

walk run dance hike swim stretch
dream explore rest chat learn fun read
splash compete skate jump discover preserve



THE NATION MUNICIPALITY: PARKS AND RECREATION MASTER PLAN

progressive nature doable vibrant
evolving learns cooperate inclusive
community opportunity growth respect



Outdoor rink - Limoges

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BACKGROUND INFORMATION

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Key Performance Measures and Indicators

Indicators that will be used to monitor success in meeting the Master Plan Objectives. The indicators and measures will be developed by Staff in 2020 / 2021.

APPENDIX B 84

Parks Classification & Provision

Park classifications with associated design, amenity and operating maintenance standards. Maps of existing and proposed park distributions. **See Book 2**

APPENDIX C88

Action and Implementation Plan

A planning framework to complete the master plan objectives and initiatives. All initiatives were classified as either phase 1 (2020 – 2022), phase 2 (2023 – 2028) or phase 3 (beyond 2028) goals. **See Book 2**

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Consultation Report - Snapshot

A snapshot of the final report that, outlines, summarizes, and develops insights from all engagement activities

APPENDIX E - 80

Placeholder for discussion

A discussion, around

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Rate and Fees

A discussion, around establishing rates and fees and their connection to programming and community benefit.

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Community & Service Profiles

Preliminary profiles and best practices for service delivery from Background Document.

GLOSSARY OF TERMS

The phrases referenced throughout the document, are presented below, in alphabetical order.

Access: refers to one's ability to enter a program. May have financial, program space or time of day (that programs are offered) implications.

Accessibility: refers to one's physical ability to access a space; is generally related to Accessibility for Ontarians with Disability Act (AODA) requirements, which are tied to mobility concerns.

Community Benefit Model: refers to the pairing / allocation of public funding with the amount of community benefit. The greater the benefit to the community, the greater the amount of public funding. This pyramid model is becoming the standard in the establishment of cost-recovery rates.

Community-first approach: refers to the degree to which a program or facility benefits the community or has mass appeal.

Community-led mandate: refers the direction that the (re)development of facilities and programs should be led by the community.

Core Services Model: refers to the preferred model that establishes the fundamental Services for the Recreation Department. Core or essential services are those that have the widest community benefit and are considered a prime-need (facility, program or service) for the municipality to provide. For The Nation, a pyramidal model was adopted, where core services are located within the base of the pyramid.

Design Charrettes: refers to a short, collaborative meeting during which members of a team quickly collaborate and sketch **designs** to explore and share a broad diversity of **design** ideas. In this case it is strongly recommended that the community takes part.

Facility Fit: refers to an analysis that provides insights into how best to organize an asset's potential, based on organizational goals. In this case it is an analysis of how best to use a portion of land.

Facilities System: refers to a grouping of facilities to create one system. Facilities do not have one purpose or one function and may service the entire Nation community as a whole. As well, facilities do not necessarily provide the same programming options. It is implied that the facilities system is to be taken as a whole when assessing the range of programming available.

Hub Model / framework: refers to a model for facility development. The facility must have the capacity to deliver a wide range of programs (multi-functional and multi-generational – see below) and may be considered a "one-stop" site for recreation. It is generally a focal point for the community's recreation needs.

Community boards: refers to groups that are partners with the municipality and may take on various responsibilities for the operations, programming and management of a facility in exchange for use or other shared use arrangement.

GLOSSARY OF TERMS

Multi-functional: refers to the ability of a space to be used in a variety of ways.

Multi-generational spaces: refers to the ability of a space to host activities across all generations. It is typically assessed on such factors as access, accessibility, comfort, safety and its ability to promote well-being.

Multiple Destinations: refers to the variety / diversity of destinations that can be accessed via a system. With respect to the trails system, it would mean that it would be possible to access a range of commercial, recreational, and residential destinations through a connected active trails network.

Play Value: refers to the quality and quantity of play that can be generated from a play apparatus. Usually measured by the various ways children can move from the 'ground plane' to elevated play spaces and the ability of the apparatus to foster various developmental needs (i.e., balance, strength, agility, cooperation).

Recreation Capacity: refers to the provision of a sustainable level of facilities and programming, developing community partners / support and being fiscally prudent.

Third (3rd) Party Service Providers: refers to any person or group who is not directly employed by the municipality and are delivering programs or services on behalf of the municipality. Those directly employed by the municipality in the delivery of programs and services would be considered direct-delivered.

Sustainable: refers to the ability of the program, protocol, or expenditure of resources to be a *viable standard*, rate or level that can be maintained into the future, without compromising future needs.

Well managed open spaces, parks, trails, recreation and cultural facilities and programs are a source of pride and focus in The Nation. They will help with the development of the Municipality's identity. As the population expands, and people increasingly pursue healthy lifestyles, the Municipality is committed to adopting continuous improvement strategies to meet current needs, while planning for the future.

This document sets out a vision, strategic objectives, and key initiatives for the period 2020-2034, aligning closely with the principal vision, objectives, and policies of the Municipality's Strategic Plan and Official Plan.

The Parks and Recreation Master Plan will serve as a policy framework to manage and sustain parks and recreation programs and facilities. It will also be a guide to decision-making for future capital and operational initiatives.

Executive Summary

Residents in rural communities experience a unique environment and a distinct lived experience that is often well connected to the rural landscape. In addition, that outdoor experience is tightly woven into cultural, heritage and historical significance. Planning and development strategies – which include Parks and Recreation Master Plans – can help rural municipalities create a healthier community and in turn a healthier population.

The Nation Municipality's Parks and Recreation Master Plan builds on the successes and emergent themes in the various recent strategic plans currently in use, most notably, Council's Strategic Plan. This document will guide the Recreation Department's delivery of programs and services over the next 15 years. It considers the expected impacts due to growth. It aims to increase participation and variety in programming while increasing operational effectiveness. It confirms the Municipality's need to ensure that partnerships with service providers remains strong over the life of the plan.

Parks and recreation facilities and programs are supported and highly valued by residents. Respondents to the community survey indicated that recreation users are mostly satisfied with facilities and programs:

- Of those surveyed, 63% reported that they use outdoor facilities while 35% indicated that they use indoor facilities (telephone)
- Of those surveyed, 84% reported that they use outdoor facilities while 49% indicated that they use indoor facilities (online)
- Outdoor sport and recreation 66% (telephone) and 66% (online)
- Indoor recreation and culture 61% (telephone) and 61% (online)
- Recreation and leisure programs 63% (telephone) and 64% (online)

That said, stakeholders also indicated that their recreation needs were being met at out-of-town locations. The master plan was developed to service the Municipality's full demographic profile and includes emerging recreation trends.

Maintaining publicly funded and accessible sustainable municipal operations in parks and recreation is a key to community wellbeing, which is also linked to the Municipality's economic vibrancy.

Highlights of broad issues facing Parks and Recreation:

- The Municipality's demographic profile is expected to change with growth expected in young adult, senior and youth populations within the community;
- There will be competing resource needs to provide a mix of programs that more adequately services the full population profile;
- There is some urgency in completing AODA-legislated requirements for facilities;

Executive Summary

- There is a need to ensure that all facilities can be multi-generational and multi-functional in nature;
- The Nation will need to actively engage with its third-party program providers and volunteers to ensure effective program delivery;
- Need to ensure that all available funding resources are maximized in the development of new (growth) facilities and site amenities;
- Need to improve the quality and quantity of facility and program utilization data in parks and recreation; and
- Need to ensure that operations are sustainable over the life of the plan and beyond.

The Master Plan offers ways to re-define programming priorities and maximize Council’s investment in community halls. It also recommends that core services be confirmed through a community -first approach* as well as a departmental operational review.

Key Components of the Master Plan:

- Focus on recreation and culture programming needs across all segments of the community;
- ***Prioritize facility development where existing or proven community support exists for program delivery, operations and funding***
- Focus on opportunities to create a healthy community by considering adaptive use of facilities throughout the Municipality;
- ***Create partnerships to increase facility and program utilization across all facilities – indoor and outdoor via community based programming and community-led* initiatives;***
- ***Future assessment of facilities***
- Provide support and enhance community partnerships with program, service, and facility providers throughout the community;
- Develop policies to standardize municipal processes including: facility allocation, rates and fees, R-zone, and subsidy;
- Develop standardized operating and service levels for outdoor facilities; and
- Improve communications and marketing strategies for all programs and facilities.

Setting Directions for the Master Plan:

As noted, this plan builds on other plans currently in use and is developed around three principal themes, namely: ***Encouraging Active Living, Providing Supportive Environments, and Increasing Recreation Capacity*** For each theme a set of recommendations and initiatives was developed based on research, input from staff, Core & Executive Teams, stakeholders / community organizations and the public. Throughout the process, various issues were ‘tested’ with these same groups. The draft, interim and final plans were also reviewed and discussed with the Core and Executive Teams.

Encouraging Active Living – fostering active living through a system of facilities and programs that encourages participation by all levels of abilities throughout your lifetime

Providing Supportive Environments– the provision of a connected parks and recreation system that is aligned with core services model*

Increasing Recreation Capacity - a culture of continuous improvement that strives to attain efficient and effective facility usage while delivering core services in a sustainable manner.

Executive Summary

Encouraging Active Living (AL)	
Objective	Description (Refer to pages 23 to 32)
1.o System of Facilities	<i>Over the next 15 years, establish a range of indoor and outdoor facilities that support an active lifestyle throughout the life-course. The range of facilities should be coordinated to reflect the Core Services Model* and designed to support programming that meets the needs of the Municipality's projected demographic profile.</i>
2.o Programming within 'The System'	<i>Re-organize the range of programs and services to align with system of facilities parameters. Create facility capacity for new programs. Beginning in 2022, phase-in alternative programming with a community-led mandate*. Target phase-in rate of 1 new program per age group every year. Programs should be offered to encourage participation through all phases of life</i>
3.o Facilities within 'The System'	<i>Develop and manage local facilities and their components to ensure public access for all levels of ability. Prioritize the development of multi-functional*, multi-generational* fully accessible spaces that maximizes utilization and programming potential. Facilities should be phased or (re) designed within a "hub" framework* and be Accessibility for Ontarians with Disability Act (AODA) compliant.</i>
4.o Regional Approach	<i>Adopt a regional approach in the delivery of the recreation system. Work in conjunction with other agencies to develop key major recreational facilities and programs that benefit the entire rural & urban-rural community markets.</i>
5.o Natural Environment	<i>Over the next 15 years, create partnerships in the development of recreational opportunities within existing natural heritage features, most notably the South Nation River and the Larose Forest. Work in conjunction with partners to enhance recreational experiences and connect communities with 'trail head' locations.</i>

Providing Supportive Environments (SE)	
Objective	Description (Refer to pages 33 to 43)
6.o Core Services and Service Delivery	<i>Over the next 12 months, adopt and formalize the Core Services Model and core service delivery. Create clear guidelines for facility and service delivery standards that are based on site performance needs and mitigation of risk management factors. Refine Community Development Terms of Reference and alignment with core services.</i>
7.o Supportive Policies & Guidelines	<i>Ensure provision of supportive and social environments through the development and adoption of policies and guidelines that encourage participation. Beginning in 2020 create and align policies and guidelines with core services model.</i>
8.o Community Partners	<i>Beginning in 2020, create a network of community partners to ensure coordinated development of recreational facilities and programs to avoid duplication of efforts and maximize facility utilization. Municipal facility potential should be assessed for their ability to provide alternative programming that is paired with demographic mapping.</i>
9.o Infrastructure Renewal	<i>Over the life of the plan provide essential spaces and places using existing facilities for multiple purposes, in an organized, prioritized manner. Complete priority ranking framework in 2020. For 2020 onwards, priority ranking system to be used for capital recommendations. Existing facilities may require re-purposing to fit the new system of facilities.</i>
10.o Active Transportation	<i>In 2021 develop a trails hierarchy plan and map on and off-road routes. Beginning in 2022 budget, design and construct 1 kms of on-road and 3 kms of off-road trail development, over the life of the plan. On-road construction should be developed in conjunction with transportation planning.</i>
11.o Site Specific Recommendations	<i>Over the next 15 years work to address the social and recreation needs of each community via the establishment of community-led support for infrastructure updates and replacements.</i>

Executive Summary

<i>Increasing Recreation Capacity (RC)</i>	
Objective	Description (refer to pages 44 - 56)
12.o Facility Management	<i>Over the next 5 years adopt a best practices management approach to maximize facility and program utilization. Over the next 15 years, achieve facility and program utilization goals.</i>
13.o Service Delivery Management	<i>During 2020-2021, re-position core services to align with Operational Review (2020) outcomes. Revised model should support initiatives to maximize facility use, and support community development initiatives</i>
14.o Program Management	<i>Beginning in 2021, commit adequate resources to staff and volunteer training to ensure continuous learning to meet emerging needs, and to support new programming models and protocols.</i>
15.o Parks and Recreation Planning	<i>Beginning with the 2020 budget cycle, over the term of the master plan, balance available resources with the planning of projects.</i>
16.o Priority Infrastructure	<i>Establish a long-term strategy for renovating aging facilities, tied to the Municipality's Asset Management Plan. The planning schedule should also be completed in conjunction potential revenues generated from alternative sources</i>
17.o Financing	<i>Diversify revenue sources to reduce reliance on tax-funded budget, while still providing the progressive parks and recreation system of which The Nation residents are proud and have come to expect.</i>
18.o Marketing and Communications	<i>Beginning in 2020, provide continuous improvement opportunities to increase information sharing and communications with the public, internal and external stakeholders.</i>
19.o Master Plan Objectives & Review	<i>Adopt review timelines and processes for all master plan objectives, initiatives and key performance indicators. Refresh master plan on a 5-year cycle.</i>

*** Any clause or words marked with an asterisk is defined in the Glossary of Terms (page 5)**

PARKS AND RECREATION SERVICES - SNAPSHOT

Multiple research studies show that the health and well-being of a community are strengthened measurably when residents engage in parks, recreational and cultural opportunities. In The Nation, we are fortunate to have an abundance of such opportunities.

Our large expanse of public green space includes natural areas, sports fields, playgrounds, multi-use trails, urban forest, and neighbourhood parks. In 2019, there are 10 maintained parks, covering approximately 16 hectares. These provide residents and visitors with many varied opportunities for outdoor activities and enjoyment. In addition, the Municipality enjoys the benefit of a wide variety of private outdoor recreational facilities including access* to provincial recreational lands.

The Municipality provides one community centre, with a single ice pad, and 4 community halls. These centres allow The Nation to offer recreation and cultural programming, that ranges from sports and fitness, arts and culture, to special events and activities that help foster a sense of community cohesiveness. Recreational and leisure programs are offered for every age and ability, and include fitness, ice sports, art and cultural spaces, senior-only spaces, and multipurpose rooms.

The award-winning Curd Festival is hosted annually by the St-Albert Cheese Factory Co-op and highlights local arts, culture and food. The Festival attracts thousands of visitors and locals to The Nation.

Within the context of our parks and recreation, connection to The Nation's rural heritage plays an important role in our municipality's identity. These outdoor experiences include the neighbouring Larose Forest, which is owned and operated by the County. The Larose Forest is a working forest and covers 11,000 hectares. The Community partnerships are pivotal to the Municipality's ability to provide recreational and cultural programs and events. The support that volunteers bestow to the community allows residents and visitors to enjoy a higher quality of parks, recreation and cultural experiences, and is greatly appreciated.

PARKS AND RECREATION SERVICES – INVENTORY OF FACILITIES

The following is a list of all existing municipal facilities and their locations within The Nation.

- Limoges Community Centre, 205 Limoges Rd, Limoges
- Limoges Annexe , 139 Mabel St. Limoges
- Rodolphe Latreille Park, 63 Bénévoles St. Limoges
- Village Gagnon Park, 1760 Calypso St, Limoges
- Giroux Park, 119 Giroux St., Limoges
- Lavigne Park, 63 Beaver Lane, Limoges
- The Pax trail, Forest Park, 125 Manitou St. Embrun
- St-Albert, Crysler recreation trail, 1665 Route 900 West, St-Albert
- Jean-Maurice Lavergne Park and St-Albert Community Centre, 201 Principale St, St-Albert, multipurpose includes, library, cord à linge (secondhand store), seniors hall and community centre
- Ste-Rose Park, 2625 County Rd. #3, Casselman,
- St-Isidore Park and Recreation centre, 20 Arena St-Isidore – multipurpose facility includes an arena, bowling alley, community centre and seniors hall
- Fournier Community Centre, 3210 County Rd. #10, Fournier
- Fournier Park, 5040 Park Rd, Fournier
- Jean-Paul Charlebois Park and Caledonia Community Centre, 6900 County Rd. #22, St-Bernardin

ride picnic relax jump splash



Summer Campers

ACKNOWLEDGEMENTS

We would like to thank the following residents and groups for their time, input and support in the development of the master plan.

Project Core Team

Members of Council (2019)

Executive Team

*Association Hockey Mineur,
St. Isidore*

Fournier Pickleball

Limoges Recreation Committee

Tuesday Night Bowling League

Les Amis du Village Gagnon

Club Optimiste de Limoges

Limoges Dog Park Committee

École St-Viateur

UCFO

Forest Park Optimist Club

Club Optimiste de St- Isidore

L'union culturelle St-Isidore

Our Lady of Divine Love Church Pendleton

Groupe communautaire de St-Albert

Société historique et culturelle de St-Bernardin

Friends of Lavigne Park

Demoissac Taekwondo

Blue Lotus Yoga

Junior C St-Isidore

Fournier Dart League

Limoges Soccer Club

Pendleton Bowling Club

Limoges Horse shoe Committee

Prescott County 4-H

La Guigolée de Limoges

Paroisse de Limoges

Club Optimiste de St-Albert

Comité de la Corde à Linge

Chevaliers de Colomb #6237

St-Isidore & Fournier

Festival du Canard et de la plume

Riceville Agricultural Society

Gabriel Gagné Baseball Club

Le Centre Mana

Limoges Volleyball

Eastern Ontario Cobras

Limoges Youth Baseball

Limoges Adult 3 Pitch League

Maxville Bowling Club

Nation Area Seniors

Comité consultatif loisirs et culture

Club du Bonheur

Faith Anglican Church

St-Bernard Parish

École St-Albert

Paroisse de St-Bernardin

Club Renaissance de St-Isidore

Paroisse de St-Isidore

Pendleton United Church

Club d'activités familiales de St-Bernardin

Casselman Nation Soccer & Futsal Club

Dîners communautaires de St-Bernardin



INTRODUCTION

Master Plan Purpose

The purpose of the master plan study is to provide a policy and action framework to manage, sustain, or enhance parks and recreation programs and facilities over the next 15 years. Specifically, the Municipality's requires an inspirational plan that aligns with Council's priorities. The Plan reflects the community's rural / urban mix and needs while promoting healthy lifestyles across all community segments. It also addresses future community needs to better define the Municipality's role in providing programs, facilities, and services.

To achieve those goals, the Municipality outlined several objectives which included:

- Producing a Parks and Recreation Master Plan (PRMP) relating to the full scope of recreation, parks and cultural services to 2034;
- Developing a service profile of parks, recreation and cultural facilities;
- Conducting a robust engagement strategy;
- Identifying gaps and priorities based on the community profile to better provide for the community now and in the future; and
- Developing guidelines, frameworks and prioritized recommendations.

Key Deliverables

To further assess the plan's success, key deliverables were delineated in the RFP. Some of those were completed and presented in the internal Background Document (BD). The **bolded** items (4,5,6,7&8) below relate to the Master Plan document. The list includes:

1. Review existing policies and procedures related to park and recreation;
2. Compile and complete a full demographic profile of The Nation Municipality;
3. Provide an assessment of influential trends that influence delivery of accessible, relevant and sustainable service;
4. **Develop a service profile** of parks and recreation facilities and their amenities;
5. **Conduct a robust and inclusive engagement program – in both official languages** - that includes: staff, key stakeholders and the public;
6. **Assess how well the Municipality is positioned to provide programs and services** for residents and facility users, now and in the future;
7. **Develop efficiency and effectiveness recommendations related to; financial, facility, programs and services, future growth, service and delivery standards, partnerships and community need; and**
8. **Create a clear prioritized Parks and Recreation Master Plan.**

It is expected that adherence to these objectives and deliverables will yield a greater sense of community, increased branding opportunities, and enhance the overall quality of life and place.

THE PLANNING PROCESS

The Master Plan framework was confirmed and refined in conjunction with the Core Team, stakeholders and the community. The framework was developed via significant data-gathering and engagement phases, the findings of which were presented in the Background Document *Community, Facility, and Service Profile* (CFSP / BD, August 2019). Information collection activities are described above as part of key deliverables. The following engagement activities were carried out in the development of the Master Plan:

- Interviews with key informants from the Municipality, (June & July 2019);
- Focus groups with stakeholders, representing community associations and organizations, and sport and cultural groups (June 2019);
- A telephone survey to a statistically valid sample of Municipality, with more than 300 respondents (August 2019);
- A web-delivered survey, using the same questions as the telephone version, received an additional 310 responses (August 2019);
- Community Pop-up Events with approximately 50 participants (June 2019)
- Community Workshops in: St-Isidore, St-Albert, Fournier, and Limoges (105 participants) (August & October 2019);
- Cross-departmental Core team workshops throughout the master planning process (June – November 2019); and
- Presentations to the following committees: Core Team, Executive Team, and Municipal Council (2019/ 2020).

METHODOLOGY

As noted earlier, the Master Plan methodology consisted of significant data gathering and analysis, which was combined with various engagement activities. All research, profiles, data and data analysis were presented in the Background Document (BD, August 2019).

Background Document: Profile and Opportunities

The Background Document generated a community and service profile. The community profile was based on demographics as well as a scan of the current facilities and programs. The preliminary engagement sessions yielded a vision for the future of Parks and recreation in the Municipality of The Nation. A future service profile was then generated based on a gap analysis from research, data, and community engagement. The resulting profiles focused on opportunities in programming, facility development and operations management. This yielded insights for the future direction in the provision of both indoor and outdoor facilities and programs.

Research

Extensive demographic research was carried out at the local, county, and comparator municipality levels. Based on the 2016 Statistics Canada census information, profiles were generated for age, income, employment, education, and health. National participation statistics were compared to The Nation's current participation rates. GIS mapping was carried out for the Municipality based on age, income and projected participation. The Nation's profile was compared to the county and comparator municipality profiles. In addition, to aid in future needs development, generational behaviour profiles were also presented. Behaviour profiles, by generation, are considered one of the best predictors of future interests and needs¹. Projections covered the life of the plan.

Over the life of the plan, adults will make up about 62% of The Nation's population mix. The adult mix will be predominantly "Seniors" (55+), and "Millennials" (1984 – late '90s). However, the "Boomer" (prior to 1965) population will see a decrease over the next 15 years. The Municipality will need to ensure that there are adequate programs, facilities and services to meet their needs. As well, the adult population segment will be the largest single segment of the population (43%). The adult population (split) profile suggests that when being developed, facilities and programming will need to consider more spontaneous, vigorous and active programming for active adults as well as access, accessibility* and social inclusion opportunities for the older adult.

Literature Review

The Request for Proposal recommended several documents where pertinent Municipality background information was available. Planning and strategic documents available at the County were also reviewed. All documents were reviewed and summarized in the Background Document.

¹ Jason Dorsey, Center for Generational Kinetics, www.genhq.com

METHODOLOGY

Data Analysis

Data was gathered for facilities and programs, both indoor and outdoor. Financial data, as it relates to the delivery of parks, recreation, and culture was collected from 2017 FIR data, as published by the Ministry of Municipal Affairs. Similar data was assembled for comparator municipalities. The comparator group included; Clearview, Brock, Laurentian Valley, Leeds & Thousand Islands, and South Stormont. In addition, further data was collected on the provision of facilities and programs from studies previously undertaken in 2018 & 2019. Making these comparisons generated a perspective on how well the Municipality is delivering facilities, programs, and services to each demographic segment - children, youth, adult, and seniors.

The data suggests that the Municipality is well provisioned for facilities. However, there are gaps in the provision of programs for youth, adults and seniors. In addition, there may be some issues surrounding the cost of delivering facilities and programs.

Community Engagement

The various engagement activities outlined earlier were carried out between June and October 2019. These activities were used to; inform, engage, and collaborate, with stakeholders and members of the public according to best practices from the International Association for Public Participation (IAP2)². Activities were designed to generate feedback related to parks and recreation across the municipality. As well, discussions were designed to confirm findings and develop a range of options for new directions. The mission and vision statements were also developed through these sessions.

Master Plan Document

Throughout the processes, common themes emerged. Three of the five goals of the *Framework for Recreation in Canada (2015)* resonated with the emerging themes, research and gap analysis. The principal themes became: Active Lifestyle (AL), Providing Supportive Environments (SE), and Increasing Recreation Capacity (RC). These themes were also common to existing planning and strategic documents already in use by the Municipality. These common themes were adopted for the Parks and Recreation Master Plan document.

Recommendations, in the form of objectives and associated initiatives, were developed focusing on increasing facility utilization, maximizing program quality and quantity, and enabling community development. **Key to achieving both Active Living (AL) and Supportive Environments (SE) objectives is the need to deliver municipal operations in a sustainable* manner.**

² International Association for Public Participation, Participation Spectrum, www.iap2canada.ca

METHODOLOGY

Throughout the document, some words and phrases common to the process were used. Some of these may not be familiar to the public. We have marked these with an asterisk (*) and explained their context in the Glossary of Terms.

To track progress and ensure that Master Plan objectives were being addressed, Key Performance Indicators (KPIs) are being developed by staff. Staff will present in an updated Appendix A. The expected completion is towards the end of Phase 1 activities in 2021.

To aid in the future development of parkland, a Parks Classification Standard, with associated design and service level standards, is presented in Appendix B. Also included in this section is a mapping of current and proposed parks for The Nation.

The refinement of the recommendations is found in the Action and Implementation Plan framework in Appendix C. This section also includes the projected operating impact from any recommendations or capital expenditures. In addition, we have made an allowance for the operational impact not included in as part of capital spending. These allowances may need to be adjusted, pending the Operational Review.

Excerpts from the Consultation Report and Findings is presented in Appendix D. Subsequent / additional comments from the community will be inserted into Appendix E. A rates and fees discussion is presented in Appendix F. And finally, excerpts from the Background Document regarding best practices for service delivery and community profiles are presented in Appendix G.

Out of Scope: Proposed Soccer Facility

The following paragraph is intended to provide an update as of December 2019 to a parallel project. This information has been provided solely by staff and was not part of the prc solutions scope of works.

The need for a new recreational facility in Ward 4, was identified in the Nation's Strategic Plan 2034. The Municipality is currently working on a sports complex project to be located in Limoges, beside the St. Viateur Catholic elementary school. The complex will include two 1/3 size FIFA soccer fields, a walking track and a multipurpose hall that will accommodate 150 people. A grant application was made to the Ministry of Infrastructure, ICIP in November 2019 and the final design has been put on hold until the government has announced the successful applicants which is expected in June of 2020. Should the project not receive funding, the design plans will be modified to take into account the municipality's lower capital budget. The sports complex should be operational by 2021.

DEMOGRAPHIC PROFILE

This section presents the demographic profile for The Nation Municipality, which will be used to inform broad estimates of demand for recreation, culture and parks services.

