Renovation	125	\$2,000	\$250,000	\$12,500	\$25,000	\$25,000	\$12,500	\$325,000
Sub Total Level Three	—	—	\$8,455,000	\$422,750	\$845,500	\$845,500	\$422,750	\$10,991,500
Level Four								
Multipurpose/Seniors Addition/Arts	372	\$3,000	\$1,116,000	\$55,800	\$111,600	\$111,600	\$55,800	\$1,450,800
Circulation and Renovation	356	\$2,000	\$712,000	\$35,600	\$71,200	\$71,200	\$35,600	\$925,600
Sub Total Level Four	—	—	\$1,828,000	\$91,400	\$182,800	\$182,800	\$91,400	\$2,376,400
Level Five								
Field House and track	2,232	\$3,000	\$6,696,000	\$334,800	\$669,600	\$669,600	\$334,800	\$8,704,800
Sub Total Level Five	—	—	\$6,696,000	\$334,800	\$669,600	\$669,600	\$334,800	\$8,704,800
Total All Levels	—	—	\$25,228,000	\$1,261,400	\$2,522,800	\$2,522,800	\$1,261,400	\$32,796,400

Incremental Annual Operating Impact and Capital Cost Summary: All Levels

Component	Level One: Fitness/Wellness Upgrades	Level Two: Aquatics Upgrades	Level Three: Arena and Walking/ Jogging Track	Level 4: Multipurpose/ Seniors Addition/Arts	Level 5: Field House and Walking/Jogging Track	Total
Capital Cost Estimate (2015)	\$4,219,800	\$6,503,900	\$10,991,500	\$2,376,400	\$8,704,800	\$32,796,400
Incremental Operating Cost Estimate (Annual)	-\$40,000	-\$75,000	-\$46,000	-\$35,000	-\$98,000	-\$294,000
Amenity Rank	#2	#15	#1, #5	#10, #17	#1, #3, #4	
Public Review Opinion¹	Short: 45%	Short: 22%	Short: 54%	Short: 32%	Short: 20%	
	Mid: 32%	Mid: 44%	Mid: 19%	Mid: 27%	Mid: 37%	
	Long: 24%	Long: 33%	Long: 27%	Long: 41%	Long: 43%	

Note: Should the Pioneer Arena be decommissioned, the cost savings associated with the closing of the Pioneer Arena are not included in the incremental operating cost estimates above.

Should the decision be made to pursue expansion and retrofit at the CDCC based on one of the levels of development suggested, the next steps for the CDCC expansion project should include:

1. Completion of a business plan for the potential project.
2. Development of a referendum communications strategy.
3. Creation and facilitation of a project fundraising campaign.
4. Detailed design tendering and development.
5. Construction tender and facilitation.



¹ A public review open house was hosted on November 30th, 2015 and draft concept plans and levels of development were provided for comment at the meeting and online for two weeks afterwards. Residents were asked if each level was a Short, Medium, or Long term priority. The most common answers are provided and indicate a percentage of 37 total responses.

Financing Recreation and Parks

14. The CDRC should consider the funding spectrum outlined in future recreation and culture resource allocation decision making.



The CDRC, the RDCK, the City of Castlegar, and Areas I & J are the primary delivery agents of public recreation and culture opportunities in the area through their investment in infrastructure (indoor facilities, parks, and open spaces), programming, and other system supports such as advertising, professional development, and advocacy. Support from other levels of government (Provincial and Federal) exists, primarily for capital projects, but does not account for the majority of budgets required to offer services at the grass roots level.

Although some of the services provided by the Commission, via the RDCK, are able to recover portions of their operating costs (in some cases up to 100%), in general, recreation and culture services are subsidized by local taxes.

The philosophy behind public investment in these essential services can be explained in the funding opportunity spectrum. The spectrum explains that facilities accessible by the entire community and that are within the CDRC, the RDCK, City, and Areas I & J base level of service, (such as walking trails, park furniture, etc.), should be funded solely through public taxes. As infrastructure becomes more specialized and less accessible by the general public, (i.e. major sports field facilities, ice arenas, etc.), funding should come from a combination of public taxes, user fees, fundraising, and private/non-profit investment.

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

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

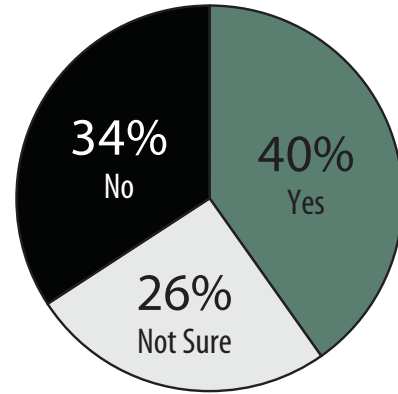
PUBLIC \$\$\$ INVESTMENT
(Local, Provincial/Federal Government, and partner municipalities)

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

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

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

To ensure that the community needs for recreation facilities in Castlegar and Areas I & J are better met, would you support an increase in annual property taxes?



Sponsorships

15. The CDRC should develop a sponsorship policy to guide sponsorship and recognition of existing facilities and spaces.
16. The CDRC should develop and facilitate a formal sponsorship program for appropriate recreation and culture assets.



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

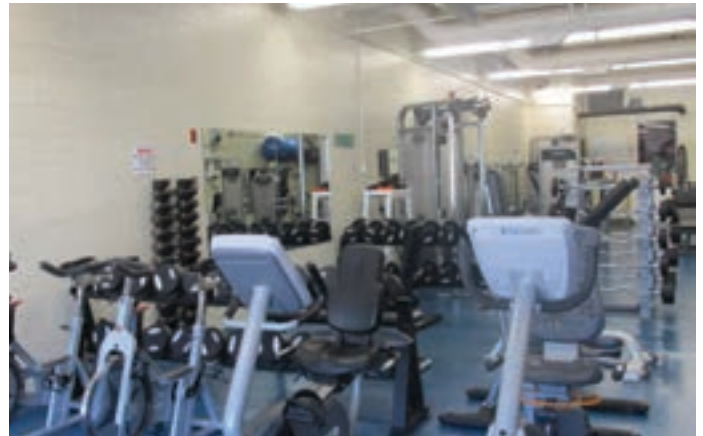
Sponsorships for recreation and parks amenities can be applied to either capital expenses, operating expenses, or a combination of both. Regardless of the type of sponsorship, there are three key considerations that need to be made.

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

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

For any given resource, typically $\frac{1}{3}$ of corporate fundraising comes from the top two or three sponsors, the next $\frac{1}{3}$ comes from the next 10 – 15 contributors, and the remaining $\frac{1}{3}$ comes from a variety of sources including smaller corporate donations, non-profit contributions, and individual donations. Using this framework, and assessing appropriate value for recreation and/or parks resources, it is recommended that a **sponsorship prospectus and campaign** should be formulated and administered by the Commission for recreation and culture resources outlining private sponsorship opportunities. The CDRC must also consider the development of a **sponsorship policy** that would help govern a campaign and ensure public interested are protected and understood.

The CDRC currently provides sponsorship opportunities including, but not limited to, board advertising, Zamboni naming, TV screens throughout the facility, and free community swim and skate programs offered throughout the year.



User Fee Based Amenities and Services

17. The CDRC should develop a fees and charges policy to assist staff and administration in setting fees and charges.
18. The CDRC should explore non-traditional fee-based services and amenities that are complementary to existing facility or park space on a break even or profit basis.



The Commission currently charges user fees for hourly rental facilities (i.e. arenas), registered programs and many of the drop-in opportunities offered in facilities such as the CDCC swimming pool and fitness centre. These fees are based upon rates the user market is willing to pay and help offset a portion of the operating costs associated with each facility. This practice is common and should continue. The creation of a Commission **fees and charges policy** could assist staff and administration in setting fees and charges and possible considerations may include cost recovery, reference to adjacent districts, differentiation by age, and more. Such a policy should be reviewed annually and price points may vary based on location.

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

Current strategies employed include leasing publicly owned facilities and spaces and offering services that are also offered by the private sector (i.e. fitness). These should continue and others should be offered if they are within a level of comfort for decision makers.

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

Funding Partnerships

19. Where applicable, the CDRC should pursue grants from external sources in the leveraging of public investment in recreation and culture services.



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

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

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

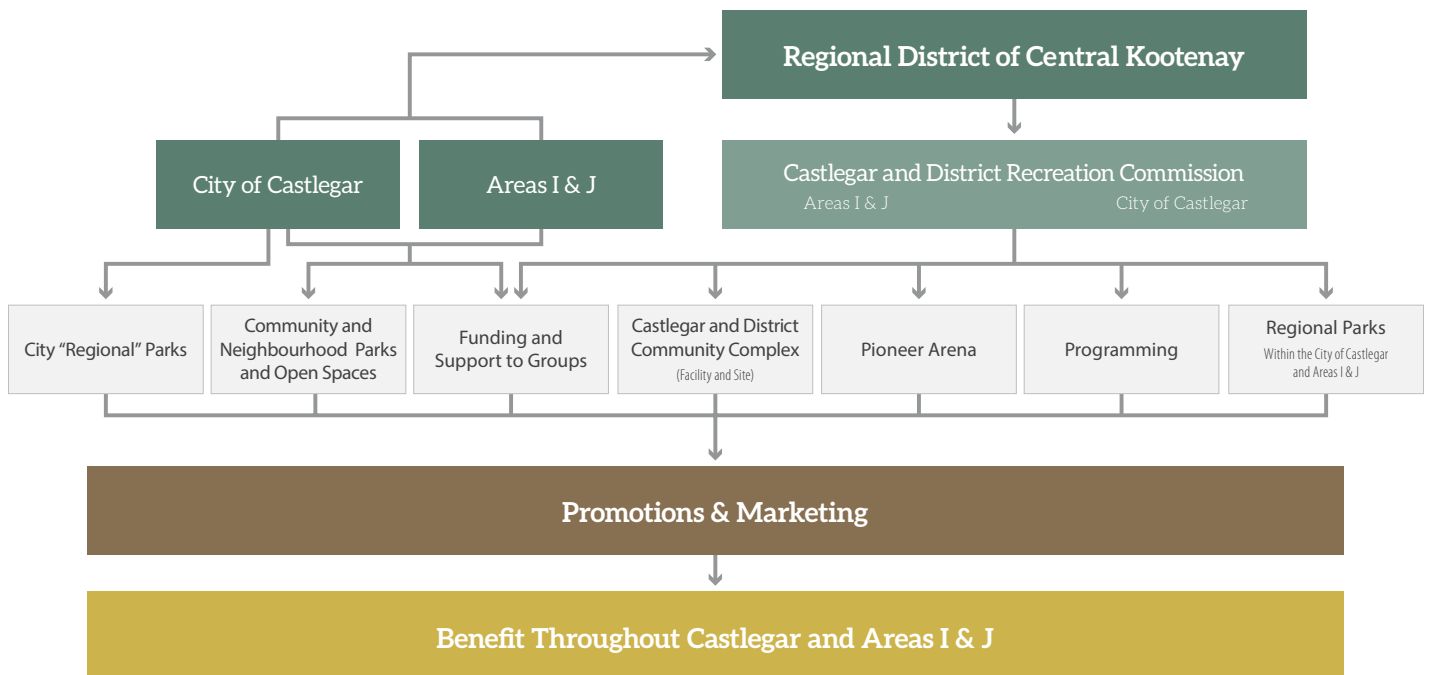


Section 10

Service Delivery Recommendations

Recreation and culture services in Castlegar and Areas I & J are delivered through a combination of public, non-profit and private sector organizations. The collective efforts of all enhance resident and visitor quality of life and create benefit in the entire region.

The following graphic explains the roles of the municipalities in recreation and culture service delivery as well as the role of the Castlegar and District Recreation and Parks Commission. The Commission is a body struck by the Regional District of Central Kootenay Board of Directors to provide a regional service related to the provision of regional parks and community recreation and leisure service delivery including operation of the Castlegar and District Community Complex, the Pioneer Arena, regional parks, and community-based recreation and culture programming and events.

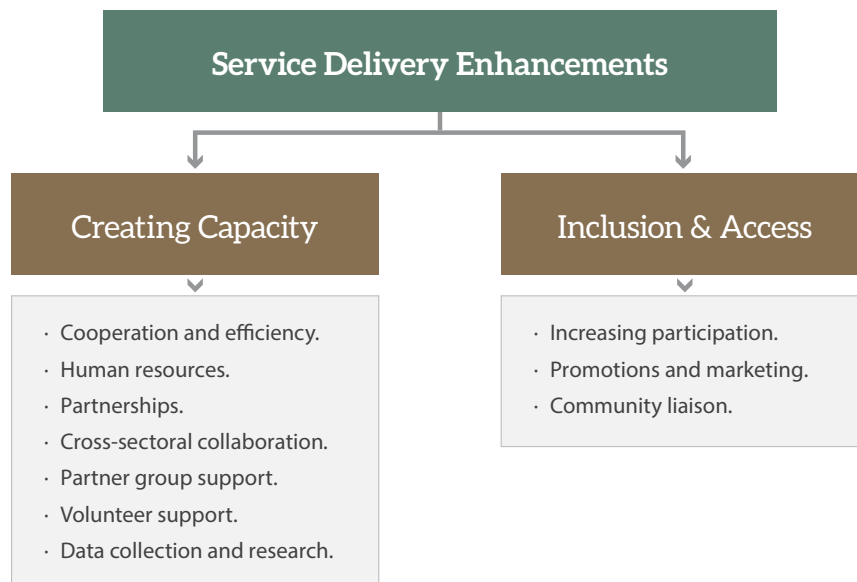
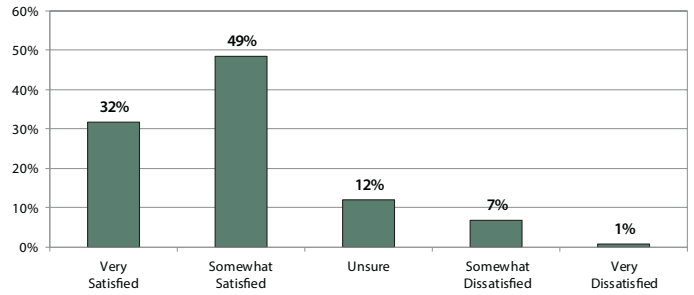


As can be determined, some public bodies have clearly defined and separated roles although some roles do overlap. Roles that overlap include the provision of funding and support to local non-profit groups involved in providing recreation and culture programs and opportunities and in promoting and marketing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

The CDRC plays a number of roles in the delivery of recreation and culture services. It is a planner, protector, facilitator, and provider. The CDRC acts as a **planner** in making decisions and planning for future recreation and culture delivery both independently and in conjunction with partner organizations. As a **protector**, the CDRC provides and stewards important indoor and outdoor environments for activity to occur. As a **facilitator**, the CDRC provide recreation and culture opportunities indirectly by building recreation and culture service delivery capacity by supporting partner groups and volunteers and employing a “community development” philosophy. Finally as a **provider**, the CDRC directly provides programs and services with paid staff.

The current delivery system for recreation and culture in the area is effective. Residents are satisfied with the availability of recreation opportunities in the area (80%) and facilities and spaces through the City and Areas I & J are receiving high levels of household visitation. That being said, the intent of the following service delivery recommendations is to enhance existing services and lead to further, incremental benefit from recreation and culture investment in the area. The following recommendations are meant to create capacity in the delivery system and ensure inclusion and access for all.

Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in Castlegar and Areas I & J?



Cooperation and Efficiency

20. The CDRC may participate in Regional District-wide cooperation efforts related to recreation and parks provision (upon further exploration and justification) if the area of provision in question provides enhanced value to the CDRC and does not compromise the current CDRC level of recreation and parks service.



The Regional District of Central Kootenay is a regional government body which provides a political and administrative framework for inter-municipal or sub-regional service partnership through the creation of “benefiting areas”. The CDRC is such a sub-regional service. Membership in regional districts is voluntary and the RDCK is meant to provide a vehicle for advancing the interests of the region as a whole¹. Although many regional districts across the province accomplish different goals and provide different services, the intent of the structure is to provide opportunity for the delivery of region-wide services (where appropriate) and provide a political and administrative framework for inter-municipal or sub-regional partnerships. Regional district also provide local government for rural areas where no other municipal government exists.

The RDCK is governed by a Board of Directors whose strategic direction is enacted by a complement of internal staff and administrative resources. This strategic direction is set via the advice of the various service commissions that exist throughout the regional district.

As it relates to recreation and culture provision, recreation, and/or parks commissions provide governing advice to the Board of Directors to assist in decision making regarding service delivery, the development and operations of facilities and parks and other matters related to recreation and culture.

Each commission is solely responsible for a geographic area and currently no Regional District wide services, strategies, or vision exists for these valued and essential services.

As each recreation and/or parks commission area is unique, so too are the recreation and culture demands and activities offered within each. Standardization of service delivery for recreation and parks in their entirety across the entire Regional District would likely compromise the individuality of each area and would not respond to resident needs as well as the current system does. Alignment of some aspects of recreation and parks, such as a common vision and goals for recreation and parks service would, however, create a larger recreation and parks community throughout the District. This would also create a common thread for all recreation and parks providers and participants (e.g. staff, administration, elected officials, commissioners, stakeholders, volunteers, and residents) through which services can be directed and enhanced. The idea of alignment at the strategic level is also of concern to national recreation and parks stakeholders. The National Recreation Framework is meant to create a stronger recreation and parks community from a provincial and national perspective. Having a common strategic direction throughout the RDCK in alignment with the National Recreation Framework will ensure that the RDCK and its constituent partners are able to further the recreation and parks agenda on a number of fronts.

¹ “A primer on Regional Districts in British Columbia” 2006.

More specifically, should the various commissions throughout the RDCK share a common vision for recreation and parks, it will help the entire district to:

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

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



Human Resources

21. The CDRC should provide professional development opportunities for its staff to continually enhance internal capacity.
22. The CDRC may need to respond to Plan implementation and changes in service delivery dynamics via changes in staff levels.



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

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

There are financial implications to enabled staff to undertake professional development. The right opportunities, however, can strengthen the delivery system significantly and can ensure internal recreation and culture delivery capacity is appropriate. The Regional District has a leadership role in recreation and culture and staff need to be at the leading edge of recreation and culture skill and knowledge.

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

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

Partnerships

23. The CDRC should develop a partnership policy based on the framework presented.
24. The CDRC should explore partnership opportunities for all recreation and culture infrastructure development under the general guidance of the framework provided.
25. The CDRC with the assistance of the RDCK should formalize all partnership arrangements to include performance measurement related to meeting intended service outcomes and quality control.



Whether it is a partnership with a local organized interest group that is delivering a recreation and culture opportunity, a cross-sectoral program offering involving a combination of allied stakeholders, or a regional services agreement for recreation and culture, **the CDRC does and will continue to employ partnerships in the provision of recreation and culture.** The RDCK Parks Bylaw suggests that the RDCK should "...complement the roles and responsibilities of other park and recreation agencies." Furthermore, partnerships in recreation and culture provision were key aspects of both the Creston and Nelson Recreation Master Plans. The Commission has had great success in partnering to developing facilities and programs including supporting the development of Millennium Park and other parks and open spaces. Further to the success of past partnerships, of the groups that responded to the group survey, over 50% indicate that they already partner with others in achieving their own program goals. The development of a CDRC partnership policy to guide existing and future relationships would create enhanced structure and transparency related to existing and potential new partnerships. It would also provide a philosophical foundation as to why the Commission uses partnerships in the provision of recreation and culture services and that desired goals must be achieved through the relationships.

The Commission, via the RDCK, has a number of existing formal agreements in place with delivery partners including, but not limited to, agreements with groups who access facilities, funding arrangements for facilities, and operating agreements for indoor and outdoor spaces.

Not only does the Commission, via the RDCK, have a number of agreements in place, it is also approached by potential partners to develop and/or operate new infrastructure and/or programs from time to time. Recent examples of potential partnership opportunities include a local soccer and curling groups focused on upgrading respective facilities and pickleball groups advocating for new facilities.

The outcome of this set of existing and potential new relationships is extremely diverse. In some cases the CDRC supports other organizations through grants or fee for service contracts. In other cases it provides access to public resources (i.e. sports organizations that receive subsidized access to indoor or outdoor facilities). A great deal of management time is allocated to nurturing and maintaining these disparate relationships, responding to requests for new or additional support and justifying the differences between relationships. While it is imperative that there continue to be sufficient flexibility within the system to have differing kinds of relationships to optimally manage the service delivery system, that system would benefit from more continuity and consistency in the underlying framework that guides those relationships.

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

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

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

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

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

Level One

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

Level Two

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

Level Three

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

Level Four

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



Some of the relationships the CDRC has in place that are successful do not have formal agreements in place. This is obviously not prohibiting the partnerships to be effective, but effectiveness could be threatened with staff turnover or organizational change. Formalizing some of these agreements may be necessary to ensure sustained success. The development of a **Joint Use Agreement** with local school authorities is an example of a partnership that should be more formalized as it would optimize the use of public resources, expand opportunities and further meet desired Commission and cross-collaborative goals.

Further to the organization of existing and potential new partnerships into the framework presented, consideration should be given to including **performance measurements** into agreements that meet the agreed-to partnership intent. This would entail each partner, including the CDRC, to be accountable for the roles and responsibilities it has and would demonstrate accountability to tax payers. Performance measurement criteria should be developed collaboratively by, and be applicable to, both (all) parties to the arrangement. Performance measurement will help the CDRC attain accountability for public investment by ensuring that desired Goals are achieved through partnerships and will create a mechanism for quality control (i.e. ensuring partner groups embrace the Long Term Athlete Development Plan). These performance measurement tactics can be used for major project partnerships but also through partnerships with groups that access public facilities at subsidized rates.



Cross-sectoral Collaboration

26. The CDRC should work with cross-sectoral partners in designing and implementing programs and providing environments for positive recreation, parks, and culture activity to occur.

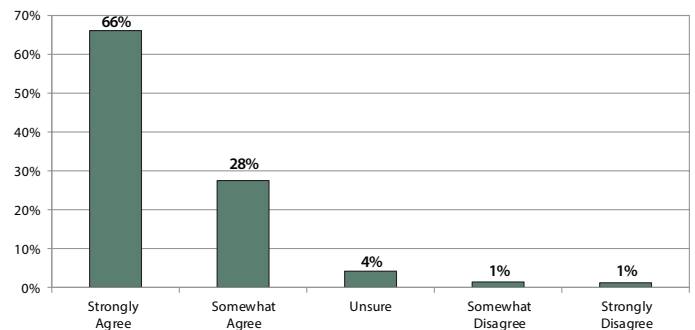


The benefits of recreation and culture services are not confined to the recreation and culture sector. The goals that drive the actions of the CDRC’s recreation and culture efforts have clear and undeniable impacts on issues faced through other sectors such as social services, justice, health, and education—they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

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

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

Recreation and Parks Bring the Community Together



Partner Group Support

27. The CDRC should support Organized Interest Groups equitably and transparently based on ongoing communication to identify group support needs.



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

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

Organized interest groups, such as a minor sport group, provide opportunities that are accessed by regional residents. These interest groups represent different levels of sophistication and different types of activities. The supports currently offered to these interest groups include access to financial assistance (through grants offered by the CDRC) and subsidized access to facilities and spaces where programs occur (user fees at public recreation facilities and spaces ranges from 50% to 100% recovery of operational costs). The reality of the situation is that if these interest groups discontinued service, either the level of service in the region would be diminished or the Commission and/or City would be forced to offer the program or opportunity directly. These interest groups help further intended recreation and culture service goals to different degrees.