Changes in Population and Employment

After limited population growth from 1996 to 2006, The Nation's population has seen relatively strong growth between 2006 and 2016. Its census population was 12,808 in 2016, and its total population is estimated at 13,167 in 2016, including the Census undercount, an increase of 1,140 residents over five years. The Nation has seen a 20% growth in population over the past ten years.

Table 1: Historical Population, The Nation Municipality and Prescott and Russell, 2001-2016

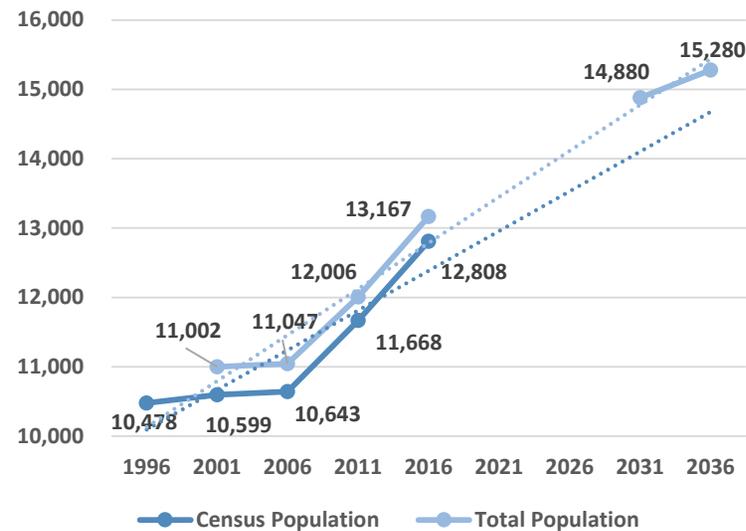
		2001	2006	2011	2016
The Nation	Population	10,599	10,643	11,668	12,808
	Change	121	44	1,025	1,140
	Compound Annual Growth	0.29%	0.10%	2.33%	2.36%
Prescott and Russell	Population	76,446	80,184	85,381	89,333
	Change	2,433	3,738	5,197	3,952
	Compound Annual Growth	0.81%	1.20%	1.58%	1.14%

Statistics Canada Census

The Nation is anticipated to have even higher growth up to 2026 (25% growth), followed by a period of slow growth between 2026 and 2036 (3% growth), suggesting increasing demand for recreation and culture services. The Nation is anticipated to add another 3,235 people by 2026 and an additional 530 by 2036.

DEMOGRAPHIC PROFILE

Figure 1: Historical and Projected Census and Total Population, The Nation, 1996-2031



Statistics Canada Census and Simcoe County, Land Budget Data Collection and Analysis, 2015

The Nation's population is largely located in the former geographic township of Caledonia (9,674 people).

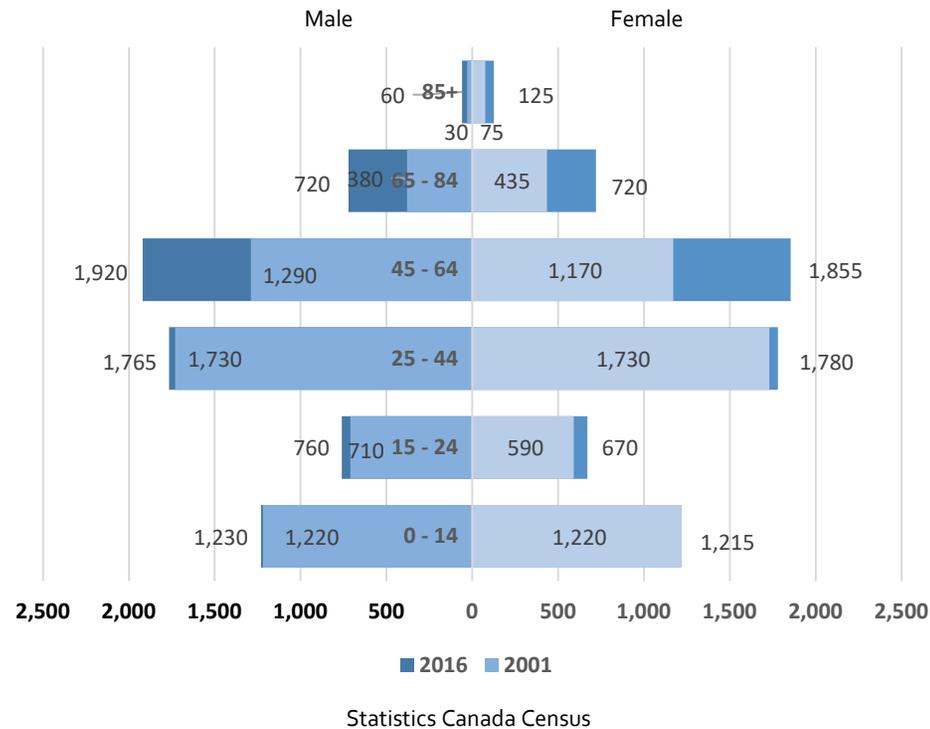
Place of Work employment in The Nation is anticipated to grow by 170 jobs between 2011 and 2031. The growth in employment is not anticipated to be as high as in population.

Changes to the Age Profile

The Nation's population is aging, a trend occurring throughout Ontario. Over the past 15 years, the largest increases have been in the 45 to 64 and 65 to 84 year old age ranges. This reflects the aging of the baby boom generation. In 2001 the big Baby Boom generation was 36-55, and by 2016 the Baby Boom generation was 51-70.

DEMOGRAPHIC PROFILE

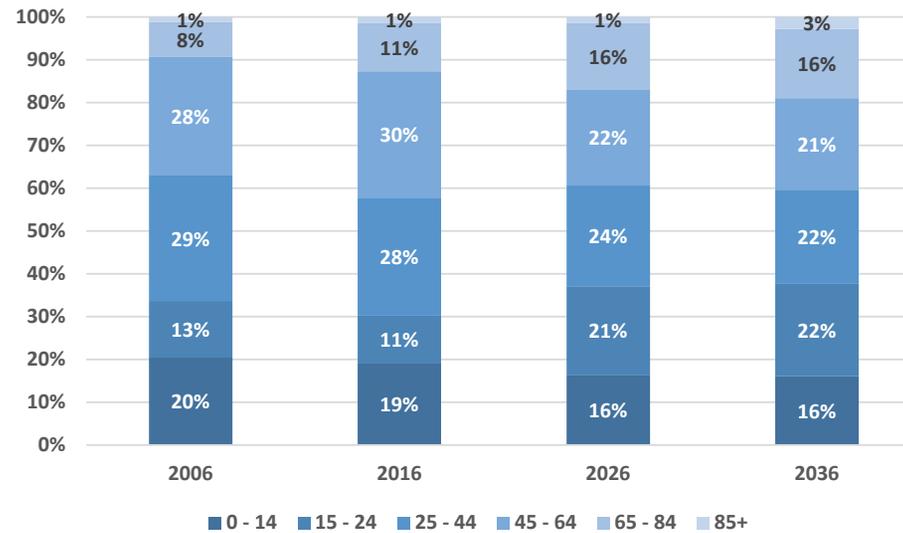
Figure 2: Distribution of Census Population by Age and Sex, The Nation, 2001 and 2016



The [aging demographic trend is anticipated to continue](#). Based on the population projections prepared for The Nation as part of a growth forecast and land needs analysis for the United Counties of Prescott and Russell in 2012, 17% of the municipality's population will be age 65 and over by 2026 and 19% in 2036, compared to 12% in 2016. Adults age 45-64 are anticipated to represent a smaller proportion of the population, only 21% in 2036 compared to 30% in 2016. Adults ages 25-44 are also anticipated to account for a smaller share of the population, going from 28% to 22%.

In contrast to the trend of the aging population, [youth ages 15-24 are also anticipated to grow as a share of the population – with their share increasing substantially](#), from 11% in 2016 to 22% by 2036. Children ages 0-14 are anticipated to account for a slightly smaller share of the population in 2036 as they did in 2016 (16% compared to 19% in 2016).

Figure 3: Historical Distribution of Census Population by Age and Projected Distribution of Population by Age, The Nation, 2006, 2016, 2026, 2036



Statistics Canada Census and Hemson Consulting Ltd., Growth Forecast and Land Needs Analysis for the United Counties of Prescott and Russell, 2012

Based on projected distribution of the population by age, The Nation is anticipated to see sizable increases in the number of youth ages 15-24 (1,895 more people in this age range by 2026 and an additional 260 by 2036) and 65-84 (1,055 people by 2026 and an additional 180 by 2036). This suggests an increase in demand for leisure activities enjoyed by these groups. The only age group that is anticipated to have fewer people by 2036 is adults ages 45-64 (240 fewer people). This suggests lower demands for leisure activities enjoyed by this group.

Table 3: Historical and Projected Census Population by Age, The Nation, 2006, 2016, 2026 and 2036

Age	2006	2016	2026	2036	Change 2006-2016	Change 2016-2026	Change 2026-2036
0 - 14	2,170	2,440	2,630	2,660	270	190	30
15 - 24	1,410	1,425	3,320	3,580	15	1,895	260
25 - 44	3,125	3,540	3,780	3,650	415	240	- 130
45 - 64	2,960	3,780	3,600	3,540	820	-180	- 60
65 - 84	855	1,435	2,490	2,670	580	1,055	180
85+	125	185	220	470	60	35	250

Statistics Canada Census and Vink Consulting Inc. based on Hemson Consulting Ltd., Growth Forecast and Land Needs Analysis for the United Counties of Prescott and Russell, 2012

DEMOGRAPHIC PROFILE

Migration and Ethnicity

Only 4% of The Nation's population is immigrants. Given the low level of immigrants moving to the community, demand for recreation and cultural activities is not anticipated to change significantly as a result of different cultural preferences of people moving to the community.

Some 410 individuals (3% of residents) reported Indigenous identity in the 2016 Census. Considering the recreation and culture preferences of this group will help advance the process of reconciliation in the community.

Income Profile

The 2016 Census reported an average household income of \$87,531 for 2015 in The Nation. Five percent of households had incomes under \$20,000 and another 12% had incomes between \$20,000 and \$40,000. Some 290 residents (2.3%) were living in low income based on the Low-income cut-offs (after tax). The income profile of residents points to the need for some affordable recreation and cultural opportunities to engage those with financial barriers.

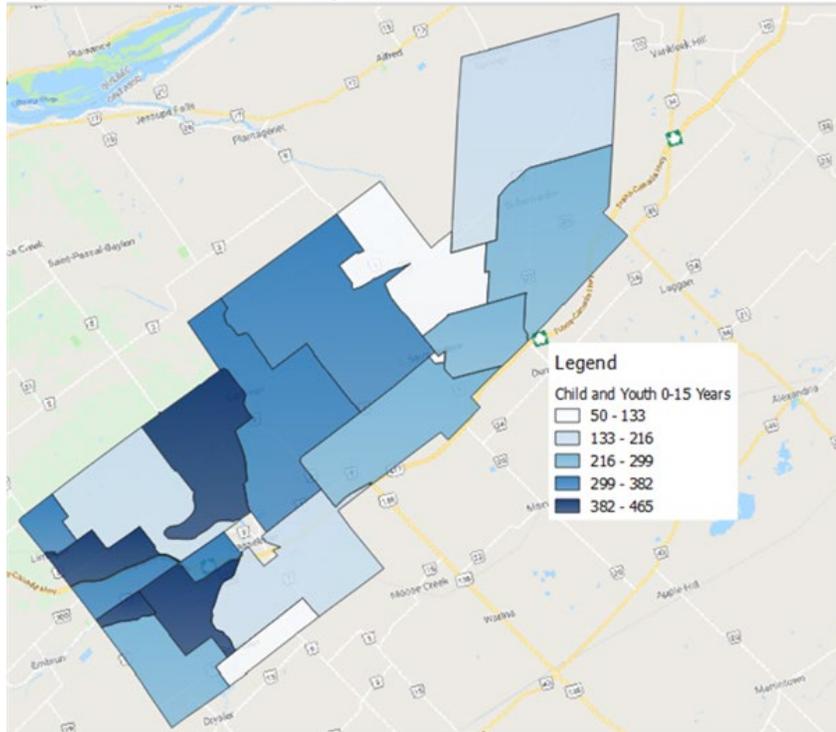
Table 4: Household Income Distribution, The Nation, 2015

Income	Number	Percent
Under \$20,000	1,935	5%
\$20,000 to \$39,999	720	12%
\$40,000 to \$59,999	640	14%
\$60,000 to \$79,999	665	13%
\$80,000 to \$99,999	550	15%
\$100,000 and over	260	41%
Total	4,770	0% 10% 20% 30% 40% 50%

Statistics Canada Census

DEMOGRAPHIC PROFILE MAPS BY DISSEMINATION AREA

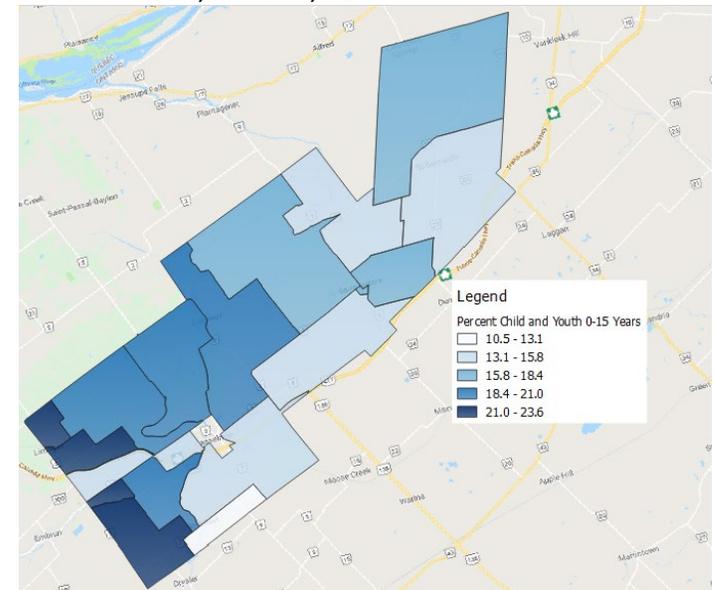
Map 2: Total Children 0-14, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

The dissemination areas with the most children age 0-14 are in the South West part of the municipality closest to Russell Township and Clarence-Rockland (Map 2). As a proportion of the total population, some parts of the South West portion of the municipality again have more children (Map 3). This suggests that for their given population the South West portion of the municipality should have more of the children's programs.

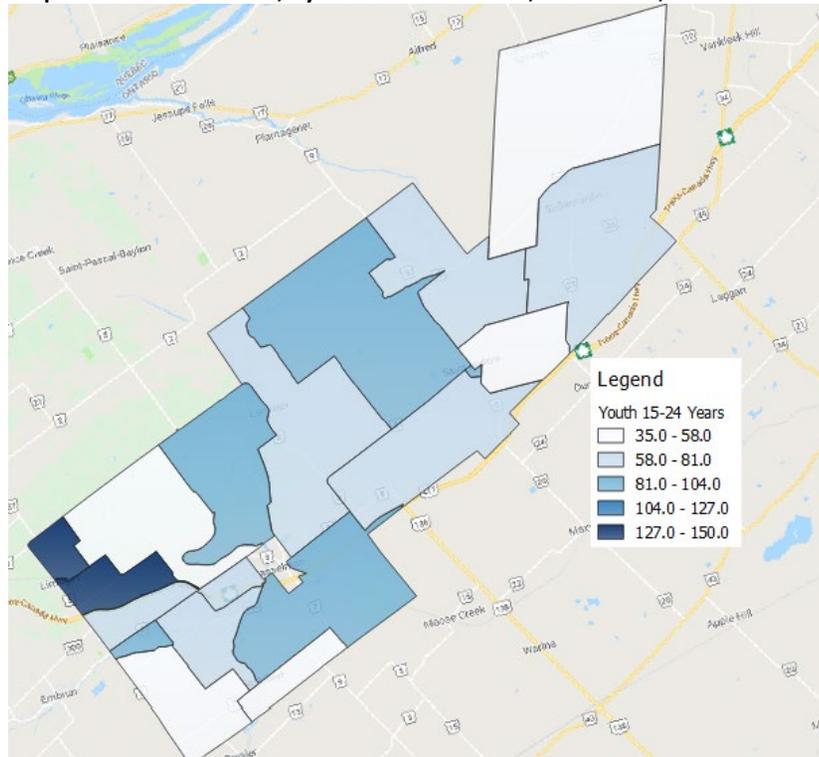
Map 3: Children 0-14 as a Percentage of the Total Population, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

DEMOGRAPHIC PROFILE MAPS BY DISSEMINATION AREA

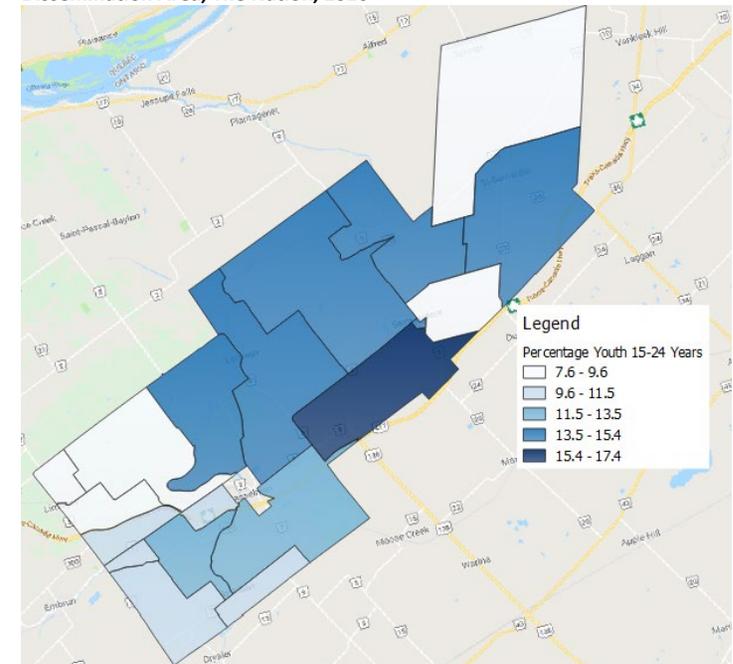
Map 4: Total Youth 15-24, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

The most westerly part of the municipality (bordering Russell Township) has the most youth in total (Map 4), but as a percentage of the population, the area bordering the North East portion of North Stormont Township (Map 5). The central portion of the municipality, in general, has a higher percentage of youth (Map 5). Given the contrasting areas with higher numbers and higher percentages, youth programs should be fairly spread out throughout the municipality.

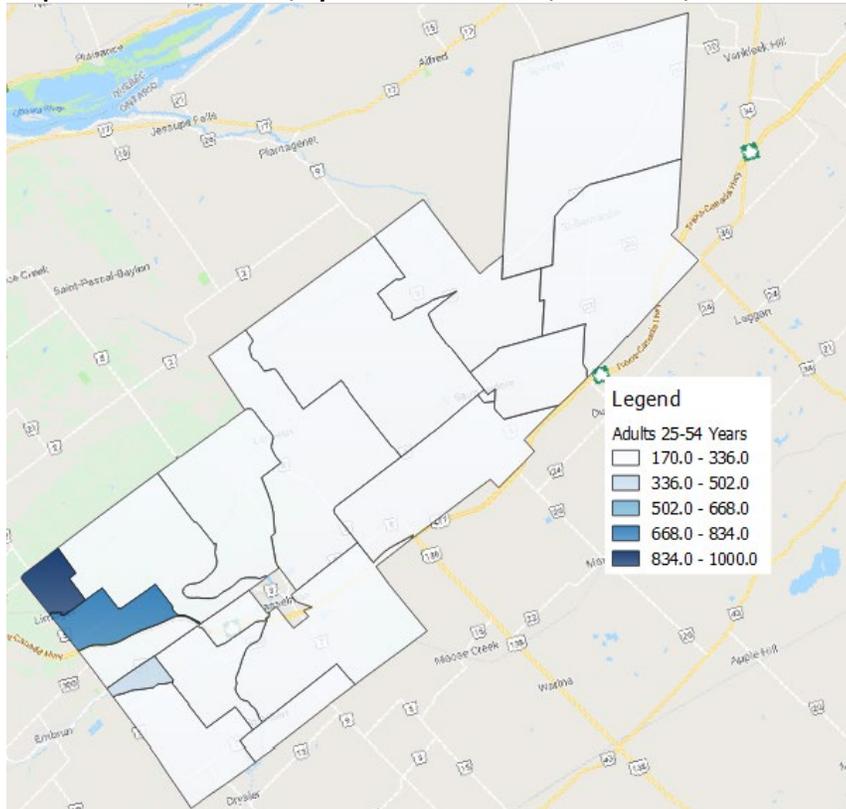
Map 5: Youth 15-24 as a Percentage of the Total Population, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

DEMOGRAPHIC PROFILE MAPS BY DISSEMINATION AREA

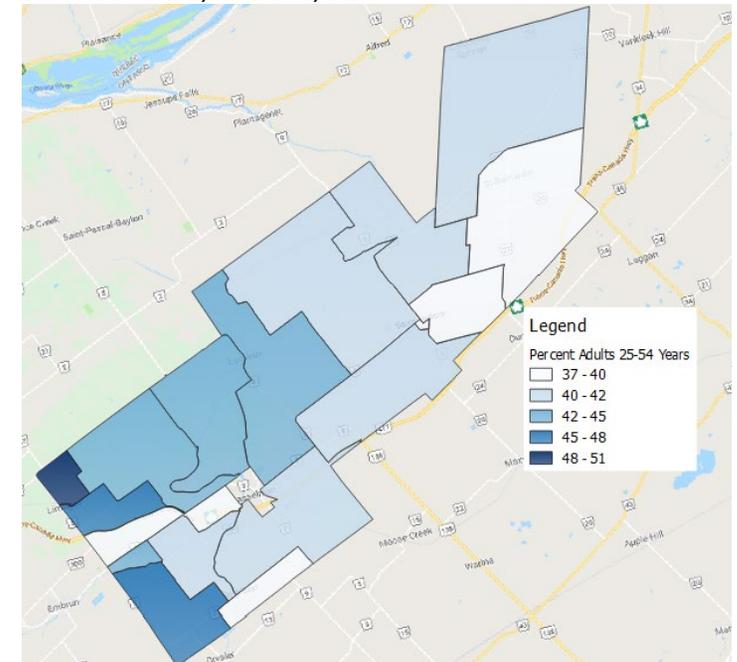
Map 6: Total Adults 25-54, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

The South West corner towards Russell Township has the greatest number of adults ages 25-54 (Map 6). As a percentage of the population, the same area as well as the southern tip of the municipality (closest to North Dundas Township) have more adults age 25-54 (Map 7). This suggests that more adult programs and services should be located in this portion of the municipality for its given number of resident, than other parts of the municipality.

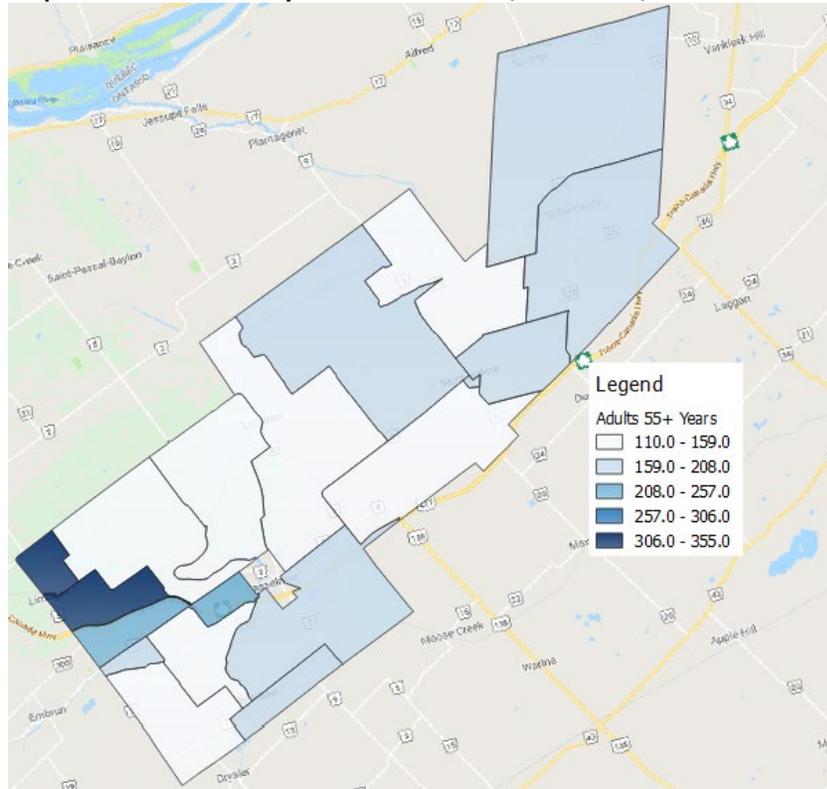
Map 7: Adults 25-54 as a Percentage of the Total Population, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

DEMOGRAPHIC PROFILE MAPS BY DISSEMINATION AREA

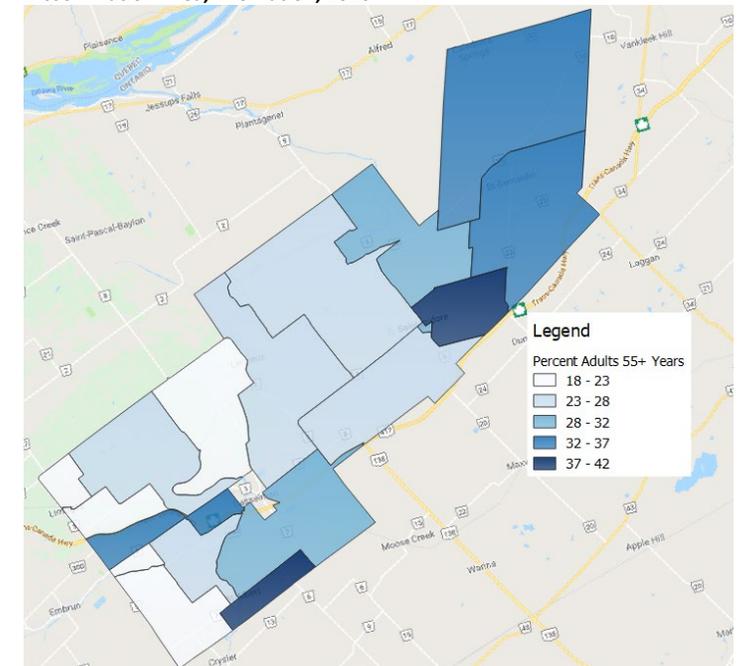
Map 8: Total Adults 55+ by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

For older adults age 55 and over, while the map showing number of older adults shows more older adults in the South West part of the municipality (bordering Russell Township) (Map 8), the map showing percentage of older adults shows higher percentages of older adults in the area bordering North Stormont and East of Casselman (Map 9). In the North East part of the municipality, in general, older adults account for a higher percentage of the total population (Map 9). Based on this data, the North East and Southern parts of the municipality should have a larger percentage of the programs and services focused on older adults for their given community size.