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

Interest groups are key to the current level of recreation and culture opportunities provided to residents. **Supporting Organized Interest Groups should be a major focus for the Commission, the RDCK, and the City moving forward.** The 2006 Recreation Review suggested that the CDRC should “provide administrative and leadership assistance to volunteer groups planning special community events.” The infrastructure is in place to provide the supports; it is only the focus or target of these supports that needs to be expanded. Providing supports for groups that build capacity, such as helping recruit volunteers, helping groups develop business plans and strategic plans, and helping groups apply for assistance from external organizations (e.g. grants from other levels of government, attaining private sponsorship, etc.) can lead to strengthened group sustainability and better levels of service to residents. Providing training and knowledge development for groups can have many benefits, not only internally for the interest group but also personally (for those attaining training) and the quality of the program ultimately being delivered to residents.

The CDRC currently hoses the Parade of Programs which helps promote and market opportunities provided by groups. This event and other ways to help groups promote their activities should be sustained and enhanced.

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



Volunteer Support

28. The CDRC should help facilitate the development of a community-wide volunteer strategy with other sectors that rely on volunteers.



Volunteers are vital to recreation and culture service delivery throughout the Castlegar and District service area and the entire Regional District. Volunteers comprise Organized Interest Groups that provide recreation and culture opportunities to residents. Volunteers help the CDRC organize and host special events. Volunteerism creates a stronger sense of community from within and heightens community pride. Without volunteers service levels would be diminished and the costs to provide recreation and culture opportunities would be increased. For these reasons, having a strong volunteer element in the service area should be of utmost importance to many organizations including, but beyond the Commission.

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

The reliance on, and the importance of, volunteerism is broader than recreation and culture service delivery. For this reason, the development of a **service area volunteer strategy**, would provide value in the area. A community-wide strategy involving all sectors that rely on volunteers, would be an example of cross-sectoral collaboration (discussed in earlier sections), would enhance the benefits of volunteerism in the area, and would create a stronger volunteer community which will be more resilient to impending shifts in volunteerism. A stronger volunteer community will also lead to more resilient and strengthened recreation and culture delivery groups. Regardless of whether or not a volunteer strategy is developed, the Commission could help further strengthen the recreation and culture specific volunteer community by helping organizations identify the skill gaps within their volunteer base and connecting organizations to volunteers in its database with those skills. This would facilitate the connection of those willing to volunteer with those seeking volunteer assistance.

Data Collection and Research

29. The CDRC should continue to develop utilization measures and collective relative data for structured and spontaneous use of recreation and culture infrastructure.



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

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

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

Staff already measure participation at the Complex and have data around rental hours and swim and fitness visits (data collected together). This information is valuable and could be supplemented by data related to usage at existing spontaneous use/unstructured facilities and spaces (i.e. fitness users separated, aquatics users separated trail use counters). Expressions of percent of capacity wherever possible will help demonstrate excess demand or under-utilization.

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



Increasing Participation

- 30. The CDRC should continue to support existing external financial subsidy programs for recreation and culture participation and continue to support the in-house financial assistance program.
- 31. The CDRC should continue to include information about all financial assistance programs through promotions and marketing efforts.
- 32. The CDRC should continue to focus on promoting free recreation and culture opportunities available to residents.

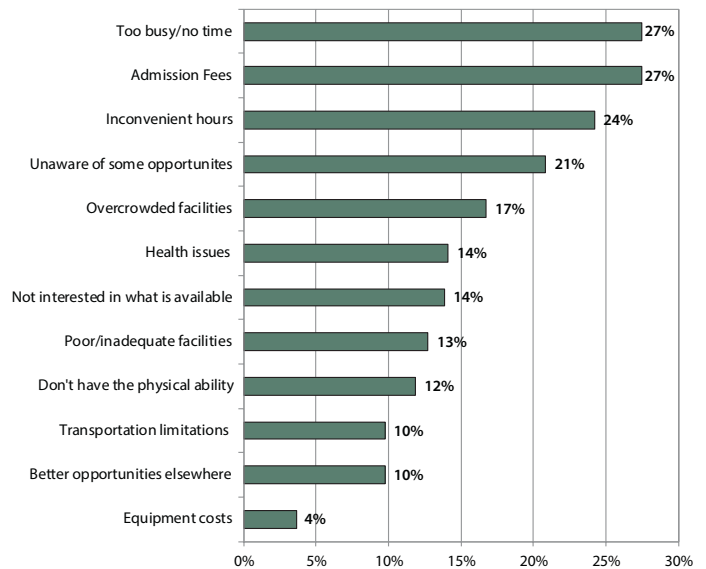


It is clear that recreation and culture participation provides benefit to both individuals and the communities in which they live. Area residents have demonstrated an understanding and belief in these benefits and existing recreation and culture facilities and spaces are being utilized. That being said, there is potential to increase participation in existing programs and at existing facilities and spaces. Existing CDRC supported facilities and spaces are garnering annual participation from as low as 4% high as 66% of residents¹ suggesting that there is room to increase utilization at many existing resources.

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

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

Barriers to Recreation Participation



¹ 66% of household survey respondents indicated that they visited the aquatics centre at the Castlegar and District Community Complex at least once in the past 12 months.

Ensuring recreation and culture opportunities are financially accessible is important in achieving goals and creating community benefit. Currently, the CDRC offers the Leisure Access Program which provides financial assistance to residents facing financial barriers to participation. The existing program is available to those in need and provides admission or passes to facilities at a 50% subsidy. Other groups external to the CDRC also offer financial assistance programs (i.e. Jumpstart, KidSport and Success at Six).

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

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



Promotions and Marketing

33. The CDRC should develop a consolidated recreation and culture promotions and marketing plan for recreation and culture focusing on educating the public about opportunities, motivating participation, and reducing barriers.

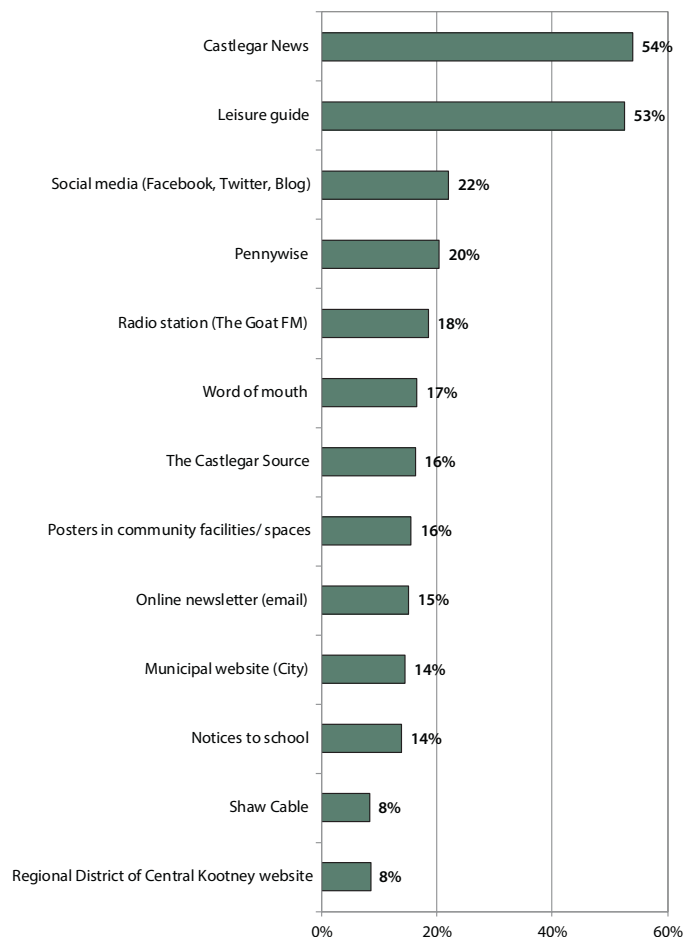


Recreation and culture participation offers many benefits to residents and to the communities in which they live. These benefits derive from direct participation as well as the broader social/public good in the community.

Public awareness around these benefits and the various opportunities residents and visitors have to access recreation and culture opportunities is vital in ensuring that recreation and culture are perceived as essential, valued services and that current and future public investment in these services deliver the greatest public and social good. Educating the public as to available opportunities and the benefits of participation will further the levels of participation and broaden their benefits.

Recreation education is an important aspect of service delivery and one that the Commission may need to take a lead role in delivering in conjunction with cross-sectoral partners such as social services, education, health, and justice. Of those who responded to the household survey, 21% identified a lack of awareness of some opportunities prevented their participation. Overcoming this barrier needs to be a future focus area for the Commission. This can be achieved by ensuring that residents are aware of opportunities in both their service areas and throughout the entire RDCK. Messaging around benefits of participation may also enhance current participation levels.

Best Methods to Communicate Information



Developing the right messages and delivering them in the most effective and appropriate means is key to effective marketing. Currently, 52% of household survey respondents identified the RDCK Leisure Guide as an important source of information about recreation and culture opportunities. Other information sources mentioned were: the newspaper, social media, radio, and word of mouth. The hosting of events, such as the Parade of Programs, is another form of marketing and promotions from the CDRC and partner groups—this should be sustained.

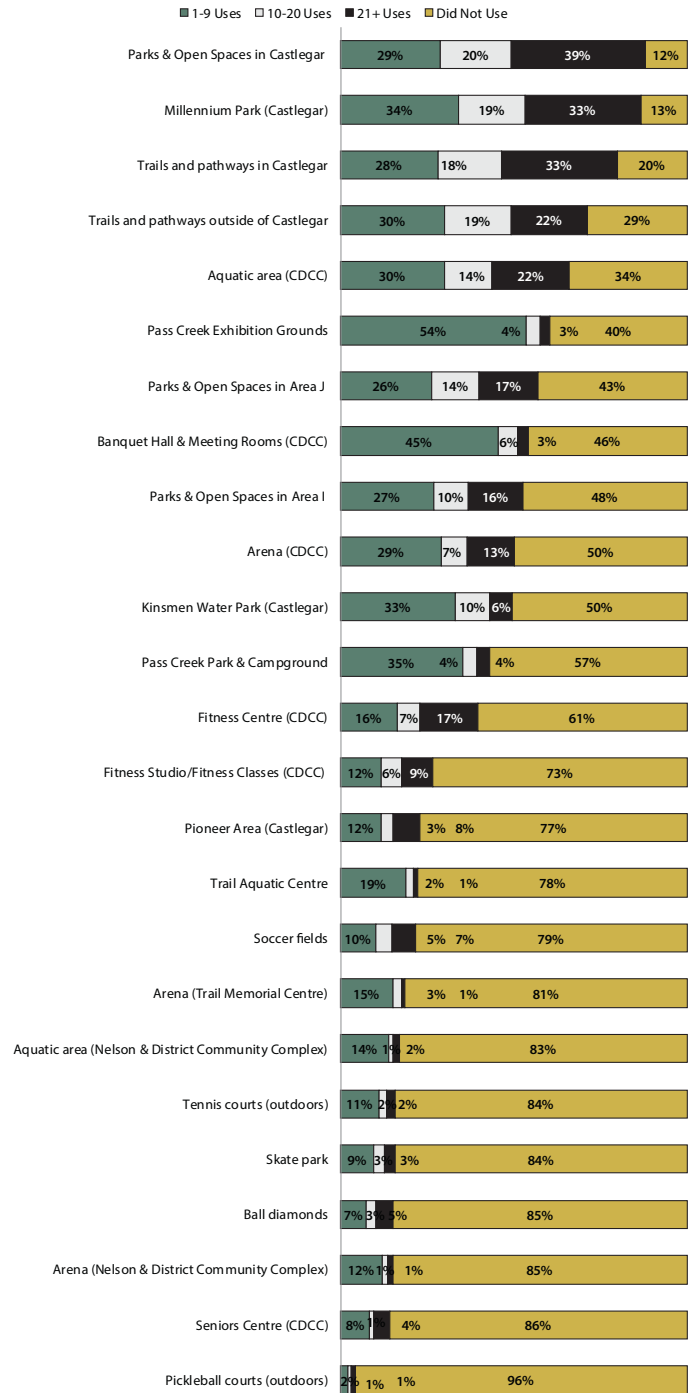
Although the level of public awareness of opportunities is seemingly adequate, local groups indicated that assistance with promotions and awareness of their respective programs was an important role that the Commission and RDCK could play in helping them achieve their program goals.

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

As determined through the household survey, even the most heavily utilized facilities available in the area are only used by 88% of residents. Many facilities only experience visitation by half of the area’s households. There is potential to enrich and increase participation in existing publicly funded recreation and culture opportunities. It is not good enough to ensure that everyone knows what is available and how to get access to opportunities (that is fundamental); the Commission must also go further and proactively convince people to try things. This is particularly true for people who are not particularly active. Being more proactive might include the following. In the event that the CDRC currently does some of these things, sustaining them and promotion them is recommended.

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

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



The development and implementation of a marketing and promotions plan for recreation and culture would outline **key messages** that the Commission and RDCK should be promoting. The plan would also involve constant evaluation of the effectiveness of the messaging. Key messages should include the following.

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

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

Measuring the effectiveness of the different communication channels should be collected in order to identify the preferred channels. This could be gathered, potentially, through point of purchase/participation, and random public recreation and culture facility exit surveys (e.g. Do you know that recreation and parks are beneficial to your health? How did you find out about this opportunity?).

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



Community Liaison

34. The CDRC should develop an ongoing community liaison strategy for recreation and culture services that considers the general public, interest groups, and partners.



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

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



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

Ongoing discussion with interest groups and partners is also necessary, especially as the Commission contemplates providing enhanced support to interest groups and the volunteer community. This dialogue does occur between the CDRC and local groups via user group meetings where information is shared and two-way communication occurs. Dialogue with interest groups and partners needs to be two-way. Groups can share information about participation and challenges which the Commission can offer local trend information from surveys and broader strategic direction attached to current and future public support. Sharing information related to the Framework for Recreation in Canada 2015: Pathways to Wellbeing and the Canada Sport For Life initiatives will also provide benefit to local groups.

Implementation

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

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

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

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



Section 12

Plan Summary

The recommendations presented further the fundamental areas of focus outlined in the National Recreation Framework 2015: Pathways to Wellbeing which have adopted by and incorporated into this Master Plan. The following chart explains.

Recommendation	Foster Active Living Through Recreation	Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities	Grow and Sustain the Capacity of the Recreation Field	Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation	Help People Connect to Nature Through Recreation
1. It is recommended that the Castlegar and District Recreation Commission (CDRC) accept and endorse the Vision, Values, and Outcomes outlined for recreation and culture services in the service area.	✓	✓	✓	✓	
2. The CDRC should provide a broad range of recreation and culture programs.	✓	✓	✓	✓	✓
3. The CDRC should take a lead role in providing recreation and culture programs and opportunity needs assessment on an ongoing basis.	✓	✓	✓	✓	
4. The CDRC should host an ongoing dialogue with all program providers to disseminate needs information and coordinate program and opportunity delivery.	✓	✓	✓	✓	
5. Viability of CDRC programs and opportunities should be determined with consideration to social and financial sustainability.	✓	✓	✓	✓	

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
6. The CDRC should use the program focus information provided to guide the provision of collaborative recreation and culture programming and opportunities.	✓				✓
7. The CDRC participate in district-wide regional trails planning with trail stakeholders.		✓	✓		
8. The CDRC consider and revisit periodically the leading practices presented when planning, operating, and maintaining existing and new recreation and culture infrastructure in the Castlegar and District recreation service area.	✓	✓	✓	✓	✓
9. The CDRC strive to accomplish the park amenity strategies outlined as resources become available.	✓	✓			✓
10. The CDRC strive to accomplish the indoor facility strategies outlined as resources become available.	✓	✓			
11. The CDRC should utilize the project development framework presented when contemplating significant recreation and culture infrastructure development whenever public funding is required.		✓	✓		
12. The CDRC should utilize the prioritization approach presented to guide future recreation and culture investment and revisit priorities as new information becomes available.		✓	✓		
13. The RDCK and the CDRC should proceed with enhancements and expansion at the Castlegar and District Community Complex as outlined.		✓	✓		
14. The CDRC should consider the funding spectrum outlined in future recreation and culture resource allocation decision making.		✓		✓	
15. The CDRC should develop a sponsorship policy to guide sponsorship and recognition of existing facilities and spaces.		✓	✓		
16. The CDRC should develop and facilitate a formal sponsorship program for appropriate recreation and culture assets.		✓	✓		

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
17. The CDRC should develop a fees and charges policy to assist staff and administration in setting fees and charges.		✓	✓	✓	
18. The CDRC should explore non-traditional fee-based services and amenities that are complementary to existing facility or park space on a break even or profit basis.		✓	✓	✓	
19. Where applicable, the CDRC should pursue grants from external sources in the levering of public investment in recreation and culture services.		✓	✓		
20. The CDRC may participate in Regional District-wide cooperation efforts related to recreation and parks provision (upon further exploration and justification) if the area of provision in question provides enhanced value to the CDRC and does not compromise the current CDRC level of recreation and parks service.		✓	✓		
21. The CDRC should provide professional development opportunities for its staff to continually enhance internal capacity.		✓	✓	✓	
22. The CDRC may need to respond to Plan implementation and changes in service delivery dynamics via changes in staff levels.		✓	✓	✓	
23. The CDRC should develop a partnership policy based on the framework presented.		✓	✓		
24. The CDRC should explore partnership opportunities for all recreation and culture infrastructure development under the general guidance of the framework provided.		✓	✓		
25. The CDRC with the assistance of the RDCK should formalize all partnership arrangements to include performance measurement related to meeting intended service outcomes and quality control.		✓	✓		

Recommendation	Foster Active Living Through Recreation	Ensure the Provision of Supportive Physical and Social Environments that Encourage Participation in Recreation and Build Strong, Caring Communities	Grow and Sustain the Capacity of the Recreation Field	Increase Inclusion and Access to Recreation for Populations that Face Constraints to Participation	Help People Connect to Nature Through Recreation
26. The CDRC should work with cross-sectoral partners in designing and implementing programs and providing environments for positive recreation, parks, and culture activity to occur.	✓	✓	✓	✓	✓
27. The CDRC should support Organized Interest Groups equitably and transparently based on ongoing communication to identify group support needs.			✓		
28. The CDRC should help facilitate the development of a community-wide volunteer strategy with other sectors that rely on volunteers.			✓		
29. The CDRC should continue to support existing external financial subsidy programs for recreation and culture participation and explore the potential of developing an in-house financial assistance program.		✓	✓		
30. The CDRC should continue to support existing external financial subsidy programs for recreation and culture participation and continue to support the in-house financial assistance program.	✓	✓		✓	✓
31. The CDRC should continue to focus on promoting free recreation and culture opportunities available to residents.	✓	✓		✓	✓
32. The CDRC should continue to develop a consolidated recreation and culture promotions and marketing plan for recreation and culture focusing on educating the public about opportunities, motivating participation and reducing barriers.	✓	✓		✓	✓
33. The CDRC should develop a consolidated recreation and culture promotions and marketing plan for recreation and culture focusing on educating the public about opportunities, motivating participation and reducing barriers.	✓	✓	✓	✓	✓
34. The CDRC should develop an ongoing community liaison strategy for recreation and culture services that considers the general public, interest groups, and partners.		✓	✓		

Appendix A

2015 State of Recreation and Culture Report



Regional District of Central Kootenay: Castlegar and Areas I & J

The State of Recreation & Culture

Final
January 2016



HCMA



Section 1

Introduction

The Regional District of Central Kootenay (RDCK) initiated the development of a Recreation and Culture Master Plan in the fall of 2014 for Castlegar, Area I, and Area J in order to provide an overall framework to help guide the future delivery of recreation and cultural services and infrastructure. The District also initiated a simultaneous Master Plan project for Area H and the Villages of New Denver, Slocan, and Silverton. The RDCK currently provides recreational opportunities in Castlegar, Area I, and Area J through a combination of direct and indirect provision. The Master Plan provides an opportunity to assess the current situation and to develop strategies to sustain strengths and reduce gaps.

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

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



Section 2

Regional and Community Context

Presented as follows is a brief description of the Regional District of Central Kootenay as well as Castlegar and Electoral Areas I & J.

RDCK Regional Description

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

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

The RDCK has three school districts (No.8 Kootenay Lake; No. 10 Arrow Lakes; No. 20 Kootenay-Columbia), overseeing a total of 35 schools. British Columbia's first community college, Selkirk College, continues to service the region with its main campus in Castlegar, three satellite campuses in Nelson, and Continuing Education programs in Kaslo and Nakusp. With over 11,000 enrolled students annually, Selkirk College employs over 550 staff members.

With 25 Provincial Parks, 17 Regional Parks, and additional conservation sites, the RDCK offers a plethora of natural landscapes which continue to attract residents and visitors to the region. The opportunities for outdoor recreation are

bundant include camping, climbing, hiking, and kayaking amongst others. The Selkirk Mountains span throughout the region with the highest point, Mount Sir Sandford, standing at over 3,500 metres. The Columbia River cuts through the region, forming the Upper and Lower Arrow Lakes, before funneling through Castlegar. Other major water bodies include Kootenay Lake and Slocan Lake, and are vital elements of the region's recreational landscape and quality of life.

Castlegar, Area I, and Area J

The City of Castlegar has a population of 7,816 and a land area of 20 square kilometers and is located near the southwest corner of the Region. Situated where the Kootenay River merges into the Columbia River, Castlegar has been a regional hub for forestry and mining operations that began in the area. Castlegar is accessible by Highways 3, 3A, and 22, enabling the city to be within driving distance to Trail (30 km), Nelson (45 km), Creston (120 km), and Osoyoos (220 km). Owned and operated by the City of Castlegar, the West Kootenay Regional Airport facilitates daily flights to Vancouver and Calgary and receives approximately 75,000 commercial passengers each year. The commercial trading area of Castlegar is estimated at 60,000 regional residents.¹

Stanley Humphries Secondary School serves the city's grade 8 to 12 students, while Twin Rivers Elementary and Kinnaird Elementary offer kindergarten to grade 7. School District No. 20 Kootenay-Columbia also provides an online learning program (grades 10 – 12) and a junior alternative program (8 – 9), both centered in Castlegar. Located on the Columbia River's eastern shore, Selkirk College Main Campus offers a variety of academic and trade programs for 750 students in Castlegar (2,000 students total at all locations). The College additionally employs over 350 full-time equivalent staff.

¹ <http://castlegar.ca/invest-commercial-anchors.php>

Castlegar offers a vast range of outdoor recreation opportunities from cycling on converted railway lines to golfing at the local club. The Castlegar & District Community Complex includes a pool, arena, fitness centre, seniors centre, and renovated hall space. Adjacent to the indoor facility, the grounds contain sports fields, tennis courts, and a skateboard park. The facility is operated by the RDCK and continues to be a significant and popular regional facility.



The City of Castlegar offers a number of outdoor park spaces through the city, which include Millennium Park, Kinsmen Park, Kinnaird Park, Complex Park, and various other community and neighborhood parks and open spaces. Millennium Park is currently undergoing a significant transformation with the addition of urban swimming ponds and other attractions. The Zuckerberg Island suspension bridge is another popular attracting and provides stunning views of the confluence of Columbia and Kootenay rivers.

Electoral Area I

Spanning 110 square kilometers between Castlegar and Nelson, Electoral Area I has a population of 2,570. Connecting the two cities, Highway 3A runs between the west shore of the Kootenay River and the foot of Sentinel Mountain, acting as the primary transportation route for residents of various smaller communities in the region. Communities in Electoral Area I include: Pass Creek, Thrums, Tarrys, Shoreacres, Glade, Brilliant, and the Voykin Subdivision.



In 2013, the pedestrian suspension bridge in Brilliant received Heritage B.C.'s highest award, Outstanding Achievement, for restoration and perseverance of the original 1913 structure.

Electoral Area J

Electoral Area J surrounds the City of Castlegar and extends northwest around Lower Arrow Lake. The Area is home to 2,996 residents spread throughout 1,694 square kilometers. The communities of Robson, Ootischenia, and Blueberry are located in close proximity to Castlegar while Deer Park and Renata are located further up the lake.



The Columbia River widens before it reaches Castlegar, forming the Upper and Lower Arrow Lakes. These lakes provide scenic sites for fishing, camping and hiking. Communities in Electoral Area I include: Ootischenia, Robson, Renata, Deer Park, Brooklyn, Shields, Raspberry, Syringa, and Fairview.

Population Analysis

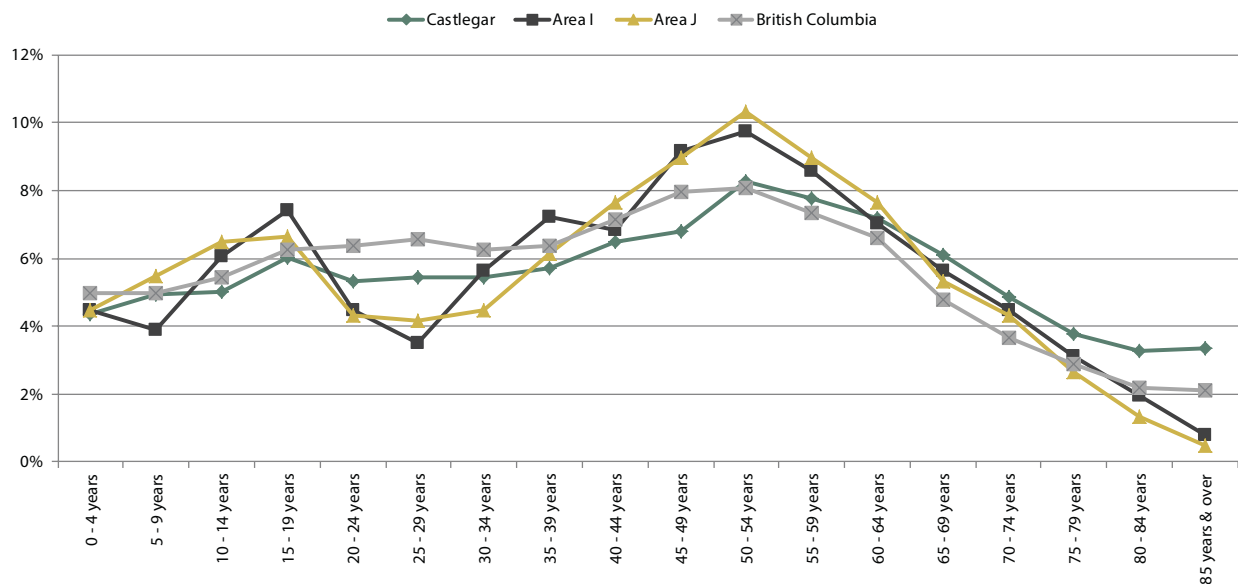
The combined population of Castlegar, Area I, and Area J was 13,382 residents in 2011. As reflected in the following chart, this figure reflected growth of 7.3% from previous Census data in 2006 and was consistent with the overall provincial growth rate of 7.0%. Castlegar, Area I, and Area J have similar median ages ranging between 45.0 and 46.1 years of age.

Location	Population (2011 Census)	Population (2006 Census)	% Change (2006 - 2011)	Median Age (2011 Census)
Castlegar	7,816	7,259	7.7%	46.1
Area I	2,570	2,415	6.4%	45.1
Area J	2,996	2,792	7.2%	45.0
Total	13,382	12,466	7.3%	~45.5



The following graph illustrates the age distribution of residents in Castlegar, Area I, and Area J as well as overall provincial averages. As reflected in the graph Areas I & J have similar age distributions while Castlegar more closely resembles overall provincial averages.

Age Distribution



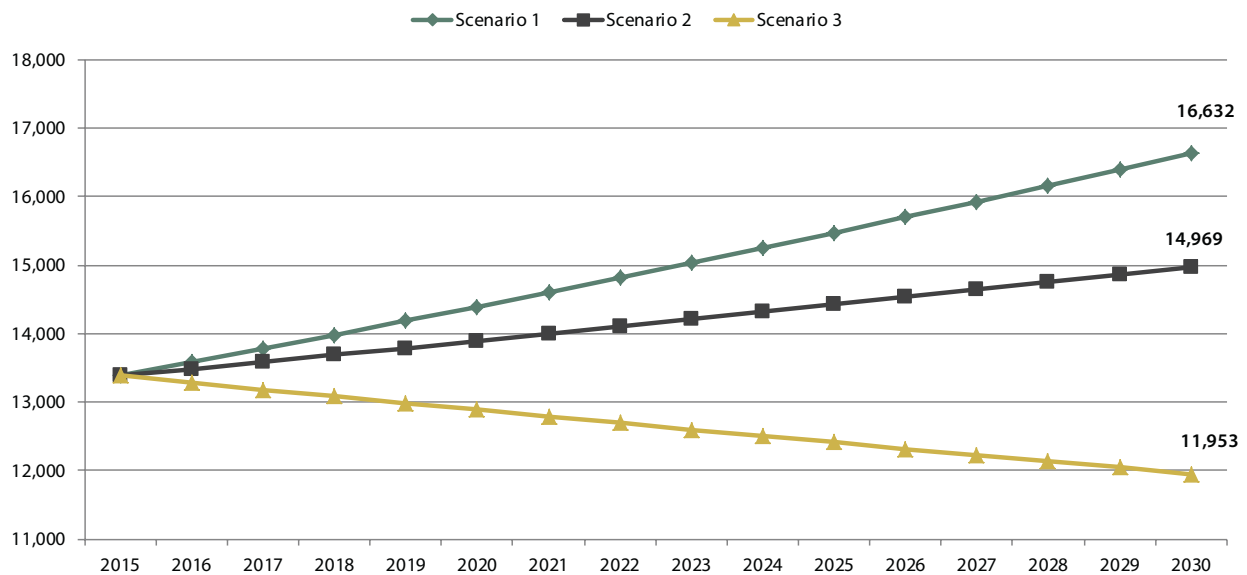
The 2011 National Household conducted by Statistics Canada identifies a number of additional population characteristics for Castlegar.

- 10.0% of Castlegar's population are immigrants (provincial average: 27.6%).
- The average family income in Castlegar is \$69,303 (provincial average: \$78,580).
- 16.9% of working age residents in Castlegar are low-income earners (provincial average: 16.4%).
- 41.5% of private dwellings in Castlegar were constructed between 1961 and 1980.
- 78.5% of households in Castlegar are owned by their occupant(s) (provincial average: 70.0%).
- 57.4% of owner households in Castlegar have a mortgage (provincial average: 57.3%).
- 16.1% of tenant households in Castlegar are receiving a housing subsidy (provincial average: 13.5%).
- 10.5% of Castlegar residents aged 15 and older use active transportation methods (walking or biking) as their main mode of workplace transportation (provincial average: 8.8%).

Growth Projection Scenarios

Fifteen year growth projections scenarios for the Castlegar, Area I, and Area J have been developed and are illustrated in the graph below. **Scenario 1 (1.46% annual growth)** reflects the combined growth rate experienced from 2006 to 2011 and would result in a 2030 population of 16,632 residents. **Scenario 2 (0.75% annual growth)** reflects a more modest growth rate and would result in a 2030 population of 14,969 residents. **Scenario 3 (-0.75% annual growth)** reflects the population decrease experienced in the region between the 2001 and 2006 Census counts. This scenario would result in a 2030 population of 11,953 residents.

Growth Projections



Background Planning Review

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

Regional District of Central Kootenay Planning

The Regional District of Central Kootenay (RDCK) operates under the strategic guidance broad corporate planning policies and plans. More specific to recreation, the RDCK has completed Recreation Master Plans in Creston and Nelson. These plans are discussed as follows.

Bylaw 2044 Regional Parks (2009)

The provision of regional parks throughout the RDCK is guided by Bylaw 2044. The Bylaw outlines that the role of the RDCK is to provide day-use outdoor recreation opportunities at sites that receive use from residents of two or more municipalities or electoral areas. The purpose of the plan is to establish policies for the regional park's function by developing a regional parks system that complements the plans of other recreation agencies and groups. It is also designed to establish a geographically balanced regional parks system that serves all residents fairly, throughout 7 areas across the District. The Bylaw outlines provision of regional parks into three categories: multiple purpose parks, waterfront access parks, and regional trails.

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

- To provide a policy framework and program strategy for a regional parks system that serves as a guide for the Regional Board when making decisions on the acquisition, development, and management of Regional Parks.
- To provide for a diversity of regional park recreation opportunities in the Regional District that supply family recreation needs and the recreation requirements of people of all ages.
- To facilitate accessibility for residents by providing one or more regional parks or trails in each sub-region of the Regional District.
- To provide regional parks and trails relatively close to settled areas in order to maintain accessibility, encourage utilization, and minimize travel time and costs.
- To complement the roles and responsibilities of other park and recreation agencies.
- To utilize high recreation capability sites for regional parks.
- To provide for high quality water-based recreational experiences in regional parks.

The Bylaw explains that within the Lower Arrow sub-region (Castlegar and Areas I & J), there are four regional parks:

Pass Creek Regional Park is located across the Columbia River, opposite the City of Castlegar. The park contains 36.1 hectares of land managed by the Castlegar & District Community Complex and Recreation Commission. Outdoor recreation facilities in the park include camping sites, picnic area, swimming beach, trails, ball field, and soccer field. The park is designated as a multiple purpose regional park.

The Robson Boat Ramp Regional Park is located on the north shore of the Columbia River adjacent to the unincorporated community of Robson, across the river from the City of Castlegar. The park provides a boat ramp

consisting of gravel fill behind a concrete retaining wall, asphalt surface, and pile/timber construction. The site is designated as a waterfront access park.

Brilliant Bridge Regional Park is located in rural Castlegar, in the community of Brilliant. The Brilliant Bridge is a suspension bridge spanning the Kootenay River constructed by the Doukhobor community in 1913. It was deemed redundant in the 1970's following the construction of a new highway bridge. In 1995 the site was declared a National Historic Site. This park is designated as a multiple purpose regional park.

Glade Regional Park is located in the community of Glade by the ferry dock. This is a waterfront access park on the Kootenay River with a wharf.

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

Bylaw 2173 Parks Regulation (2011)

The Parks Regulation bylaw provides regulations governing regional park use. These regulations apply to all regional parks and include consideration to hours of operation, maintenance, park usage, and other aspects of resident and visitor park utilization.



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

The 2006 Creston Recreation Master Plan was built upon thorough research and public consultation. It was intended to:

- Establish community based priorities for recreation and leisure facilities and services.
- Provide a framework for making decisions based upon public needs, priorities, and the resource capabilities of the Town of Creston, a defined portion of Area A and Areas B and C.
- To recommend an approach, design, costs, and strategy to upgrade and improve the Creston and District Community Complex in line with the needs and priorities of District residents.

The 2006 study ultimately lead to the retrofit and expansion of the Creston and District Community Complex. It also suggested other operating enhancements such as:

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

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

2012 Nelson & District Parks & Recreation Master Plan

In 2012, the RDCK, through the Nelson and District Recreation Commission, developed a Parks and Recreation Master Plan. The 2012 Nelson Plan was also built upon diligent research and thorough public consultation.

The Plan outlined **four** key goals:

- One:** Strengthen the community throughout the region.
- Two:** Motivate individuals and families to be healthy and active.
- Three:** Serve as stewards of the environment.
- Four:** Contribute to a diverse and sustainable economy.

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

- Enhancing support to volunteer groups
- Being committed to regional coordination

Kootenay-Columbia Rivers Official Community Plan (1996)

The Kootenay-Columbia Rivers Official Community Plan governs the provision of service and planning for both Area I and Area J. It outlines a number of pertinent objectives and policies regarding parks and recreation. The following explains.

Parks and Recreation Objectives

- To ensure recreation activities are compatible with the rural character of the Plan Area.
- To ensure provision of recreation facilities are directed toward community needs first.
- To provide local recreational opportunities for tourists that do not stress existing facilities, services, and resources or generate undue cost to local taxpayers.
- To establish a comprehensive trail system which connects the Plan Area with the City of Castlegar.

Parks and Recreation Policies

- A recreation development plan should be prepared for the Plan Area. The Board of the Regional District may then prepare a development cost charge bylaw as a means of acquiring a five percent dedication of land or money in lieu of land to be used for public recreation and open space as a condition of subdivision in all subdivisions where residential lots to be created are less than 0.8 hectares in size.
- The Board of the Regional District proposes the establishment of a recreation system in the Plan Area based on the following categories:
 - » Open Space: greenbelts which provide for watershed protection, access to river shorelines, and dispersed low environmental impact recreational facilities, such as walking and cycling trails.
 - » Regional recreation nodes catering to residents of the Plan Area, the City of Castlegar and visitors. Included are the Pass Creek Regional Park which contains a concentration of outdoor recreation facilities such as picnic sites, shelters, and playfields, and the combined Doukhobor Historical Centre and National Exhibition Centre.
 - » Community parks should be centrally located, and if possible, located in association with a neighbourhood school and contain playgrounds, ball fields, tennis courts, and other recreation activities.
- Historical interpretation sites and archaeological sites which describe the past and reflect major achievements of residents of the area. Included in this category are the Doukhobor Historical Centre, Verigin’s Tomb, Robson Community Memorial Church and Cemetery, CPR Train Bridge, Brilliant School, Lots 1 –6, Plan 2952 in Brilliant and the Doukhobor Suspension Bridge, Ootischenia Cemetery, Champion Creek Cemetery, and the archaeological sites as identified on Schedule ‘B’—Land Use Designations.
- In order to conserve heritage values the Board of the Regional District of Central Kootenay identifies the following site(s) as shown on Schedule ‘B’—Land Use Designations: Brilliant School, as a locally important heritage building and site for which a Development Permit is required pursuant to Section 4.2 of this Bylaw.
- In support of park and recreation initiatives the Regional District shall review its development approval bylaws to include provisions requiring park land dedication or cash-in-lieu as per the Local Government Act.

Trail Development Policies

- A comprehensive trail development system for pedestrians and cyclists shall be considered as a high priority on lands adjacent to the Kootenay and Columbia Rivers as shown on attached Schedule 'C'—Trail Development.
- In general, recreation trails shall be directed away from the Agricultural Land Reserve areas. However, where such trails are proposed on land within the Reserve, the onus shall be on the proponent to demonstrate that the proposed trail system shall not interfere or otherwise restrict the optimum agricultural operation of adjacent or potential agricultural holdings.
- In determining the appropriateness of a proposed recreation trail within the Agricultural Land Reserve, the proponent shall submit information documenting the likely impacts on adjacent existing and potential agricultural operations as well as possible mitigative measures including the use of vegetative screening and buffers, natural features, and fencing. The proponent shall also demonstrate that the proposal has the support of adjacent agricultural operators and local agricultural organizations.
- On land within the Agricultural Land Reserve, proposed recreation trails where approved by the Agricultural Land Commission shall not bisect existing or potential agricultural operations and such trails shall be directed to the periphery of the Agricultural Land Reserve block.



Castlegar and Areas I & J Background

Planning related to recreation and parks conducted by the City of Castlegar and/or the Castlegar and District Recreation Commission is presented as follows. Understanding this information provides a planning context for the area.

2006 Recreation Services Review

In 2006 the Regional District of Central Kootenay and the City of Castlegar took part in a Recreation Services Review. The review including research and community consultation and was meant to:

- Prepare a Departmental Review for the Castlegar and District Community complex and Recreation Commission
- To establish community based priorities for the delivery of recreation and leisure services
- To provide a framework for making decision based on the assessment of the aspirations, needs, priorities, and financial abilities of the residents of the City of Castlegar and Electoral Areas I and J.

The review included 12 recommendations outlined as follows. Those recommendations outlined in bold italics have been completed.

Governance

- ***Amend the Regional District of Central Kootenay By-Law 530 to give the voting strength to the City of Castlegar as outlined in section 4.1.2.***
- ***Include the City of Castlegar sports field facilities in the funding formula currently used for the Recreation Complex.***
- Administer these services through the City of Castlegar, with the Director of Recreation and the Recreation Supervisor becoming City employees.

Regional/Municipal Parks

- ***Apply the current funding formula for recreation facilities under the direction of the Castlegar and District Community Complex and Recreation Commission to sport field facilities at Kinnaird Park, Inland Park, and the Recreation Complex field.***
- Plan and implement the field users' proposal for a soccer complex at Inland Park and a baseball/softball complex at Kinnaird Park.

Indoor Facilities

- Address the general maintenance issues presented by the user groups.
- Develop a detailed long range plan regarding the future of the Pioneer Arena.
- *Develop a long term facility plan to identify facility improvements as well as facility additions, including a second ice sheet, improvements to the aquatic centre, and the construction of a new gymnasium and multi-purpose space.*

Recreation Programming

- *Add one full time equivalent position to the Recreation Department to provide recreation program coordination and special event administrative and leadership assistance.*
- *Review and revise recreation program offerings on a regular basis.*
- Provide administrative and leadership assistance to volunteer groups planning special community events.

Administrative Structure

- *Add parks planning and cultural services to the responsibilities of the Recreation Commission.*



2009 RDCK Architectural/Structural Building Condition Assessment Castlegar Community Complex and Pioneer Arena

The 2009 Building Condition Assessment for the Castlegar and District Community Complex and the Pioneer Arena were completed to identify maintenance and upgrade priorities for each facility.

In relation to the Pioneer Arena, the report outlined a total of \$1,932,000 (2009 value) in necessary upgrades of which over \$500,000 was needed immediately. The report also suggested that future planning for a replacement facility would be warranted due to the age and state of the facility.

In regards to the Community Complex, the report outlined up to \$953,000 (2009 value) in required upgrades between the 2009 – 2014 time period. It also outlined potential capital costs of an additional ice sheet (to replace the Pioneer Arena facility) of between \$8 – \$10M.

Castlegar's Economic Diversification Plan (April 2010)

Castlegar's Economic Diversification Plan was developed in 2010 in response to the unexpected loss of industrial tax revenue in 2009. The Plan outlines a variety of action steps for the City in ensuring its economy and resident quality of life could be sustained. Pertinent to recreation and parks, the Plan suggests the following:

4. *Increase Castlegar's attractiveness by enhancing our recreational, heritage and cultural facilities*
 - » *refurbish/expand the Recreation Complex— pool, seniors area, gym area, second ice sheet at an approximate cost of \$22 Million.*
 - » *create a major park/recreational plan for the 26 ha. Millennium Park at an approximate planning cost of \$60,000.*
 - » *Provide water and gallery improvements for the Doukhobor Discovery Centre to safeguard irreplaceable artifacts at an approximate cost of \$ 500,000.*

Castlegar & District Recreation Commission 2010 Recreation Services Survey

In 2010, the Castlegar and District Recreation Commission conducted a statistically reliable survey that asked questions regarding current and future facility needs and sought information regarding recreation services in general such as ways in which the public learn about recreation opportunities in the area, the level of use of the current amenities in the Community Complex, limitations to participation, and the benefits of parks and recreation to local residents. A total of 400 completed telephone surveys (200 from the City of Castlegar and 100 each from Electoral Areas I & J) were analyzed. Key findings included:

- 81% of the survey respondents indicated they had used the Castlegar and District Community Complex in the past 12 months. Use by residents of each community was similar: Castlegar (83%), District I (75%), and District J (81%).
- The three potential improvements at the Castlegar and District Community Complex that were identified most often by respondents as being very important were a second sheet of ice to replace the Pioneer Arena (35%); larger fitness/weight room space (31%), and leisure features in the Aquatic Centre (27%).
- Thirty-six percent (36%) of respondents listed other recreation opportunities and/or improvements they felt were needed in the community.
- A lack of time (32%) was cited most frequently in terms of limiting respondents' participation in recreation activities and programs. A lack of time is less of a concern for those over 60 years of age and more of a factor for those between 20 and 59.
- Eighty-one percent (81%) of respondents felt parks and recreation services in the Castlegar area provide some or great benefit to their household. Although still a significant number, not as many respondents from Area I (70%) felt as though parks and recreation services provided benefit to their household.
- More significant is that 97% of respondents felt parks and recreation services provided benefit to the community as a whole. This large group of respondents clearly saw the significance of the indirect benefits parks and recreation services provide to the community.

City of Castlegar Official Community Plan (2011)

The City of Castlegar Official Community Plan (OCP) was developed in 2011 and provide overarching strategic guidance for the entire City organization. The vision for the City outlined in the OCP is as follows:

Castlegar *"Embracing BIG Ideas"*

Castlegar is a small city with a big heart and BIG Ideas. It's a place where opportunity meets lifestyle. Our community is shaped through innovation: innovation in sustainability, regional servicing, and technology. We are a community with a sense of place, created by people with purpose and passion. Surrounded by trees, mountains, and water, we have a consistently high quality landscape and local airshed. Excellence in energy action and conservation showcases our leadership in environmental stewardship. Our economic environment is adaptable to fluctuating market conditions and attracts creative entrepreneurship. Living is affordable, housing forms are diverse, neighbourhoods are complete and inclusive, and the community is well serviced. We are a connection point that unites the region—a hub from which to explore life's adventure. Nature and technology are our enablers. We have opened our eyes to what is possible and live happily ever after in Castlegar.

Further to a broad community vision, the OCP guiding principles and broad sustainability goals. The OCP outlines specific objectives, policies, and action steps related to parks and open space and social and cultural aspects of service provision. These are presented in detail on the following pages.



17.0 PARKS AND OPEN SPACE

Parks and open spaces are core to the quality of life in a community. The primary mandate of the Parks and Open Space system is to satisfy the broad range of recreational needs of residents in a community. This is accomplished by offering an array of formal and informal park and open spaces that include active and passive recreational amenities. Parks and open spaces can also beautify urban landscapes, act as buffers between different land uses, and protect sensitive vegetation and wildlife from the impacts of development. Often parks and open spaces rank among the highest priorities for improvement within most communities.



The City's Open Space Study shows that there are approximately 26 hectares (65 acres) of parkland in Castlegar, of which 5 hectares (13 acres) is Neighbourhood parks and 21 hectares (52 acres) is Community parks. The Community Centre Complex, Kinnaird Park, Kinsman Park, and Zuckerberg Island are provided as examples of Community Parks in the Open Space Study.

17.1 Parks and Open Space Objectives

- .1 Provide residents with appropriate amounts and types of parkland and open space.
- .2 Protect the natural environment and important ecosystem locations by designating these areas as Parks and Open Space.
- .3 Strive to make parks and open spaces usable and accessible to the widest majority of residents possible.

17.2 Parks and Open Space Policies

- .1 Retain and protect areas currently designated as Parks and Open Space in Schedule B.
- .2 Invest in new parks and open spaces and the maintenance of existing parks and open spaces.
- .3 Ensure special parks and open spaces, specifically along the waterfront, meet the needs of the community.
- .4 Ensure the park and open space system has the least possible impact on the natural environment.
- .5 Maintain a strong commitment to the upkeep of municipal parks.

- .6 Require all new subdivisions to include land for parks and open spaces up to 5% of the total area proposed for subdivision, as per the Local Government Act.
- .7 Negotiate, where possible, the 5% parks and open space provision in new development to include lands of varying topography and terrain, including any of the following:
 - flat lands - for a wide range of uses including sports activities,
 - waterfront lands - for environmental purpose and for public access to the water,
 - historical sites – to preserve historic amenities, and
 - large tracts of vegetation - to buffer neighbourhoods on sensitive corridors.
- .8 Strongly encourage parks and open spaces in new development to maintain and enhance linkages to existing parks and open spaces.
- .9 Ensure park and open space is provided that can meet the needs of residents of all ages and that are universally accessible.
- .10 Develop and manage parks with a strong consideration for year round functionality and use.
- .11 Reflect the needs of the community in parks programming.
- .12 Encourage neighbourhood parks within a walkable distance (5-10 minutes) of all current and future residential areas.
- .13 Strive to provide four hectares (10 acres) of parks and open space per 1000 residents as recommended by the City of Castlegar Open Space Study.
- .14 Protect public access to the Kinnaird Bluffs.
- .15 Research alternatives and work towards eliminating the use of pesticides in municipal parks and open space maintenance operations.