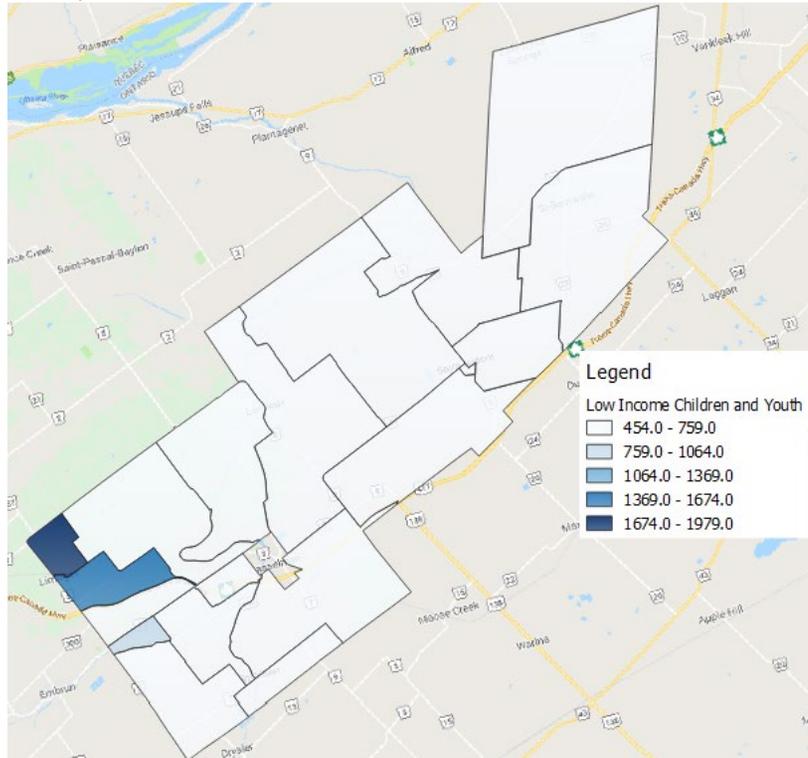
Map 9: Adults 55+ as a Percentage of the Total Population, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

DEMOGRAPHIC PROFILE MAPS BY DISSEMINATION AREA

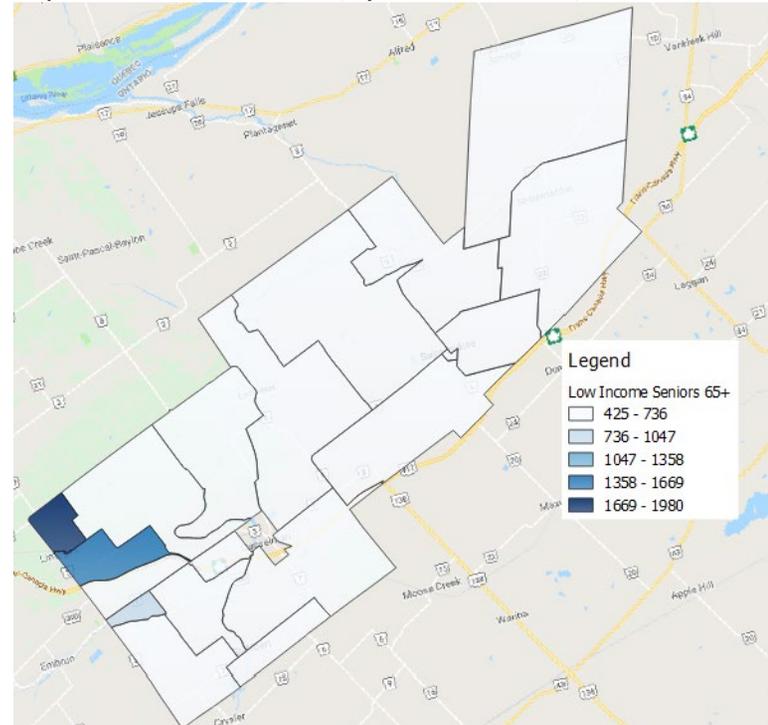
Map 10: Low Income Children and Youth 0-17, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

The map of low income children and youth ages 0-17 (Map 10) suggests that the South West part of the municipality (bordering Russell Township) is an important area for free programming for children.

Map 11: Low Income Seniors 65+, by Dissemination Area, The Nation, 2016



Based on Statistics Canada Census, 2016

Similarly for seniors, the map of low income seniors age 65 and over (Map 11) suggests that the South West part of the municipality (bordering Russell Township) is an important part of the community for free programming for older adults.

Comparator Communities

It is helpful to compare The Nation to other communities to inform the evaluation of facility and service-level requirements. Five communities have been identified as comparators: Township of Leeds and Thousand Islands, Township of Clearview, Township of Brock, Township of Laurentian Valley, and Township of South Stormont. The following table compares key indicators of The Nation's population with these comparator communities as well as the province. Areas where the indicators are higher than The Nation are shown in blue, and areas where they are lower are shown in green. Generally speaking, lower levels of education and income can present barriers to participation in recreation and cultural activities. Here's how The Nation compares:

- The Nation is a larger community in terms of size of its population than three of the comparator communities
- Recent population growth in The Nation has been higher than all of the comparator communities.
- The Nation's age profile is younger than the rest of the comparator communities.
- A similar proportion of The Nation's population age 15 and over have a postsecondary certificate, diploma, or degree as most of the comparator communities, but it is higher than the province as a whole. Rates of completion of post secondary education a lower in Brock.
- The Nation's average household income is in the mid-range of the comparator communities.

The Nation falls within the range of comparator communities for most indicators, suggesting that participation rates and demand in The Nation are likely to be within the range of the comparator communities. Like its comparator communities, The Nation's immigrant population and ethnic diversity (based on visible minority as the indicator) are low, suggesting that demand for recreation and cultural services should not be significantly different as a result of cultural preferences.

Table 4: Comparison of The Nation's Demographics to those of Selected Geographies, 2016

Geography	Population	Population Growth (%)	Average Age (years)	Postsecondary Certification	Average Income	Migrants (%)	Visible Minority (%)
The Nation	12,808	9.8	38.7	60%	\$87,531	4%	2%
Leeds and Thousand Islands	9,465	2	50.5	61%	\$76,300	7%	1%
Clearview	14,151	3	42.6	58%	\$94,671	7%	1%
Brock	11,642	2.7	43.5	46%	\$87,942	9%	3%
Laurentian Valley	9,387	-2.8	42.5	61%	\$92,630	4%	1%
South Stormont	13,110	3.9	43.4	61%	\$89,881	5%	1%
Ontario	13,448,494	4.6	41	55%	\$97,900	29%	29%

Statistics Canada Census

INDOOR FACILITY MAPPING

Arenas (indoor)

Two of the key indicators for how well a community is being serviced are related to facility location and availability. To help assess how well residents are being serviced by the provision of existing facilities, arenas in neighbouring municipalities were also mapped. It should be noted that facility condition is also a contributing factor, which has not been assessed.

Figure 5-1 shows the current arena locations in adjacent municipalities. Figure 5-2 represents the market or catchment area for those arenas. The light grey line shows catchment areas for each site and the pink colouring (overlay) denotes that – based on location / the provision of facilities – The Nation is being well serviced.

That said, 60% of the arenas surveyed (Embrun, Russell, Casselman, St-Isidore) were confirmed to be at or near full capacity for ice times between 3pm – 11pm during the minor hockey season (Sept – April).

For all arenas, substantial availability exists from 7am – 3pm. Best practices have shown that the ability to program or book facilities during off-peak hours is a significant factor in facility viability. Some examples from the surveyed municipalities include: specialized programming (e.g. seniors groups), targeted connections (e.g. school groups), adult leagues at off-times (e.g. early morning) and alternative fee structures.

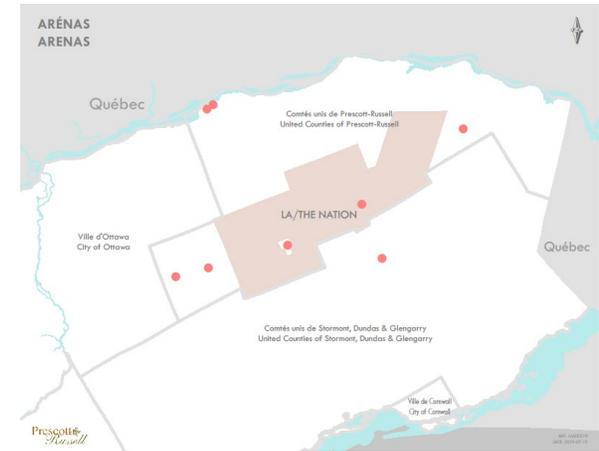


Figure 5-1: Provision of arenas

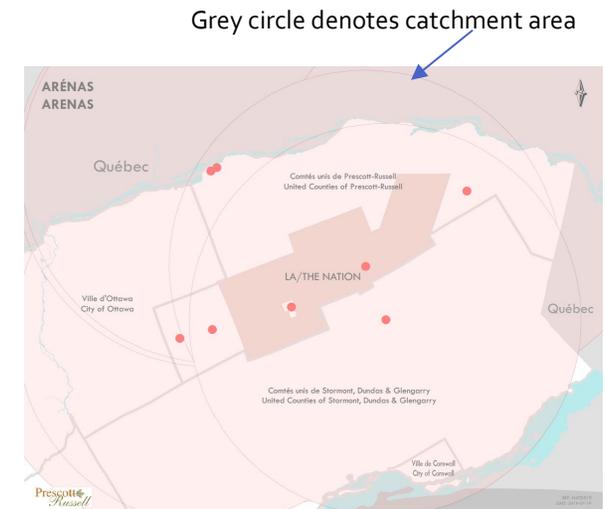


Figure 5-2: Arena Service / Catchment Area

INDOOR FACILITY MAPPING

Aquatic Centres (indoor)

Similar to arenas, indoor aquatics facilities were mapped based on location (Figure 5-3) and catchment area (Figure 5-4). It should be noted that facility condition is also a contributing factor, which has not been assessed. Based on location / the provision of facilities – The Nation is being well serviced.

Aquatics facilities are generally programmed according to the scheduling needs that follows a typical pattern, based on age. All are welcome to participate within the appropriate age-related category. As students progress, ability also becomes a factor for participation. The provision of indoor aquatics facilities is then determined more by population, and in rural areas, population within acceptable drive-to timelines.

For specialized programs (e.g. Bronze Cross / Lifeguard, Competitive), groups are afforded prioritized times based on their connection / support of the facility. For instance, competitive teams may be afforded priority bookings if a reciprocal / usage agreement is in place.

Indoor aquatic facilities have undergone a transformation over the past several years, due largely in part to the significant impacts on capital and on-going operational investments for sustainability. They now typically represent best management and service delivery practices – especially as relates to the provision of facilities in rural areas. Best practices have included: adopting hub facility development models, a co-managed approach to the delivery of programs and services, and maximizing market share potential.

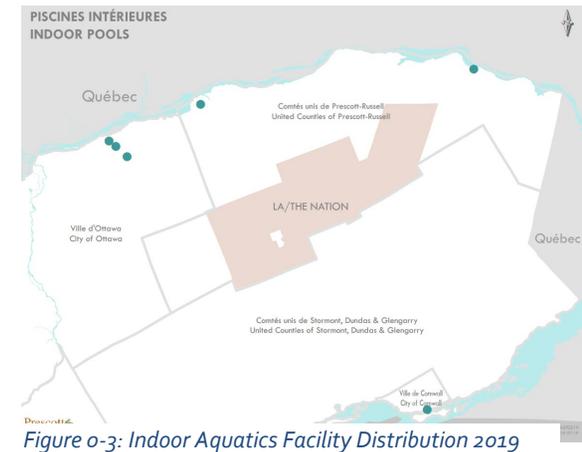


Figure 0-3: Indoor Aquatics Facility Distribution 2019

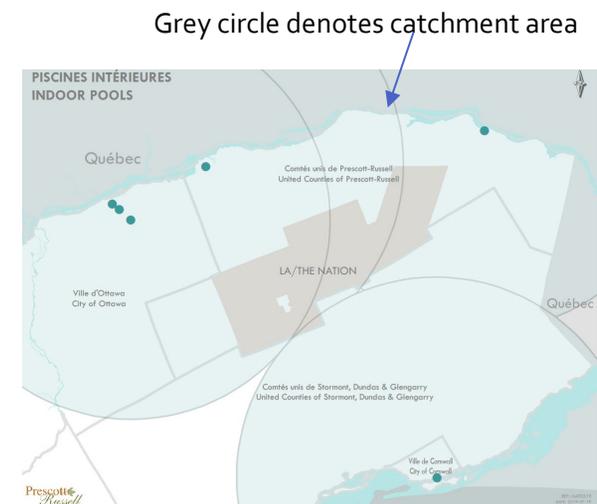


Figure 0-4: Aquatics Service / Catchment Area

THE MISSION

Together with our partners, we facilitate a support system of diverse and accessible recreation experiences.



Giroux Park – fully accessible playground

THE VISION

To be a community where residents of all ages enjoy a safe, healthy lifestyle while celebrating our heritage and protecting our natural environment.

From the various consultation activities, some guiding principles were also created to support the vision:

Collaborative- We are committed to strong partnerships and providing opportunities to bring people together

Responsible- We are committed to delivering our facilities and programs with efficiency and sustainability

Progressive- We are committed to continuously improving, learning and leading

Equitable- We are committed to supporting an inclusive, fair, and accessible system of parks and recreation experiences across the Municipality

The Municipality will use this vision and guiding principles to drive future decisions about operational and capital priorities.

PRINCIPAL THEMES

The Municipality's Strategic pillars are woven into connections with a healthy natural environment. Moreover, the strategic pillar directly related to master plan development - Social Sustainability - is linked to an overarching theme of managing and sustaining a healthy community. To demonstrate how the following sections - Strategic Objectives and Recommended Initiatives - are connected to the vision, each is linked to one of the three principal master plan themes outlined below.

AL

Encouraging Active Living Strategies

Definition: Foster active living through physical recreation

Attributes: Participation throughout the life-course; physical literacy; reduce sedentary behaviours

Commitment: Our 'system of facilities' is designed to deliver a range of activities within a 'get out of your village' philosophy. The facilities system promotes active living through opportunities for programmed and non-programmed activities. Facilities are developed and managed to ensure public access for multi-functional, inter-generational, fully accessible leisure experiences. The system is augmented by facilities that are provided by other government agencies as well as the private sector. Across the Municipality, to develop new facilities / programs that meet the needs of our changing demographics and trends, we work with other agencies including: neighbouring municipalities, the Larose Forest, South Nation Conservation Authority, and local community halls. These experiences all contribute to community well-being, including enjoyment of the natural environment.

SE

Providing Supportive Environments

Definition: Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities

Attributes: Provide essential spaces and places; use existing structure and spaces for multiple purposes; renew infrastructure; active transportation; partnerships in social environment; align community initiatives

Commitment: Municipality delivers a wide range of facilities to our residents throughout all settlement areas. In conjunction with our community partners we ensure that our facilities are renewed and renewable for a variety of uses; on a timely basis. Facilities are connected via an accessible system of active and passive transportation modes

Many of our health and wellness programs are delivered with or through community partners. These programs are developed to ensure access to healthy lifestyle options. Our policies and guidelines support community-led initiatives including: unique events and programming, social and educational opportunities, social action initiatives, and access to funding from various sources. (e.g. Corporate Sponsorships, Legacy Funding, Government initiatives and programs)

PRINCIPAL THEMES


 RC

Increasing Recreation Capacity Strategies

Definition: Ensure the continued growth and sustainability parks and recreation programs and facilities within the Municipality

Attributes: Collaborative system; capacity development; community leadership; volunteers; knowledge development; align core services; hub model; governance; communication

Commitment: Embracing a culture of continuous improvement, we are committed to delivering parks, recreation and cultural operations in an effective and efficient manner while maximizing internal and external collaborations to reduce duplication of events and programs. We strive to attain the highest and best use of our facilities to ensure that we are delivering our core services in a sustainable* manner.

Through best practices in facility and program governance and in conjunction with our community partners we deliver parks and recreation services that align with our community benefit model. To support our community partners we are committed to providing timely access to information and resources.

This contribution to well-being in The Nation assists in creating conditions whereby the local economy can thrive through the promotion of sport and cultural tourism, and marketing of the potential of the recreation facilities system.

Although presented sequentially, the principal themes have considerable cross-over potential. They are not mutually exclusive, stand-alone concepts, but rather goals and objectives that can provide support and augment initiatives in other areas. To that end, some of the objectives are shown with more than one icon.

CREATING A HEALTHY COMMUNITY

DISCUSSION

Current research at the national level, by the Canadian Parks and Recreation Association (CPRA) suggests that recreation is:

... the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community well-being.³

In addition, three of the CPRA's key priorities for developing recreation specifically target the development of healthy communities, namely; active living, supportive environments, and increasing recreation capacity. Often overlooked in the statement above is the implied connection to cultural activities and the provision of space to pursue those activities.

Research

Research from the broader recreation community suggests several methodologies for achieving healthy communities. Common themes in the methodologies reviewed suggest that, in 2019 and beyond, there is a need to be streamlined, connected and coordinated, and provide programs and services in a variety of ways. These themes are operationalized in the following ways:

- Streamlined: offer facilities and programs based on proven community need and functional capacity, and the development of “hub” facilities;
- Coordinated: at the systems (facility), programming and planning phases to reduce duplication of efforts throughout the community;
- Connected: at both the systems (facility) and technology levels; and
- Variety in programming: by offering programs via multiple methods, to reach a greater cross-section of the community, including; programmed, drop-in, self-directed, and web-based.

Comparator Municipalities

Closer to home, the environmental scan of comparator municipalities also found the same commonalities regarding strategies for achieving healthy communities.

- Streamlined approaches:
 - use of a combination of indirect and direct- delivered programs to maximize facility use;
 - co-location of programs in hub facilities that are multi-purpose and support multi-generational* use;
- Coordinated systems and programs: although there are a range of programs, not all facilities offer the same or similar experiences. This is especially true of outdoor facilities that service local neighborhoods;
- Connected systems and technology: facilities are physically connected via green corridors or active transportation networks and this is a primary driver for developing an active, healthy community and
- Variety in programming: programming delivered via methods that target specific groups and their preference for engagement, e.g. significant support (dedicated space) for drop-in programs for seniors to address social isolation concerns.

³ The Framework for Recreation in Canada, Canadian Parks and Recreation Association, www.cpra.ca

CREATING A HEALTHY COMMUNITY

The Nation Demographics Profile

Based on Statistics Canada's 2016 census information, the demographic profile of the community (and region) is changing – with respect to age and growth only. The profile is not expected to change in terms of cultural diversity. Pressures due to growth, will be very strong – approaching 3% per annum for the duration of the master plan document. As such, current recreation and cultural activities are not anticipated to change significantly due to changes in cultural preferences but rather from people moving into the Municipality.

The Nation's population is aging, which is typical across Ontario. The aging trend is expected to continue. The adult and senior population currently represents approximately 71% of the Municipality's population. Over the next 15 years that percentage is expected to move upwards slightly to 73% of the population. Implications for recreation and culture programming include:

- Demand for activities for the adult and senior population market segment is expected to remain high;
- Activities will be more driven by the needs of Centennials and Millennials; and
- Demands for access* (availability and affordability) and accessibility* (mobility) to all facilities (indoor and outdoor) and programming for social inclusion will increase.

The Nation Mandate – Strategic Plan 2034

The Municipality recognizes that existing facilities throughout The Nation may not be adequate to service existing and new growth. As such, the Social sustainability Pillar's goal A.1 is: *"To identify and distribute parks and recreation facilities to adequately serve all areas of the municipality and to promote active, healthy life styles for all residents."*⁴

Strategic Plan connection to Healthy Community Operational Themes

Currently, the Municipality enjoys good relationships with various third-party service providers. The combination of Municipality-owned facilities and partnerships with community organizations has allowed the Municipality to deliver a range of programs for residents. The four operational themes are echoed in the strategic plan in the following ways:

- Streamlined: phased development of consolidated / re-purposed community facilities;
- Coordinated: support and promote (cultural) events and activities of local groups;
- Connected: developing cycling plan that connects to the larger UCPR network; and
- Variety in Programming: all of the above

The operational themes addressed above are broad-based and are entwined within the master plan themes in the following sections. They apply equally to each of the master plan themes.

⁴ The Nation Municipality Strategic Plan 2034



Active Living Strategy

DISCUSSION

According to the Canadian Health Measures Survey, fewer than 1 in 10 (8%) of youth and only about 1 in 5 adults meet their daily requirement for activity.⁵ The delivery of a coordinated recreation facilities system is widely connected to its community well-being and personal development attributes. The World Health Organization (WHO) defines a healthy, active city as:

a city that continually creates and improves opportunities in the built and social environments and expands community resources to enable all its citizens to be physically active in day-to-day life.⁶

Healthy municipalities recognize the value of active living. They provide opportunities for physical activity and active living for all. The program mix is generally determined by local preferences and typically delivered in conjunction with local program providers / community partners. It is vitally important to ensure that we are delivering parks and recreation experiences based on community needs. Community needs will influence programming and facility development. These needs also extend to our preferences for how we would like to engage in our preferred activities.

Research

Research from the broader recreation community suggests that there are some central themes to creating an active living strategy.^{7,8,9} These themes are grouped and operationalized in the following ways:

- Programming: provide opportunities for a range of physical activities that are accessible and inclusive for all, regardless of ability;
- System Planning: develop tools and guides for **connected, coordinated facility** (re) development in built and social environments; and
- Building partnerships: between stakeholders, communities and municipalities.

Comparator Municipalities

Closer to home, the environmental scan of comparator municipalities found these themes being put into practice, in the creation of their active living opportunities:

- Programming: combination of community-led programming and varied drop-in opportunities for various levels of ability;
- System Planning: dedicated planning towards multi-purpose facilities that are connected via active transportation opportunities; and
- Building Partnerships: developed and engaged partnerships within the community and beyond to deliver a full scope of activities.

⁵ Canadian Health Measures Survey data, STATCAN, (2017).

⁶ *A Healthy City is an Active City*, World Health Organization, (2008)

⁷ *Live Active*, Citizen Services Department, City of Edmonton, (2016)

⁸ *Active City: Designing for Health*, City of Toronto (2014)

⁹ *Planning by Design: a healthy communities handbook*, Ontario Professional Planners Institute (2009)



Active Living Strategy

The Nation Demographics, Facilities and Programming

Based on the behaviour and demographic profiles presented in the Background Document there are some key aspects that are vital to the development of facilities programming over the next 15 years. The key indicators are:

- The ability of the recreation system to provide multi-generational*, multi-functional*, facilities to manage growth and additional programming for adults and seniors;
- The ability of the Municipality to develop partnerships in the delivery of recreation programming;
- The ability to provide facilities that support a range of abilities; and
- The ability of facilities to support drop-in activities for youth and adults.

Community Engagement Findings

Community engagement findings confirmed emerging trends within the recreation community, with respect to adults and seniors. There is a greater demand for programming and space to address the needs of the adult and senior population. The most popular recreation programming responses included:

- There is a limited range of programming to meet community needs;
- There is a need for increased support for community organizations; and
- Need to establish pedestrian-friendly walkable community, including improving trails connectivity within local communities.

The Nation Opportunity

Currently, the Municipality enjoys good relationships with various third-party service providers. The combination of Municipality-owned facilities and partnerships with community organizations has allowed the Municipality to deliver a range of programs for residents. A range of programs to better service the community's demographic profile and projected growth is needed.

- Programming: opportunities exist to explore the provision of a greater range of programming that can be provided by community partners;
- Systems Planning: opportunities exist to re-develop existing facilities and create a more connected community; and
- Building Partnerships: opportunities exist to augment and revitalize our partnerships network.

Commitment: Our 'system of facilities' is designed to deliver a range of activities within a 'get out of your village' philosophy. The facilities system promotes active living through opportunities for programmed and non-programmed activities. Facilities are developed and managed to ensure public access for multi-functional, inter-generational, fully accessible leisure experiences. The system is augmented by facilities that are provided by other government agencies as well as the private sector. Across the Municipality, to develop new facilities / programs that meet the needs of our changing demographics and trends, we work with other agencies including: neighbouring municipalities, the Larose Forest, South Nation Conservation Authority, and local community halls. These experiences all contribute to community well-being, including enjoyment of the natural environment

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

The Municipality's ability to provide diverse programming relies heavily on community organizations and third-party program providers. This is not expected to change. The recommendations below are also reliant on maintaining and enhancing existing relationships and developing community capacity as the primary source of achieving the goals and objectives of the Parks and Recreation Master Plan.

OBJECTIVE | System of Facilities



1

Over the next 15 years, establish a range of indoor and outdoor facilities that support programs for recreation and culture. The range of facilities should be coordinated throughout the municipality to reflect the core services model. Facilities should be developed to support programming that reflects the Municipality's demographic profile (19% senior, 43% adult, 22% youth and 16% under 14).

INITIATIVES

1. Functional Capacity Analysis

Recommendation: Develop a comprehensive inventory and functional capacity data base of facilities. Data should be organized by usage and participation rates for all programs delivered on Municipality's property. Data tracking should begin on an immediate basis for direct and 3rd party use / booking of facilities.

Recommendation: Develop related policies and standards that supports maximizing facility usage. (e.g. Allocation Policy)

2. Facility Classification and Standards

Recommendation: Adopt a Facility Classification and Standards System; including development criteria, future support and design guidelines. Standards should reflect the expanding social and well-being aspects of active living.

Recommendation: Adopt a (re) development strategy for facilities that prioritizes multi-functional* and multi-generational* programming. Transition away from single-purpose facilities.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

3. Trail System / Active Transportation Network Development

Recommendation: Complete priority segments of the recommended Active Transportation Plan that includes all classes of trails and on-road components, over the next 8 years; in conjunction with the asset management plans for the public works department.

Recommendation: Connect multiple destinations* to meet the needs of recreational and active trail users and promote healthy lifestyle via active transportation opportunities.

4. Assess facilities for their ability to deliver multi-generational spaces*

Recommendation: Conduct Accessibility for Ontarians with Disability Act (AODA) functional review on:

Outdoor: access* walkways, parking lots, comfort locations, and rest areas, including sports park seating areas.

Indoor: access, hallways, parking lots, washroom facilities, seating areas

Recommendation: Add shade areas to park sites depending on size and usage.

Active Living Fun Fact: Parks

A 10-minute walk-to range has become the guide for the provision of neighbourhood parks in urbanized areas. This 10-minute guide roughly translates to about a 600-metre walk. In The Nation there are enough neighbourhood parks to service almost all of the urban areas. For the average child a 600-metre walk is about 900 steps! You can burn about 100 calories walking there and back. That's the equivalent of 4 hours of video games.

Got 10 minutes?



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Programming within The System AL

2

Re-organize the range of programs and services to align with the system of facilities. Create facility capacity for new programs. Beginning in 2022, phase-in alternative programming with a community-led mandate (e.g. Pickleball Group formation in Fournier). Target phase-in rate of 1 new program per age group every year (children, youth, adults and seniors). Programs should be offered to encourage participation through all phases of life.*

INITIATIVE

1. Regular review

Recommendation: Conduct a regular review of all programs to ensure:

- Delivery does not conflict or compete with other groups offering recreational and leisure programs.
- Ensure rates and fees and cost recovery programs are in line with corporate standards.
- Ensure that any user groups that may be impacted are included in the review process.

2. Greater range of programming

Recommendation: Identify existing community / private programs for partnership opportunities in developing range of activities for youth and adults (e.g. subsidized rates, special discounts, special classes, combined memberships). Prioritize ***preferred locations for new programs based on community population and participation mapping in Background Document.***

Recommendation: Explore diverse, alternative, and accessible youth outdoor recreation opportunities: rock climbing, geocaching, and other initiatives that have appeal to younger generations. New programs should follow business case protocols.

Recommendation: Expand opportunities for drop-in, self-directed activities within existing facility components. Ensure that facilities are developed to allow more than one drop-in use.

3. Adult and Senior programming for facilities

Recommendation: Source opportunities to develop partnerships for third party ***delivery of programs and services*** that trend towards more vigorous activities.

Recommendation: Source opportunities to develop partnerships with neighbouring municipalities for ***access* to alternative programming*** needs of adults.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

Recommendation: Create self-directed fitness opportunities in conjunctions with web-based applications (or other technology models) for youth, young adults and seniors (e.g. virtual fitness groups).

Recommendation: Provide alternative outdoor fitness apparatus in conjunctions with active park development and in proximity to active trails development (e.g. obstacle course apparatus). Recommended locations are high traffic, hub locations. Recommend 1 east and 1 west – St-Albert and St-Bernardin.

4. Children and Nature

Recommendation: Explore opportunities to expand current programming in conjunction with additional stakeholders (SNC, Larose Forest) to use parks, trails, and recreation experiences in helping children and youth connect with nature. Prioritize affordable, family activity options. (e.g. winter walks, summer paddling, tree days, youth expo)

5. Develop and adopt a Terms of Reference protocol for program development

Recommendation: Develop Terms of Reference protocol that outlines assessment criteria for program development within the roster of programs being offered / supported by the Municipality.

Recommendation: Identify preferred program service partners in the delivery of recreational, leisure and cultural programming.

Recommendation: Beginning in 2022 and for the remainder of the plan, target delivery of 1 new program per year per age group (children, youth, adult, seniors); based on community-led initiatives / interest.

OBJECTIVE | Facilities within The System

AL

RC

3

Develop and manage local facilities and their components to ensure public access for all levels of ability. Prioritize the development of multi-functional, multi-generational fully accessible spaces that maximizes utilization and programming potential. Facilities development should be phased or (re) designed within a “hub” framework and be AODA compliant.*

INITIATIVES

1. Facility Development

Recommendation: Work in conjunction Planning and Building Services to create facility fit* options for best use opportunities for lands identified for re-purposing (existing lands). The following lands have been identified as potential

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

sites available for upgrade or alternative use capabilities: **outdoor**- St-Bernardin, St-Isidore, Fournier, St-Albert; **indoor** - St-Bernardin.

Recommendation: New (greenfield) facilities should support the following development principles: multi-purpose, multi-generational, include neighbourhood components, hub facility potential and can be linked to active transportation network. Prioritize locations that can achieve all aspects of development principles.

Recommendation: All facilities should be (re) developed in conjunction with AODA and Ontario Building Code standards for access.

Recommendations: Prioritize facility development where existing or proven community support exists for program delivery, operations and funding.

Recommendation: Prioritize facility development that supports core services model for community benefit and sustainability.

2. Adopt a systems approach to facility development

Recommendation: Develop and re-purpose facilities across the municipality that focuses on local demographics and their programming needs.

Recommendation: Create mini-hub facilities to provide active living opportunities in rural areas.

Recommendation: Consider the inclusion of dedicated spaces for cultural activities within the facilities system.

Recommendation: Develop facilities within the “equitable not equal” framework; whereby residents are encouraged to actively participate at facilities outside of their local community.

3. Site Servicing Standards – outdoor facilities

Recommendation: Conduct a regular site inspection of all outdoor facilities, to ensure no public safety concerns exist:

- Parks maintenance standards should be based on site performance standards;
- Adopt trails management guidelines based on classification as recommended by Ontario Recreation Facilities Association (ORFA);

Active Living Fun Fact: Pickleball

Pickleball has been one of the fastest growing sports throughout N. America for many years now. However, it's no longer a sport just for older adults.

Did you know:

- The fastest growing segment is now *players aged 35 – 45 years*;
- Playing pickleball for 30 mins of casual play burns approximately *250 - 350 calories*; and
- There is a local pickleball group in *Fournier!!*

Got game?



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

- Revise seasonal work routes to ensure all outdoor sites are maintained to the site-specific standards.

4. Facility Management and Operations

Recommendation: re-affirm/redefine or revise staff roles and responsibilities to align with Departmental Review.

Recommendation: Establish a governance model which includes partnerships with local community groups for operations management of centres. Ensure that the roles and responsibilities of each partner are well-defined. Consider adoption of reward system for groups that assist with the delivery of municipal services.

Recommendation: Expand centralized booking system to service all facilities and track utilization rates.

OBJECTIVE | Regional Approach

4



Adopt a regional approach in the delivery of the recreation system. Work in conjunction with other agencies to develop key major recreational facilities and programs that benefit the entire rural and urban-rural community market.

INITIATIVE

1. New facility development

Recommendation: Adopt a regional approach to the development and delivery of large-scale facilities. Include facilities owned by private sector when considering market share and analysis for provision of facilities.

Recommendation: Prioritize lending support to facilities that mirror The Nation's preferred facility development model.

Recommendation: Work with neighbouring municipalities and other agencies to ensure access for The Nation residents at a preferred rate.

Recommendation: Consider development of reciprocal agreements or other shared use facility agreements to ensure facility utilization for local facilities where utilization space exists.

Recommendation: Work with adjacent municipalities to coordinate and connect active transportation network to UCPR trails network

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

2. Programming

Recommendation: Develop relationships with neighbouring municipalities to develop partnerships for access to *alternative programming* for all ages.

Recommendation: Work with neighbouring municipalities to generate market share for unique programs being offered in The Nation to ensure effective participation rates can be achieved.

Recommendation: Establish working relationship in municipalities where facilities are over-capacity to accept “over-flow” users.

Recommendation: Work with neighbouring municipalities to establish sharing opportunities for program provider.

OBJECTIVE | Natural Environment AL

5

Over the next 15 years, create partnerships in the development of recreational opportunities within existing natural heritage features, most notably the South Nation River and the Larose Forest. Work in conjunction with partners to enhance recreational experiences and connect communities with ‘trail head’ locations.

INITIATIVES

1. Trail Development

Recommendation: Work in conjunction with landowners to develop various categories of trails through natural heritage sites.

Include some sections can be accessible for all, regardless of ability:

- Create a fully accessible category and location for trail sections;
- Create fully accessible trail head locations in proximity to accessible parking locations;
- Consider providing trail head self-service kiosks for equipment rentals (e.g. bikes);
- Consider using trail locations as ‘buffer’ or within buffer zones adjacent to natural heritage features (woodlots, marches);
- Manage AODA- accessible trails and their development; and
- Address public safety concerns.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

2. Programming

Recommendation: Identify local community partnership opportunities for establishing learn-to programs in outdoor (natural) recreation (hiking, climbing, paddling activities, snowmobiling, snowshoeing):

- Become a partner in outdoor sports learn-to programming;
- Establish working partnerships with outdoor enthusiasts for potential programming opportunities
- Establish board membership with conservation association to promote recreational programming; and
- Market unique outdoor programming throughout region and with Tourism Board.

3. Waterfront access and development

Recommendation: Work in conjunction with UCPR and South Nation Conservation Authority in the development of recreational access points for the South Nation River.

Recommendation: Consider providing facility support (kiosk) for equipment rentals at access points (e.g. canoe, paddle, and vest).

4. Environmental Footprint Awareness

Recommendation: Adopt operational policies to reduce environmental footprint, especially within natural heritage features

- Promote reduce, reuse recycle options specific waste management locations that are in heavily travelled areas;
- Strive to reduce plastics from environmentally sensitive areas;
- Adopt usage of deep-well waste management collection systems (e.g. Molok or similar); and
- Eliminate use of hard surfaces, unless public safety is affected (e.g. build accessible trails with mulched materials).

Supportive Environments

DISCUSSION

In order to provide environments that support active living, municipalities must show a commitment to providing those spaces and places that can sustain an active living lifestyle. Important barriers to physical activity in rural communities may include: isolation, lack of transportation options, lack of access to places with physical activity opportunities, climate and terrain, cost and safety fears such as high traffic speeds, ... and lack of sidewalks and lighting.¹⁰ A key factor in the ability to overcome these barriers is the ability to provide transportation options.

For rural municipalities, this means that a vital link to creating healthy communities is their ability to provide or provide access* to supportive environments on a year-round basis. This includes the provision of facilities that promote active, healthy leisure pursuits in recreation and culture. The provision and development of these facilities often becomes a focal point for community connections. Beyond traditional infrastructure, successful economic development also requires social and cultural infrastructure, such as libraries, parks, post offices and community centres to improve the quality of life in rural communities.¹¹

Research

Research from the broader community suggests that there are emerging participation trends that are linked to demographic and age profile indicators. Saskatoon's "**In Motion**" suggests that the ability to provide supportive environments is a combination of healthy neighbourhood design, housing, food systems and transportation networks.¹² The implications for recreation programming and facilities in rural municipalities, can be found in the following emerging trends and best practices:

- Hub facilities: larger consolidated facilities that are multi-functional* and multi-generational* in use and capacity;
- Key Partnerships: in the delivery of programs, services and facilities to provide a more complete recreation experience; which may include shared-use agreements;
- Physical Connectivity: through a variety of active and passive transportation routes, both on and off-road; and
- Infrastructure Management: ensuring that infrastructure is well maintained on a timely basis.

Comparator Municipalities:

Closer to home, the environmental scan of comparator municipalities found these themes being put into practice in the delivery of recreation programs and facilities.

- Hub Facilities: new and recently refurbished facilities are adopting this development mandate. Single-purpose, stand-alone facilities are being phased-out during infrastructure replacements and updates;
- Key Partnerships: all municipalities in the comparator group rely on partnerships for the delivery of programs and some services. Well

¹⁰ *Promoting Active Living in Rural Communities*, Hansen & Hartley, University of Southern Maine Research Centre, 2015

¹¹ *Rise of the Creative Class*, Richard Florida, (2004)

¹² *Healthy Built Environment Framework*, In Motion Saskatoon and Region, www.in-motion.ca



Supportive Environments

defined partnerships have also allowed the Municipalities to focus on the delivery of their (respective) core services;

- Physical Connectivity: All comparator municipalities are in the process of adopting, updating, or transforming their trails plan to become an alternative, active transportation network; including connections to neighbouring municipalities; and
- Infrastructure Management: recreation asset management is becoming assessed as a stand-alone entity within corporate Asset Management Plans (AMP)

The Nation Demographics, Facilities and Programming

The behaviour and demographic findings from the previous section are also true for the provision of supportive recreation environments, namely: varied, expanded for adults, and affordable. For recreation facilities there are also some additional indicators, which are predominantly clustered around social inclusion needs:

- The ability of the existing infrastructure to meet the access*, accessibility* and social inclusion needs of an expanding and aging population (e.g. providing dedicated drop-in space for seniors during the daytime);
- The ability of the recreation system to be well connected in a variety of ways; and
- The ability for facilities to be provided in a safe and effective manner to service community needs.

Community Engagement Findings

Community engagement findings confirmed emerging trends within the recreation community, with respect to facilities. There is a greater demand for variety in programming and a need to ensure that existing and new infrastructure is well maintained. The most popular 'supportive environment' responses included:

- For outdoor environments, infrastructure improvements and maintenance are key (82% of survey respondents);
- For indoor environments, variety in programming is key (56% of survey respondents);
- From the community workshops, barriers to participation include providing safe, accessible routes to recreation locations, most notably for those without access to transportation;
- The Municipality should offer increased support in developing the volunteer base; and
- The Municipality needs to work in conjunction with local communities to develop sustainable, long-range vision for community halls.

Community Halls

Across The Nation community there are 4 local community halls, owned by the Municipality. The original purpose of these halls was as a local settlement meeting place especially for time-of-life events. Deadlines for compliance with Provincial Legislation, plus facility lifecycle and utilization concerns have raised questions surrounding their continued function, use and viability. The community engagement findings suggest that while these facilities are indeed still considered a vital aspect of community life, there are also expectations that the facilities remain sustainable* in the long-term. Sustainability concerns surround operational management, finance, and volunteer capacity. Information from comparator municipalities is mixed regarding small community hall operations. However, their availability for all members of the local settlement and the will of Council have been cited as the two key factors in their continued operation.

Supportive Environments

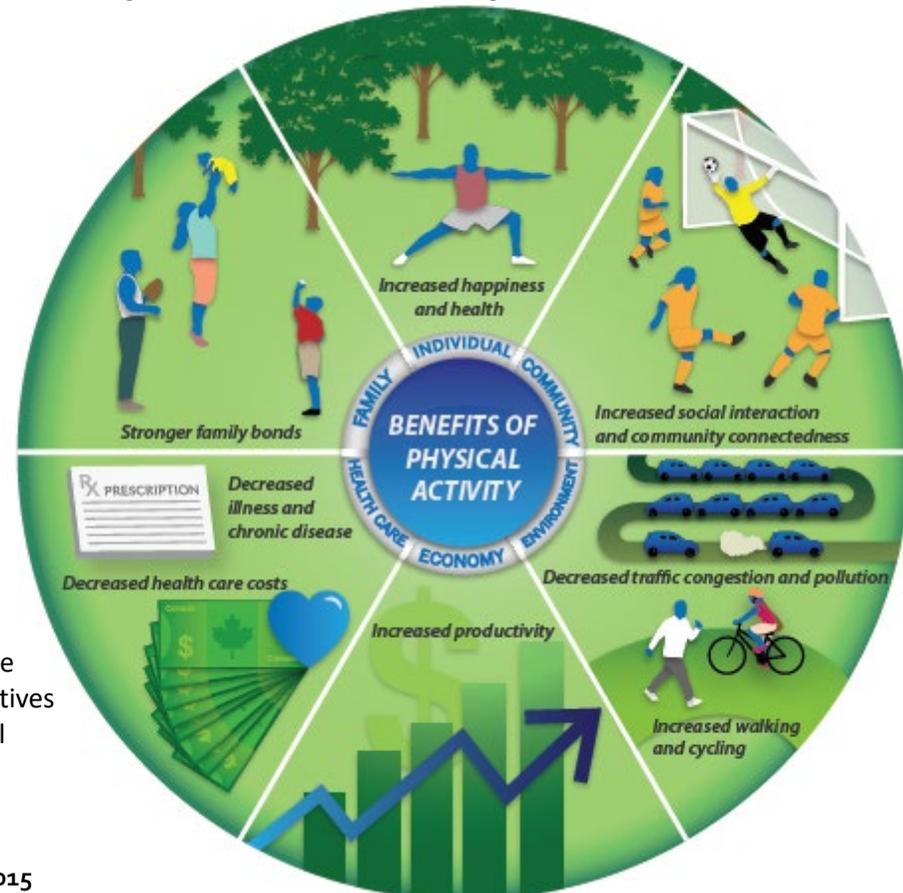
The Nation Opportunity

Currently, the Municipality enjoys good relationships with various third-party service providers. The combination of Municipality-owned facilities and partnerships with community organizations has allowed the Municipality to deliver a range of programs for residents. The Municipality already enjoys a range of recreation facilities that are widely available.

- Hub Facilities: with the refurbishment several indoor facilities, opportunities exist to redevelop existing facilities within a “hub” model;
- Key Partnerships: Opportunities exist to expand and augment development of key partnerships in the delivery of programs and facilities;
- Physical Connectivity Opportunities exist to develop an active transportation network, in conjunction with transportation and development planning initiatives; and
- Infrastructure Management: Opportunities exist to assess and manage all recreation asset and integrate with AMP.

The multiple benefits of physical activity are well documented. Physical activity is good for the health and well-being of individuals, families and communities, as well as for the environment and the economy.¹³ The mandate of providing “Supportive Environments” is to ensure that policies, facilities and programs are in place to achieve those benefits.

Commitment: Municipality delivers a wide range of facilities to our residents throughout all settlement areas. In conjunction with our community partners we ensure that our facilities are renewed and renewable for a variety of uses; on a timely basis. Facilities are connected via an accessible system of active and passive transportation modes. Many of our health and wellness programs are delivered with or through community partners. These programs are developed to ensure access to healthy lifestyle options. Our policies and guidelines support community-led initiatives including: unique events and programming, social and educational opportunities, social action initiatives, and access to funding.



¹³ Active People, Active Places: British Columbia Physical Activity Strategy, 2015

Core Services, Community Benefit and Cost Recovery

The discussion surrounding rates and fees for municipalities wholly, and specifically Parks, Recreation and Culture (PRC) departments, has typically been centred around public health and safety, and more recently, community well-being. That is, the greater the perceived notion that the service is vital to public health and safety, the less susceptible the service is to cost pressures. In addition, public agencies have also been tasked with levelling the playing field when it comes to affordability in the provision of leisure programs and services; which serves to further increase pressures to maintain low-cost options. Regardless of the model, fees have become a necessity in order to partially offset the costs of providing parks, recreation and culture facilities, programs and services. More and more, municipal departments are now facing concerns around justification and proof that their adopted fee structure is reasonable based on their menu of programs and services; and indeed, on their respective definition of core services. **To that end, municipalities are also taking a much closer look at their core service investments in relation to community benefit and community well-being initiatives.**

Defining Core Services

The 2014 Strategic Plan lists the provision of parks and recreation services as A.1 within the Social Sustainability Pillar. Recreation then, can be considered a core service. A next step is to then create a mix of recreational facilities, programs and services that would be considered core in support of the Sustainability Pillar. Maximizing community benefit has long been considered central theme for parks, recreation and culture departments.

It is generally accepted that core services are those with elements that would be considered core or essential, and others which are peripheral, and by definition non-essential. Inherent in the concept is the notion that services need to be assessed, revised, and updated periodically to confirm that they remain vital to the success of an organization. Recently municipalities have adopted a service-first approach, which also asks the question: "who is best suited to deliver a particular service/ program". This has resulted in re-defining partnerships and service levels to create a system of experiences that is becoming regional in scope.

With these principles in mind, senior staff and members of Council were invited to participate in a "Core Services Workshop". The results of that workshop have been summarized in the discussion below. ***The Pyramid Model for recreation, as developed by GreenPlay, was employed as it links the principles of community benefit with the development of a core services model. In turn, this model is then easily transferable in the development of associated cost recovery (user fees) goals.***

Rationale for User Fees

Municipal benchmark researcher, David Ammonds has the following analysis. "The success of a parks and recreation department is influenced not only by the quality of its facilities and the productivity of its maintenance operations, but also by the range and adequacy of its program offerings and the proficiency with which its administrative functions are performed. Especially during period of fiscal constraint, the question of how much of a recreation program's cost the community should recoup from fees can be a high-profile concern."¹⁴

¹⁴ David Ammonds, *Municipal Benchmarks: Assessing Local Performance, 3rd Ed.*, Routledge Press, 2014

Core Services, Community Benefit and Cost Recovery

According to a White Paper recently researched for the City of Edmonton¹⁵, the rationale for charging user fees at the municipal level can be categorized into seven (7) common objectives:

Equitably distribute service costs	Use pricing to achieve desired goals and objectives
Limit tax increases	More efficient allocation of government dollars
Enable freedom of choice	Fund infrastructure
Regulate demand	

Conversely, user fees for public services can also be perceived as “double-dipping” for service that are already included as part of the municipal tax assessment.

Current Model

In the Municipality, fees are set according to user profile – typically assessed by age and sport group, and do not differentiate between resident or non-resident in Municipality-managed facilities. In the case of community halls, there is a differentiation in fees for, not-for-profit rentals. All fees are subsidized (via operating and capital investments by the Municipality) to maintain the current fee structure. Additionally, the Department does not offer (subsidized) programs that could be in direct competition with private facility offerings. This model could best be described as a ‘traditional approach’ as it is based on historical precedent; without adjustments for cost recovery.

Existing Departmental activities are funded via a combination of taxes, user fees, and sponsorships. In 2017 the Recreation Department collected \$575,903 in user fees and services charges, or about 29% of the total cost for the Department.¹⁶ With the age and capacity of current infrastructure – especially the local community halls - the Municipality is now facing a concern regarding the sustainability of some of their facilities.

The Nation’s fee structure has been developed based on historical averages, and current juxtaposition with other municipalities within Prescott-Russell County. Rates and fees increase marginally year-over-year, however, the base rate – or its determination – has never been assessed.

Comparing rates and fees to other municipalities, although an historical exercise, can be misleading. Several factors which are typically not addressed, including (but not limited to): level of service, subsidy / grants, allocation policies, operational structure, facility and programming capacity; are influencing factors that affect the setting of the base rate.

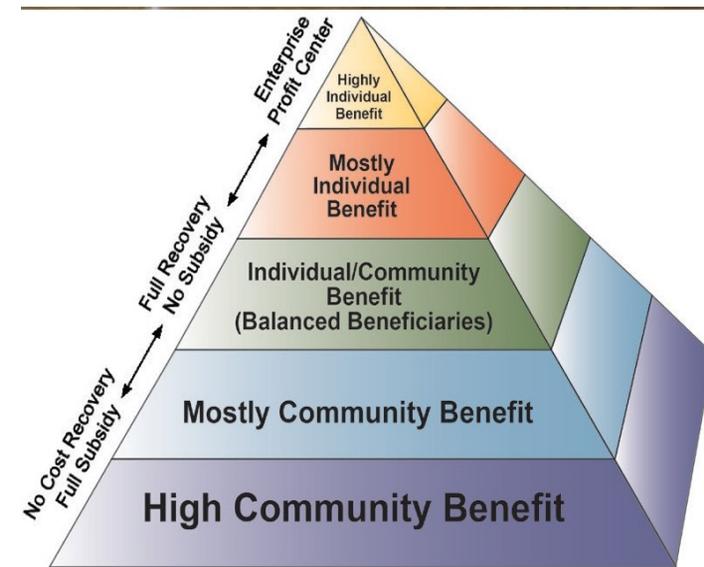
¹⁵ *The Way We Finance – User Fees White Paper*, City of Edmonton, March 2016

¹⁶ Ministry of Municipal Affairs, Financial Information Return Data, The Nation Municipality, FIR2017 Ontario

Core Services, Community Benefit and Cost Recovery

Community Benefit & Cost Recovery Model

At present, *many municipal programs are moving towards a fees system that is based on community benefit. It employs a cost recovery pyramid which is a sliding scale that whereby subsidies are increased based on the degree to which community benefit is realized. The higher the community benefit, the higher the subsidy. Objectives are achieved by setting goals and targets based on each municipality's values, vision and mission. Fees and pricing structures are explained by having a clear understanding of who is benefiting from a particular program.*¹⁷ According to the National Parks and Recreation Association (NPR), the largest North American database and resource for Municipal Parks, Recreation and Culture, typical cost recovery rates – from non-tax sources – is 29%.¹⁸



Rates and Fees: Options

There are prior-to needs for determining the methodology best suits the Municipality; which include: confirmation of core values as developed in July 2019, alignment of departmental operations and determining an acceptable fee subsidy level.

An environmental scan of municipalities across North America who have recently documented their process for adopting a cost recovery model yields the following general guiding principles and process outline:

- Identify level of benefit a customer receives to determine the subsidy level;
- Calculate the cost of services and include direct and indirect costs;
- Determine the cost recovery goals by considering the level of benefit, cost of service, and availability of funding;
- Ensure affordable access;
- Create revenue by pursuing sponsorships and grants; and
- Diversify the price points (prime v. non-prime).

¹⁷ Alaina Brandenburger, *The Cost Recovery Pyramid*, The Leading Edge Newsletter, 2014

¹⁸ National Parks and Recreation Association, *2016 NRPA Field Report: Park and Recreation Agency Performance Benchmarks*, NRPA 2016

Core Services, Community Benefit and Cost Recovery

Developing the Core Services, Community Benefit and Cost Recovery Model: The Nation

As noted, *many municipal programs are moving towards a fees system that is based on community benefit. It employs a cost recovery pyramid which is a sliding scale whereby subsidies are increased based on the degree to which community benefit is realized. The higher the community benefit, the higher the subsidy. Objectives are achieved by setting goals and targets based on each municipality's values, vision and mission. Fees and pricing structures are explained by having a clear understanding of who is benefiting from a particular program.* For The Nation Municipality all of these goals were also vital.

Prior to developing a master plan, core services needed to be established. To date, the Recreation Department has not determined or defined what its core services or mandate should be (e.g. provisions of facilities, programs or mix).

From the project outset, via internal and external discussions and site observations, it was noted that the need to ensure that services be provided on an equitable basis be established. In addition, there was a need to establish a fee structure that would also be equitable. The community benefit model was utilized because it is based on core services. In addition, it allowed for a fluctuating cost recovery rate that could be established based on local factors.

In order to develop the pyramid model for The Nation, the following steps were taken:

- In June a combination of Staff and Council attended a workshop to define core services;
- Agreement and confirmation that core services should be based on community benefit and adopt the pyramid model;
- Confirmation of what types of activities would be associated with each level of the pyramid (general terms);
- An assessment of activities, programs, facilities and services that should be included in each level of the pyramid (local terms);
- An assessment of cost recovery targets for each level of the pyramid; and
- A Core Services Model based on community benefit was developed. The model includes cost recovery targets for each level of the pyramid.

Additional work remains:

- Prior to finalizing cost recovery targets, the cost of services needs to be established for each facility;
- Cost benefit analysis for each program needs to be determined;
- Verification of operational proficiencies need to be completed; and
- The model needs to be shared with the larger community.