17.3 Parks and Open Space Actions Steps

- .1 Complete a Twin Rivers Park Master Plan that details future development.
- .2 Complete a Park and Open Space Master Plan that includes the identification of future park and open space and strategies for land acquisition.
- .3 Explore funding options for the acquisition and development of new, or enhancement of existing parks, open spaces and trails within the City in accordance with the potential Park and Open Space Master Plan and the existing Bicycle and Pedestrian Master Plan.
- .4 Assess the feasibility of updating the Development Cost Charge Bylaw to include a Parkland Development Cost Charge.
- .5 Assess public support for the adoption of a Bylaw to restrict the use of pesticides on private lands.

22.0 SOCIAL & CULTURAL

A livable community is a safe, healthy and inspiring place to live, work, play and learn. Maintaining and enhancing the social and cultural resources in Castlegar and the surrounding region is critical to our long term vision because these resources give us a sense of place, history, and meaning and retain and attract people, regardless of age and economic status. The social and cultural resources of Castlegar are categorized into the areas of heritage, recreation, and arts and culture.



Castlegar and the West Kootenay region has a significant history, including the Doukhobors, First Nations, the discovery of the west coast link by David Thompson, and the natural resources of the Columbia Water Basin. Castlegar also has a significant inventory of arts and cultural assets including the library, the CPR Station Museum, Zuckerberg Island Heritage Park, the Kootenay Gallery of Art History and Science, the Brilliant Cultural Centre, the Doukhobor Discovery Centre, and the Castle Theatre. In addition, we have private galleries and performance venues, and events and celebrations throughout the year.

The paper "Input on Directions for Sustainability in Castlegar" provided a wide range of important input for focusing future efforts to enhance social and cultural aspects in Castlegar including:

- A strong arts and culture policy;
- Expanded facilities and opportunities to encourage, promote and celebrate the arts;
- Supporting the tourism industry;
- Availability of social services;
- Youth support and community involvement;
- Community-wide accessibility;
- Establishing community identity and pride;
- Adequate health and social services; and,
- Support for an aging population and an increasing number of retirees.

22.1 Social and Cultural Objectives

- .1 Maintain and enhance the quality of life in Castlegar.
- .2 Reduce physical and social barriers in the community.
- .3 Protect and celebrate the community's unique and varied heritage and cultural diversity
- .4 Recognize the contribution of culture to the community
- .5 Promote access to cultural opportunities for all residents and visitors
- .6 Encourage diverse cultural experiences
- .7 Act responsibly to pass on cultural legacies
- .8 Integrate culture into the community's broader vision and goals.

22.1 Cultural Policies

- .1 Preserve, promote and improve Culture in the community as set out in the City of Castlegar Cultural Policy.
- .2 Ensure that where possible, a variety of cultural activities and services are available and accessible to all residents and visitors of the community.
- .3 Assist in the establishment of a coordinated cultural service system characterized by effective communication, cooperation and sharing of resources within the cultural community and between the cultural community and City of Castlegar.
- .4 Ensure the efficient utilization of existing cultural resources in the community including City of Castlegar owned buildings and other facilities used for cultural activities.
- .5 Encourage the development of new and innovative cultural activities in a coordinated and complementary manner.
- .6 Encourage public and private interest and support for culture to ensure the long term viability of existing and new cultural assets.
- .7 Encourage opportunities for the cultural community to contribute to the community's economic and social development.

22.2 Social Policies

- .1 Monitor the City's quality of life by identifying measures that track progress.
- .2 Foster a high level of communication, engagement and social interaction in the community;
- .3 Continue working to provide universal physical accessibility throughout the community, particularly in public facilities and spaces.
- .4 Identify and undertake initiatives to enhance community identity and pride.

- .5 Ensure that opportunities for social and cultural expression are provided to community members of all ages.
- .6 Partner with the RCMP, committees and community groups to identify and implement crime prevention through building and landscaping design.
- .7 Ensure social and recreational programming is adequate and provides for all ages and abilities.

22.3 Heritage Policies

- .1 Preserve and promote heritage by providing adequate public space to house historical records and artifacts.
- .2 Ensure the creation of a comprehensive heritage inventory and establish appropriate strategies to preserve and promote heritage buildings and archaeological places.

22.4 Arts Policies

- .1 Ensure the downtown is identified and supported as the Arts and Cultural heart of the City.
- .2 Strive to open new opportunities for arts and cultural organizations and groups through the development of a comprehensive tool to communicate events, festivals and other activities.
- .3 Ensure that public art exists throughout the City.
- .4 Continue to provide facilities and spaces for affordable, quality cultural activities.
- .5 Maintain and encourage the expansion of sculpture or art walks in the community.
- .6 Encourage the provision of historical walks and boat tours in the community.

22.5 Social and Cultural Action Steps

- .1 Establish a process to identify a long term strategy or plan for protecting, promoting and expanding historical records and artifacts.
- .2 Using the existing Castlegar Cultural Scan, create a formal heritage inventory of buildings and significant places.
- .3 Support the Roles, responsibilities, strategies and implementation steps set out in the City of Castlegar Cultural Policy as adopted by Council in 2011.
- .4 Identify and establish design guidelines or standards for universal accessible streets and public spaces.
- .5 Create an easily accessible master directory of community groups and services.



2012 Community Round Table on Arts & Culture

In June of 2012, the Castlegar Cultural Advisory Committee hosted a **Community Round Table on Arts & Culture**. The meeting was convened by the Cultural Advisory Committee to report to stakeholders on the purpose and activities of the Committee, and receive feedback on services, and solicit input on future activities of the Committee.

Key recommendations from the round table included:

- Each arts and culture venue should assess their venue and determine which types of arts and culture activities the venue is currently best suited to host. Venues that were identified as being underutilized such as Pass Creek Exhibition Grounds, Blueberry Creek Community School, Robson Community School, Selkirk College, and the Castle Theatre were encouraged to conduct this self-assessment.
- The Cultural Advisory Committee could use this information to determine which of these venues are highest priority for the community and which will support a vibrant, multidisciplinary, and sustainable arts and culture community as well as determine the role that the Cultural Advisory Committee might play in promoting and/or improving these venues.
- Encourage Pass Creek Exhibition Grounds and Blueberry Creek stakeholders to do an in-depth study or business plan for increasing use. (If Castle Theatre or Selkirk College are interested, a similar study or business plan might be beneficial for each of these venues.)
- Contact other youth or service groups who are offering programs or services to youth and explore collaborating on arts and culture related youth events or programming such as youth culture nights, open mics, mentoring with an artist, and volunteering with arts groups.
- Promote the participation of the Cultural Advisory Committee or other arts organizations in the planning for downtown revitalization. The group was very keen to support the use of arts to revitalize the downtown and generated many ideas that could support such an initiative.



Section 4

The Benefits of Recreation

The benefits of recreation, culture, and leisure pursuits are substantiated by research and are becoming increasingly recognized by all levels of government. The following section identifies the key benefits statements from the National Benefits HUB as well as an overview of the recently developed *A Framework for Recreation in Canada 2015: Pathways to Wellbeing*.



National Benefits HUB

The National Benefits HUB is a research database which provides access to numerous resources that identify the positive impacts of recreation, sport, fitness, arts/culture, heritage, parks, and green spaces on a community. Identified below are the eight key messages from the National Benefits HUB with corresponding evidence related to how recreation and culture can positively impact a community and its residents.

Recreation and Culture...

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

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.

Provide the key to balanced human development.

- Regular physical activity is likely to provide children with the optimum physiological condition for maximizing learning.¹
- Low income students who are involved in arts activities have higher academic achievement and are more likely to go to college.²
- The arts and other forms of creativity can have profound individual social outcomes and generate a deeper sense of place and local community.³
- Individuals that participate in physical activity in a social setting have improved psychological and social health and often also benefit from increased self-awareness and personal growth.⁴

Provide a foundation for quality of life.

- The arts are seen as an important contributor to quality of life in communities.⁵
- High quality public spaces can enhance the sense of community in new neighbourhoods.⁶
- Community sport facilities have positive benefits related to increased accessibility, exposure, participation, perceptions of success, and improved sport experiences.⁷

Reduce self-destructive and anti-social behaviour.

- Youth participation in recreational activities such as camps increases leadership and social capacities.⁸
- 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.⁹
- Teen athletes are less likely to use illicit drugs, smoke, or to be suicidal.¹⁰

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.¹¹
- 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.¹²
- Structured sport and recreational activities can help foster a stronger sense of community among children and youth.¹³

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

2 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.

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

4 Eime, Rochelle M et al. (2013). A systematic review of the psychological and social benefits of participation in sport for adults: informing development of a conceptual model of health through sport. *International Journal of Behavioral Nutrition and Physical Activity*. 10(35).

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

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

7 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.

8 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.

9 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.

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

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

12 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.

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

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.¹
- Parks and recreation programming during non-school hours can reduce costs associated with juvenile delinquency and obesity.²
- Increased fitness leads to lowered risk factors for substance abuse among youth populations.³

Are a significant economic generator.

- Recent Canadian research indicated that cultural activities have the potential to be significant drivers of economic outputs and employment.⁴
- 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.⁵

Green spaces are essential to wellbeing.

- Sustainable public green spaces provide crucial areas for residents of all demographics to be physically and socially active.⁶
- Increasing green spaces in urban centres has a number of positive environmental outcomes which can increase sustainability and lower long term infrastructure costs.⁷
- 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.⁸

A Framework for Recreation in Canada 2015: Pathways to Wellbeing

The recently (2015) finalized Framework for Recreation in Canada provides a new vision and suggests clear goals, underlying values and principles for the provision and delivery of recreation in Canada. While it is understood that recreation is a broad term and that local interests, priorities, and needs differ from region to region and in each individual community, aligning the recreation sector can help build a stronger case for investment in recreation. The Framework outlines both a renewed definition and Vision for recreation in Canada:

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.

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

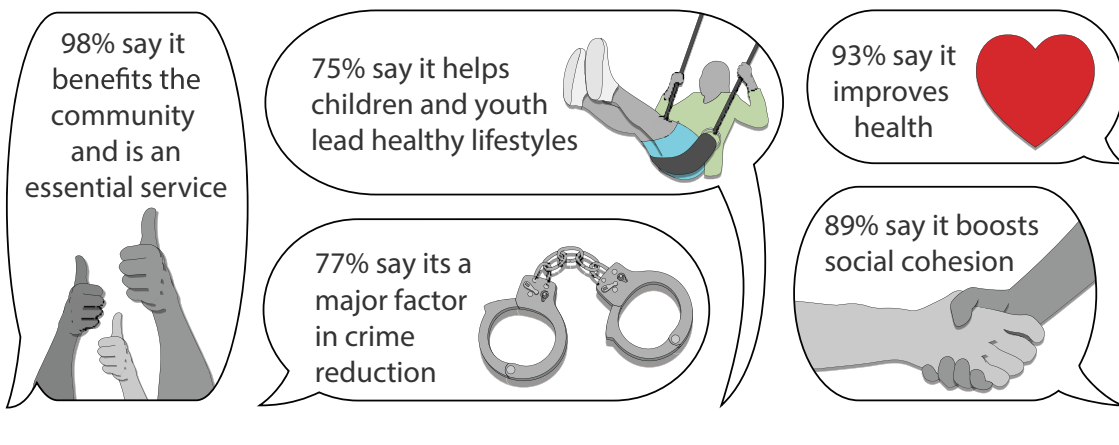
- Individual wellbeing;
- Community wellbeing; and
- The wellbeing of our natural and built environments.

- 1 Canadian Association for Health, Physical Education, Recreation and Dance (CAHPERD). (2004) Physical Activity: Health benefits and costs to health care system. Ottawa, Ontario: Author.
- 2 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.
- 3 Collingwood, Thomas R. et al. (2000). Physical Training as a Substance Abuse Prevention Intervention for Youth. Journal of Drug Education. 30 (4): 435 – 451.
- 4 Momer, Bernard. (2011) Our City, Ourselves: A Cultural Landscape Assessment of Kelowna, British Columbia. Kelowna, British Columbia: City of Kelowna Recreation and Cultural Services.
- 5 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.
- 6 Cohen, D. et al. (2007). Contribution of Public Parks to Physical Activity. American Journal of Public Health, 97(3), 509.
- 7 Groth, P. (2008). Quantifying the Greenhouse Gas Benefits of Urban Parks. San Francisco, California: The Trust for Public Land.
- 8 Place, G. (2004). Youth Recreation Leads to Adult Conservation. Chicago, Illinois: Chicago State University.

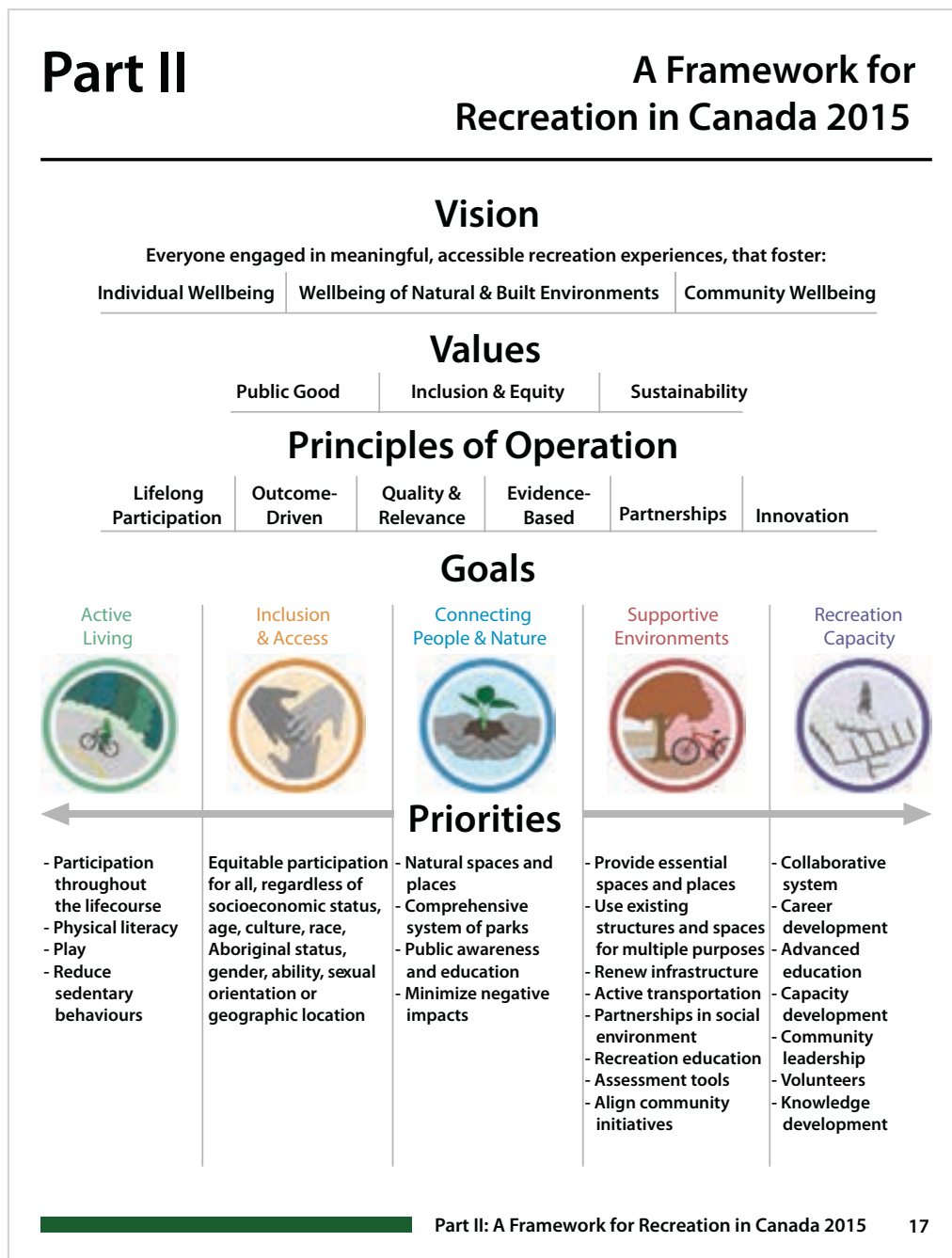


The Framework was developed based on ongoing engagement with decision makers, academics, service providers, and citizens across the country. Research was also important to the development of the Framework in order to help further justify and portray the benefits of recreation.

What Canadians Say About Parks and Recreation⁵



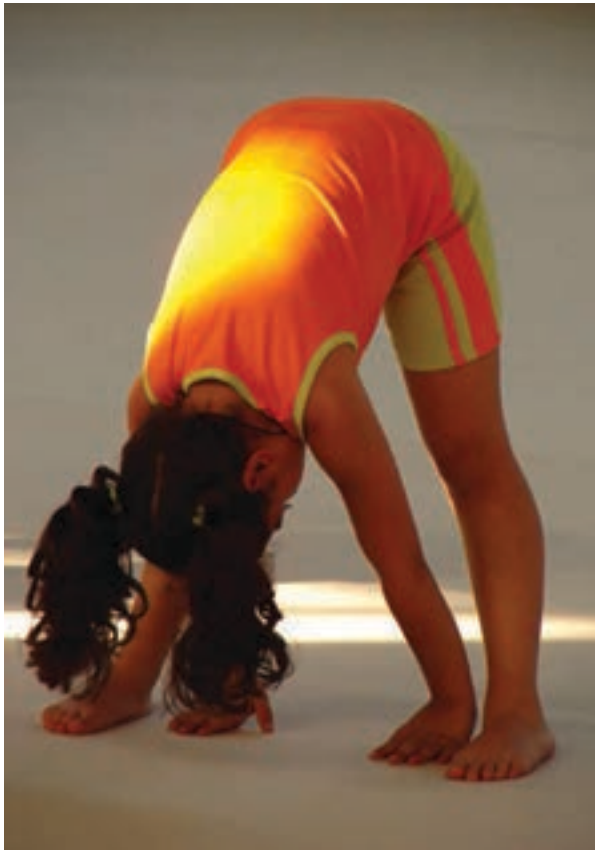
The Framework for Recreation in Canada was formally adopted by the Alberta Parks and Recreation Association in April 2015. The following graphic illustrates the Vision, Values, Principles, Goals, and Priorities of the Framework.



Section 5

Trends and Issues

Identified in this section are a number trends and issues that are currently influencing recreation, arts, culture, and leisure participation and services (e.g. program provision, infrastructure, partnerships).



Physical Activity and Wellness Levels

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

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

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

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

Physical Activity Preferences

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

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

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



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

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

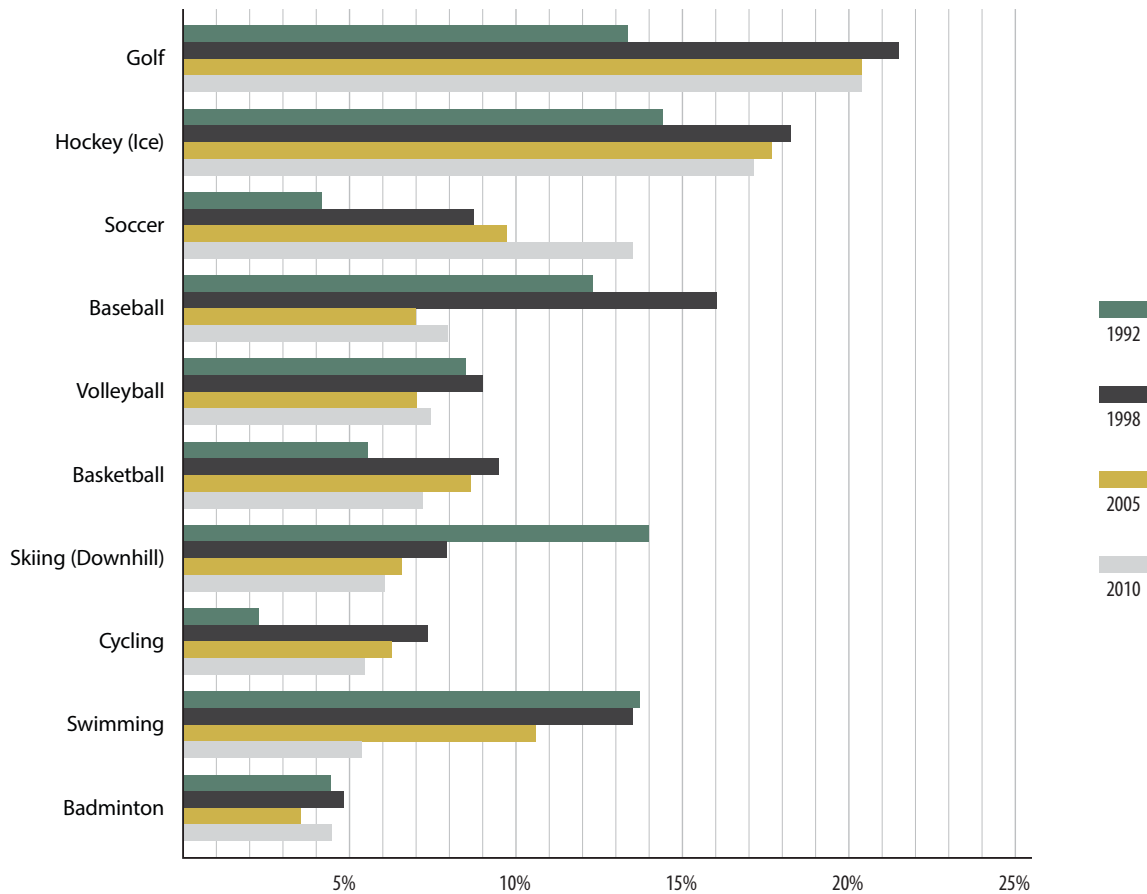
A research paper entitled "Sport Participation 2010" published by Canadian Heritage also identified a number of trends pertaining to participation in specific sports. The following graph illustrates national trends in active sport participation from 1992 – 2010. As reflected in the graph, swimming (as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



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

Active Participation Rate

1992 – 2010



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

Participation in Culture and the Arts

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

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

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

Value of Parks and Outdoor Spaces

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

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

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

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

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

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

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

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

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

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

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

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

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

Volunteerism

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

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

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

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

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

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

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

Barriers to Participation

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

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

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

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

Trends in Service Delivery

Partnerships

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

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

Community Development

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

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

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

Fostering Social Inclusion

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

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

There are five dimensions of social inclusion:

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

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

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

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

Growth of Sport and Cultural Tourism

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



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

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

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

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

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

Aligning with Provincial and National Strategic Initiatives

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

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

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

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

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

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

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

Promotions and Marketing

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

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

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

Balancing Structured and Spontaneous Uses

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

Flexibility and Adaptability

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

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

Creating Opportunities for All Ages and Abilities

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

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

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

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

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

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

Trends in Infrastructure

Managing Aging Infrastructure

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

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

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

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

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

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

Multi-Purpose Facilities and Spaces

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

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

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

Integrating Indoor and Outdoor Environments

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

Ensuring Accessibility

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

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



Revenue Generating Spaces

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

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

Social Amenities

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

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

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

“Green-Thinking” and Sustainable Practices

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

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

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

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

Trends In Culture

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

The Cultural Consumer

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

- Has limited leisure time;
- Is aging;
- Are spending less on culture and recreation;¹
- Has an abundance of cultural activities to choose from;
- Identifies with increasingly niche cultural tastes;
- Seeks a meaningful and multi-tiered cultural experience; and
- Pursues social opportunities through culture.