Core Services, Community Benefit and Cost Recovery

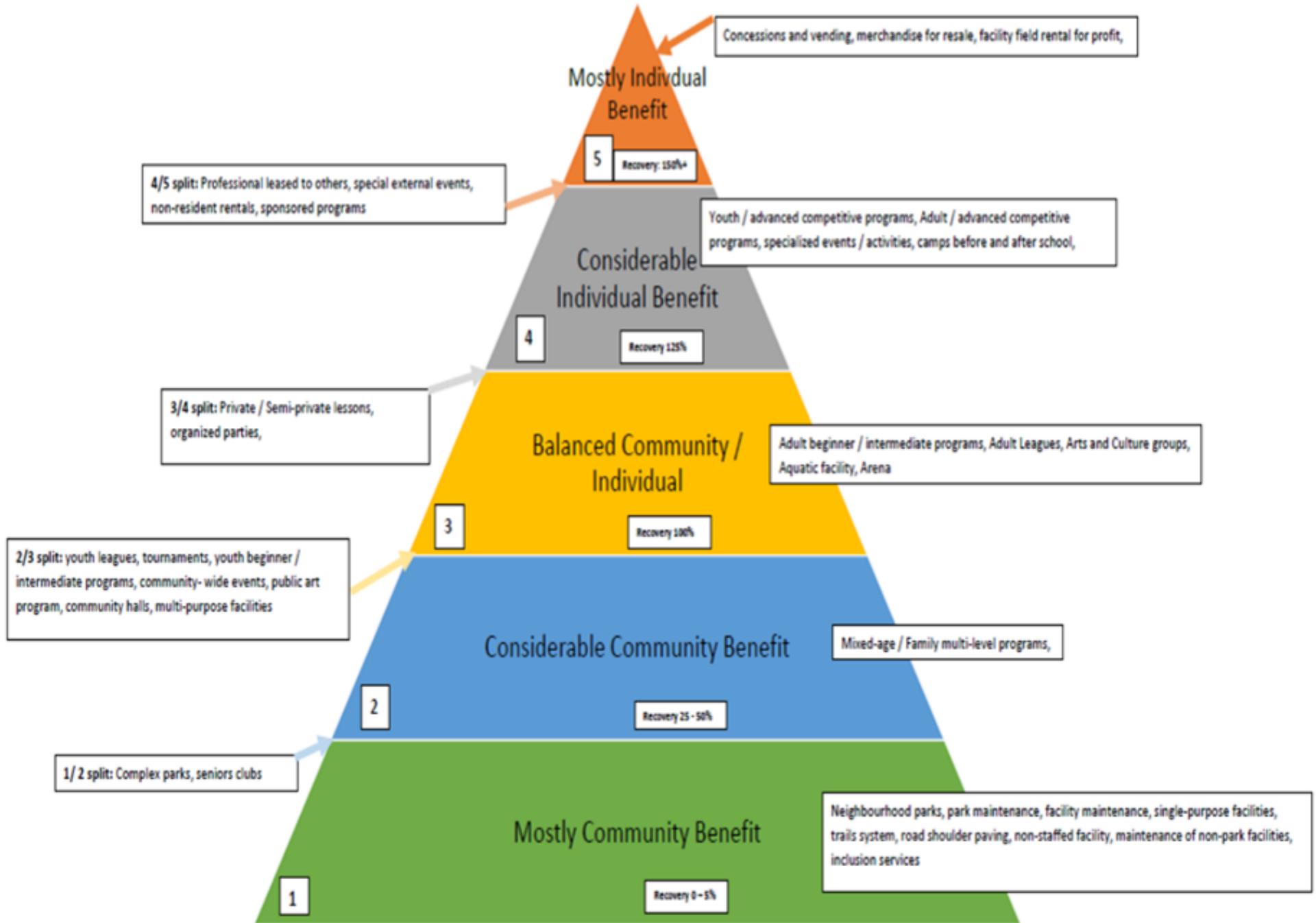
The following Core Services Model was developed to maximize community benefit. The pyramid assigns those programs and services that are considered “core” for the Recreation Department to the bottom rung and also sets a corresponding cost recovery target.

For the model below:

PYRAMID LEVEL	COMMUNITY BENEFIT DESCRIPTION	PROGRAM EXAMPLES	COST RECOVERY TARGET
Base – Level 1	Mostly community benefit	Neighbourhood parks, facility maintenance, trails system, non-staffed facility	0 – 5%
Level 2	Considerable community benefit	Mixed age or family inclusive programming	25- 50%
Level 3	Balanced community – individual benefit	Adult, beginner or intermediate programming, Adult leagues, Arts and culture groups, Arena	100%
Level 4	Considerable individual benefit	Advanced or competitive programs, specialized events, after-school programming or camps	125%
Level 5	Mostly individual benefit	Concessions and vending, facility rental for profit	150%

For each level of the pyramid where consensus was achieved (right side of the pyramid) programs, services and facilities are listed. Where consensus was not achieved (left side of the pyramid, programs, services and facilities are listed. The pyramid representation is the result of the preliminary workshop.

Core Services, Community Benefit & Cost Recovery Model as developed July 2019



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Core Service Delivery



6

Over the next 12 months, adopt and formalize the community core services model. Create clear guidelines for facility and service delivery standards that are based on site performance needs and mitigation of risk management factors. Refine Community Development Terms of Reference.

INITIATIVES

1. Adopt Core Services Model

Recommendation: Confirm core services and service delivery model as completed in June 2019.

Recommendation: Share and re-affirm core services model with community partners.

Recommendation: Formalize the Core Services Model with Council-approved policy.

2. Assess existing facility locations and spaces for their multi-use potential

Recommendation: Identify and assess all Municipality-owned facilities for their capacity and adaptive re-use potential with respect to their ability to provide programs for the community's demographic profile. Potential alternative uses should be paired with demographic mapping as outlined in the Background Document.

Recommendation: Update AODA assessments, if needed, for adaptive re-use programming.

Recommendation: Assess under-utilized space to provide 'base' facilities (e.g. washrooms, change facilities, parking, hotspot) for ad hoc, drop-in activities.

Recommendation: Explore opportunities to convert under-utilized space to create cultural hub for all cultural activity types, from performance to display. Sites should be evaluated in conjunction with infrastructure analysis.

Recommendation: Rank space, for alternative use potential, in proximity to community profile indicators. (e.g. *For adults*, assessment should include location and proximity to outdoor recreation sites; *for seniors*, assessment should include location and proximity to senior populations).

3. Track and develop facility utilization schedules

Recommendation: For all Municipality owned facilities, conduct mandatory facility utilization analysis to confirm capacity and opportunity for programming.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

Recommendation: Hub facility considerations must include community-led development and programming of space with cross-section of user groups / local committees.

4. Adopt best practices for facility management

Recommendation: Assess impact for the use of Building Automated Systems (BAS) in providing access, egress and building systems functions (HVAC, lighting) especially during off-peak or shoulder seasons or remote locations.

Recommendation: Assess impact of implementing a pass card entry system for all sites that are not staffed.

5. Maintain facility service standards in accordance with Provincial legislation and Ontario Recreation Facilities Association best practices recommendations

Recommendation: Continue to provide building systems maintenance for arenas and other indoor facilities at existing levels for staffing and standards.

Recommendation: Revise outdoor facility maintenance schedule to ensure effective field management to meet programming needs.

6. Re-affirm roles and responsibilities for staff in conjunction with Operational Review

Recommendation: Renew and revise staff roles and responsibilities to align with Departmental Operational Review.

Recommendation: Develop strategic staff position that is integrated and represented within Executive Team.

OBJECTIVE | Supportive Policies and Guidelines SE

7

Ensure the provision of supportive and social environments through the development and adoption of policies and guidelines that encourage participation. Beginning in 2020 create and align policies and guidelines with core services model.

INITIATIVES

1. Develop Policies and Guidelines that support active living and encourages participation

Recommendation: Source existing municipal policies as baseline model in the development of local policy / guidelines.

Recommendation: Develop local policies for all areas as outlined in Background Document (BD, August 2019).

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

Recommendation: Share and re-affirm policies and guidelines with community partners.

Recommendation: Formalize policies and guidelines via Council-approved reports

2. Re-affirm principles of good governance

Recommendation: Establish a governance model for all community halls that meets the needs of both the Corporation and the local community:

- Develop and confirm a usage agreement for all halls to include roles and responsibilities for both parties; and
- Assess operational impacts of consolidated centralized booking through municipality.

3. Standardize facility operational procedures

Recommendation: Develop maintenance and operational standards for all municipally-owned facilities (e.g. ORFA).

Recommendation: Consider the use of Building Automated Systems for all facilities (access* & egress, HVAC).

4. Establish Age-friendly initiatives

Recommendation: To define the gap with respect to Age-Friendly initiatives, consider completing a The Nation Municipality Age-Friendly Needs Assessment.

Recommendation: Identify local community champions to promote age-friendly initiatives. Create fairs / forums in conjunction with local service providers.

Recommendation: Identify mentorship opportunities to combat social isolation.

Recommendation: Assess under-utilized space for their capacity to hold various age-friendly activities (drop-in, programmed, self-directed, educational, wellness). Spaces in proximity to senior populations should be given priority ranking for development.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Community Partners

SE

8

Beginning in 2021, create a network of community partners to ensure coordinated development of recreational facilities and programs to avoid duplication of efforts and maximize facility utilization. Municipal facility potential should be assessed for their ability to provide alternative programming that is paired with demographic mapping.

INITIATIVES

1. Source community partners to support core services model for programming

Recommendation: Develop a timely marketing plan to attract program service providers throughout the municipality

- Prioritize program providers that are certified (if needed);
- Provide incentive plan for service providers in outlying areas; and
- Ensure that programs are not in conflict with local programming.

2. Confirm community partners in the governance of community halls

Recommendation: Affirm governance / usage agreement with all halls that require municipal financial or operational support.

Recommendation: In conjunction with community partners, confirm Core Services Model for the prioritized development of facilities and programs.

Recommendation: In conjunction with community partners, confirm the assessment factors in the Community Development Model for municipal support of community-led programs and facilities.

Recommendation: Adopt a semi-annual meeting schedule with local community partners to share feedback, confirm initiatives, and project progress.

Recommendation: Consider adoption of reward system for groups that assist with the delivery of municipal services.

3. Develop community capacity

Recommendation: Develop list of desired competencies for volunteers and provide access or support to achieving those skills.

Supportive Environment Fun Fact: Community

Two of the key factors for sustaining supportive recreation environments have been identified as developing **key partnerships** and **capacity building**:
Did you know:

- Best practices for partnerships and capacity building include sharing: responsibilities, resources and information.
- Spotlight: *Turku, Finland*: comprehensive approach to increase active living, coordinated by Sports Office, connected voluntary organizations & city departments. Percentage active adults increased to 42% (up 14%)*

*"Promoting physical activity and active living"
WHO, Europe, 2006



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

Recommendation: Host “Train the Trainer / Coach / Volunteer” and similar opportunities to build community group capacity and competence.

4. Develop facility capacity

Recommendation: Assess all Municipality-owned facilities for their ability to provide:

- indoor space for adult and senior drop-in activities;
- cultural programs;
- after-school activities; and
- self-directed activities.

Recommendation: Source opportunities to develop partnerships for third party **delivery of programs and services** that trend towards more vigorous activities for adults.

Recommendation: Source opportunities to develop partnerships for third party **delivery of programs and services** that highlight cultural programming for children and youth.

Recommendation: Create self-directed fitness opportunities in conjunctions with web-based applications (or other technology models) for youth, young adults and seniors (e.g. web-based cycle fit club).

OBJECTIVE | Infrastructure Renewal

SE

RC

9

Over the life of the plan, provide essential spaces and places using existing facilities for multiple purposes, in an organized, prioritized manner. Complete priority ranking framework in 2020. From 2020 onwards, priority ranking system to be used for capital recommendations. Existing facilities may require re-purposing to fit the new system of facilities.

INITIATIVES

1. Adopt priority ranking framework for capital renewals

Recommendation: Develop priority ranking framework for renewal of existing infrastructure. Priority ranking framework to include assessment features including: public safety, existing legislation (AODA, OBC, Human Rights), supports self-directed active living strategies, aligns with Core Services Model, supported by Community Development Model.

Recommendation: Include utilization data.

Recommendation: To inform facility upgrade and expansion requests, conduct and integrate local market data analysis.

Recommendation: Determine if market capacity exists, apply regional participation and utilization rates.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

Recommendation: Apply financial investment strategies for facilities.

2. Assess and rank all facilities for their multi-use potential

Recommendation: Assess the ability of sites to deliver programs based on the Core Services Model.

Recommendation: Assess the ability of sites for their adaptive re-use potential for alternative programming that meets the needs of The Nation's demographic profile and distribution. Include the ability of sites to be repurposed for specialized programming or their ability to provide recreational activities to outlying areas.

Recommendation: Include multi-generational assessments.

3. Facility re-development

Recommendation: Where public safety / corporate risk exposure is a concern eliminate concerns on an immediate basis (2020).

Recommendation: Ensure that community support new facilities exists prior to construction. Prioritize redevelopment projects per ranking scores from priority ranking framework.

Recommendation: Where re-purposing of the facility is indicated, consider conducting community design charrettes .

Supportive Environment Fun Fact: ATN

Active transportation is an important way that adults can achieve their recommended amount of physical activity - 150 minutes / week of moderate to vigorous activity.

Sidewalks play an important role. Did you know:

- People are twice as likely to engage in active transportation where there are sidewalks;
- People are twice as likely to engage in physical activity where there is proximity to free or low-cost recreation facilities. *

Got your play date?



*Canadian Community Health Survey, 2011

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Active Transportation Network

SE

AL

RC

10

In 2021 develop a trails hierarchy plan and map on and off-road routes. Beginning in 2022 budget, design and construct 6 kms of on-road and 3 kms of off-road trail development, over the life of the plan. On-road construction should be developed in conjunction with transportation planning.

INITIATIVES

1. Adopt trails hierarchy plan

Recommendation: Develop a fully integrated Active Transportation Network (ATN) that includes trail sections for all levels of ability. The trails hierarchy should include associated levels of maintenance based on trail performance standards (e.g. fully accessible versus non-groomed standards). Prioritize trail development on publicly-owned lands.

Recommendation: Where no municipally-owned land is available for connections, work with local landowners to create public access allowances to complete trails connections.

Recommendation: Connect all recreation and school facilities with safe access routes as part of the plan. Plan should include local connections to neighbourhood parks as well as connections to larger hub facilities.

Recommendation: Map all classes of trails throughout the municipality.

2. Regional trails connections

Recommendation: Work with neighbouring municipalities to ensure alignment of trails at each border location. Trails network should be aligned to connect with larger UCPR trails network.

3. Adopt a trails implementation plan

Recommendation: Map trail connection per recommended schedule: 1 kms on-road, and 3kms off-road per year for the life of the plan. Re-assess development and progress on a 5-year cycle; in conjunction with municipal asset management plan for the public works department.

Recommendation: Work in conjunction with Transportation Planning to complete on-road portions as part of shoulder paving within the road allowance. Minimum safe width suggested is 3.0 M. Where road allowance is not sufficient, consider use of boulevard allowance to achieve the minimum safe width standard.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Site-specific Recommendations

11

Over the next 15 years work to address the social and recreation needs of each community via the establishment of community-led support for infrastructure updates and replacements.

INITIATIVES

1. Updated / Additional facilities

Recommendation: Use priority ranking system referenced in and community development protocols when creating new facilities. Any new facilities should be targeted towards the youth, young adult (24 – 45) and senior populations.

Recommendation: Per the facility utilization standards, trends, and demographics the following facilities are recommended for priority development: multi-use sport courts, outdoor rinks and adult ball diamonds. Locations should be developed in conjunction with population profile mapping completed as part of the Background Document (August 2019).

Recommendation: Assess play value* when considering replacement of playground structures. Include adult fitness equipment in the replacement schedule of park elements. Include shade elements in parks that have more passive purpose.

As a prior-to condition for the following recommendations all studies, committee(s), partnerships and financial commitments (as recommended in other sections) must be in place before any project proceeds. All assessments should also be complete, including: core services alignment, cost of services, community benefit assessment and community support analysis.

1. St-Albert...

Recommendation: Assess feasibility of recommendations from community hall from FCA study (2021 – 2022).

Recommendation: Proceed with itemized community-led initiatives on a priority basis, as outlined by Recreation Committee.

Recommendation: Install accessible walkway from parking lot to rink and ball field (2023).

Recommendation: Update the outdoor rink facility, as a pilot project, to include: semi-permanent roofing, portable outdoor refrigeration system, upgraded flooring for alternative (summertime) sports (2023).

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

2. St-Bernardin ...

Recommendation: Decommission, on an immediate basis both the tennis courts and the pavilion. (2019)

Recommendation: Assess feasibility of recommendations from community hall from FCA study (2022 – 2023).

Recommendation: Update the outdoor rink facility, as a pilot project (east), to include: semi-permanent roofing, portable outdoor refrigeration system, upgraded flooring for alternative (summertime) sports (2026).

3. Fournier ...

Recommendation: Assess feasibility of recommendations from community hall from FCA study (2022 – 2023).

Recommendation: Upgrade / reconfigure the existing ball field, based on need from participation / utilization reports.

4. St-Isidore ...

Recommendation: Assess feasibility of recommendations from community hall from FCA study (2022 – 2023).

Recommendation: Identify alternative outdoor recreation location and relocate portable skateboard elements (2026).

Recommendation: Decommission outdoor rink (potential relocation to new site, if needed).

Recommendation: Re-purpose outdoor space to include passive inter-generational activities and site amenities (e.g. board-game tables, seating, quiet / reading space).

5. Limoges ...

Recommendation: Life cycle updates only

6. Forest Park ...

Recommendation: Life cycle updates only

7. St-Rose ...

Recommendation: Life cycle updates only.

INCREASING RECREATION CAPACITY

RC

DISCUSSION

The ability to increase recreation capacity is affected by the principles of sustainability. Sustainability typically refers to a combination of social, economic and environmental factors. For recreation, this includes a measure of physical activity. The delivery of recreation and parks services needs to ensure that programs, facilities and services are effectively and efficiently utilized in the pursuit of a healthy active lifestyle.



Sustainable

- social
- economic
- environmental



Core Services

- best suited to deliver
- highest and best use of facilities



Operating Excellence

- utilization
- supports participation
- community-driven

Effective and efficient provision of the recreation system requires The Nation to focus on what it is best suited to deliver, in effect, its core services. A confirmation of core services will define the best operating model. The operating model should be determined in conjunction with an operational review. Increasing recreation capacity is best served by achieving operational excellence. It should support facility patrons and their ability to participate. It should also take into consideration the opportunities to maximize facility utilization.

Research

A synthesis of research from the broader recreation community suggests several key themes for increasing recreation capacity^{19,20,21}. The key themes that resonate for The Nation are; operational efficiencies, core service, effective management, and governance and communications. These themes are operationalized in the following ways:

- Operational efficiencies: balancing of operating capacity and resources;
- Core Services: providing programs, facilities, and services for which the Municipality is best suited to deliver;
- Finance: creating a community partnership model that defines municipal support;
- Effective management: managing properties, partnerships, and staff to maximize both facility utilization and community capacity; and

¹⁹ Recreation Service Plan (2013 – 2017), City of Toronto, www.toronto.ca

²⁰ Calgary 2020 – 10-year plan towards Imagine Calgary, City of Calgary, www.calgary.ca

²¹ Individual interviews (2018 & 2019), Co-managed Municipal Recreation Facilities: Kincardine, Niagara Falls, Owen Sound, Innisfil, Brock, Shelburne

INCREASING RECREATION CAPACITY



- Governance and Communications: establishing and publishing fair and equitable principles of governance that are sustainable, transparent, responsive and encourage participation.

Rates and Fees

Although rates and fees are already subsidized, an exact understanding of the extent to which specific programs and facilities are subsidized is required. The establishment of a rates and fees guide based on some level of cost recovery is not a stand-alone assessment. It must be carried out in conjunction with best practices for facility and operational management. In addition, assessing facilities and programs on a community-first basis not only aligns with current strategic documents, it also serves to solidify and prioritize the Departments' core services model. As discussed in the Background Document, adopting a subsidy structure that is based on community benefit is the preferred method in municipalities that are assessing cost recovery needs.

Comparator Municipalities

Closer to home, the environmental scan of comparator municipalities also found the same commonalities regarding strategies for increasing recreation capacity.

- Operational Efficiencies:
 - Co-location or grouping of facilities are becoming the operational norm;
 - Increase in the size and function of community parks, which also include a neighbourhood park component;
- Core Services: a clear delineation of whom is best qualified to deliver cost-effective programs, facilities, and services. Some municipalities prefer to provide facilities only; with user groups being responsible for all programming needs;
- Finance: partnership models with clearly defined requirements for capital and operational support including: rates and fees, funding models, and prioritized capital budgets and forecasts;
- Effective Management: all municipalities surveyed employed a combination of direct and indirect delivery of programs and services. Some noted that the effective and efficient management of properties requires a shared vision by partners, well-developed partnership agreements, and the buy-in of all staff involved in the delivery of programs and services. This observation was especially true where facilities are co-managed with other service providers; and
- Governance and Communications: municipalities are trending towards recreation and parks as a separate department with direct departmental responsibility for strategic development (facilities and programs), program support (centralized booking), and "specialty" facility operations. Some facility operations are delivered by 3rd party service providers. Marketing and communication information is generated by the department and delivered through a shared municipal position.

The Nation Operational Sustainability and Programming

Currently, the Municipality's recreation operating costs are at the higher end within the comparator group. At the same time, The Nation's provision of facilities and programs is below the comparator average. This suggests that, with respect to municipal spending on recreation facilities, programs and services, expenses may be a concern. Understanding the root cause of the costs of operating facilities and programs is required prior-to recommending programming reductions, eliminations, or enhancements.

INCREASING RECREATION CAPACITY



Sustainable* programming is based on verifiable community need, the suitability of both the facility, and the service provider. That said, to maximize utilization facilities must be multi-functional* in their usage and have the capacity to deliver inter-generational programs.

Based on the community profile and survey responses, there will be pressures to develop new program and facility offerings over the next 15 years. Implications for recreation and parks programming include:

- There is an expectation that these (new) programs will be subsidized;
- As the need to prioritize competing interests for use of space increase, policies for rates and fees, allocation, design and service standards should be developed; and
- Alternative use of space agreements, and exploring options to re-purpose existing spaces, both indoor and outdoor, should be explored.

Community Engagement Findings

Community engagement responses surrounding revenues and facility maintenance were specific. The most often repeated 'recreation needs' responses included:

- Among users, the level of satisfaction is mixed regarding facilities and programs;
- Concerns regarding maintenance standards and service levels for outdoor facilities;
- Demands for new programs is high;
- Concerns expressed regarding messaging and communication regarding programs and initiatives;
- Need to explore various funding options for parks and recreation improvements; and
- Fees and affordability can be a concern for some residents and community groups.

The Nation Opportunity

To effectively deliver a range of programs and services in parks and recreation the Municipality will need to maintain and enhance its community partnerships, including those with neighbouring municipalities. At the same time, the Municipality will need to work internally to develop a range of facilities throughout the municipality; that serves a variety of programs and users. This mix of internal and external focus will ensure effective utilization of facilities and programs. It will also solidify core services and lead to a more cost-effective delivery of facilities and programs.

- Operational Efficiencies: opportunities exist to re-allocate resources to increase operational efficiencies;
- Core Services: opportunities exist to refine core services, service standards, and maintenance standards in the delivery of programs and facilities;
- Finance: opportunities exist to develop more consistent funding and support strategies;
- Effective management: opportunities exist to ensure that staffing matches changing facility and programming needs; and
- Governance and Communications: opportunities exist to develop and execute new operating protocols, policies and procedures to achieve sustainability.

INCREASING RECREATION CAPACITY

RC

Commitment: Embracing a culture of continuous improvement, we are committed to delivering parks, recreation and cultural operations in an effective and efficient manner while maximizing internal and external collaborations to reduce duplication of efforts. We strive to attain the highest and best use of our facilities to ensure that we are delivering our core services in a sustainable* manner.

Through best practices in facility and program governance and in conjunction with our community partners we deliver parks and recreation services that align with our community benefit model. To support our community partners we are committed to providing timely access to information and resources.

This contribution to well-being in The Nation assists in creating conditions whereby the local economy can thrive through the promotion of sport and cultural tourism, and marketing of the potential of the recreation facilities system

Recreation Capacity Fun Fact: Power generation

The Corporation is continually looking for ways to reduce its carbon footprint and maximize revenue potential .

Did you know:

- The arena has 494 -245 watt solar panels on its roof.
- They produce 1,170 megawatt hours (MWH) per year or 147,377 kilowatt hours (kWh) per year.

That's enough electricity to power 17 homes each and every year!



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Facility Management RC

12

Over the next 3 years adopt a best practices management approach to maximize facility and program utilization. Over the following 12 years, achieve facility and program utilization goals.

INITIATIVES

1. Conduct facility utilization analysis

Recommendation: Track data for a minimum of 18 months (preferably 24 months) prior to completing utilization analysis. Ensure that all facilities, regardless of service provider status, are tracked.

Recommendation: Complete a full facility utilization analysis for prime and non-prime facility usage for all community spaces, both indoor and outdoor. Develop and set prime and non-prime hours for indoor and outdoor facilities (bookable fields, arena, outdoor courts, community rooms). Recommended goals are 80% prime-time and 30% non-prime time efficiencies.

2. Adjacent municipality facility capacity and service radius

Recommendation: Create working group with adjacent municipalities to confirm availability of space for regional destination and hub facilities.

Recommendation: Complete a full market analysis for facilities in neighbouring municipalities that draw on The Nation's residents. Assess availability of market share for existing and proposed facilities, prior to (re) development.

3. Integrate community halls into the recreation facilities system

Recommendation: Complete assessments Core Service Delivery assessments.

Recommendation: Based on assessment, revise and re-purpose facilities as needed to generate a full range of facilities and programming throughout the municipality. Redevelop facilities that support proven programming needs.

Recommendation: Prioritize (re) development of facilities that can become a "hub" location for the municipality or can be repurposed to provide active living opportunities in outlying area.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Service Delivery Management RC

13

During 2020-2021, re-position core services to align with Operational Review outcomes. Revised model should support facility management initiatives to maximize facility use, and support community development initiatives

INITIATIVE

1. Revise Facility Service Level

Recommendation: Based on facility utilization and management findings revise facility maintenance and staffing levels to reflect proven community demand and facility performance needs. Match staffing with peak facility usage time-of-day.

Recommendation: Consider adopting work-order system to generate: daily work schedules, operational inspections, minor capital repairs, other operational tasks as needed.

2. Conduct Operational Review

Recommendation: Conduct a departmental operational (2020) review including processes. Review should include mapping of all indoor and outdoor service delivery processes and matching of equipment to maximize efficiencies.

Recommendation: Consider reallocation of Full Time Equivalents to align with Operational Review recommendations.

Recommendation: Consider re-affirming role of Recreation Coordinator.

Recommendation: Consider creating strategic position within the Recreation Department.

Recommendation: Consider 18 – 24 month contract project management position for master plan studies.

3. Re-focus core service and service delivery to align with Core Services Model

Recommendation: Formalize 3rd- party first mandate for the provision and development of services, programs and facilities. Develop and adopt a framework / conditions for support to help the community to achieve this goal.

Recommendation: Provide direct delivery of services, programs and facilities where no viable 3rd party opportunities exist and to ensure full access* by all community segments, or where provision of a facility, program or service is connected to government legislation and specialized training (e.g. provision of aquatics facilities).

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Program Management RC

14

Beginning in 2021, commit adequate resources to staff and volunteer training to ensure continuous learning to meet emerging needs, and to support new programming models and protocols.

INITIATIVE

1. Staff training

Recommendation: Ensure any initiatives developed in Operational Review include a staff training and (re)development component.

Recommendation: Ensure that any initiatives that enhance or confirm staff roles include competency training. Competencies should include: finance, marketing and programming, and knowledge and experience.

Recommendation: Provide cross-training opportunities to enable staff development and maximize efficiencies from Operational Review.

2. Volunteer training and appreciation

Recommendation: Develop standard operating procedures for 'community boards'* and user groups to help understand legislation changes, safety and code standards, and corporate protocols. Operating procedures should be made available in print and electronic versions, complete with any application forms.

Recommendations: Host workshops in organizational practices to enable 'community boards'* and community groups to better manage their day-to-day operations (e.g. bookkeeping).

3. Adopt a Business Plan Outlook

Recommendation: Prior to creating new programs, determine minimum cost recovery levels for: participation and facility utilization. Confirm service provider capacity.

Recommendation: Assess existing programs based on standards developed above. Adopt transition period for those programs not meeting new standards.