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

Cultural Planning, Policy, and Leadership

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

- **Joint planning of recreation and cultural services.** Over the past 5 to 10 years, North American municipalities have participated in a cultural planning "boom"—which in some ways is a reflection of the impact of the trends noted previously. While cultural planning had typically been undertaken separately, in recent years it has been observed that some municipalities have been combining strategic planning for culture with strategic planning for recreation and leisure in a single document. Varying perspectives exist regarding this approach. Regardless of the planning model undertaken (combined or as separate), it is important that cultural services and the art are not undermined or overshadowed.
- **Cultural Resource Committees.** During the cultural planning process community engagement often reveals the need for leadership, capacity building and the mobilization of partnerships and resources to successfully implement a Cultural Plan. Historically, some municipalities have relied on local Arts Councils to play this role. In recent years, there has been a shift away from this model as some Arts Councils have too narrow a focus on visual and performing arts, not addressing heritage, creative industries or enterprises, or non-mainstream cultural groups and activities. The trend is now moving towards a broader, cross-sector leadership model representing the full spectrum of cultural resources.
- **Doing More with Less.** In 2009 – 2010, B.C. was last amongst all provinces in per capita spending in the cultural sector at \$206 per capita, versus the national average of \$309 per capita. Additionally, B.C. was almost \$50 per person behind the next lowest province: Manitoba. The provinces' reluctance to commit to long-range planning and spending on culture has contributed to a shortage in available match funds and initiatives. However, the demand for cultural services and activities has not declined; in fact, as we have seen from the cultural participation trends above, the reverse is true.

1 CIW Report

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

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

Importance of the Built Environment and Quality Design

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

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

Fostering Creative Communities

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

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

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

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

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

Section 6

Inventory and Utilization

Recreation opportunities (programs and facilities) are provided in Castlegar, Area I, and Area J by a number of organizations. The Regional District of Central Kootenay (RDCK) provides a number of these opportunities and also plays a key role in supporting many programs, activities and events offered by community groups and not-for-profit organizations in the region. This occurs through the provision of space and other resources. Described in this section is the current infrastructure available in Castlegar, Area I, and Area J. Where available, utilization data is also identified and analyzed. An overview of programs and events is also provided.

Infrastructure

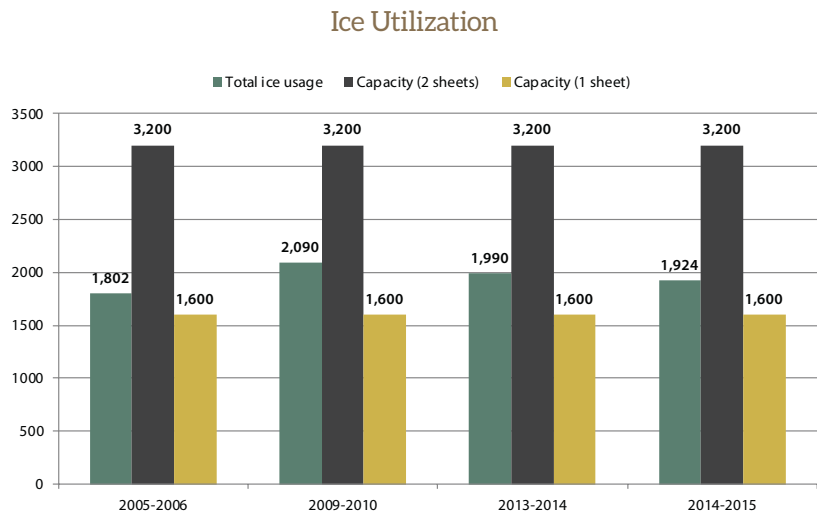
Regional District of Central Kootenay (RDCK) Operated

The RDCK operates the Castlegar and District Community Complex; a multi-purpose regional facility which includes the following components and amenities:

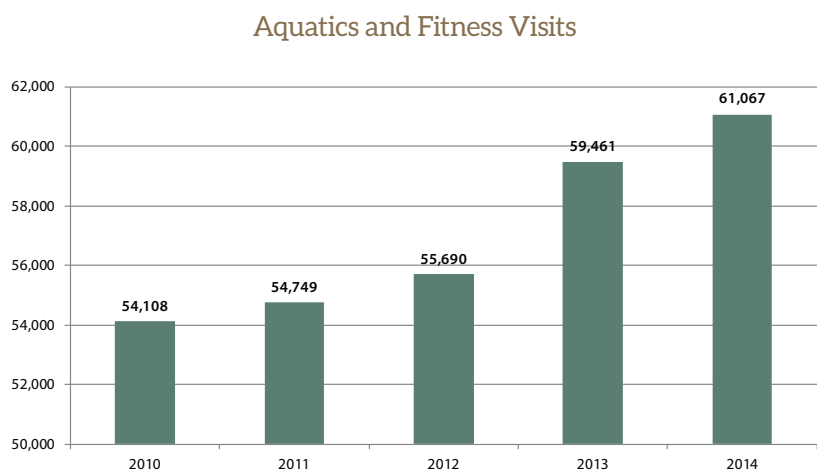
Indoor	
Component	Description
Aquatics	25 metre swimming pool, leisure pool, steamroom, hot tub.
Arena	NHL surface, 6 dressing rooms, adjacent concession facility, seating capacity of 1,050.
Fitness Centre	Cardio area, weight room, fitness studio.
Banquet Hall	20,000ft ² (capacity: 500 seated).
Meeting rooms	6 meeting spaces.
Seniors Centre	Activity spaces include: pool tables, darts, bridge, bingo, carpet bowling. <i>*Floor curling also available in the Complex lobby.</i>

Outdoor	
Component	Description
Tennis courts	4 courts available.
Skate Park	Adjacent to the Complex.
Soccer field	Adjacent to the Complex.
Baseball diamond	Adjacent to the Complex.

The RDCK also operates the Pioneer Arena, which includes a mini ice surface and a modified NHL surface. The following graph illustrates the combined ice utilization (in hours) at The Complex Arena and Pioneer Area in relation to the overall capacity. As reflected in the graph, utilization exceeds the capacity of 1 sheet and is on average 61% of the capacity of 2 sheets.



Aquatics and fitness visits to the Complex are illustrated in the adjacent graph. Visits have steadily increased since 2010 by a total of 11.4%.



Regional Parks

Located within the “Lower Arrow” regional parks sub-region (which encompasses Castlegar, Area I and Area J) are four Regional Parks:¹

Pass Creek Regional Park is located across the Columbia River, opposite the City of Castlegar. The park contains 36.1 hectares of land and includes camping sites, picnic area, swimming beach, trails, ball field, and soccer field. The park is designated as a multiple purpose regional park.

The Robson Boat Ramp Regional Park is located on the north shore of the Columbia River adjacent to the unincorporated community of Robson, across the river from the City of Castlegar. The park provides a boat ramp consisting of gravel fill behind a concrete retaining wall, asphalt surface, and pile/timber construction. The site is designated as a waterfront access park.

Brilliant Bridge Regional Park is located in rural Castlegar, in the community of Brilliant. The Brilliant Bridge is a suspension bridge spanning the Kootenay River constructed by the Doukhobor community in 1913. It was deemed redundant in the 1970’s following the construction of a new high way bridge. In 1995 the site was declared a National Historic Site. This park is designated as a multiple purpose regional park.

Glade Regional Park is located in the community of Glade by the ferry dock. There is a waterfront access park on the Kootenay River with a wharf.

City of Castlegar and Community Organization Operated Facilities and Spaces

The City of Castlegar operates a number of community park spaces which provide recreational opportunities for Castlegar area residents. These spaces include:

- Shewchuck Park (jungle gym, sand box, picnic area)
- Kinsmen Park (water park, slides, swings, jungle Gym, kids play area)
- Millennium Park (paved walkway, swimming ponds, beaches, washrooms, two soccer fields, picnic area)
- Oglow Subdivision Park (picnic area)
- Zinio Park (four tennis courts, play area picnic spaces)
- Kinnaird Park (four ball diamonds, picnic areas, jungle gym, play area)
- Brandson Park (jungle gym and play area, picnic spaces)
- 9th Avenue Park (jungle gym and play area, picnic spaces)
- 1st Avenue Park (play structure and picnic area)
- Cone Hill Park (jungle gym, basketball court, toboggan hill)
- Tamberlane Park (picnic area, play structure)
- Zuckerberg Island (suspension bridge)

Indoor recreation and culture facilities operated by community organizations in Castlegar include:

- Castlegar and District Curling Club
- Kinnaird Hall
- Castlegar & District Public Library
- CPR Station Museum
- Zuckerberg Island Heritage Park
- Kootenay Gallery of Art, History, and Science
- Brilliant Cultural Centre
- Doukhobor Discovery Centre
- Castle Theatre

A handful of rural community halls, parks, and agricultural recreation facilities (i.e. Pass Creek Regional Exhibition Society) also exist within in the Castlegar, Area I, and Area J region. The RDCK provide support to a number of these facilities through discretionary funds managed by Area commissioners and other entities. Schools and Selkirk College also facilitate the provision of recreational opportunities through community use of gymnasiums and other spaces (e.g. classrooms, studios).

¹ <http://www.rdck.ca/assets/Government/Bylaws/Parks/Bylaw%202044%20Regional%20Parks%20Consolidated.pdf>

Programs and Events

Residents of Castlegar, Areas I, and Area J have access to a broad array of recreation, sport and cultural programs. A number of these programs are delivered directly by the Castlegar & District Regional Recreation Department, which include:

- Swimming lessons
- Fitness programs and classes
- Kids and youth camps
- Movie nights
- Paddling programs
- Skateboarding

A Leisure Guide is published seasonally and provides a listing of available programs delivered directly by Department. A Parade of Programs is also held in September which provides organizations with the opportunity to take registrations and promote their programs. The RDCK ensures access to recreation programs to individuals facing financial barriers through a Leisure Access Program. The program provides up to 50% admission and programs the regional complexes.

Not-for-profit groups play a critical role in providing recreation and culture programs and events. The Complex is utilized by a number of groups which includes Castlegar Minor Hockey, Castlegar Figure Skating Club, Castlegar Aquanauts Swim Club, Castlegar Rebels, Castlegar Seniors Citizens Association, Kootenay Swim Club, and many others.

Notable annual events held in Castlegar include:

- Castlegar Sunfest Celebrations
- Kootenay Festival
- Canada Day Celebrations
- Castlegar Bluegrass Jamboree
- Sculpture Walk
- Winterfest

The Pass Creek Regional Exhibition Fall Fair is held annually in September and includes a variety of family, musical, and agricultural activities.

In 2011, the B.C. Seniors Games (now called the B.C. 55+ Games) was jointly hosted by Nelson, Castlegar, and Trail. Facilities such as The Complex have also hosted numerous regional and provincial competitions.



Section 7

Consultation

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

Consultation Mechanism	Responses/Participants
Resident Household Survey	792 households
Community Group Questionnaire	17 group responses
Stakeholder Discussions	11 sessions (~45 participants)

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

Resident Household Survey

A resident questionnaire was fielded to households in Castlegar, Area I, and Area J. In total, 5,227 surveys were distributed and 792 were returned which provides a margin of error of $\pm 3.4\%$.¹ To encourage participation, respondents were offered the opportunity to enter into a draw for a \$100 Canadian Tire gift certificate. A number of promotional mechanisms (Leisure Guide advertisement, posters in The Complex, etc.) were also used to generate awareness and encourage participation.

¹ If the same survey tool was fielded again the results would be accurate within $\pm 3.4\%$ 19 times out of 20.

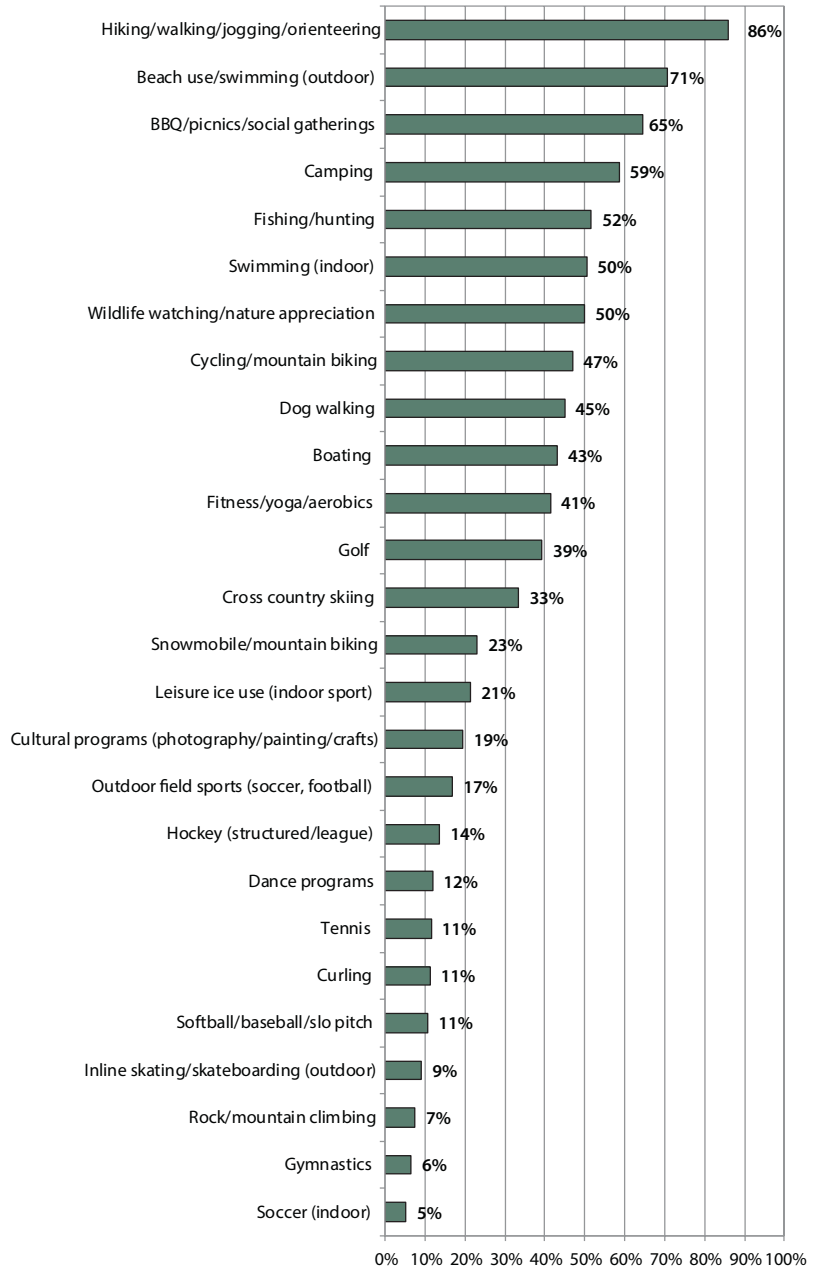


Household Participation in Recreational Activities

Activities

To begin the survey, respondents were asked to identify the recreational activities in which members of their household participate in the area. As illustrated in the adjacent graph, the top five activities that respondents and household member participate in are:

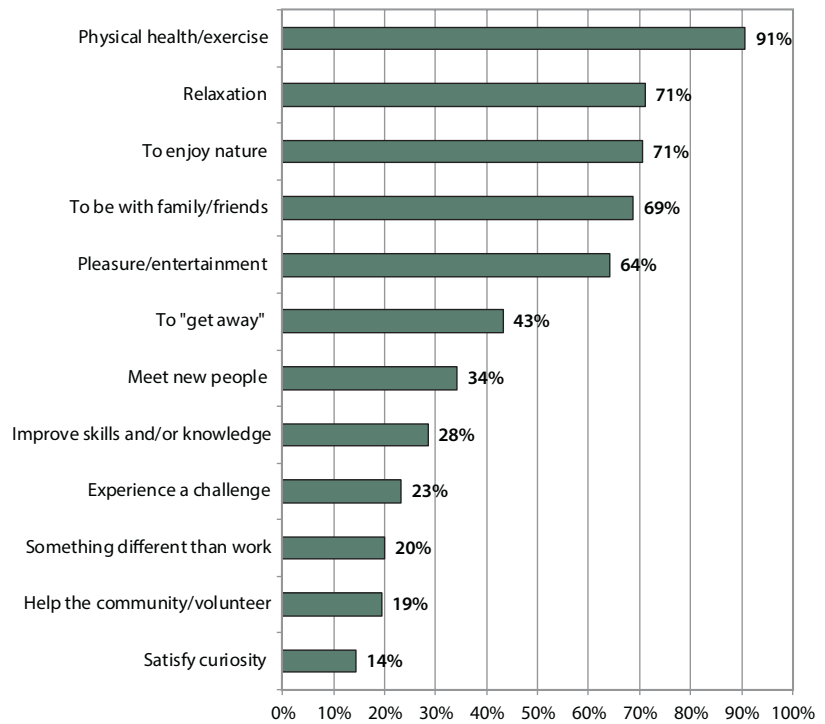
- Hiking/walking/jogging/orienteering (86%);
- Beach use/swimming (outdoor) (71%);
- BBQ/picnics/social gatherings (65%);
- Camping (59%); and
- Fishing/hunting (52%).



Top of Mind Thoughts

When asked to identify the main reasons you and/or members of your household participate in recreational activities, the majority of respondents answered for physical health/exercise benefits (91%). As reflected in the accompanying chart, other reasons for participation in recreational activities are: relaxation (71%), to enjoy nature (71%) and to be with family/friends (69%).

Reasons for Participating in Recreation Activities

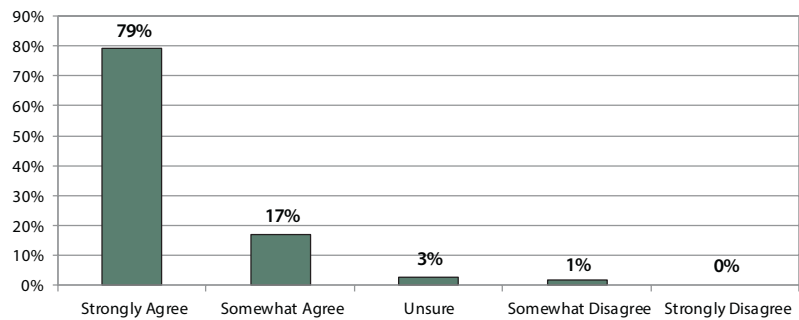


Benefits of Recreation

Survey respondents were presented with a series of statements and asked to identify the extent to which they agreed with each.

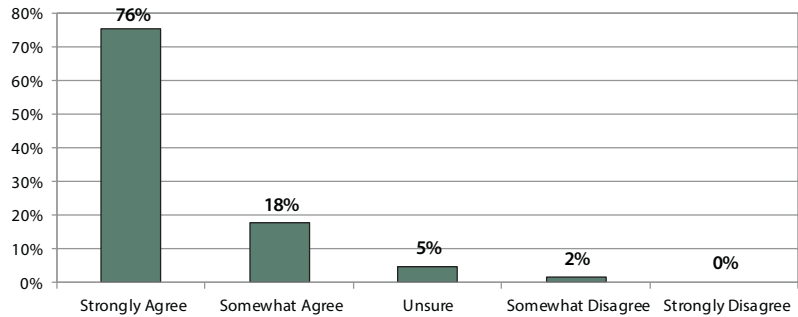
Over three-quarters of respondents (79%) strongly agreed that recreation is important to their quality of life while a further 17% somewhat agreed.

Recreation is Important to My Quality of Life



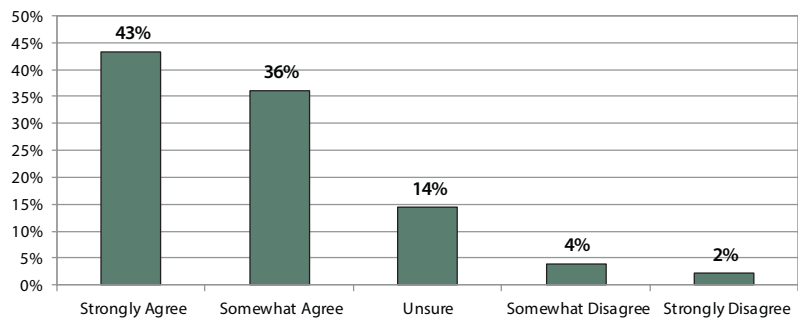
The Community as a Whole Benefits from the Recreation and Parks Programs and Services in Castlegar, Area I, and Area J

Approximately three-quarters (76%) of respondents strongly agreed that the community as a whole benefits from the recreation and parks programs and services in Castlegar, Area I, and Area J. Eighteen percent (18%) somewhat agreed.



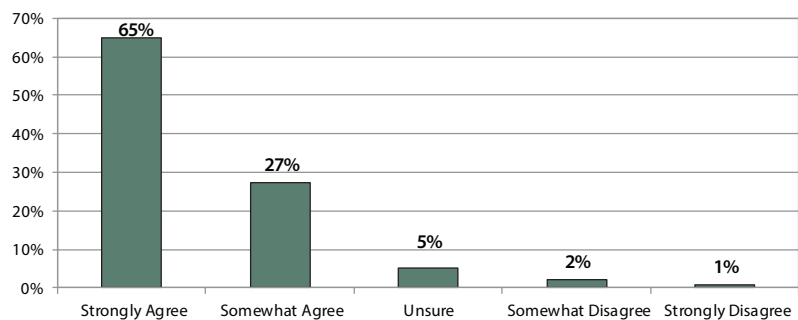
Residents Can Benefit Even if They Do Not Use Recreation Services Directly

Over three-quarters (79%) of respondents agreed that residents can benefit from recreation services even if they do not directly use them.



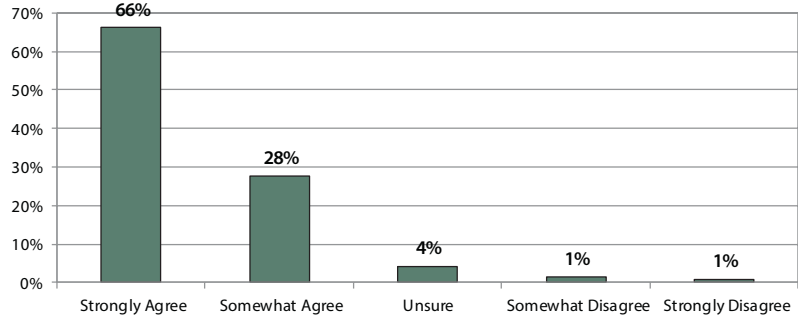
Where Possible, Recreation Facilities and Amenities Should be Developed Considering Their Impact on the Environment

Approximately two-thirds (65%) of respondents strongly agreed that recreation facilities and amenities should consider their impact on the environment when being developed.



Recreation and Parks Brings the Community Together

Finally, two-thirds of respondents strongly agreed that recreation and parks bring the community together.