4. The Nation Minor Sports Association

Recommendation: Consider the development of a minor sports umbrella organization to coordinate and develop programs, volunteers and participation across the Municipality. To ensure all voices are heard, the Association should include representatives from all sports organizations that service the community.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Parks and Recreation Planning RC

15

Beginning with the 20120 budget cycle, over the term of the master balance the realities of available resources with the planning of projects.

INITIATIVES

1. Community Profile Mapping

Recommendation: Continue to utilize and update community profile mapping for insights regarding local settlement composition and implications for participation. Recommended key profile indicators are: age, income and projected participation rates.

Recommendation: Beginning in 2021 augment projected participation rates by age, with locally sourced and tracked rates.

2. Re-purposing of existing facilities

Recommendation: Adjust the range of facilities based on core services and utilization analysis. Re-purposing goals should include: emerging markets / demographics, outlying recreational hub potential and specialized programming potential. Facilities assessment should include confirmation of community development model for support.

Recommendation: For new parks, work in conjunction with Planning to match site programming with local settlement profiles.

Recommendation: Work in conjunction with Planning to leverage development opportunities for trail connections.

3. Business Plan Protocols (programming and facilities)

Recommendation: Develop a business plan protocol for the development of all facilities and programs, to support Core Services Model. Protocol should establish a priority ranking system that aligns with community-first mandate for: capital investment, facility allocation, and rates and fees structure.

plan,

Recreation Capacity Fun Fact: Funding

“Community-led initiatives” is a best practices model for rural recreation development . This model has been practiced by the **St-Albert Community Group** for years and includes community-based, funding initiatives. Did you know:

- The Limoges Recreation Committee has created a 50-50 community-based funding opportunity; and
- If everyone over the age of 16 in Limoges participated for 1 year, it would generate \$78,000 towards recreation in Limoges. *

*if you gamble, please do so responsibly



STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

4. Departmental collaboration

Recommendation: Continue to engage a cross-departmental working group in an effort to increase inter-departmental collaboration for municipal initiatives, as they relate to parks and recreation management. Ensure all departments are represented within the group. (Planning, Economic Development, Transportation, Finance).

OBJECTIVE | Priority Infrastructure RC

16

Establish a long-term strategy for renovating aging facilities, tied to the Municipality's AMP. The planning schedule should also be completed in conjunction potential revenues generated from alternative sources.

INITIATIVES

1. Facility Lifecycle

Recommendation: Continue to source, benchmark and provide qualified inputs to support AMP and facility lifecycle costing.

2. Multi-purpose courts

Recommendation: Create renovation/ refurbish / replacement parameters and update within AMP replacement schedule. In conjunction with a systems approach to programming, develop alternative outdoor activities such as 3-on-3 basketball or soccer enclosures.

3. Outdoor rinks

Recommendation: Complete updates as previously recommended.

4. Outdoor fitness

Recommendation: Complete updates as previously recommended. Provide at least 1 alternative outdoor fitness opportunity to support unstructured, adult fitness.

5. AODA fully accessible trail segments

Recommendation: Develop AODA trail segments.

6. Shade Structures and associated rest areas

Recommendation: Develop program based on gaps previously identified.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Financing

RC

17

Diversify revenue sources to reduce reliance on tax-funded budget, while still providing the progressive parks and recreation system of which The Nation residents are proud and have come to expect.

INITIATIVE

1. Establish a financial investment strategy for all facilities that also meets the needs of the Corporation

Recommendation: Assess facility financial (re) development needs

- Based on new programming needs, update cost estimates for AODA requirements;
- Confirm and update Facility Condition Index assessments for each facility and include AODA costs;
- Establish investment threshold for renew, refurbish, replace or repurpose;
- Confirm operating costs by facility; and
- Establish minimum Return on Investment for building revenues.

Recommendation: Confirm and apply rates, fees and cost recovery targets that are defined in the Core Services Model

- Confirm level of annual (departmental subsidy, as a percentage of tax revenue;
- Identify cost of services for facilities and programs;
- Establish cost recovery rates for each location as determined by the Core Services Model;
- Consider adjustments to rates depending on market and time of day facility utilization; and
- Establish rates and fees that are dependent of the rental groups' status.

Recommendation: Provide support and direction to 'community boards' to meet financial goals

- Publish and share all schedules and policies that impact rates and fees on a timely basis;
- Take lead in establishing financial reporting requirements and provide training as needed;
- Publish and share grants / funding opportunities on a timely basis; and
- Provide support in completing grant applications / submissions as needed

2. Investigating alternative revenues

Recommendation: Work in conjunction with Finance and Economic Development to investigate alternative revenue opportunities. Municipality departments should take a coordinated approach to the development of funding opportunities at a Corporate level. *(e.g. Corporate Sponsorships, Legacy Funding, Government Initiatives and programs).*

Recommendation: Source funding to complete AODA upgrades.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

3. Long term costing

Recommendation: Continue supporting the Municipality's capital and asset management plans by providing recommendations into alternative investment initiatives and opportunities. These new initiatives and opportunities need to balance with long term needs for existing infrastructure maintenance and consider any associated operating impacts. Operating expenses for all new projects and developments need to be considered.

Recommendation: From data generated in AODA assessments, provide updated asset and amenity gap to Finance. Provide inputs to Planning ensure that Parks and Recreation component of DC funding addresses growth and development needs.

Recommendation: Work in conjunction with Finance to start tracking revenue streams by program and facility to confirm return on investment and cost recovery objectives are being met. Achieve cost recovery targets within the next 15 years.

4. Community Development Fund

Recommendation: Consider establishing a *Community Development Capital Fund* with matching funds to support community-led initiatives, for a wide range of park, trail and natural area capital projects.

5. Rates and Fees analysis

Recommendation: Work in conjunction with Finance to complete cost of services and incremental cost analysis.

Recommendation: Finalize cost-recovery rates and objectives based on Core Services Model for programs and facility rentals. Fees should be based on a sliding scale according to community benefit, utilization and individual affordability.

6. Fee Assistance Programs

Recommendation: Publish and provide links to fee assistance programs.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

OBJECTIVE | Marketing and Communications

RC

18

Beginning in 2020, adopt continuous improvement opportunities to increase information sharing and communications with the public, internal and external stakeholders.

INITIATIVES

1. Targeted Marketing Action Plan

Recommendation: Develop and implement a *Targeted Marketing Action Plan* that focuses on ways to increase / encourage users for non-prime and off-season arena usage. Ensure that marketing plan includes a variety of platforms (multi-media).

Recommendation: Develop communications network to deliver messages and updates regarding facility capacity and availability.

Recommendation: Develop communications network to deliver messages and updates regarding programming opportunities and needs.

Recommendation: Develop and adopt a community guide and marketing cycle that showcases opportunities and coordinates and connects user groups and service delivery partners.

2. Recreation Programming

Recommendation: Develop unique recreation opportunities that can be accommodated within existing facilities and have a regional appeal and marketing potential.

Recommendation: Develop and market fully accessible facilities and program (availability) schedule. Should be fully interactive and accessible on-line.

3. Work with community organizations

Recommendation: Work with community organizations to identify and create events that can be hosted in The Nation and that support economic impact of sport and cultural events locally.

Recommendation: Consider re-establishment of Recreation Committee(s) as a local voice for program, service, and facility development. Adopt regular meeting schedule and meeting protocols.

Recommendations: Ensure that there is a dedicated and committed staff liaison person assigned to Recreation Committee.

STRATEGIC OBJECTIVES & RECOMMENDED INITIATIVES

4. Generate opportunities for feedback

Recommendation: Install pop-up, portable feed-back kiosks to address facility or program experiences and test new ideas for programs.

Recommendation: Provide feedback opportunities with all programming initiatives and invite continuous improvement recommendations.

OBJECTIVE | Master Plan Objectives Review RC

19

Adopt review timelines and processes for all master plan objectives, initiatives and key performance indicators. Refresh master plan on a 5-year cycle.

INITIATIVE

1. Master Plan Studies and deliverables

Recommendation: To overcome current staffing shortages consider engaging a master plan project manager on a 18-24 month contract basis.

Recommendation: Project deliverables for next 3 years should include: studies and associated RFPs, in-house analysis and further research requirements as outlined in the master plan.

2. Review process

Recommendation: Establish a timetable and manageable process for the review of Parks and Recreation Master Plan initiatives. Refresh every 5 years.

Recommendation: Report to Council and the public through the Strategic Planning process, and annual budget cycle process, on Key Performance Indicators related to master plan goals and objectives.

3. Define Key Performance Indicators (KPI's) to track progress over next 15 years

Recommendation: Define performance indicators for facility and program utilization, adult programming, revenue, and cost recovery.

Recommendation: Adopt and maintain a continuous improvement approach to KPI development and progress. Monitor on a quarterly basis and formally updated on an annual basis.

BACKGROUND INFORMATION

While not a formal part of the document, this Master Plan has a set of background appendices that are available on request from the Recreation Department.

APPENDIX A

Key Performance Measures and Indicators

Indicators that will be used to monitor success in meeting the Master Plan Objectives. The indicators and measures will be developed by Staff in 2020 / 2021.

APPENDIX B

Parks Classification & Provision

Park classifications with associated design, amenity and operating maintenance standards. Maps of existing park distributions. **See Book 2**

APPENDIX C

Action and Implementation Plan

A planning framework to complete the master plan objectives and initiatives. All initiatives were classified as either phase 1 (2020 – 2022), phase 2 (2023 – 2028) or phase 3 (beyond 2028) goals. **See Book 2**

APPENDIX D

Consultation Report - Snapshot

A snapshot of the final report that, outlines, summarizes, and develops insights from all engagement activities.

APPENDIX E – place holder : community comments

APPENDIX F -

Rate and Fees

A discussion, around establishing rates and fees and their connection to programming and community benefit.

APPENDIX G

Community & Service Profiles

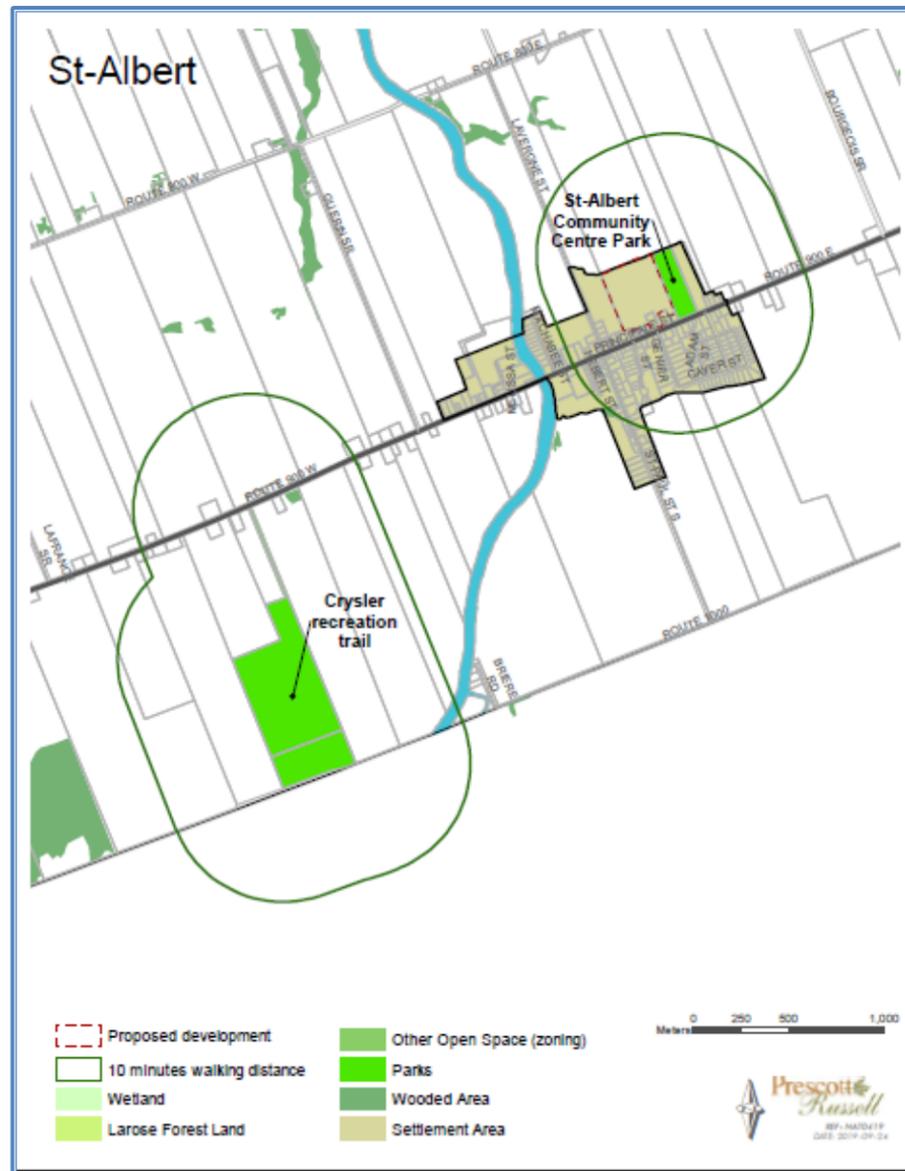
Preliminary profiles and best practices for service delivery from Background Document.

APPENDIX A – KEY PERFORMANCE INDICATORS

This space intentionally left blank. To be completed by Staff and updated in 2020 / 2021 towards the end of the Master Plan “planning” phase 1 activities.

APPENDIX B – PARKS CLASSIFICATION STANDARDS

THE NATION MUNICIPALITY : PARKS CLASSIFICATION STANDARDS (Recommended)			RECOMMENDED SIZE*		DESIGN GUIDELINES: SITE AMENITY STANDARDS (Recommended)					PROVISION	OPERATING STANDARD	THE NATION RECOMMENDED SITES
CLASS	CRITERIA DESCRIPTION		PARKING	WALKWAYS	COMFORT	SHADE	SEATING	FIELD				
REGIONAL / MULTI-SPORT FACILITY	Location that has capacity to deliver a variety of sport and / or cultural events; with a regional draw. On-site parking is required at a functional level. Should also include a level of access, accessibility, and comfort associated with large events. Features may include: tournament quality sports fields, amenities housed in permanent buildings, and paved on-site parking	4.0 - 10 hectares Service area = full community & beyond	Fully accessible, gravel or paved	fully accessible, gravel or paved	permanent, including accessible / family	structure	bleacher, fully accessible	tournament quality (Cat. 3*)	Maximum 1 site for the Municipality. Sites should be developed in conjunction with demographic profile mapping	Fields to be maintained to tournament quality = cut 2 or 3 times per week, depending on usage	None required (2020) - may be a consideration in years 12 - 15 depending on growth and partnerships in neighbouring municipalities	
COMMUNITY / SPORTS PARK (youth & adult)	Location that has capacity to delivery a variety of sport and (potentially) cultural events on a municipal-wide scale. On-site parking is required at a functional level. Should include a level of access, accessibility, and comfort associated with medium-sized events. Features may include: league quality sports fields, amenities housed in semi-permanent buildings, tennis and multi-use courts, outdoor rinks (multi-purpose), and neighbourhood play element / structure.	4.0 - 10 hectares Service Area = full community, may include some out-of-town	Fully accessible, gravel or paved	fully accessible, gravel or paved	permanent, including accessible / family	structure	bleacher, fully accessible	league quality (Cat. 3)	Maximum 4 sites for the municipality. Sites should be developed in conjunction with demographic profile mapping	Fields to be maintained to tournament quality = cut 2 times per week, depending on usage	Rudolphe Latrelle Park, St-Isidore Park (Arena) Jean-Maurice Lavergne Park Fournier Park	
SPORTS PARK (children)	Park dedicated to provision of sport activities for junior play. Features may include: junior sportsfields, portable site amenities.	3.0 - 4.0 hectares Service Area = local	Fully accessible, gravel	fully accessible, gravel	semi-permanent or portable	optional	optional	junior (cat. 4)	One diamond site and one rectangular site for municipality, may be included in category above.	Fields to be maintained to level of play = cut weekly only	St-Rose Park	
NEIGHBOURHOOD PARK	Dedicated to use by local residents only. May include site amenities focused on children, youth, adults and seniors. In conjunction adjacent parking facilities (e.g. schools), may also include programmed play space for "little leagues". Features may include: play structures, passive open space, tennis courts / multi-purpose courts, shade and seating areas.	2.0 - 3.0 hectares Service area = local, within 10 - 15 minutes walk	not required	optional	optional	optional	optional	not required	Development in conjunction with provision of other park classifications. Provision of elements for adults and seniors to be developed in conjunction with playground replacement	Fields to be maintained to open play standard= cut weekly only	Giroux Park Village Gagnon Park Cambridge Park Forest Park St-Bernardin Park*	
OPEN SPACE	General parkland for use by all, as view corridor, or provide linkages to other greenspace areas	VARIES	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Fields to be maintained to open play standard= cut weekly only		
		* New development park blocks below 0.5 hectares are NOT recommended						* categories based on Sports Turf Canada system			*depends on community support and the ability of the community to meet community development requirements	
											Fournier Park listed as <i>community</i> due to existing infrastructure and re-development potential	



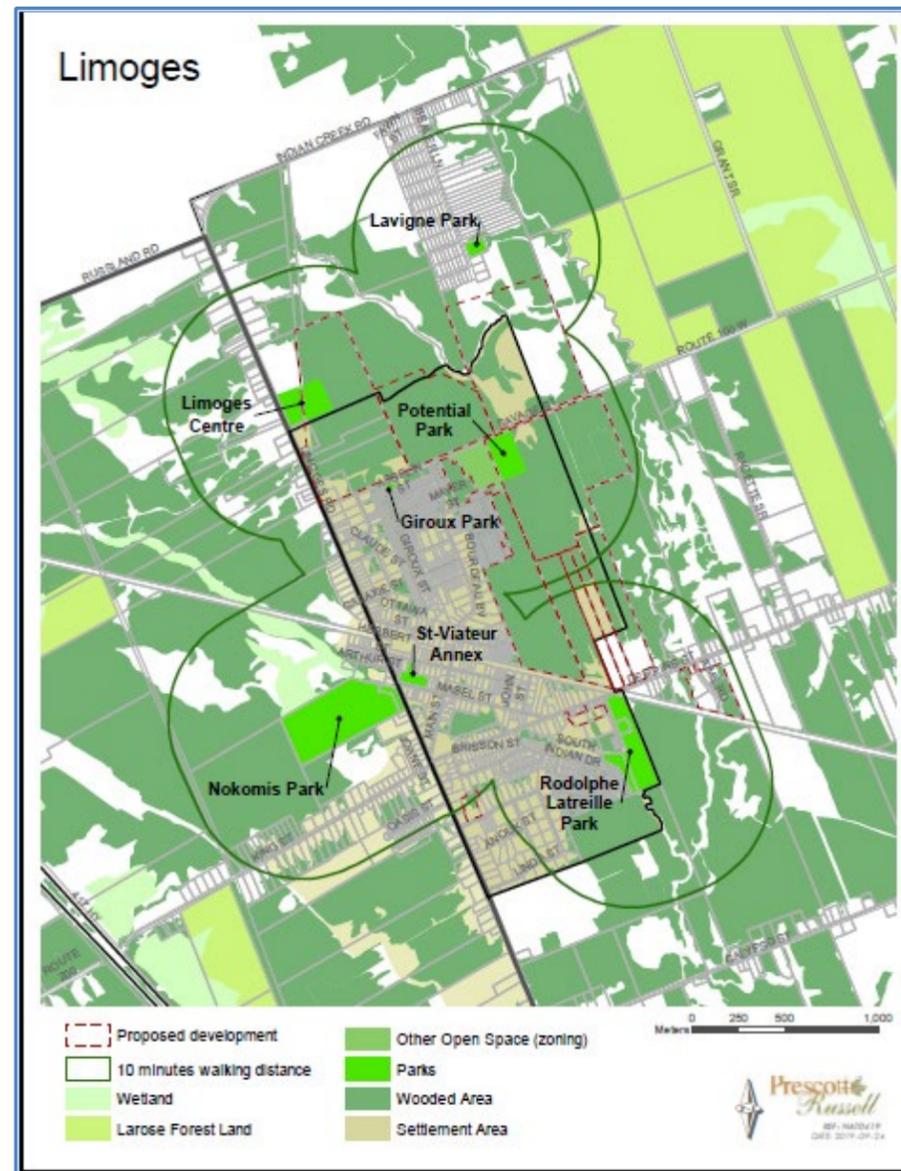
St-Albert: (J-ML): proposed classification is **community** with neighbourhood components.

The projected 10-minute walk-to radius is shown and indicates that the park services over 50% of the urbanized area. That said, there are two concerns:

- A safe access route is strongly recommended along Principale Street
- A safe pedestrian cross-over point (Principale Street) is needed to service most of the urbanized centre

Projected development occurs within the safe, 10-minute radius. Based on current site usage this is not expected to be a concern for the life of the plan.

This site is strongly recommended as a 'pilot' site.



Limoges: all parks, existing and new: proposed classifications range from **community Sports to neighbourhood**. No changes are recommended.

The projected 10-minute walk-to radius is shown and indicates that the parks service over 90% of the urbanized area. There is a pocket of limited service in the southwest corridor along Limoges Road.

A fully connected trails system is warranted for this rural-urban settlement.

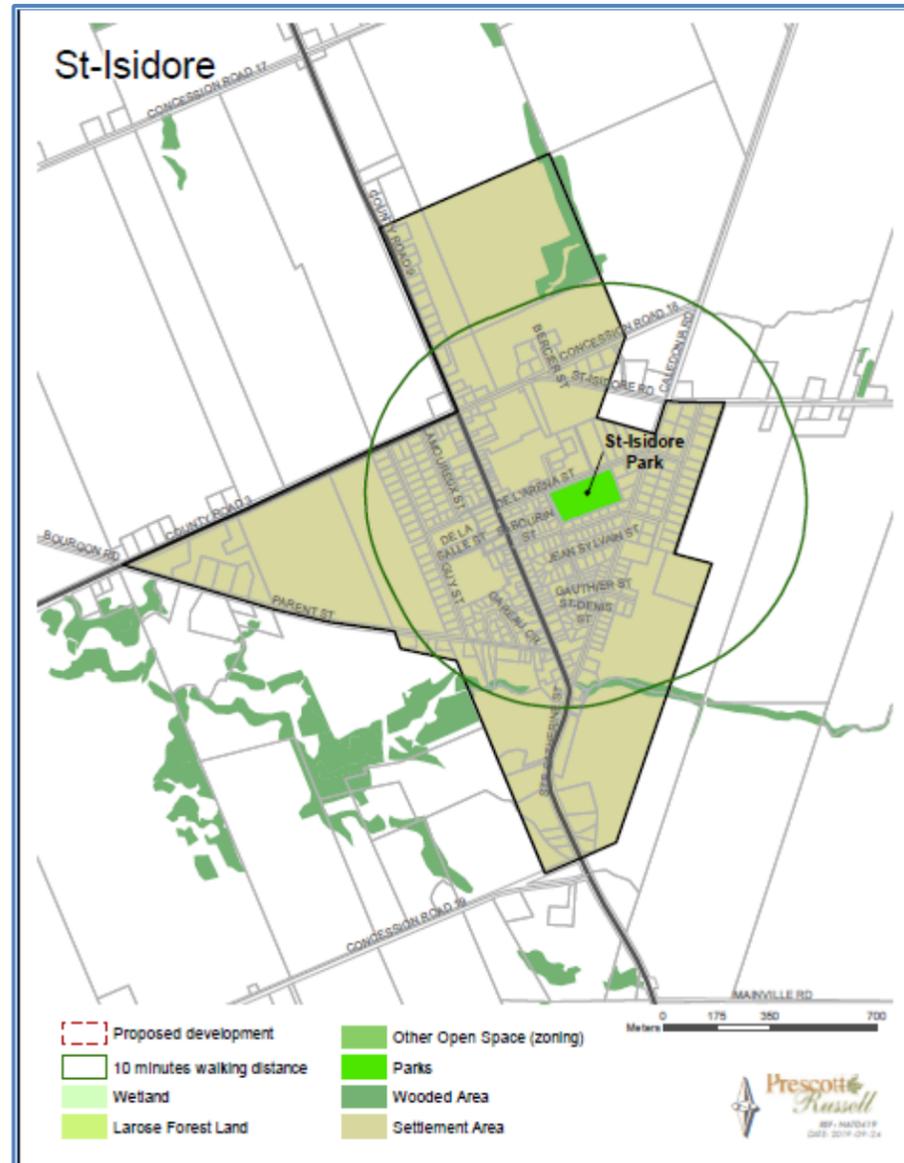
Projected development occurs within the safe 10-minute radius. Based on the projected new park development and current usage this is not expected to be a concern over the life of the plan.



Limoges: outlying areas: proposed classifications of both parks is **neighbourhood**.

The projected 10-minute walk-to radius is shown and indicates that the parks service over 90% of the local areas.

There is no new projected development.



St-Isidore: (Arena): proposed classification is **community** with neighbourhood components.

The projected 10-minute walk-to radius is shown and indicates that the park services almost all of the urbanized area. That said, there are two concerns:

- A safe access route is strongly recommended along County Roads 9 & 3 and St-Isidore Road.
- A safe pedestrian cross-over point (County Road 9) is needed to service a portion of the urbanized centre

No new development is projected over the life of the plan. Based on current site usage the outdoor portion of the site is recommended for re-configuration.

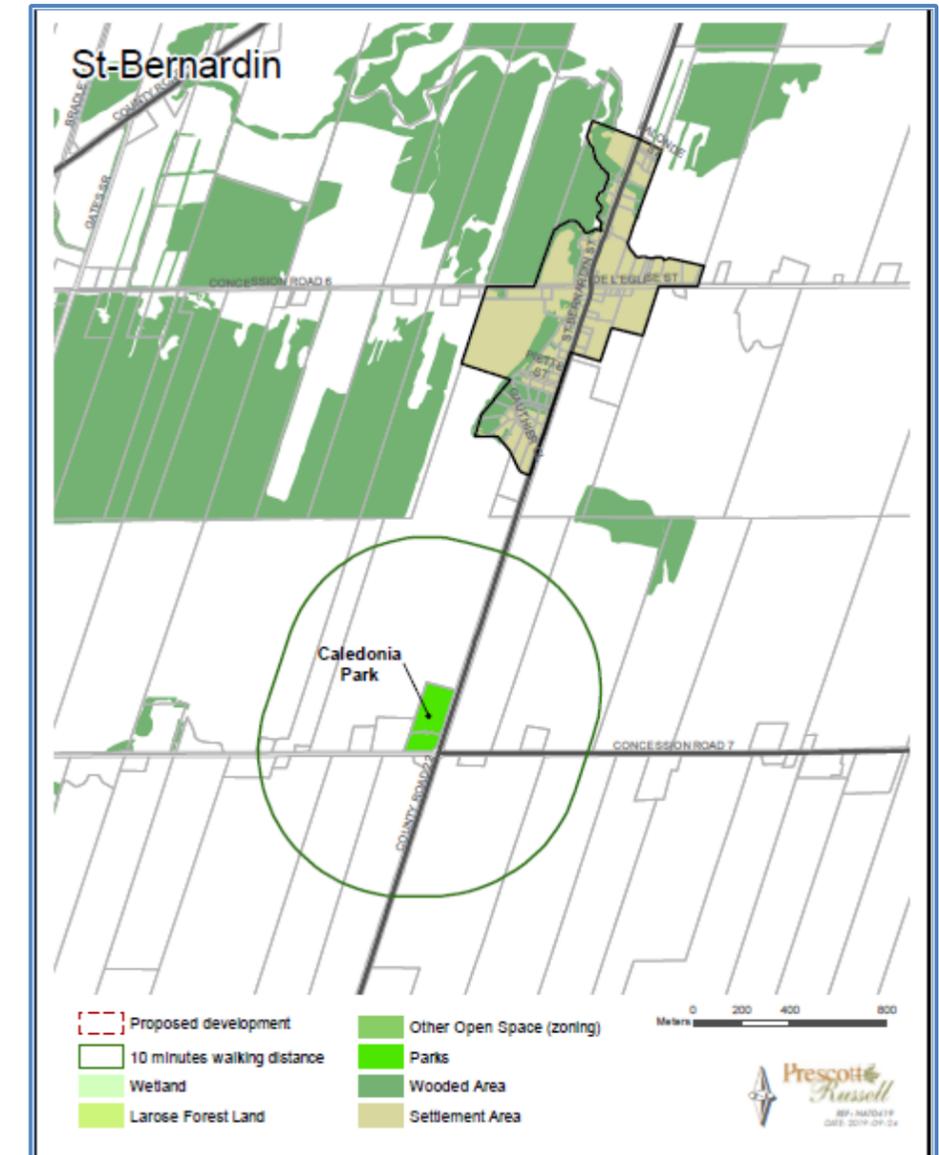


Fournier: (Fournier Park): proposed classification is **community** with neighbourhood components.