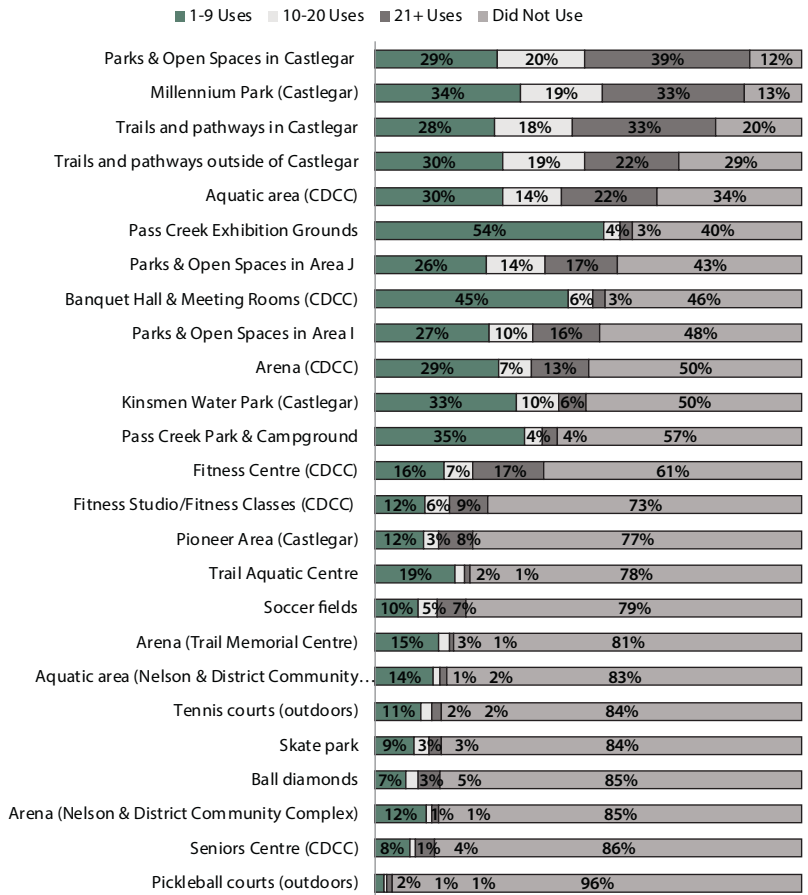
Current Facility Usage

Respondents were provided with a list of facilities, parks, and open spaces and asked to indicate the frequency in which household members used/visited each in the previous twelve months. As illustrated in the accompanying graph, the parks and open spaces in Castlegar are used by the greatest number of households—88% used/visited them in the the previous year. Other facilities, parks, and open spaces used/visited by more than half of households included:

- Millenium Park (87%);
- Trails and pathways in Castlegar (80%);
- Trails and pathways outside of Castlegar (71%);
- The aquatic area—Castlegar & District Community Complex (66%);
- Pass Creek Exhibition Grounds (60%);
- Parks and open spaces in Area J (57%);
- Banquet hall/meeting rooms—Castlegar & District Community Complex (54%); and
- Parks and open spaces in Area I (52%).

Approximately one-third of respondent households were “heavy” users of the parks and open spaces in Castlegar, Millennium Park, and the trails and pathways in Castlegar (39%, 33%, and 33% used each more than 20 times).

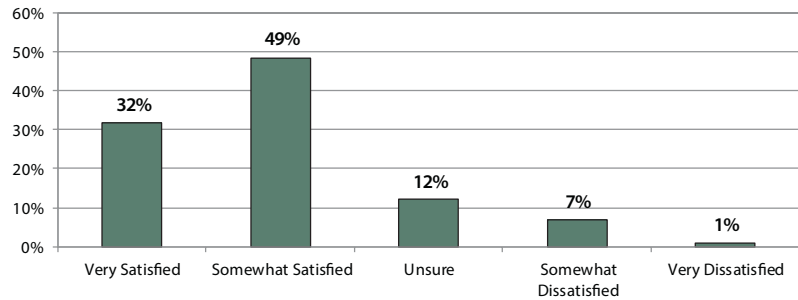
Facility, Park, and Open space Usage in the Past Twelve Months



Recreation and Parks Services Assessment

Respondents were asked to identify their level of satisfaction with the availability of recreation opportunities and services currently offered in Castlegar, Areas I, and Area J overall. Over three-quarters (81%) were satisfied (32% were very satisfied and 49% were somewhat satisfied).

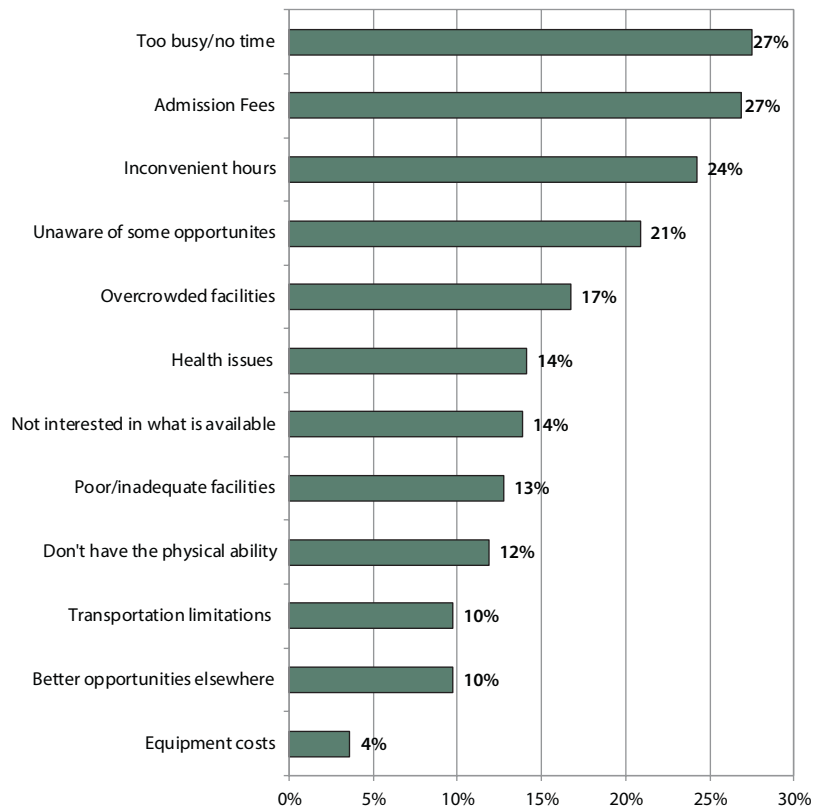
Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in Castlegar and Areas I & J?



The next question asked what, if anything, prevents the respondent or someone in his/her household from participating in recreation opportunities in Castlegar and Areas I & J. The five top barriers were:

- Too busy/no time: 27%
- Admission fees: 27%
- Inconvenient hours: 24%
- Unaware of some opportunities: 21%
- Overcrowded facilities: 17%

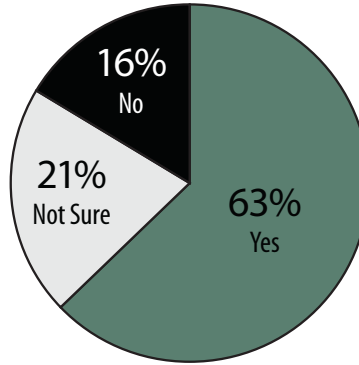
Barriers to Recreation Participation



Is There a Need for New and/or Upgraded Recreation Facilities?

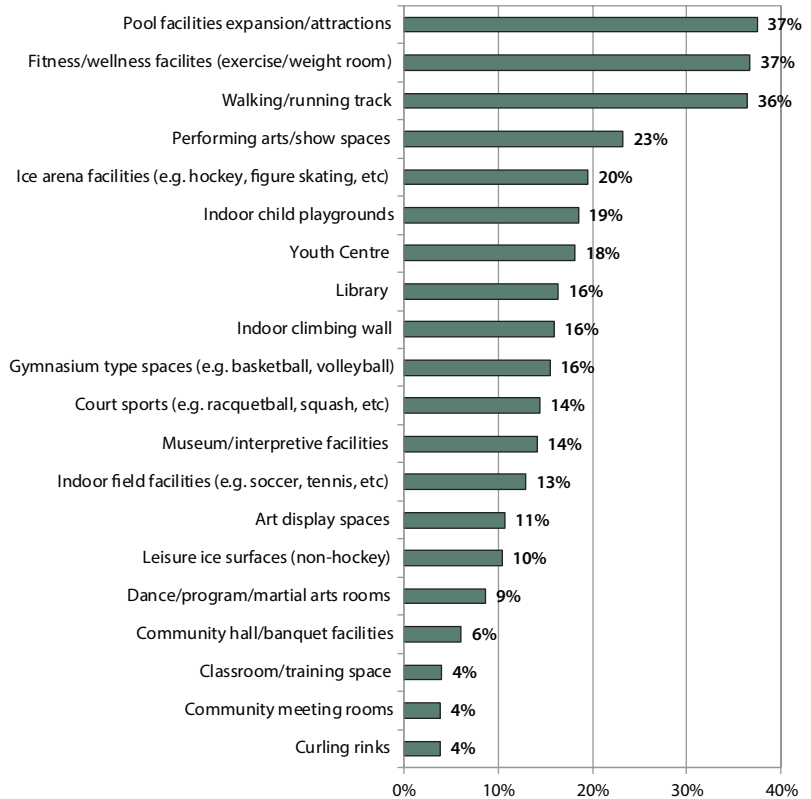
New/Upgraded Community Services

Respondents were asked if there is a need for new and/or upgraded recreation facilities (including parks and outdoor spaces) to be developed in Castlegar and Areas I & J. Almost two-thirds responded yes (63%). See the graph.



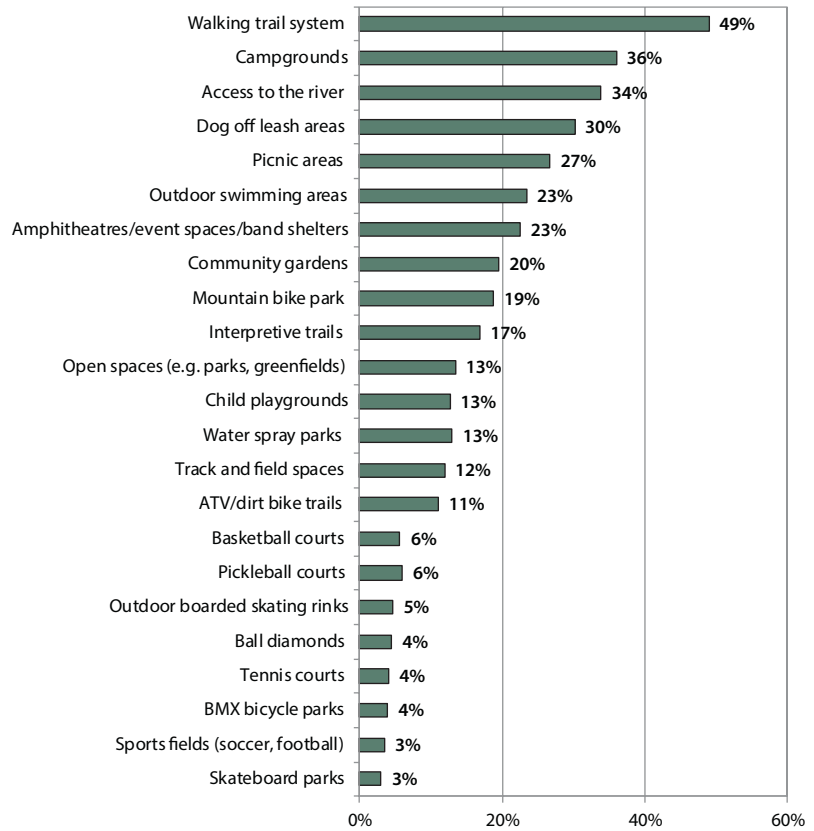
Indoor Facility Priorities

Respondents who indicated new/ upgraded facilities are needed (and those who were unsure) were then asked to choose up to five indoor and five outdoor recreation facilities or spaces that they feel should be more readily available or enhanced in their area. As illustrated in the accompanying graph, the **top five indoor facilities or spaces** were pool facilities expansion/attractions (37%), fitness/wellness facilities (37%), walking/running track (36%), performing arts/show spaces (23%), and ice arena facilities (20%).



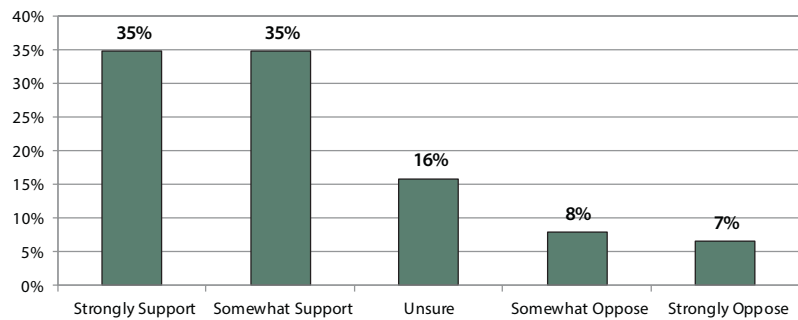
Outdoor Facility Priorities

The top five outdoor recreation facilities or spaces respondents identified included: walking trail system (49%), campgrounds (36%), access to the river (34%), dog off leash areas (30%) and picnic areas (27%). See the accompanying graph for additional responses.



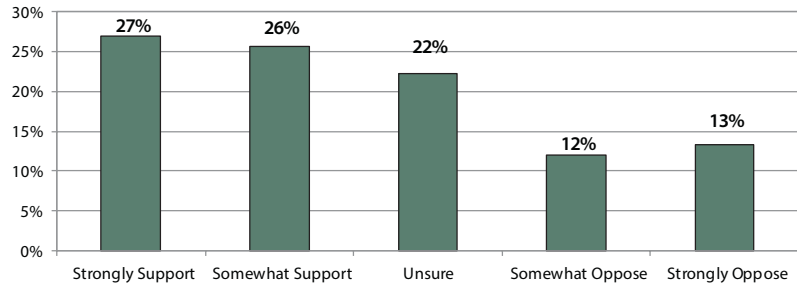
To What Degree do you Support Enhancements of the Castlegar and District Aquatic Centre?

Respondents were then asked to what degree they support enhancements of the Castlegar and District Aquatic Centre. Almost three-quarters (70%) support the enhancements to some degree (35% strongly support and 35% somewhat support enhancements).



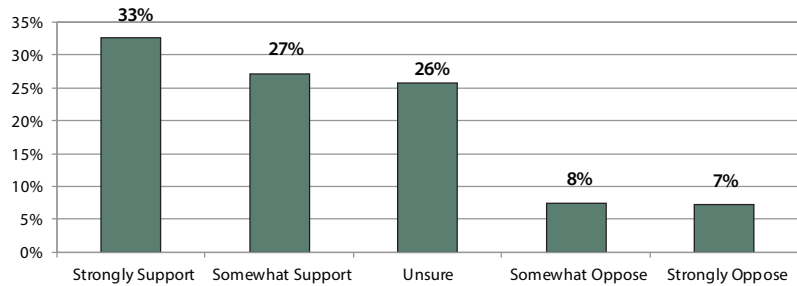
To What Degree do you Support the Enhancement of the Castlegar and District Complex with a New Regulation-Size Ice Sheet to Replace the Pioneer Arena?

Respondents were also asked if they support the enhancement of the Castlegar and District Community Complex with a new regulation size ice sheet to replace the Pioneer Arena. Over half (53%) supported this enhancement (27% strongly supported it and 26% somewhat supported it. Approximately one-quarter (22%) were unsure.



To What Degree do you Support the Enhancement/Enlargement of the Castlegar and District Community Complex Fitness Studio/Gym?

When asked to identify their support for the enhancement/enlargement of the Castlegar and District Community Complex fitness studio/gym, approximately two-thirds (60%) supported it (33% strongly supported it and 27% somewhat supported it). Approximately one-quarter (26%) were unsure.

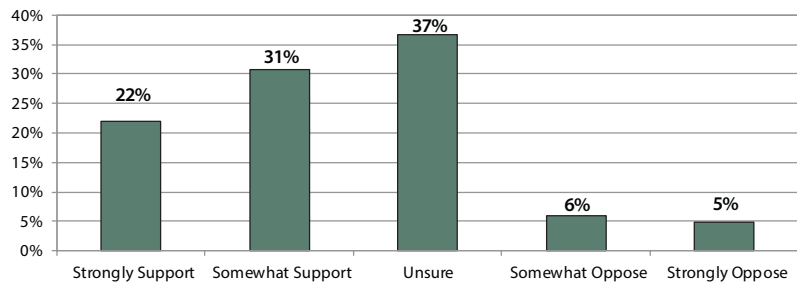


Next, respondents were asked to indicate their levels of support to enhancement/enlargement of the Seniors Centre. Approximately half (53%) supported it while over one-third (37%) were unsure.

Respondents were able to identify other amenities that they would like to see included in the Castlegar and District Community Complex. Ideas mentioned by more than ten respondents included:

- Walking/running track (22 mentions);
- Performing arts venue (16);
- Gymnasium (13);
- Climbing wall (12); and
- Squash/racquetball courts (11).

To What Degree do you Support the Enhancement/Enlargement of the Castlegar and District Community Complex Seniors Centre?



Recreation Programming

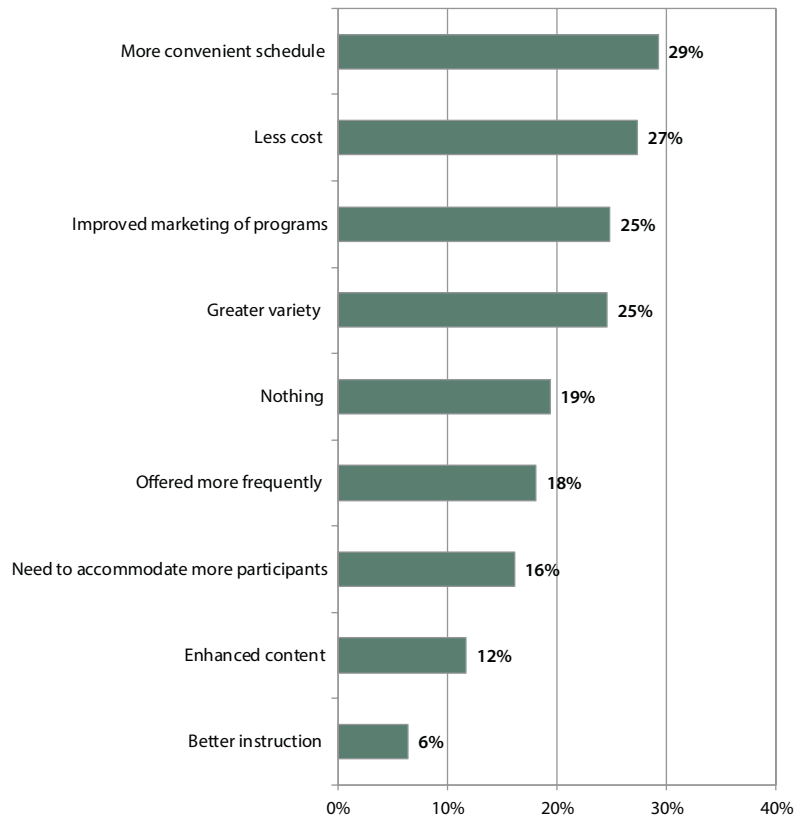
Recognizing that there are a variety of parties that provide recreation programs, respondents were asked to consider the existing and potential new programs and determine what improvements and/or changes are needed. Given a list of options, the most commonly identified improvements included the following.

- More convenient schedule (29%);
- Less cost (27%);
- Improved marketing of programs (25%); and
- Greater variety (25%).

See the accompanying graph for more responses.

A list of program types was presented and respondents were asked to identify the types of programming that should be more readily available for each age group. As illustrated in the following graphs, nature/outdoor education programs were the top priority for children, youth, and teens. Fitness and wellness programs were the top priority identified for young adults, adults, and seniors.

Improvements/Enhancements to Programming

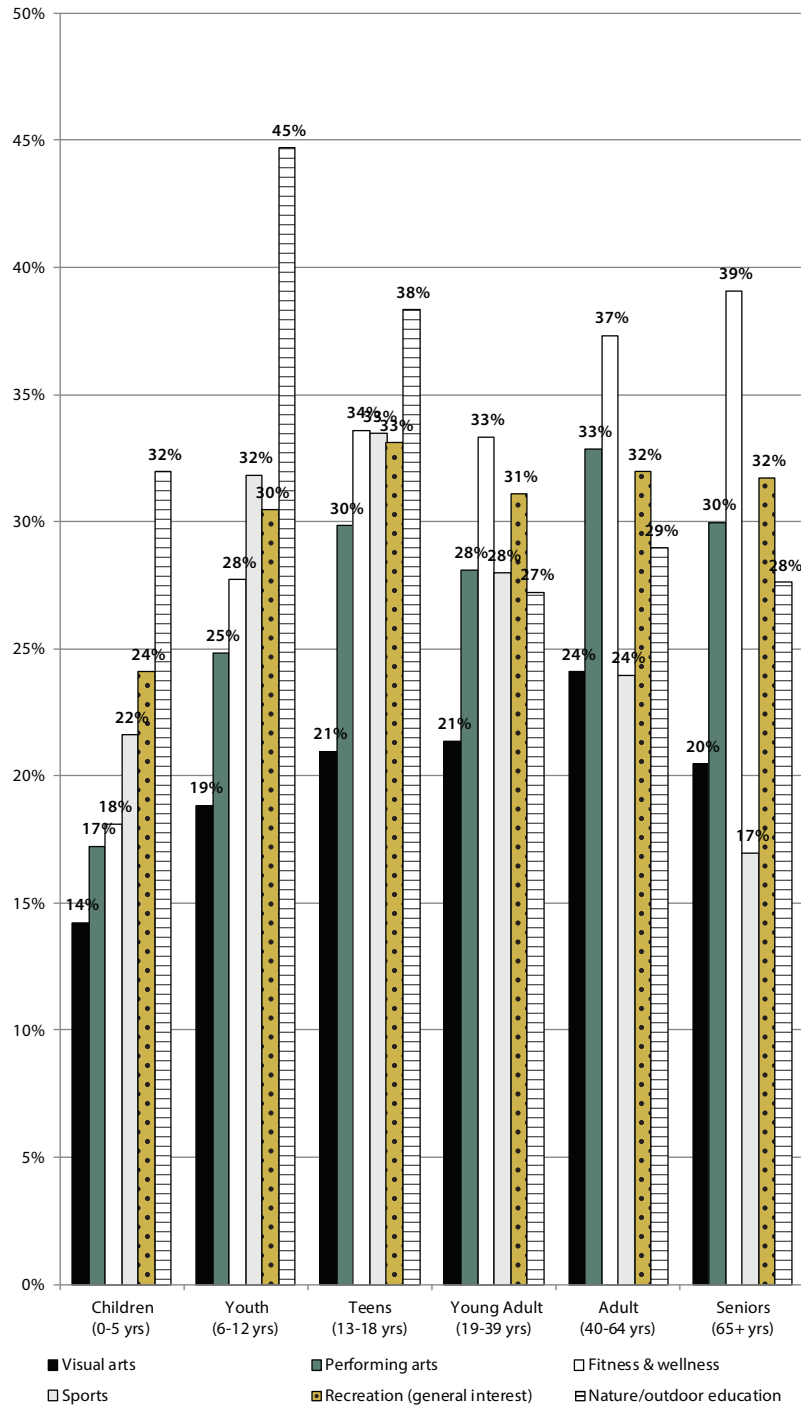


Programming Types that Should be More Readily Available

A list of program types was presented and respondents were asked to identify the types of programming that should be more readily available for each age group. As illustrated in the following graphs, nature/outdoor education programs were the top priority for children, youth, and teens. Fitness and wellness programs were the top priority identified for young adults, adults, and seniors.

Respondents identified some suggestions for programming ideas. Those made by ten or more respondents included the following.