The projected 10-minute walk-to radius is shown and indicates that the park services almost all of the urbanized area. That said, there are two concerns:

- A safe access route is strongly recommended along County Roads 10 & 3
- A safe pedestrian cross-over point (County Road 10) is needed to service most of the urbanized centre

This park is currently significantly under-utilized. However, based on location and existing site amenities, it could become a key site for alternative outdoor recreation use. Prior to alternative use or re-purposing, additional information is required: potential user groups, utilization, alternative uses. During the transition period only those areas currently in use are recommended for continued maintenance.



St-Bernardin: (Caledonia): proposed classification is **community** without neighbourhood components.

The park is located well beyond the settlement zone. Public safety concerns were identified at this site. Based on its location and use there are recommendations for site development:

- Re-assess outdoor site layout, amenities and needs
- Consider focusing re-development of the site to service active participants: youth, young adult and active seniors.

This park is currently under-utilized. However, based on location and existing site amenities, it could become an (outdoor) eastern "hub" facility. Prior to alternative use or re-purposing, additional information is required: potential user groups, utilization, alternative uses.

This site may be considered as a 'pilot' site – specifically for outdoor rink.

APPENDIX B – FACILITY PROVISION STANDARDS: PARKS

Note: providing facilities based on population is one of the least accurate methods; however, in the absence of participation information/ registration information it is being used here to provide perspective. It is strongly recommended that actual participation / registration data be tracked from 2019 onwards. It is the combination of local registration and field utilization data that should determine facility need / provision.

					Indoor Gymnasium							multi-use court										
					Soccer	BB	Arena	Volleyball	Basketball	Badminton	Tennis	Outdoor Pool	splash pad	sk8park	multi-use court	outdoor Basketball	Outdoor Rink	Golf	Skiing	Cycling	Pickleball	
SPORT FACILITY							12-20,000 (pop)	1/ 40,000	1/ 40,000	1/ 40,000	1/ 4500 (pop)	1/50,000	1/3000<9	1/5000		1/800 youth		local provision	local provision	local provision	local provision	
Generally Accepted Provision standards, for urban areas in Ontario based on population base* registered participants / field					80-90	100	750								700-800							
2016 Population - Canadian Census																						
16+																						
Under 16																						
2016																						
2026																						
2036																						
12,808																						
15,863																						
16,393																						
10,368																						
13,413																						
13,913																						
2260																						
2450																						
2480																						
Estimated participant population - based on StatsCan General Social Survey (2010)																						
16+					1659	1452	1763	1452	1244	519							2385	1037	830	34		
Under 16					628	209	419	120	239										75			
Total projected participation base					2287	1661	2182	1572	1483	519							2385	1102	830	34		
# fields required (population)						6	1	1			3	n/a	1	3	6							
existing inventory					changing	6	1	1			2		2	3	6						1	
Additional - req'd (2020 population)					none		none	none			1 or 2	n/a	none	none	quality of facility needs to be improved, especially flooring						1 or 2	
Additional - req'd (2036 population)					none		none	none			1 or 2		none	none							none	

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

THE NATION MUNICIPALITY : ACTION and IMPLEMENTATION PLAN- 2019 - 2034									
	ITEM	DESCRIPTION	TARGET	TIMELINE (phase)	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
AL - OBJECTIVES	INITIATIVE	RECOMMENDATION							
1.0 System of Facilities	1.1 Functional Capacity Analysis	Comprehensive inventory and functional capacity data base for facilities	Effective facility utilization	1	Recreation Department	Update existing park inventory and add utilization rates for all programmable / community access spaces and programs	none	2019 - 2021	none, pending operational review to be included in staff duties
	1.1	Comprehensive inventory and functional capacity data base for programs	Effective program provision	1	Recreation Department	Data collection of league participation - by age group and activity	none	2019- 2021	none, pending operational review to be included in staff duties
	1.1	Develop policies and standards	Effective facility allocation	1	Recreation Department	Policies required: Allocation, Rates and Fees, Cost Recovery. See full listing in Background Document (<i>recommended template source: Town of Oakville published policies</i>)	none	2020	none, pending operational review to be included in staff duties
	1.2 Facility Classification and Standards	Adopt facility classification and standards system	Effective facility management	1	Recreation and Planning Departments	Adopt recommended outdoor system in Appendix B; monitor for suitability and revise / update every 5 years. Adopt similar system for indoor facilities	none	2019	none: Rec. Director lead
	1.2	Adopt development strategy for facilities - multi-functional and multi-generational	Effective facility management	1	Recreation and Planning Departments	Build-in multi-functional / generational aspects into all new facilities and renovations	part of facility cost	on-going	none
	1.3 Trail System / ATN	Complete priority segments of Active Transportation Plan	Connected Healthy Community	2	Recreation, Planning and Transportation	Develop and provide details and specifications for trails tender. Recommended source for development details: <i>City of Brampton published development guidelines</i>	to be carried in Objective 10	2023 - 2025	none: trails crew
	1.3	Connect multiple destinations - active, passive	Connected Healthy Community	2,3	Recreation, Planning and Transportation	Develop and provide details and specifications for trails tender. Recommended source for development details: <i>City of Brampton published development guidelines</i>	to be carried in Objective 10	2026 - 2034	none: trails crew
	1.4 Multi-generational spaces	Conduct AODA functional review	All ages	1	Recreation Department	Complete site visual assessment of walkways, parking lots, and rest areas	none	2019	1 - summer seasonal (outdoor)
	1.4	Add shade areas to parks - depending on park classification	All ages	2,3	Recreation and Planning	New parks - part of development; existing parks part of asset renewals	\$35k/ structure (new parks - DC Funded)	2023 onward	none
	2.0 Programming within The System	2.1 Regular Review	Regular review of programming: conflict, rates & fees, cost recovery	All Ages	1,2,3	Recreation, with inputs to Finance	Annual analysis and review in conjunction with rec. committee meetings	none	on-going
2.2 Greater range of programming		Identify existing community / private programs for partnership opportunities	Effective program management	1	Recreation Department	Develop relationships and connections within the community	none	on-going	none: programming / program manager
2.2		Explore program diversification opportunities for youth	Youth programming	1	Recreation Department	Develop relationships and connections within the community	captured in Objective 1.2	on-going	none
2.2		Expand opportunities for drop-in, self-directed activities	Adult and youth	1	Recreation Department	Embed opportunities within multi-functional spaces	captured in Objective 1.2	on-going	none: existing facility mgmt.

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
PT - OBJECTIVES	INITIATIVE								
	3.3. Site servicing standards - outdoor facilities	Conduct regular site inspection of all outdoor facilities: fields, hard landscape elements, trails	Effective Facility management	1	Recreation and Operations	Source facility maintenance standards (ORFA, STA) based on field performance standards as outlined in Appendix B	none	2020	none: Rec. Director
	3.4 Facility Management and Operations	Re-affirm / redefine staff roles and responsibilities in conjunction with Operational Review	Effective Faculty Management	1	Administration - CAO	Complete Operational Review and adopt recommendations	carried in 13.2	2020	Staffing
	3.4	Re-affirm / redefine user group roles and responsibilities	Effective facility Management	1	Recreation Department	Based on outcomes of operational review	none	2021	none: operational efficiencies
	3.4	Expand centralized booking system and function to cover all facilities	Effective facility Management	1	Recreation Department	Based on outcomes of operational review	none	2021	none: programming efficiencies
4.0 Regional Approach	4.1 New facility development	Adopt a regional approach to the development and delivery of large-scale facilities; including market analysis of need that includes private sector	Effective supply of new facilities	1,2,3	Planning & Recreation	Continue to assess market reach of all facilities, as outlined in Background Document	none	2022 - 2025	none
	4.1	Prioritize lending support to facilities that mirror Nation's facility development model	Effective facility management	1,2,3,	Recreation and Finance	Prior to support commitment, assess all potential sites against The Nations' model	tbd	2022 - 2034	none
	4.1	Work with neighbouring municipalities and other agencies to ensure access for The Nation residents at preferred rate	Effective supply of new facilities	1,2,3	Recreation, Administration and Council	Develop working relationship with neighbouring municipalities	may require capital or operational contribution	2022 onwards	may require yearly fees offset
	4.1	Consider development of reciprocal agreements / shared use agreements to ensure facility utilization	Effective facility management	1,2,3,	Recreation and Finance	Develop working relationship with expanded recreation community and service providers	none	2022 onwards	none: facility utilization
	4.1	Work with adjacent municipalities to coordinate and connect ATN to UCPR trails network	Connected Healthy Community	1	Planning	Confirm programming needs for new facilities depending on size and category	to be carried in Objective 10	2020	may require new seasonal staffing - to be carried with trails development
	4.2 Programming	Develop relationships with neighbouring municipalities to access to alternative programming	Effective supply of programming	1	Recreation Department	Develop working relationship with neighbouring municipalities	none	2020	none: Rec. Director
	4.2	Work with neighbouring municipalities to generate market share for unique programming	Effective facility utilization	1	Recreation Department	Develop working relationship with neighbouring municipalities	none	2020	none: Rec. Director
	4.2	Establish working relationship in municipalities where facilities are over-capacity to accept "overflow" users	Effective facility utilization	1	Recreation Department	Develop working relationship with neighbouring municipalities	none	2020	none: Rec. Director
	4.2	Work with neighbouring municipalities to establish sharing opportunities for program providers	Effective supply of programming	1	Recreation Department	Develop working relationship with neighbouring municipalities	none	2020	none: Rec. Director

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
PT - OBJECTIVES	INITIATIVE								
5.0 Natural Environment	5.1 Trails Development	Work in conjunction with landowners to develop various categories of trails through natural heritage sites, for all, regardless of ability	Active Community	1,2,3	Planning	Actively engage adjacent landowners in development of overall plan	any land improvements to be carried in Objective 10	2020	may require reciprocal or land access agreements
	5.2 Programming	Identify location community partnership opportunities for establishing learn-to programs in outdoor / natural recreation	Active Community	2,3	Recreation Department	Build relationships with providers of outdoor - nature-focused program providers	none	2022 - 2028	none: programming/ program manager
	5.3 Waterfront access and development	Work in conjunction with UCPR in development of recreational access points for the South Nation River	Active Community	2,3	Recreation Department	Actively engage UCPR to assess needs, identify possible sites and create long-term development plan	create budget allowance \$5,000 / site	2024 - 2034	none: Rec. Director
	5.3	Consider providing facility support (kiosk) for equipment rentals	Active Community	3	Recreation Department	Actively engage UCPR to assess needs, identify possible sites and create long-term development plan	create budget allowance \$10,000 / site	2029 - 2034	none: Rec. Director
	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
PT - OBJECTIVES	INITIATIVE								
	5.4 Environmental Footprint awareness	Adopt operational policies to reduce environmental footprint, especially within natural heritage sites	All ages	1	Recreation Department	Source alternative waste management resources for deployment throughout sites	create allowance \$8,000 / bin location	2022 onwards	operational efficiencies

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
FSP OBJECTIVES	INITIATIVES								
6.0 Core Service Delivery	6.1 Adopt Core Services Model	Confirm core service and service delivery model	The Nation community	1	Recreation Department / Finance	Internal Workshop - Executive Team to confirm; needs inputs from Finance regarding cost of services	none	2020	operational efficiencies
	6.1	Share and re-affirm model with community partners	Community Partners	1	Recreation Department	Engage various recreation committees to share	none	2020	operational efficiencies
	6.1	Formalize Core Service Model with Council-approved policy	The Nation community	1	Recreation Department	Report to Council	none	2020	operational efficiencies
	6.2 Assess existing facility spaces for their multi-use potential	Assessment of capacity, re-use potential and local community demographics (per mapping)	All ages	1	Recreation Department	Pair site potential with community mapping information	none	2021	operational efficiencies
	6.2	Update AODA assessments as needed	All ages, all abilities	1	Recreation Department	Complete AODA study	Carried by Asset Management Plan	2021	operational efficiencies
	6.2	Assess under-utilized space to provide "base" facilities for ad hoc / drop-in activities	All ages	1	Recreation Department	In conjunction with first bullet	none	2021	operational efficiencies
	6.2	Explore opportunities to convert under-utilized space for cultural activities	All ages	1	Recreation Department	In conjunction with first bullet	varies - may be carried by others	2021	operational efficiencies
	6.2	Rank space for alternative use potential	All ages	1	Recreation Department	In conjunction with first bullet	none	2021	operational efficiencies
	6.3 Track and develop facility utilization	Conduct Mandatory facility utilization analysis for programming potential	Effective facility utilization	1	Recreation Department	Data collection of facility rentals in conjunction with bookings program and community benefit analysis	none	2019 - 2021	none, pending operational review to be included in staff duties
	6.3	Facility utilization potential must include community-led development and programming of space with cross-section of user groups / local committees.	Effective facility utilization	1	Recreation Department	Engage community service providers in development of alternative use potential	none	2021	operational efficiencies
	6.4 Adopt best practices for facility management	Assess impact for the use of Building Automated Systems (BAS) in providing access, egress and building systems functions (HVAC, lighting) especially during off-peak or shoulder seasons or remote locations.	Effective facility utilization	1	Recreation / Building Services	Develop program needs and assess space based on utilization analysis	carried in 7.2	2021	none, pending operational review to be included in staff duties
	6.4	Assess impact of implementing a pass card entry system for all sites that are not staffed	Effective facility utilization	1	Recreation / Building Services	Develop system and assign priority ranking to facilities for potential multi-use capacity	none	2021	efficiencies
	6.5 Maintain facility service standards	Continue to provide building systems maintenance for arenas and other indoor facilities at existing levels for staffing and standards.	Effective facility management	2	Recreation Department	Assess under-utilized space for use as cultural hub	none expected	2022	none expected
	6.5	Revise outdoor facility maintenance schedule to ensure effective field management to meet programming needs	Effective facility management	1	Recreation Department	Develop cross-sectional cultural work group confirming suitability of facilities and subsequent programming of space	none	2021	none expected
	6.6 Re-affirm roles and responsibilities for staff	Renew and revise staff roles and responsibilities to align with Departmental Operational Review.	Effective Department Management	1	CAO	Complete Recreation Department Operational Review and adopt recommendations	Carried under Objective 12	2020	Operational efficiencies
	6.6	Develop strategic staff position that is integrated and represented within Executive Team.	Effective Department	1	CAO	Pending - based on operational review	none	2020	Carried under Objective 12

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
7.0 Supportive Policies and Guidelines	7.1 Develop policies and guidelines that support active living and encourages	Source existing municipal policies as baseline model in the development of local policy / guidelines.	Efficient facility utilization	1	Recreation Department	For template and samples see <i>Town of Oakville</i> and <i>City of Brampton</i> websites	none	2021	none - efficiencies
	7.1	Develop local policies for all areas as outlined in Background Document	Good Governance	1	Recreation Department	Revise and adapt policies for local use	none	2021 - 2022	efficiencies
	7.1	Share and re-affirm policies and guidelines with community partners	Good Governance	1	Recreation Department	Engage community partners in the development of policies	none	2021- 2022	efficiencies
	7.1	Formalize policies and guidelines via Council-approved reports.	Good Governance	1	Recreation Department	Present report to Council for formal adoption of policies, on as and when completed basis	none	2022 2023	none - efficiencies
	7.2 Re-affirm principles of good governance	Confirm governance model for all community halls: -develop and confirm usage agreements -assess operational impacts of centralized booking	Good Governance	1,2,3	Recreation Department	Develop range of agreements templates (r.a., license, exclusive use, lease) and implement	none	on-going	Operational efficiencies; existing staff
	7.3 Standardize facility operational procedures	Develop maintenance and operational standards for all municipally-owned facilities (e.g. ORFA).	Effective facility management	1	Recreation Department	Assess existing operational standards against published industry standards	none	2021	Operational efficiencies
	\	Consider the use of Building Automated Systems for all facilities (access* & egress, HVAC).	Effective facility management	1	Recreation Department	Outgrowth from Operational Review	varies depending on size of building; establish allowance: \$15 - 25k/facility	2025	Operational efficiencies
	7.4 Establish age-friendly initiatives	To define the gap with respect to Age-Friendly initiatives, consider completing a The Nation Municipality Age-Friendly Needs Assessment.	Older Adults	2	Recreation Department	Define gap; consider completing Age-Friendly Needs Assessment	\$20,000 (Study)	2024	none
	7.4	Identify local community champions to promote age-friendly initiatives.	Older Adults	2	Recreation Department	Create fairs / forums in conjunction with local service providers	none	on-going	Existing staff: facility mgmt
	7.4	Promote mentorship to combat social isolation	Older Adults	2	Recreation Department	Identify mentorship opportunities.	none	on-going	Existing staff: facility mgmt
	7.4	Assess under-utilized space for their capacity to hold various age-friendly activities (drop-in, programmed, self-directed, educational, wellness). Spaces in proximity to senior populations should be given priority ranking for development.	Older Adults	1	Recreation Department	In conjunction with Objective 6.2	none	2020	none
8.0 Community Partners	8.1 Source community partner to support core services model for programming	Develop a timely marketing plan to attract program service providers	Effective program management	1,2,3	Recreation Department	Prioritize certified program providers Provide incentives for providers in outlying areas Regular review to ensure no conflicts exist	none	2021- 2034	Operational efficiencies
	8.2 Confirm community partner in the governance of community halls	Affirm governance model for any halls that require municipal financial or operational support	Active engaged community	1	Recreation Department	In conjunction with good governance	none	2020	Rec. Director to lead
	8.2	Confirm Core Services Model	Active engaged community	1	Recreation Department	In conjunction with good governance	none	2020	Rec. Director to lead
	8.2	Confirm Community Development Model	Active engaged community	1	Recreation Department	In conjunction with good governance	none	2020	Rec. Director to lead
	8.2	Adopt semi-annual meeting schedule	Active engaged community	1,2,3	Recreation Department	In conjunction with good governance	none	2020 - 2034	Rec. Director to lead
	8.2	Reward System for community groups	Active engaged community	1,2,3	Recreation Department	In conjunction with good governance	Carried in 17.4	2021 - 2034	Community Development Fund
	8.3 Develop community capacity	Develop list of competencies for volunteers and provide access	Active engaged community	1	Recreation Department	Build relationships with adult and senior program providers	none	2020	PRC - GM
8.3	Host "train the trainer / coach / volunteer"	Active engaged community	2 - 3	Recreation Department	Implement programs	none expected	2022 - 2034	none expected	

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
	10.2 Regional Trails Connections	Work with neighbouring municipalities on through connections	Active Healthy Community	2	Transportation / Planning	Develop working relationship with neighbouring municipalities	none	2023-2034	none
	10.3 Adopt Trails Implementation Plan	Recommended schedule is 1 kms on road and 3 kms off-road; pending Trails Plan recommendations	Active Healthy Community	2 - 3	Transportation	Adopt implementation plan that can be developed within capital envelope for Transportation	\$75,000 / year allowance	2024 - 2034	may require seasonal trails crew - need to create working relationships with trail user groups
	10.3	Complete on-road allowance in safest part of ROW	Active Healthy Community	2	Transportation / Planning / Recreation	Assess design speeds and safety zones when determining on-road trail location	none (included in line above)	2024 - 2034	none
11.0 Site Specific Recommendations	11.1 Updated / additional facilities	Adopt priority ranking system	Effective Facility Management	1	Executive Team	Complete in conjunction with supportive environment objectives	none	2019 - 2021	none
	11.1	Assess utilization, trends and demographics to support prioritization	Active Healthy Community	2	Recreation Department	Based on findings continuing analysis	none	2022	none
	11.1	To include all park users, assess play value in playground replacement and include adult fitness (obstacle courses) as well as shade structures	Active Healthy Community	1,2,3	Recreation Department	In conjunction with continuing analysis	combine with playground replacements	2023 - 2034	community development fund
	11.2 St-Albert	Feasibility assessment for AODA, and OBC recommendations from FCA study	Effective Facility Management	1	Finance (feasibility analysis); Recreation (recommendations and report)	Develop facility recommendations based on feasibility analysis and community development model	determined by study; carried by asset management	2021	Recreation Director
	11.2	Recreation Committee recommendations	Community Development Model	1	Recreation Department	Work in conjunction with recreation committee to achieve recommendations previously provided to council	varies depending project	2021 - 2022	none expected
	11.2	Accessible walkway	Active Healthy Community	1	Recreation Department	Create internal park walkway layout	none expected	2020	internal forces in conjunction with community
	11.2	Pilot Project (west) - outdoor rink	Community Development & Core Services Models	2	Recreation Department	Work in conjunction with recreation committee to develop program needs for rink system	\$120 - \$200,000 depending on scope	2023	revenues / efficiencies
	11.3 St-Bernardin	Decommission tennis courts and pavilion	Effective facility use	1	Public Works	Remove both assets	none	2019	internal work order
	11.3	Feasibility assessment for AODA and OBC recommendations from FCA study	Effective facility use	1	Finance	Develop facility recommendations based on feasibility analysis and community development model	determined by study; carried by asset management	2022	potential annual cost savings \$50,000+
	11.3	Pilot Project (east) - outdoor rink	Effective facility use	2	Recreation Department	Work in conjunction with recreation committee to develop program needs for rink system	depends on establishment of local recreation committee	2026	revenues / efficiencies
	11.4 Fournier	Feasibility assessment for AODA and OBC recommendations from FCA study	Effective facility management	1	Finance	Develop facility recommendations based on feasibility analysis and community development model	determined by study; carried by asset management	2021	Recreation Director
	11.4	Upgrade / reconfigure existing ball field pending information from utilization / need assessments	Effective facility management	1, 2,3	Recreation Department	Make recommendations based on development of programming for site	determined by need	2024 - 2034	revenues / efficiencies
	11.5 St-Isidore	Feasibility assessment for AODA and OBC recommendations from FCA study	Effective facility management	1	Finance, Recreation	Develop facility recommendations based on feasibility analysis and community development model	determined by study; carried by asset management	2023	Recreation Director
	11.5	Identify alternative outdoor location for SK8		2,3	Recreation Department	Monitor usage and future needs	depends on relocation	2022 - 2027	Recreation Prog.
	11.5	Decommission / relocate outdoor rink		2,3	Recreation Department	Monitor usage and future needs	depends on relocation	2022 - 2027	Recreation Prog.
	11.5	Re-purpose outdoor space to include passive, inter-generational area	Effective facility management	3	Recreation Department	Conduct design charrette	depends on relocation - create upset limit: \$20,000	2028	Recreation Prog.