- Performing arts programs (16 mentions)
- Art programs/classes (15)
- General outdoor programs (13)
- General fitness programs (12)
- Youth programming—general (10)

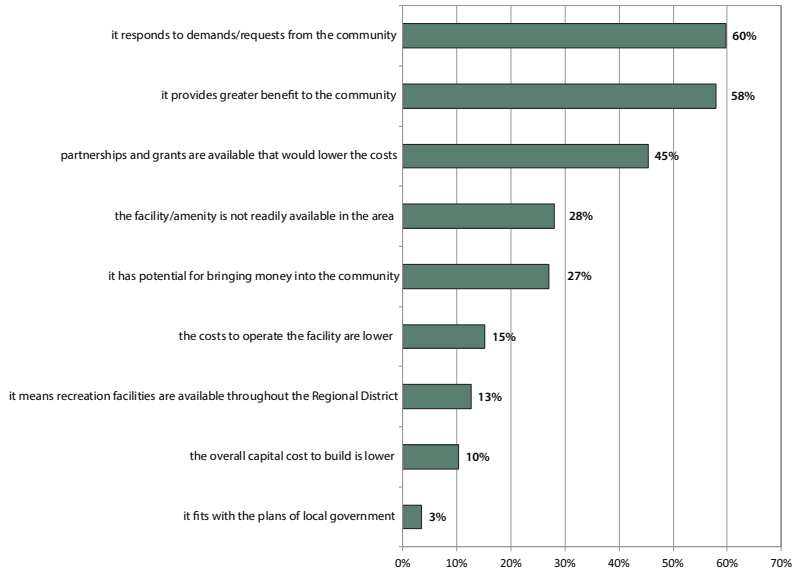


A Recreation Facility Project Should be a Higher Priority If...

Planning Priorities

Respondents were asked to examine a list of criteria that could be used to prioritize several recreation facility projects. From this list they were asked to indicate their top three choices. As illustrated in the accompanying chart the top three criteria were:

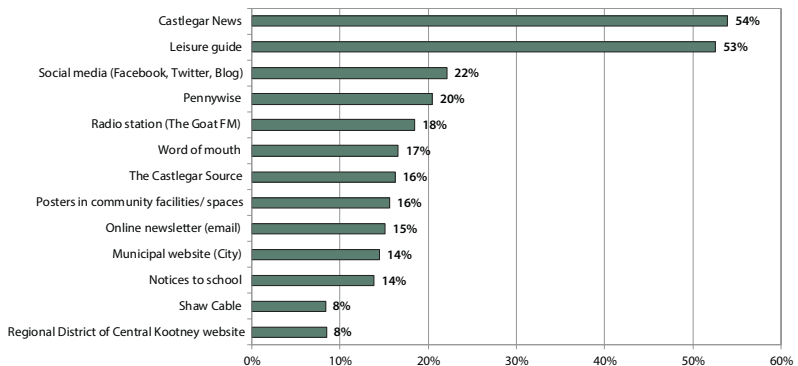
- It responds to demands/requests from the community (60%);
- It provides greater benefit to the community (58%); and
- Partnerships and grants are available that would lower the costs (45%).



Best Methods to Communicate Information

Promotions

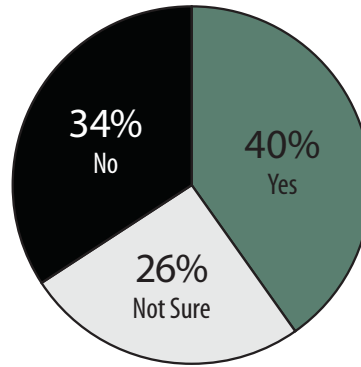
Given a list of existing and potential methods to receive information about recreation programs and events, respondents were asked to identify the best methods. The most preferred methods included the Castlegar News (54%) and the Leisure guide (53%). See the graph.



To ensure that community needs for recreation facilities in Castlegar and Areas I & J are better met, would you support an increase in annual property taxes?

Willingness to Pay

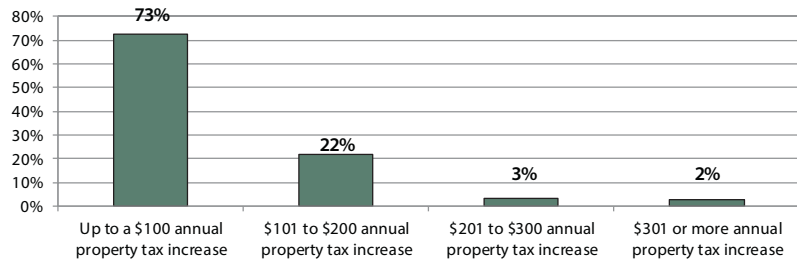
Respondents were asked if they would support an increase in annual property taxes to ensure community needs for recreation facilities in the Castlegar area are better met. Forty percent (40%) would support an increase, thirty-four percent (34%) would not support an increase in taxes and 26% were not sure.



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

Subset: Respondents who would support an increase.

Those respondents who would support an increase in property taxes (and those who were not sure) were then asked how much of an increase in annual property taxes they would support. Approximately three-quarters (73%) would support an increase of up to \$100 annually.



Respondent Profile

Respondent Characteristics	Proportion
Where do you live?	
Castlegar	65%
Area I	16%
Area J	17%
Other	2%
How long have you lived in the Castlegar, Area I, and J area?	
Less than 1 year	3%
1 to 5 years	13%
6 to 10 years	14%
More than 10 years	71%
Do you expect to be residing in the area for the next five years?	
Yes	91%
Not Sure	8%
No	1%
Do you own or rent your home?	
Own	93%
Rent	7%
What is your total household income (prior to taxes) in the previous year?	
Less than \$50,000	33%
\$50,001 – \$75,000	20%
\$75,001 – \$100,000	18%
\$100,001 – \$125,000	13%
\$125,001 – \$150,000	7%
\$150,001 and over	9%
What is the proportion of the population amongst respondents is in each segment?	
0 – 9 years	11%
10 – 19 years	12%
20 – 29 years	7%
30 – 39 years	11%
40 – 49 years	13%
50 – 59 years	17%
60 – 69 years	17%
70 – 79 years	9%
80 years and older	2%

Community Group Questionnaire

A Community Group Questionnaire was fielded in order to gather data and feedback from organizations in the Castlegar area that use facilities and are involved in providing programs, activities, and events. In total, 17 responses were provided by a variety of organizations which included: minor sport organizations, adult sport groups, cultural organizations, outdoor recreation enthusiasts, scouting organizations, and service clubs. A complete list of participating groups can be found in the appendix.

Note: In some instances not all groups answered every question.

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

- 8 groups (47%) indicated that they have members/participants/clients that are preschool aged (0 – 5 years old).
- 10 groups (59%) indicated that they have members/participants/clients that are youth (6 – 12 years old).
- 11 groups (65%) indicated that they have members/participants/clients that are teens (13 – 17 years old).
- 12 groups (71%) indicated that they have members/participants/clients that are adults (18 – 59 years old).
- 9 groups (53%) indicated that they have members/participants/clients that are seniors (60+)

When asked about future expectations for member/participant/client numbers, the majority of groups (9 groups, 56%) indicated that they expected to grow in future years while 7 groups (44%) expected to remain stable. Encouragingly, no groups expected to experience a decline.

Group representatives were also asked to estimate the location of residency of their organizations members/participants/clients. Fourteen responding groups indicated that three-quarters or more of their members/participants/clients resident in Castlegar, Area I, and Area J. Six groups however indicated that they drew 20% or more of their members/participants/clients from other areas in the RDCK outside of Castlegar, Area I, and Area J.

Group representatives were next asked to identify up to five facilities that their organization uses most frequently. Twelve responding groups indicated that they used various components and amenities at the Castlegar and District Community Complex. Other facilities/spaces identified by multiple groups were:

- Kinnaird sports fields (5 groups)
- Pioneer Arena (3 groups)
- Twin Rivers Elementary School (3 groups)
- Pass Creek sports fields (2 groups)
- Rossland Arena (2 groups)

Nine of fifteen responding groups also indicated that they utilized their primary facility (the one which they identified as using most often) on 21 more occasions in the last year.

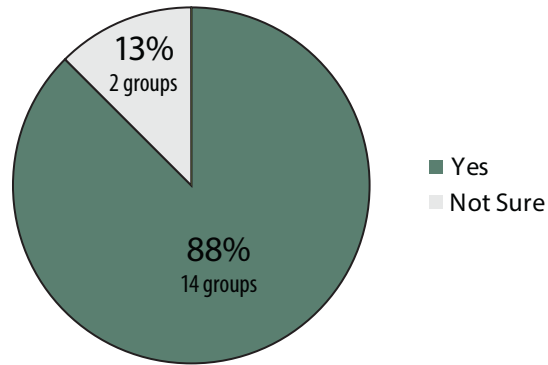
Space was also provided for group representatives to identify any enhancements/improvements that could be done to improve their group's enjoyment of the existing facilities that they used. Fifteen wide-ranging comments were provided. Areas of improvements mentioned in two or more of the comments were:

- Drainage and amenity improvements to sports fields (3 mentions)
- Need for enhanced meeting room spaces (3 mentions)
- Improvements required to arena changing rooms (3 mentions)
- Amenity improvements (i.e. stairs, washrooms, tables) needed to park spaces (2 mentions)



Need for New/Upgraded Facilities

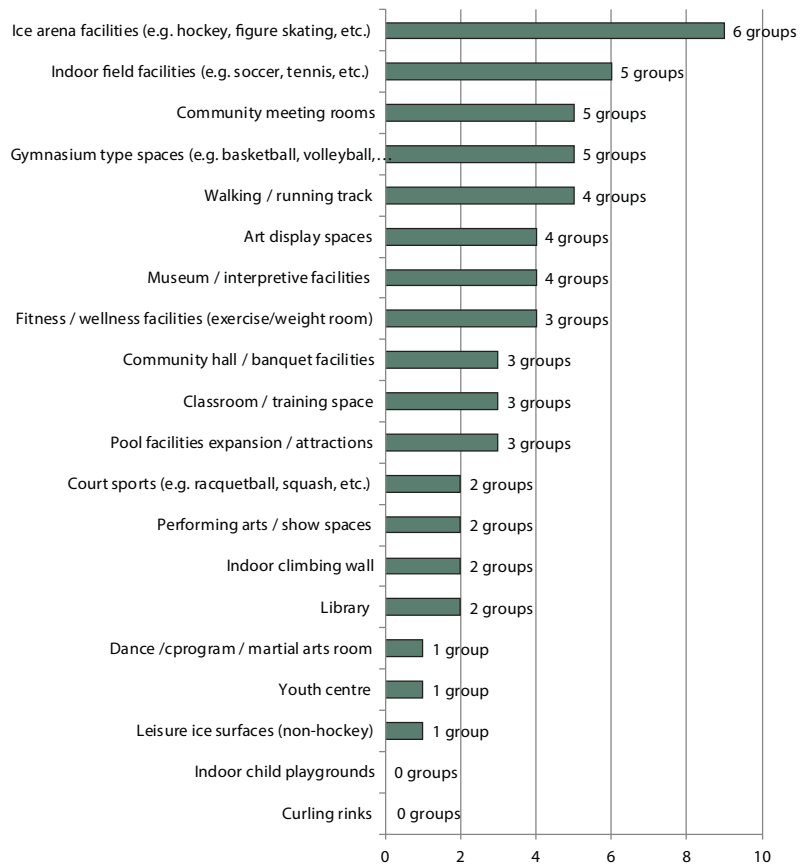
Next, group representatives were asked if they believe there is a need for new and/or upgraded recreation facilities in Castlegar, Area I, or Area J. As reflected in the following graph, 14 of the 16 responding groups believe that new or enhanced facilities are needed. Two groups were unsure.



Indoor Facility Priorities

Group representatives were then provided with separate lists of indoor and outdoor facility types and asked to identify up to 5 that should be more readily available. As reflected in the following graph, **the top indoor facility priorities** were: ice arena facilities (9 groups); indoor field facilities (6 groups); community meeting rooms (5 groups); gymnasium type spaces (5 groups); and walking/running track (5 groups).

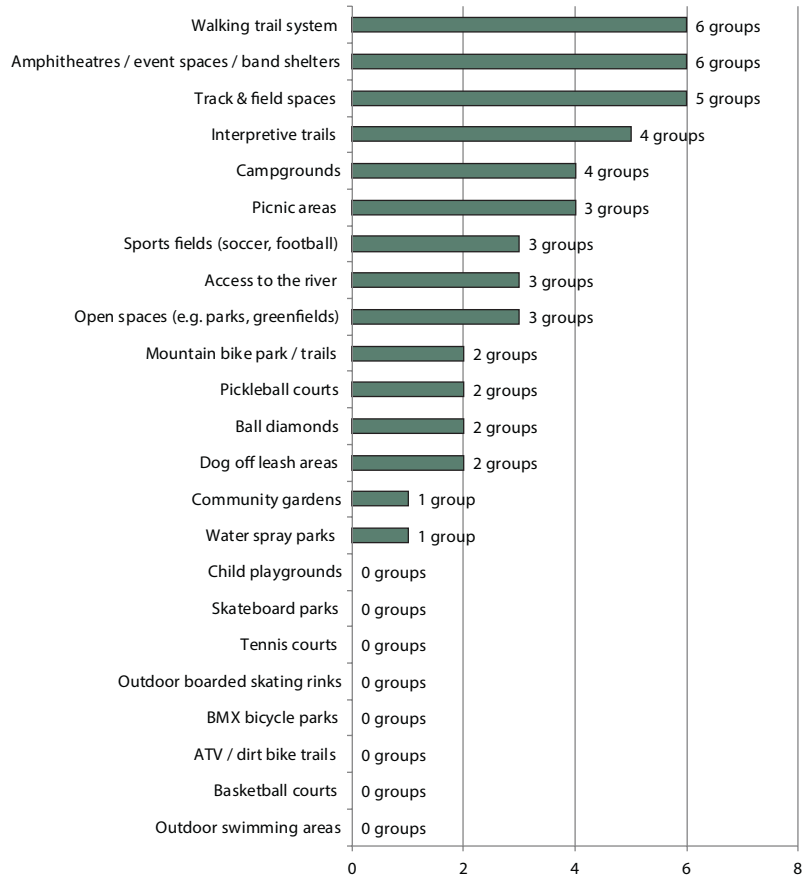
Note: Other responses provided were inside storage and table tennis.



Outdoor Facility Priorities

Top outdoor facility priorities identified by responding groups were: walking trail systems (6 groups); amphitheatres/event spaces/band shelters (6 groups); track and field spaces (6 groups); and interpretive trails (5 groups).

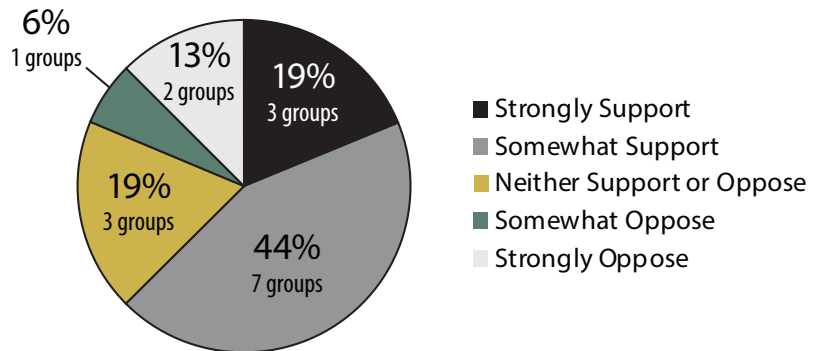
Note: Other responses provided were outdoor storage, mountain bike trails, lawn bowling, horseshoe pits, and bocce.



Group representatives were next asked how supportive their group would be of an increase in user/rental fees to enhance the level of service their group receives. As illustrated in the following graph, 10 groups supported an increase to some degree while 3 groups were opposed.

Space was provided for group representatives to explain their response to the previous question. A number of the comments provided expressed the sentiment that their groups willingness to pay increased user fees would depend on the specific enhancements provided. A number of comments also expressed the need to keep registration and program fees affordable and the impact that an increase in fees may have on their ability to do this.

Support for User/Rental Fee Increase



Group representatives were next asked if their group partners with other organizations to provide recreational opportunities in their community or across the region. Nine groups indicated that they do partner, five groups indicated that they do not, and two were unsure. When asked to explain the partnerships, the following examples of partnerships were provided:

- Event partnerships/joint events.
- Sponsorship of other community organizations.
- Working with like-minded sport groups (i.e. baseball and softball, collaborations between minor hockey associations).
- Sharing of space.
- In-kind and financial assistance from local municipalities (RDCK, City of Castlegar) for programs and events.
- School community initiatives (trail building).
- Information sharing between groups.

Space was also provided for group representatives to identify potential future opportunities for groups to work together at a community or regional level. Eleven suggestions were provided, which included:

- Sharing of equipment and storage.
- Enhanced communication using websites, social media, etc.
- Opportunities for the RDCK to facilitate partnerships between groups for mutually beneficial facility upgrades.
- Opportunities to develop initiatives that include different facets of recreation, culture, literacy, and learning.
- Increased assistance by the RDCK to sport groups for tournament/event hosting.

Group representatives were next asked to identify the main challenges that their organization is dealing with in the delivery of programs and services. Sixteen groups provided comments. Those mentioned by multiple (two or more) groups are identified below.

- Financial and funding challenges (4 comments)
- Lack of suitable arena ice time (4 comments)
- Volunteers (3 comments)
- Declining interest/participation (2 comments)

Corresponding to the challenges identified previously, group representatives were then asked to indicate the single most important action or resource that the RDCK and/or local municipalities could provide to help them address the challenge. Comments mentioned by multiple (2 or more) groups are identified below.

- Sustain or replace the Pioneer Arena (3 comments)
- Increase staffing at facilities to enhance availability/capacity (3 comments)
- Increase promotion/marketing (2 comments)
- Increase core funding to groups (2 comments)

Stakeholder Discussions

Overview

A series of interviews and discussion sessions were convened with individuals and organization representatives from Castlegar and Areas I & J. In total, 11 sessions were convened with approximately 45 individuals. These people are users of recreational services and programs in the area and/or are representatives of key community organizations with an important perspective on recreation in the area. Perspectives offered included those from the business community, service organizations, community social organizations, cultural organizations, organized sport groups, outdoor field/diamond users, and others. See the appendix for a list of participating organizations.

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

Findings

The findings from the discussions are presented around several issues.

There was some discussion around the **philosophy** the RDCK and the Castlegar and District Community Complex should hold **regarding recreation**. It was suggested that a philosophy that promotes health and wellness be adopted and espoused. This would be reflected in how programs and services are offered, delivered, and promoted.

There should be a central source that **promotes all recreation** opportunities in the area. This does not mean that individual services should not manage their own promotional efforts. Rather this speaks to having a known source that anyone can access in order to learn about the recreational opportunities in Castlegar and Areas I & J. The Castlegar and District Community Complex has significant presence in the area and already publishes a Leisure Guide. Interview subjects suggested that there is a place for the RDCK and the Community Complex to be the “one stop shop” for recreation information. Information about the recreation programs and clubs, as well as group contacts, should be available at the Complex and even through a single web source. That would help all groups promote their services and help people who are searching for information about organizations and activities.

Volunteerism was discussed in many of the meetings. There was not unanimity amongst those interviewed however there was a general sentiment that volunteer fatigue is a reality. It was suggested that volunteers will come forward in the community to ensure events happen. Many of the services and opportunities provided in the area are the result of volunteer efforts. However, there were many comments that the same group of people are often the ones volunteering. It was also suggested that recruiting and retaining volunteers is more difficult for longer term opportunities than for shorter term, clearly delineated opportunities.

Specific programming topics were not generally raised. Rather some thoughts were offered that impacts the **provision of programming**. The programming offered needs to be market driven and responsive. To do this requires some research into the needs of the market and is an ongoing effort. There were some comments that a successful program may not immediately be successful and that it can take some time to build a program following. As such there needs to be some support for programming being offered by the Community Complex to give it a chance to succeed. While the need for cost recovery targets do not need to be disregarded completely, taking a longer term view may help provide a program the time it needs to become successful.

With individuals and group representatives bringing forward a range of perspectives, the need for **new or enhanced facilities** in the area was not singular. There were however a number of facilities identified as being needed in the community. Some exist but there were calls for enhancements to them. These included the following:

- **Enhanced trails in the community and around Castlegar.** In particular these trails would be for non motorized purposes and would facilitate recreation as well as enhanced mobility around the community. Providing pedestrian access across the river to connect the College with the downtown was suggested.
- **Improved maintenance of outdoor fields and diamonds.** Some general maintenance of the grounds and grass was suggested. Also it was remarked that there are some drainage issues that impact the playability and quality of the fields of play. Adding a turf field to the inventory of fields was promoted as a way to expand the use of a field as well as the season.
- **Another sheet of arena ice is needed.** This is particularly true with the condition of the Pioneer Arena.
- **The fitness area in the Community Complex is small and can get crowded.** There were calls to make the fitness area larger to provide more opportunities for more people but also to bring in more equipment.
- **More gymnasium space** was cited as a need by some in the interviews. Some spoke about the challenges of gaining access to existing gymnasium space in the community. Others commented more generally about their desire to have more time in gymnasiums.
- While there is some storage for groups at the Community Complex and some have provided their own storage solutions, several of those interviewed suggested that **storage for community groups was a need.**
- For **both the pool and arena** in the Castlegar and District Community Complex the **need for enhanced and enlarged change/dressing rooms** was expressed.

There were **two significant issues** that were raised during many of the discussions. **Transportation** is an issue that impacts people’s ability to partake in recreation activities. This topic arose during some interviews when speaking about the needs of seniors, youth, or some of the less advantaged in the community. **Affordability** was the second issue that was raised. Consideration needs to be given to limiting costs to ensuring people are not excluded from recreation opportunities due to cost.

Section 8

Summary and Conclusions

Summarized as follows are a number of **themes and key findings** that have been identified through the research and consultation conducted and presented in this “State of Recreation and Culture Report” document. These themes and key findings provide the foundational information from which the Master Plan is developed.

Residents of Castlegar, Area I, and Area J value recreation and related activities. An overwhelming majority (96%) of residents indicated that recreation is important to their household’s quality of life and 93% indicated that the community as a whole benefits from recreation and parks programs and services. Over three-quarters (79%) of residents also believe that residents can benefit even if they do not use recreation services directly.

There exists a demand for new and/or upgraded facilities. Residents, stakeholders, and groups expressed the desire for facility development. Sixty-two percent (62%) of households believe that new or upgraded facilities should be developed. The top three **indoor** priorities identified by household survey respondents were:

- Pool facilities expansion/attractions (37%)
- Fitness/wellness facilities (37%)
- Walking/running tracks (37%)

The top three **outdoor** priorities identified by household survey respondents were:

- Walking trail system (49%)
- Campgrounds (36%)
- Access to the river (34%)

However, the financial realities of conducting infrastructure improvements were also noted during many discussions and in the survey findings. While demand exists among many residents and user groups for enhancements to the Castlegar and District Community Complex, varying opinions exist on the scope of enhancements and additions that are needed. Just over half (52% of household survey respondents) indicated that a new ice sheet is needed at The Complex.

Sixty (60%) believed that an enlarged fitness studio/gym should be developed and 70% believed that an enhanced aquatics facility should be developed. Fifty-three (53%) of respondents believed that an enlarged Seniors Centre is needed.

Outdoor recreation and leisure opportunities are a main attraction for many residents. Parks and open spaces in Castlegar were utilized by 88% of households in the previous year, with 39% using them on more than 20 occasions. Eighty percent (80%) of resident households also used trails in Castlegar in the previous year. Consultation with community groups and recreation enthusiasts affirmed the importance that natural spaces such as parks and trails have to residents’ quality of life, and in many cases play a key role in attracting and retaining residents. Nature and outdoor education were also identified by household survey respondents as the top programming priority area for children, youth, and teens.

Satisfaction with the availability of recreation opportunities is strong; however, there remains room for improvement. Eighty percent (80%) of household survey respondents were satisfied with the current availability of recreation opportunities in Castlegar, Area I and Area J.

Previous planning conducted locally, regionally, provincially, and nationally should be considered when making future decisions related to recreation. The Regional District of Central Kootenay and the City of Castlegar has a strong array of strategic planning and policy documents in place. To ensure the overall success in the delivery of recreation services, the Master Plan and other recreation initiatives should seek out opportunities for alignment whenever possible. The recently (2015) finalized Framework for Recreation in Canada should also be considered as it provides valuable justification and guidance for recreation services.

Residents have access to an abundance of recreation opportunities. The Regional District of Central Kootenay, City of Castlegar, and not-for-profit community organizations offer an abundance of recreation, leisure, and cultural opportunities to regional residents. The Castlegar and District Recreation Department is a significant provider of programs and The Complex is a primary location for many of these programs.

The RDCK additionally supports a number of community organizations by providing facility space and other forms of support. The vital role of community organizations can also not be understated. These organizations will require ongoing support to sustain and strengthen their ability to deliver their programs and events.

Barriers to recreation participation exist. Approximately one-quarter of household survey respondents identified admission fees and inconvenient hours of operation as barriers to participation in recreation. Affordability was also commonly identified during many of the stakeholder discussions along with transportation issues.

Key Trends in Recreation and Culture

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

- Physical activity levels remain concerning and are becoming a considerable social priority.
- Demand for spontaneous recreation opportunities.
- Move towards developing multi-use and multi-functional facilities.
- Evolving nature of the volunteer (looking for role clarity, defined terms or involvement, opportunities for skill development).
- Benefits of providing outdoor spaces and opportunities for residents to experience nature.
- Popularity of cultural pursuits and cultural tourism.

Preliminary Infrastructure Priorities

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



• Top **Indoor** Priorities:

1. Fitness/Wellness facilities
1. Walking/Running Track
1. Gymnasium Type Spaces
2. Indoor Field Facilities
2. Ice Arena Facilities
3. Pool Facilities Expansion/Attractions
3. Indoor Child Playgrounds
3. Library
3. Performing Arts/Show Spaces

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

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

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

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

• Top Outdoor Priorities:

1. Walking Trail System
1. Amphitheatres/Event Spaces/Band Shelters
2. Picnic Areas
2. Interpretive Trails
3. Campgrounds
3. Mountain Bike Parks
3. Community Gardens
3. Access to the River

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

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

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

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



Appendix I

Resident Household Survey Tool



CASTLEGAR, AREA I & AREA J

Recreation Master Plan

Household Questionnaire

Dear Resident:

The Regional District of Central Kootenay (Castlegar, Area I & Area J) is developing a Recreation Master Plan that will guide the delivery of recreation, parks, and related services.

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

Help plan the future of recreation in your community!

Please seal your completed questionnaire in the enclosed self-addressed envelope (no postage necessary) and mail it **by March 16th, 2015**. Alternatively you can drop it off at the Castlegar and District Community Complex (2101 6th Avenue, Castlegar) during office hours—please seal it in the business reply envelope as well. Completed questionnaires will be directly sent to RC Strategies, an independent consulting firm.

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

For additional information about the Recreation Master Plan contact Jim Crocket (Regional District of Central Kootenay) at (250) 365 – 3386 or Steve Slawuta (RC Strategies) at (780) 441 – 4267.

Draw Entry Form



Name (first name only): _____

Phone number: _____

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



Section I: Activities

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

- | | |
|--|---|
| <input type="checkbox"/> Hiking/walking/jogging/orienteering | <input type="checkbox"/> Cross country skiing |
| <input type="checkbox"/> Fishing/hunting | <input type="checkbox"/> Camping |
| <input type="checkbox"/> Snowmobile/ATV riding | <input type="checkbox"/> Cycling/mountain biking |
| <input type="checkbox"/> Boating | <input type="checkbox"/> Wildlife watching/nature appreciation |
| <input type="checkbox"/> BBQ/picnics/social gatherings | <input type="checkbox"/> Tennis |
| <input type="checkbox"/> Leisure ice use (indoor sport) | <input type="checkbox"/> Pickleball |
| <input type="checkbox"/> Dog walking | <input type="checkbox"/> Rock/mountain climbing |
| <input type="checkbox"/> BMX activities | <input type="checkbox"/> Equestrian riding/events |
| <input type="checkbox"/> Hockey (structured/league) | <input type="checkbox"/> Fitness/yoga/aerobics |
| <input type="checkbox"/> Golf | <input type="checkbox"/> Soccer (indoor) |
| <input type="checkbox"/> Outdoor field sports (soccer, football) | <input type="checkbox"/> Curling |
| <input type="checkbox"/> Beach use/swimming (outdoor) | <input type="checkbox"/> Inline skating/skateboarding (outdoor) |
| <input type="checkbox"/> Swimming (indoor) | <input type="checkbox"/> Softball/baseball/slo pitch |
| <input type="checkbox"/> Dance programs | <input type="checkbox"/> Gymnastics |
| <input type="checkbox"/> Cultural programs (photography/painting/crafts) | |

Section II: Top of Mind Thoughts

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

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

Section III: Benefits of Recreation

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

Statement	Strongly Agree	Somewhat Agree	Unsure	Somewhat Disagree	Strongly Disagree
Recreation is important to my quality of life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The community as a whole benefits from the recreation and parks programs and services in Castlegar, Area I & Area J.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Residents can benefit even if they do not use recreation services directly.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Where possible, recreation facilities and amenities should be developed considering their impact on the environment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recreation and parks bring the community together.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section IV: Current Facility Usage

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

Facility/Park/Open Space	1 - 9 Uses	10 - 20 Uses	21+ Uses	Did Not Use
Facilities				
Aquatic area (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness Centre (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Banquet Hall & Meeting Rooms (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fitness Studio/Fitness Classes (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Seniors Centre (Castlegar & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Skate park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tennis courts (outdoors)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pickleball courts (outdoors)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Soccer fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ball diamonds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pioneer Arena (Castlegar)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks & Open Spaces				
Parks & Open Spaces in Castlegar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks & Open Spaces in Area I	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks & Open Spaces in Area J	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails & pathways in Castlegar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trails & pathways outside of Castlegar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Millennium Park (Castlegar)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Kinsmen Water Park (Castlegar)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pass Creek Exhibition Grounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pass Creek Park & Campground	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regional Facilities				
Aquatic area (Nelson & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Nelson & District Community Complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trail Aquatic Centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arena (Trail Memorial Centre)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section V: Recreation & Parks Services Assessment

5. Overall, how satisfied are you with the availability of recreation opportunities and services currently offered in Castlegar and Areas I & J?

Very Satisfied
 Somewhat Satisfied
 Unsure
 Somewhat Dissatisfied
 Very Dissatisfied



HCMA

6. What, if anything, prevents you or someone in your household from participating in recreation opportunities in Castlegar and Areas I & J? You may check (✓) more than one response.

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

Section VI: New/Upgraded Community Services

7. Answering on behalf of your entire household, do you think that there is a need for new and/or upgraded recreation facilities (including parks and outdoor spaces) to be developed in Castlegar and Areas I & J? Please check (✓) your response.

- Yes Not Sure No (If "No", please proceed to Question #10)

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

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

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

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

10. To what degree do you support enhancements of the Castlegar and District Aquatic Centre? (Enhancements may include larger, warmer leisure pool, lazy river, water slide, pool attractions.)

- Strongly Support
 Somewhat Support
 Unsure
 Somewhat Oppose
 Strongly Oppose

11. To what degree do you support the enhancement of the Castlegar and District Community Complex with a new regulation size ice sheet to replace the Pioneer Arena?

- Strongly Support
 Somewhat Support
 Unsure
 Somewhat Oppose
 Strongly Oppose

12. To what degree do you support the enhancement/enlargement of the Castlegar and District Community Complex fitness studio/gym?

- Strongly Support
 Somewhat Support
 Unsure
 Somewhat Oppose
 Strongly Oppose

13. To what degree do you support the enhancement/enlargement of the Castlegar and District Community Complex Seniors Centre?

- Strongly Support
 Somewhat Support
 Unsure
 Somewhat Oppose
 Strongly Oppose

14. Are there other amenities you would like to see included in the Castlegar and District Community Complex?

Section VII: Recreation Programming

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

- Improved marketing of programs
 More convenient schedule
 Less cost
 Offered more frequently
 Need to accommodate more participants
 Better instruction
 Enhanced content
 Greater variety
 Nothing
 Other (please specify): _____

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

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



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

Section VIII: Planning Priorities

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

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

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

Section IX: Promotions

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

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

Section X: Willingness to Pay

- 20a. To ensure that community needs for recreation facilities in the Castlegar area are better met, would you support an increase in annual property taxes? Please check (✓) your response.

- Yes Not Sure No (If “No”, please proceed to Question #21)

- 20b. How much of an increase in annual property taxes would you support? Please check (✓) the appropriate box.

- Up to a \$100 annual property tax increase.
 \$101 to \$200 annual property tax increase.
 \$201 to \$300 annual property tax increase.
 \$301 or more annual property tax increase.

Section XI: Respondent Profile

21. Where do you live?

- Castlegar Area I Area J Other (please specify): _____



HCMA

22. How long have you lived in the Castlegar, Area I & J region?

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

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

- Yes Not Sure No

24. Do you own or rent your home?

- Own Rent

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

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

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

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

**Thank you for taking the time
to complete this survey!**

**The deadline for submission is
March 16th, 2015.**

Collection and Use of Personal Information: Personal information is being collected under the authority of the Freedom of Information and Protection of Privacy Act (FOIP) and is managed in accordance with the provisions of FOIP. This information will be used to analyze public input in the development of a Recreation Master Plan. If you have any questions about the collection and use of your personal information, contact the Regional District of Central Kootenay at 250.352.6665.

Appendix II

Discussion Session Participating Groups and Organizations

1. Fitness instructors (4)
2. Castlegar Aquanauts
3. Seniors Swim Group
4. Oldtimers Hockey
5. Kootenay Swim Club
6. Castlegar Rebels
7. Castlegar Minor Hockey
8. Oldtimers Hockey
9. Judo Club
10. Selkirk Taekwon-Do
11. Steve Nash Basketball
12. Lions Club Castlegar
13. Castlegar Rotary Club
14. Lions Club Castlegar
15. Spring Fling
16. Castlegar Sunrise Rotary 2000
17. Castlegar Minor Soccer
18. Castlegar Girls Softball Associations
19. Slopitch
20. Castlegar Tennis
21. Kootenay Family Place
22. Pass Creek Regional Exhibition Society
23. Columbia Basin Alliance for Literacy
24. Castlegar & District Library
25. Kinnaird Park Community Church
26. Castlegar Curling Club
27. Blueberry Creek Community School Hub
28. Kootenay Doukhobor Historical Society & Discovery Centre
29. Union of Spiritual Communities of Christ
30. Castlegar Arts Council
31. Castlegar Sculpture Walk
32. Kootenay Mountaineering Club
33. Kootenay Mountaineering Club, Castlegar Parks & Trails Society
34. Parks & Trails Society, Wildlife Association
35. Castlegar Nordic Ski Club

Appendix III

Community Group Questionnaire Participants

1. Castlegar Garden Club
2. Scouts Canada—1st Robson Group (Castlegar)
3. Telephone Hockey
4. Castlegar Oldtimers Hockey Club
5. Castlegar Girls Softball Association
6. Castlegar Baseball
7. Castlegar Hospice society
8. Castlegar Sculpturewalk
9. Castlegar & District Public Library
10. Castlegar Arts Council
11. Castlegar Minor Soccer Association
12. Castlegar Minor Hockey Association
13. Castlegar Slopitch League
14. Max Ice Hockey Group
15. Castlegar Parks and Trails Society (formerly “Cgar Friends of Parks and Trails”)
16. Castlegar Skating Club
17. Zone 6 55+ B.C. Games

Appendix B

A Framework for Recreation in Canada 2015: Pathways to Well Being

A Framework for Recreation in Canada 2015

Pathways to Wellbeing

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



A Framework for Recreation in Canada 2015: Pathways to Wellbeing

January 2015

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

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

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

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

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

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

Executive Summary

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

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

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

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

A Renewed Definition of Recreation

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

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

A Vision for Recreation in Canada

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

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

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



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



Goal 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.

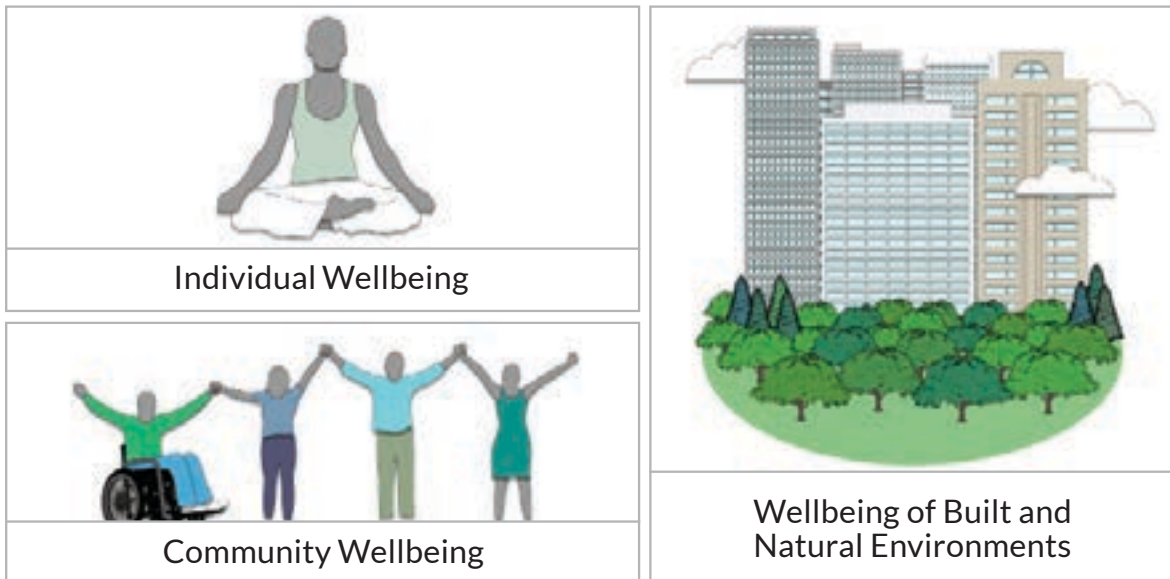
Part I

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

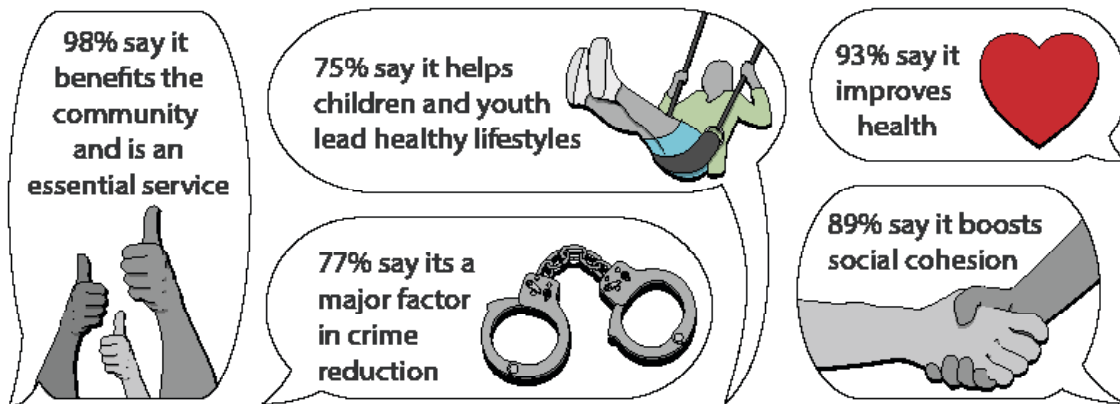
Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

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

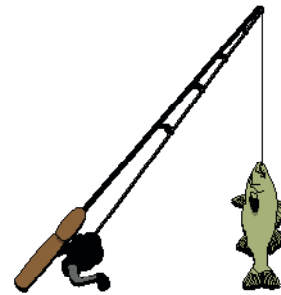
The Economic Case For Investing In Recreation



\$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
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Values

Public Good	Inclusion & Equity	Sustainability	Lifelong Participation
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Principles of Operation

Outcome-Driven	Quality & Relevance	Evidence-Based	Partnerships	Innovation
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Goals



Priorities

- | | | | | |
|---|---|---|---|---|
| <ul style="list-style-type: none"> - Participation throughout the lifecourse - Physical literacy - Play - Reduce sedentary behaviours | <p>Equitable participation for all, regardless of socioeconomic status, age, culture, race, Aboriginal status, gender, ability, sexual orientation or geographic location</p> | <ul style="list-style-type: none"> - Natural spaces and places - Comprehensive system of parks - Public awareness and education - Minimize negative impacts | <ul style="list-style-type: none"> - Provide essential spaces and places - Use existing structures and spaces for multiple purposes - Renew infrastructure - Active transportation - Partnerships in social environment - Recreation education - Assessment tools - Align community initiatives | <ul style="list-style-type: none"> - Collaborative system - Career development - Advanced education - Capacity development - Community leadership - Volunteers - Knowledge development |
|---|---|---|---|---|

Vision

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

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

Values and Principles of Operation

Values

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

Public Good

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

Inclusion and Equity

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

Sustainability

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

Lifelong Participation

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

Active for a Lifetime

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

Source: Canadian Sport for Life: canadiansportforlife.ca

Principles of Operation

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

Outcome Driven

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

Quality and Relevance

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

Evidence-based

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

Partnerships and Collaboration

Recreation relies on and nurtures partnerships and collaboration among:

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

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

Quality Assurance Programming

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



Goals and Priorities for Action

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

Goal 1

Active Living



Foster active living through physical recreation.

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

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

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

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

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

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

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

Source: Conference Board of Canada, 2014

Priorities

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

After-School Recreation Programs

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

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

Goal 2

Inclusion and Access



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

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

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

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

Priorities

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

Acting on Equity and Social Inclusion

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

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

Goal 3 Connecting People and Nature



Help people connect to nature through recreation.

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

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

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

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

Canadians Care About Nature

Percentage of Canadians in 2012

Who:

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

Most Popular Activities:

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

Priorities

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

Goal 4 Supportive Environments



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

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

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

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

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

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

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

Priorities

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

Goal 5

Recreation Capacity



Ensure the continued growth and sustainability of the recreation field.

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

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

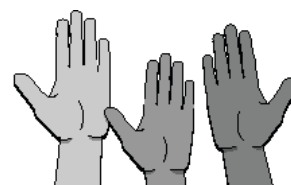
Leaders in recreation need to work within a connected, vibrant and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system that Canadians can enjoy for generations to come.

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

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

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

Canadians Volunteer in Recreation and Sport (2010)⁴⁵



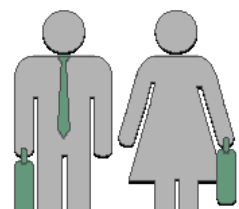
3.3 Million

Number of volunteers in recreation and sport



400 Million

Number of hours per year given by these volunteers



Over 208,000
Equivalent number of full-time jobs

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

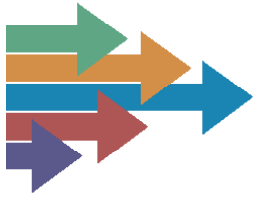
Priorities

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

Developing and Sharing Knowledge

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





The Framework for Recreation in Canada 2015 invites the field to think of its place in Canadian society in different ways. With a refreshed definition and vision, and a renewed sense of what is important, the Framework presents a rare opportunity to take a new path. This path will ensure recreation's continued relevance as an essential contributor to the wellbeing of individuals, communities, and the built and natural environments.

Embrace the Framework – Share it, Use It, Own It

The reader is encouraged to share this document widely and to talk about the Framework with colleagues, partners, policy-makers, community leaders, and others who are interested and involved in recreation.

All stakeholders can use the Framework to guide decision-making, planning, resource allocation and the development of strategies, policies, programs and performance metrics.

Next Steps

Some actions going forward require strategic thinking, development and coordination at the national level. These will require the leadership of the Canadian Parks and Recreation Association (CPRA), intergovernmental Federal/Provincial/Territorial (F/P/T) mechanisms and Aboriginal communities. Not-for-profit organizations, provincial/territorial associations, local/regional governments, the private sector and stakeholders in education, health, sport, physical activity and the environment may take on initiatives that advance the Framework goals, either alone or in partnership.

Follow-up activities are both short- and long-term, and include action in the following areas:

Endorsement

The Framework for Recreation in Canada 2015 has been endorsed by the Canadian Parks and Recreation Association. In early 2015, it will be presented for endorsement by the Provincial/Territorial (P/T) Ministers responsible for Sport, Physical Activity and Recreation, and the P/T Recreation and Parks Associations. In the longer term, it is hoped that Aboriginal communities and many other stakeholders will support the ideas and directions outlined in the Framework. Community leaders, parents, caregivers, and the public will support and advocate for full inclusion in recreation as described in this document.

Communication

A first step in implementing the Framework for Recreation in Canada 2015 is to ensure it is top of mind within the recreation system. There are many ways to achieve this, which could include using the Framework as a topic for discussion and analysis at staff meetings, conferences and workshops. Building cross-Canada awareness and use of the Framework requires an effective national communications plan. Enhanced mechanisms for sharing best practices across Canada will inform leaders about concrete ways to address the challenges, opportunities and directions provided by the Framework.

Implementation

It is suggested that the partnership of F/P/T governments, CPRA and the P/T Recreation and Parks Associations continue to work on the Framework for Recreation in Canada 2015 and that these organizations take on leadership and coordination roles at the national level. Governments at local, regional and provincial/territorial levels may use the Framework for Recreation in Canada 2015 to develop implementation action plans in areas of their jurisdiction. Non-governmental agencies and organizations working in recreation may develop action plans to address the goals and priorities identified in the Framework that are relevant and important in their communities. Other sectors and stakeholders (e.g. education, physical activity, sport, nature conservation, health) are encouraged to consider the relevance of the Framework in their area, how it may influence the work of their organizations, and how they might address the goals and priorities identified in the Framework. Employers and private sector providers of recreation may consider ways to support the ideas and goals described in this document.

It is recommended that an implementation group be formed. This group would be responsible for collating and sharing the action plans of governments and non-governmental organizations and for reporting on progress, in collaboration with evaluation efforts underway in sport and physical activity. This group would facilitate the development of indicators and metrics, as appropriate, and analyze longer-term pan-Canadian impacts. Recognizing that they are accountable to their own constituents, individual governments and organizations will be responsible for evaluating their own programs and activities and assessing their contributions.

Knowledge Development

The Framework for Recreation in Canada 2015 can become an integral part of post-secondary curricula, and used to identify research topics and inspire choices for professional development. The Leisure Information Network and Northern Links will continue to publish items related to the Framework, and the creation of a community-of-practice network could be explored.

Collaboration

Leaders in recreation will invite conversation about alignment and plans for partnership action with other sectors and stakeholders who share a mandate to enhance wellbeing among individuals, communities and in our built and natural environments. It is important to identify concrete ways to collaborate with other pan-Canadian initiatives in areas where visions overlap, strategies converge and resources can be shared (e.g. The Canadian Sport Policy 2012, Active Canada 20/20, Connecting Canadians with Nature). Work that is already underway will continue (e.g. the collaboration among F/P/T governments, Sport Canada, P/T associations, the Federation of Canadian Municipalities and CPRA to inventory and assess the state of sport and recreation facilities across the country).

While there are many steps along the path to an integrated, effective strategy for recreation in Canada, the Framework provides a roadmap and a bridge for how to get there. The vision is compelling—a future Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster the wellbeing of individuals and communities and of our natural and build environments. The time to take action is now. Together, we can build pathways to wellbeing for all Canadians.

Glossary*

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

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

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

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

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

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

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

Canadian Physical Activity Guidelines and Canadian Sedentary Behaviour Guidelines.

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

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

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

Source: Adapted from Dictionary.com

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

Source: cfccanada.ca (accessed September 2014)

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

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

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

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

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

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

Source: adapted from various sources

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Source: Adapted from various sources

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

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

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

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

The Framework vision incorporates:

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

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Appendix A Acknowledgements

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.

Thanks and acknowledgement is given to all those who contributed to the process of developing the Framework.