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
	11.6 Limoges	Life-cycle updates only	Effective facility management	3	Recreation Department	Work in conjunction with <i>recreation committee</i> to develop program needs for rink system	varies	2028 - 2034	revenues / efficiencies
	11.7 Forest Park	Life cycle updates only	Effective facility management	3	Recreation Department	Work in conjunction with <i>recreation committee</i> to develop program needs for rink system	none	2030 - 2034	revenues / efficiencies
	11.8 St-Rose, Giroux, Cambridge	Life cycle updates only	Effective facility management	3	Recreation, Finance	Work in conjunction with <i>recreation committee</i> to develop program replacement needs	none	2032-2034	none

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
RECREATION CAPACITY	INITIATIVES								
12.0 Systems Management	12.1 Facility utilization analysis	Conduct full utilization analysis for indoor and outdoor facilities and activities	Effective facility and operations management	1	Recreation Department	Track facility and programming utilization statistics for 18 - 24 months	combine with recommendation 13.2	2019 - 2021	combine with recommendation 13.2
	12.1	Track data and set prime and non-prime utilization targets	Effective facility and operations management	1	Recreation Department	Assess utilization rates against targets for prime and non-prime time	combine with recommendation 13.2	2019- 2021	combine with recommendation 13.2
	12.2 Adjacent Municipal facility and service radius	Work with adjacent municipalities	Effective facility planning and development	1	Recreation Department	Develop a working group of Recreation Directors to address large / unique facility effectiveness	none	2021 - 2034	Recreation Director duties
	12.2 Market analysis	Regional market analysis	Effective facility planning and development	2	Recreation Department	Based on information gathered above complete full market analysis to determine market share potential for facilities	none	2021- 2034	Recreation Director duties
	12.3 Integrate community halls into recreation system	Complete assessments in conjunction with Core Services	Effective facility planning and development	2-3	Recreation Department / Executive Committee	Complete all core services analysis and assign value to each site	none	2022 - 2028	none
	12.3	Re-purpose facilities to achieve full range of activities	Effective facility planning and development	2,3	Recreation Department / Executive Committee	Based on Core Service analysis, prioritize facility development to those that support proven programming needs	carried in other objectives	2023 - 2034	none - to be led by Recreation Director
	12.3	Prioritize facilities that can be developed into "hub" locations	Effective facility planning and development	2,3	Recreation Department / Executive Committee	Based on Core Service analysis, prioritize facility development to those that support proven active living needs	none	2023 - 2034	none - to be led by Recreation Director
13.0 Service Delivery Management	13.1 Revise facility service level	Revise facility maintenance and staffing needs	Effective facility and operations management	1	Recreation Department	Match facility staffing to facility service needs based on time-of-day user needs	none	2021	staffing efficiencies
	13.1	Streamline operations	Effective facility and operations management	1	Recreation Department	Adopt work-order system for: daily work schedules, inspections, minor capital, and other tasks as warranted	none	2021	staffing efficiencies
	13.2 Conduct Operational Review	Conduct departmental operational review	Effective municipal governance	1	CAO	engage 3rd party to conduct operational review to include process mapping and hr requirements	\$25,000 (study)	2020	staffing efficiencies
	13.2	Consider re-allocation of FTEs	Effective municipal governance	1	CAO	implement re-allocation of FTEs as recommended by operational review	none	2020	staffing efficiencies
	13.2	Consider re-affirming role of Recreation Coordinator	Effective municipal governance	1	CAO	Update and streamline scope of Recreation Coordinator within new department structure. Include cost benefit analysis.	none	2020	staffing efficiencies
	13.2	Consider creating a strategic position within the Recreation Department	Effective municipal governance	1	CAO	Create new strategic position within the Rec. Department that aligns with Executive Team roles in the Corporation.	none	2021	Depends on config. \$45 - 90,000/year
	13.2	Consider establishing 18 - 24 month contract position for master plan development studies	Effective municipal governance	1	CAO	Generate a tender or RFP call for project management services to deliver studies, data analysis, & set up framework for master plan	\$35 - 50,000/ year (depending on scope)	2020 - 2022	staffing efficiencies
	13.3 Re-focus core service and service delivery	Align core service and service delivery with community-first orientation	Equitable community access	1	Recreation Department	Formalize community development model and attach value to each factor	none	2020	revenue
	13.3	Provide direct delivery of services and programs	Active community	1	Recreation Department	Direct deliver programs where no other community options exist	unknown	2021- 2034	none expected

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS	
14.0 Program Management	14.1 Staff training	Staff training and development	Governance	1	Recreation Department	Identify staff training needs as outgrowth of Operational Review	none	2021 - 2034	depends on scope	
	14.1	Competencies	Governance	2,3	Recreation Department	Implement staff training and development for job-specific competencies	none	2022 - 2034	depends on scope	
	14.1	Cross-training	Governance	2,3	Recreation Department	Implement staff training and development to maximize cross-over efficiencies	none	2022 - 2034	depends on scope	
	14.3 Volunteer Training and Appreciation	Develop standard operating procedures and post electronic and hardcopy	Effective facility management	2,3	Recreation Department	Align operating procedures with Operational Review best practices for user groups	none	2022 - 2034	operational efficiencies	
	14.3	Expand and support user groups capacity and knowledge	Effective facility management	2,3	Recreation Department	Host workshops: bookkeeping, coaching, "train the ..."	none	2022- 2034	From Community Benefit Fund	
	14.3 Adopt a Business Plan Protocol	For new programs: adopt community benefits model recommendations	Governance	2,3	Finance, Recreation	Set standards for cost recovery, participation and facility utilization goals and apply	none	2022 - 2034	none - efficiencies & revenue	
	14.3	For existing programs: transition period to new model	Governance	2	Recreation Department	Apply cost recovery, participation and facility utilization goals and set transition phase	none	2022	none - efficiencies & revenue	
	14.4 Minor Sports Association	Consider development of minor sports umbrella association	Governance	2	Recreation Department	Work with minor sports associations to develop single coordinating body	none	2023	none - efficiencies	
	15.0 Parks, Recreation and Culture Planning	15.1 Profile Mapping	Community Profile mapping for key indicators: age, income and projected participation rates	Governance	2,3,	Planning	Update existing GIS mapping in conjunction with census update information (5-yr basis)	none	2021 - 2034	existing GIS Technician
		15.1	Locally sourced participation rates	Governance	1	Recreation Department	Augment participation rates with Recreation Departmental rates	none	2021 - 2034	existing Recreation Programmer
15.2 Re-purposing of existing facilities		Adjust range of facilities based on core services and utilization analysis	Effective facility management	1	Recreation Department	Make recommendations for re-purposing of facilities based on collection of data from local and regional sources	potential revenue generation	2020 - 2034	none, efficiencies expected	
15.2		Programming needs for new parks	Effective facility planning	2	Recreation Department	Make recommendations based on updated community profile information	none	2024 - 2034	none	
15.2		Trail development opportunities	Active Healthy Community	1,2,3	Planning / Recreation	Work in conjunction with Planning to consider adopting trail connections as parkland	revenue neutral - parkland dedication	2022 - 2034	none expected	
15.3 Business Plan Protocol		Develop business plan protocol for development of programs and facilities	Governance	1	Executive Team / Recreation	Establish a priority ranking system for Corporate support of programs and facilities	none	2021	Recreation Director	
15.4 Departmental collaboration		Engage cross-departmental working group	Governance	1	CAO	Include all departments, as needed, in development of recreation initiatives	none	2020 - 2034	Recreation Director	
16.0 Priority Infrastructure		16.1 Facility Lifecycle	Take active role in providing support to AMP and facility lifecycle reports	Effective facility management	1,2,3	Recreation Department	Source asset replacement values and expected useful life and provide qualified inputs to AMP	none	2020 - 2034	none, pending O.R.
		16.2 Multi-purpose courts	Multi-purpose courts	Effective facility management	2,3	Recreation Department	Create ROI points to differentiate between reno., refurbish, upgrade and replacement	none - carried in AMP	2021 - 2034	none
		16.3 Outdoor Rinks	Complete updates as recommended in Objective 11	Active Healthy Community	2,3	Recreation Department	Design, issue tender	carried in Objective 11	2021	none expected
	16.4 Outdoor Fitness	Complete updates as recommended in Objective 11	Active Healthy Community	2,3	Recreation Department	Market analysis, design, issue tender	carried in Objective 11	2022	none expected	
	16.5 AODA trails	Develop AODA trail segments as outlined in Objective 10.1	Active Community	2,3	Recreation Department	Include fully accessible trail sections as part of Trails Master Plan	carried in Objective 10	2022 onward	none expected	
	16.6 Shade and rest areas	Develop program based on gaps identified in Objective 1.4	Older adults and those with mobility needs	2,3	Recreation Department	Install site amenities based on gaps identified in Objective 1.4	create allowance: \$25 - \$50,000 (bi-annual)	2024 - 2034	none expected	

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
17.0 Financing	17.1 Establish financial investment strategy	Strategy must meet needs of Corporation while meeting needs of residents: AODA, FCA	Governance	1,2,3	Finance, CAO, Exec. Team	Establish return on investment threshold for: renew, refurbish, or repurpose	revenue	2020 - 2034	revenue
	17.1	Confirm cost recovery targets for the Core Services Model	Governance	1,2,3	Finance, CAO, Exec. Team	Identify cost of services for facilities and programs	revenue	2020 - 2034	revenue
	17.1	Provide support to 'community boards'	Governance	1,2,3	Recreation Department	Source and share information relating to best practices in governance of facilities and programming, including help with funding applications	none	2021 - 2034	none expected
	17.2 Investigate alternative revenue sources	Work in conjunction with Finance and Ec. Dev. To investigate possible alternative funding sources	Effective Facility Management	1,2,3	Recreation / Finance	Develop policies / guidelines for funding opportunities (<i>Corporate Sponsorships, Legacy Funding, Govt. Initiatives, Naming Rights</i>)	revenue	2020 - 2034	none expected
	17.2	Source funding to complete AODA & FCA renovations	Effective Facility Management	1,2,3	Recreation / Finance	Review and apply for recreation and infrastructure grants and funding as a part of standard operating procedures.	revenue	2020 - 2034	none expected
	17.3 Long term costing	Provide support to Corporate AMP	Governance	1,2,3	Recreation Department	Continuously update funding opportunities as well as asset management schedules	revenue	2020- 2034	none
	17.3	Continuously update DC funding needs as relates to growth and new assets	Governance	2,3	Recreation Department	Provide inputs to finance regarding asset and amenity gaps	revenue	2022 - 2034	none
	17.3	Achieve cost recovery targets within 15 years	Governance	1,2,3	Recreation Department	Actively track revenue streams and associated costs from all sources.	revenue	2020 - 2034	revenue
	17.4 Community Development Fund	Establish Community Development Fund	Governance	1,2,3	Recreation / Finance	Establish parameters surrounding community access of funds, and eligible expenses, programs and initiatives.	\$10,000/year (recommended)	2021- 2034	none
	17.4 Rates and Fees	Establish cost recovery recommendations	Governance	1,2,3	Finance / Recreation	Complete cost of services analysis	none	2021, 2026, 2031	revenue
	17.4	Establish baseline and incremental costs	Governance	1,2,3	Finance / Recreation	Based on cost of services analysis establish baseline cost recovery targets. Review and update annually	none	2021 - 2034	revenue
	17.5 Fee Assistance Program	Publish and provide links to fee assistance programs	Active Community	1,2,3	Recreation Department	Ensure fee assistance programs are publicized and available over a variety of platforms	none	2020 - 2034	unknown

APPENDIX C – ACTION AND IMPLEMENTATION PLAN

	ITEM	DESCRIPTION	TARGET	TIMELINE	LEAD	ACTION REQUIRED / (source)	CAPITAL COST ALLOWANCE	YEAR	OPERATING IMPACTS
18.0 Marketing and Communications	18.1 Targeted Marketing Action Plan	Develop and implement targeted marketing plan	Effective Facility Management	1	Governance	Create marketing plan to promote off-season and non-prime space availability / usage, most notably as relates to arena usage	revenue	2021 - 2034	revenue
	18.1	Develop communications network	Community Development	1	Recreation Department	Work in conjunction with community partners to ensure dissemination of information on a timely basis	none	2020 - onward	none
	18.1	Develop community guide marketing strategy	Governance	1	Recreation Department	Create annual marketing plan for facilities and programs	none	2021 - onward	revenue
	18.2 Recreation Programming	Increase market viability of existing facilities	Community Development	2,3	Recreation Department	Develop unique recreation programs that can be accommodated within existing facilities	revenue	2023 - 2034	none programming staff
	18.2	Increase market awareness of facility space and capacity	Community Development	1,2,3	Recreation Department	Develop and publish, on a timely basis a fully accessible facilities and program schedule	revenue	2021- 2034	none programming staff
	18.3 Community Organizations	Large-scale sporting and cultural events	Community Development	2,3	Recreation Department	Provide support to community organizations in the development and promotion of events that can provide economic impact	none		none: programming staff
	18.3	Recreation Committee	Community Development	1,2,3	Recreation Department	Work with local committees to re-instate recreation committee. Must include mandatory attendance from assigned staff. Need to develop terms of reference for committee	none	2020 - 2034	none: existing staff
	18.4 Opportunities for feedback	Guage current experiences and test new ideas	Community Development	1,2,3	Recreation Department	Install pop-up kiosks	\$1000 / kiosk	2021	none
	18.4	Continuous improvement	Community Development	1,2,3	Recreation Department	Provide, track and assess all program and facility feedback	none	2020- 2034	none
	19.0 Master Plan Objectives Review	19.1 Studies and deliverables	Overcome current staffing shortages	Governance	1	CAO	Develop RFP for project manager	\$25 - 50,000 (depending on scope)	2020 - 2022
		Define minimum project deliverables for next 3 years	Governance	1	CAO, Exec. Team	Studies, research, local data tracking	none	2020	none
19.2 Process		Establish timetable	Governance	1,2,3	Recreation Department	Review progress at a minimum every 5 years	none	2020 - 2034	none
19.2		Report-back to Council	Governance	1,2,3	Recreation Department	Insert annual updates to Council with budget cycle reporting.	none	2020 - 2034	none
19.3 Key Performance Indicators		Define KPIs	Governance	1,2,3	Recreation Department	Create and adopt KPI's	none	2020 - 2034	staff time
19.3		Continuous improvement	Governance	1,2,3	Recreation Department	Continuously update progress and relevance of KPIs	none	2020- 2034	staff time

APPENDIX D – CONSULTATION REPORT - SNAPSHOT

THE NATION MUNICIPALITY PARKS AND RECREATION MASTER PLAN: STAKEHOLDER ENGAGEMENT

Consultation Snapshot: November 2019

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ACKNOWLEDGEMENTS

We would like to acknowledge and thank all the community partners, municipal staff and Council, and the many residents who participated in the focus groups, surveys, interviews and community events and workshop. Your insights provided valuable feedback to inform the development of the Parks and Recreation Master Plan. We would also like to thank the Core and Executive Teams for providing background information, sharing their expertise and knowledge, and assisting in the planning and promotion of the stakeholder engagement sessions.

Thank you.

INTRODUCTION

The Nation Municipality has initiated the development of a Master Plan to guide future decision making of parks and recreation services over the next 15 years. The Master Planning process includes a review of services and amenities that currently exist in the community and will identify trends and opportunities for enhancements. A major component of the work is to provide an opportunity for residents, users, staff and stakeholders to provide input.

Approach

Community engagement activities undertaken include:

- Interviews with members of Council and senior staff (8)
- Focus groups with community groups and clubs (5 sessions with a total of 31 participants)
- Community Pop-up Event (Approx. 50)
- Telephone survey of households in The Nation Municipality (300)
- Online survey of residents (310)
- Community workshop (80)
- Community open house (25)

This report provides a summary of feedback heard at all the above events as well as an overall summary of key messages heard throughout the various consultation activities.

Interviews

Interviews were held in June 2019. Interviews were one-on-one, in person at The Nation Municipal Office. All members of Council and three members of Senior Management participated in individual sessions. The one-hour discussion was aimed at exploring current and future needs of the Parks and Recreation Department, which included a discussion on any perceived issues and opportunities in moving forward.

Focus Groups

Focus groups were held on June 25th and 26th 2018. At each session, stakeholders were asked to share their thoughts and insights on the Municipality's current strengths and challenges with respect to parks, recreation and culture, as well as explore ideas for the future of parks, recreation and culture in The Nation Municipality. A total of five focus groups were held with stakeholders representing arts, culture, and community organizations, and indoor and outdoor sports clubs.

Pop-up Community Events

Master Plan consultations also included a community 'pop-up' event which was held on June 22nd as part of Community Day in Limoges at the Rodolphe Latreille Park.

For this event, residents were engaged in providing input on their vision and ideas for the future of parks and recreation in The Nation. Overall, approximately 50 people engaged in providing feedback.

Surveys

Two community surveys were completed as part of the community engagement initiatives. A telephone survey was completed with a total of 300 respondents. The telephone survey was conducted by the Oraclepoll call centre using person-to-person live operators. In addition, 310 participants completed an online version of the telephone interview questions. All surveys were conducted using Voxco Online Survey software. Surveys were completed August 2019.

The purpose of the surveys was to determine usage trends and satisfaction levels with recreation facilities provided by the Municipality.

Workshop

Community workshops were held with 80 individuals on August 20th and 21st in St. Isidore and St. Albert respectively. Participants were asked to take part in a series of small table discussions. Each table discussion focused on a different topic: Condition, Choice, Costs, and Vision. Participants were also asked to provide their feedback on preliminary strategies for the Master Plan.

Open House

Two community open houses were held on October 22nd and October 23rd in Fournier and Limoges respectively. The purpose of the open houses was to share back with stakeholders the key learnings gathered throughout the master planning process from the background research, consultation, and data analysis activities. It was also an opportunity to present to stakeholder the Master Planning framework. Participants, using a workbook, were asked to provide their feedback on the Master Plan vision, mission, principles, themes, and objectives. Stakeholders were also asked to put forward their ideas for parks and recreation in The Nation over the next 15 years.

KEY MESSAGES

Understanding the parks and recreation needs and opportunities within the Municipality requires the perspective of the people who live and work in the community. Through the consultation activities conducted from June 2019 to August 2019, the consulting team heard from many residents and stakeholders. The insight, experience and knowledge of these individuals have been summarized and reflected in the following synopsis. This outline highlights key messages heard across all engagement activities; a detailed summary of 'what was heard' within each of these initiatives is described in Sections 3.0-7.0.

Our Strengths

- There is a strong and dedicated volunteer base critical to the success of many programs and activities
- There is a strong sense of community and pride in heritage
- There is a range of services and programs
- The Municipality is supportive of volunteer events and activities
- There is a keen interest in making the best use of existing spaces
- There is a desire by residents to be engaged in the planning of parks and recreation across the Municipality

Our Challenges

- Stakeholders emphasize the need to keep existing facilities well maintained and up to date; some spaces such as sports fields are not in good condition and local halls are in need of upgrades
- There is a strong connection to community, yet not a clear identity for The Nation Municipality
- There are mixed views on preferred locations for any new facilities and services
- There can be a lack of awareness coordination of Municipal events and activities
- There is a need to ensure AODA requirements are being met
- Community groups and residents are looking for more communication and engagement

Our Opportunities

- Residents and stakeholders are looking to make the best use of existing facilities, halls and parks as well as identifying and creating opportunities to attract more residents to parks and recreation activities and events
- Feedback encourages multi-generational, multi-functional and interactive spaces that promote community
- Stakeholders want to see a Master Plan developed on a strong foundation of data and research analysis including best practices

- Ensuring equitable access to services by all residents is an important principle for stakeholders and residents
- Stakeholders including Staff and Council and residents would like to see improved communication and connection amongst community groups and partners
- Stakeholders would like to see a local committee(s) established to work with residents and Staff and Council to keep halls, parks, and other facilities vibrant
- Stakeholders encourage more partnerships (i.e. with local businesses, neighbouring communities) and marketing initiatives
- Consultation results suggest that several funding options should be explored including; use of reserve funding, taxes, partnerships, grants, private funding, fundraising, and alternative use of space
- Residents and stakeholders identified many features they would like to see for the future of parks and recreation in The Nation, some of these ideas include trails and pathways, arena, dog park, indoor pool, more organized activities/sports for children, youth and seniors, more cultural events and activities, and multi-functional recreation centre/community hub

LOCAL OBSERVATIONS

Observations and key messages received throughout the various engagement activities reflect the strengths and opportunities within parks and recreation facilities, programs and services across the Municipality. Key findings to consider in developing the Master Plan include:

- The community has a strong volunteer base that provides programs and services for parks and recreation activities;
- Equity and access of parks and recreation across the Municipality are important principles;
- There is a strong connection to community and heritage
- Opportunities exist to;
 - Develop a long-range plan for continued support of community halls;
 - Ensure that facilities are effectively and maintained;
 - Increase hub development, to both improve the Municipality's identity and be, potentially, revenue-generating;
 - Increase program offerings;
 - Ensure parks and recreation spaces are accessible;
 - Enhance communication between the municipality, stakeholders, and residents regarding programming, events, activities and potential partnerships; and
 - Explore a mix of funding opportunities to ensure provision of facilities and programs.

PREPARED BY:



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APPENDIX F – SNAPSHOT – RATES AND FEES

Rationale for User Fees

Municipal benchmark researcher, David Ammonds has the following analysis. “The success of a parks and recreation department is influenced not only by the quality of its facilities and the productivity of its maintenance operations, but also by the range and adequacy of its program offerings and the proficiency with which its administrative functions are performed. Especially during period of fiscal constraint, the question of how much of a recreation program’s cost the community should recoup from fees can be a high-profile concern.”²²

Current Model

In the Municipality, fees are set according to user profile – typically assessed by age and sport group, and do not differentiate between resident or non-resident in Municipality-managed facilities. In the case of community halls, there is a differentiation in fees for, not-for-profit rentals. All fees are subsidized (via operating and capital investments by the Municipality) to maintain the current fee structure. Additionally, the Department does not offer (subsidized) programs that could be in direct competition with private facility offerings. This model could best be described as a ‘traditional approach’ as it is based on historical precedent; without adjustments for cost recovery.

Existing Departmental activities are funded via a combination of taxes, user fees, and sponsorships. In 2017 the Recreation Department collected \$575,903 in user fees and services charges, or about 29% of the total cost for the Department.²³ With the age and capacity of current infrastructure – especially the local community halls - the Municipality is now facing a concern regarding the sustainability of some of their facilities.

Existing Fee Structure

The Municipality of The Nation’s fee structure has been developed based on historical averages, and current juxtaposition with other municipalities within Prescott-Russell County. Rates and fees increase marginally year-over-year, however, the base rate – or it’s determination – has never been assessed.

Earlier in 2019, The Nation carried out its own comparison of halls within neighbouring municipalities. The analysis looked at the hall amenities and associated costs for both large and small halls. From the fee structure it is difficult to determine the level of support that each facility provides. For instance, while The Nation has a ‘flat fee’ assessment, others have opted for an hourly rate. As well, included in The Nation’s fees are set up / tear down times – at no additional cost.

Example: Wedding – based on comparison information.

The Nation: flat fee = 357.20 + 100.00 (bar) = **\$457.20** for minimum 2 days rental (1 day event + ½ day each to set up and tear down)

²² David Ammonds, *Municipal Benchmarks: Assessing Local Performance, 3rd Ed.*, Routledge Press, 2014

²³ Ministry of Municipal Affairs, Financial Information Return Data, The Nation Municipality, FIR2017 Ontario

Clarence Rockland: = \$60.00/ hour (including bar) @ 48 hours = **\$2880.00**

While it is unlikely that the C-R price is \$2800 (excessively high), similarly The Nation price does not reflect market values. It also confirms issues as expressed in the 2016 Departmental Review.

Comparing rates and fees to other municipalities, although an historical exercise, can be misleading. Several factors which are typically not addressed, including (but not limited to): level of service, subsidy / grants, allocation policies, operational structure, facility and programming capacity; are influencing factors that affect the setting of the base rate.

A small sample of neighbouring municipal rates are presented in Table 13. Rate are a combination of provided and on-line information. **Should the Municipality opt for this method of analysis, a much broader spectrum of municipalities and data is required.** For the items surveyed, the Municipality is consistently ranked at or near the mid-range of the fee scale. All values are presented in Canadian dollars.

TABLE 13: Selected Fee Comparison Data

Description	The Nation	Clarence-Rockland	Russell/Embrun*	Hawkesbury*	Alfred/Plantagenet
Ice – Youth / hour	110 - 135	175-200	154-180	118.65 - 141	
Ice – Adult / hour - prime	180	239.70	208	193.50	
Ice- Adult / hour non-prime	115		132	116.90	
Ice – Public Skate / entry			0.00	3	
Large Hall Rental / day	210 - 297	40/hour	206 - 309	203	235
Small Hall Rental / day	148	30/hour	165		125
Meeting Room / hour	30 - 60	25	30	30	
Arena Floor / day		45 – 60 / hr	736 - 1048		
Minor BB – Lit	n/a		17/ game		
Minor BB – Unlit	n/a		12/ game		
Minor BB- Tournament / day	n/a				125
Minor Soccer – irrigated	n/a		17/game		
Minor soccer – other			12/game		
Minor soccer tournament / day					
Adult – outdoor	n/a		14 – 21/game		

*imposes surcharge for non-residents

From the chart above, it appears that there may be some areas where the **Municipality's fee structure may benefit from a further understanding of service delivery costs**. As well, there appears to be some opportunity to increase rates within local market tolerance.

For the most part, fees are comparable to those charged by other municipalities in the Prescott-Russell sample. It is unknown whether or not those municipalities surveyed participate in any cost recovery programs in setting their respective rates and fees. Furthermore, rate and fees can also be adjusted, based on the current Council's strategic priorities.

Rates and Fees: Options

As noted above, there are prior-to needs for determining the methodology best suits the Municipality; which include: confirmation of core values as developed in July 2019, alignment of departmental operations and determining an acceptable fee subsidy level.

The following chart represents the fee development go-forward options. The highlighted 'blended' option was chosen and developed into a core services & community benefit model.

TABLE 15: Fee Rate Options

OPTION	DO NOTHING	ADOPT STANDARD BENCHMARKED RATE	DEVELOP BLENDED THE NATION MUNICIPALITY RATES
Description	- maintains annual, historical comparator data	- applies standardized rate to all fee types	- fluctuating recovery rate, depending on various factors
PROS	- established, known and easy to accommodate - immediate results - recovery rate = 29% (blended)	- easy to assess and manage - process can be applied over short term - recovery rate = 29% (blended)	- most accurate - predicated on culture of continuous improvement - community benefit maximizes subsidy - allows pricing diversity - recovery rate determined by market / environmental conditions
CONS	- does not differentiate between differing levels of service - does not assess community benefit component - does not allow for fee rate flexibility	- does not differentiate between differing levels of service - does not assess community benefit component - may not allow for rate flexibility	- requires significant cost / benefit analysis for each program - requires verification of operational proficiencies - requires continuous assessment of fees

Rates and Fees: Implications for Facility and Programming Provisions

Implications for the delivery of The Nation Municipality PRC services and programs surround sustainability, and its ability to effectively and efficiently maximize facility and program utilization. Although rates and fees are already subsidized, an exact understanding of the extent to which specific programs and facilities is subsidized is required. The establishment of a rates and fees guide, based on cost recovery, is not a stand-alone assessment. It must be carried out in conjunction with best practices for facility and operational management and a core service assessment.

- The Municipality currently achieves an overall 29% cost recovery rate, for Recreation Department programs, which is close to the North American average and similar locally to the Comparator Municipality group;
- Based on community profile over the next 15 years there will be pressures to develop new program and facility offerings, and there is an expectation that these programs will be subsidized;
- The ability of the Recreation Department to be sustainable will require an assessment and adoption of core service delivery, in the development of the fee subsidy structure;
- To effectively achieve cost recovery rates a true cost of services assessment is required - for both direct and indirect costs;
- The development program standards in terms of delivery, effective capacity, and operational costs directly impacts user fee rates;
- In order to maximize facility utilization rates, flexibility should be embedded in the system to allow for fluctuating rates based on time and community benefit; and
- In order to maximize community benefit and use of facilities, a fee waiver system should be developed as part of fee allocation policy / community development fund.

Community Benefit Model: Implications for Facility and Programming Support

Adopting a community-first benefit model has direct bearing on the provision of facilities and programming. To be sure there are similarities in the requirements. An assessment of the benefit to the community-at-large becomes a key factor in determining Municipality resource allocation. For new facilities and programs, it is recommended that The Nation adopt a business case protocol that requires all new applicants to demonstrate their capacity and abilities. Key assessment factors include, but are not limited to, the following:

Assessment Factors* (new proponents are required to demonstrate their capacity or ability to deliver the following, prior to Municipality support or investment)	Facility Support	Programming Support
Broad community appeal	Assessed on sliding scale – core services model	Assessed on sliding scale – core services model
Shows alignment with core services	Required	optional
Shows alignment with core service delivery	Required	Required
Fiscal capacity and ability	Required	Required
Governance capacity and ability	Required	Required
Succession Planning	Required	Required
Ability to provide qualified / certified instruction	Required	Required
Ability to provide low / no cost entry or participation fees	Required	Required
Ability to provide low / no cost community use of space access	Required	n/a

*requires definition, description and 'weighting' to determine scoring and 'priority ranking'

APPENDIX G – BACKGROUND REPORT - SNAPSHOT

The Nation Municipality
Community, Facility, and Service Profile

Preliminary Background Report

July 2019

Prepared by

prc solutions

In association with

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Introduction

The preparation of the Community, Facility and Service Profile (CSP) is the first step in determining the Municipality's baseline status with respect to recreation programs, facilities, and services. The objective of the background report is to collect data on the community and its parks and trails, recreation and culture capacities (including current initiatives, relevant policies, active stakeholders); comparator municipalities, and best practices. To do this the team has reviewed background documents, identified and reviewed inventories and standards from The Nation and comparator municipalities and initiated preliminary consultations with key stakeholders including: interviews, focus groups, and a pop-up event in Limoges.

The purpose of the CSP is to provide perspective by looking at opportunities to pair existing standards, guidelines and policies for facilities, programs, and services with best practices to generate a starting point for gap analysis, and potential alternative solutions for the Municipality.

Health Profile

General Health

Health statistics are only available at the health unit level, covering the United Counties of Stormont, Dundas & Glengarry, Prescott-Russell and the City of Cornwall. About 64% of the Eastern Ontario population aged 12 and up perceived their health to be excellent or very good²⁴. The remainder reported that they only have good, fair or poor general health, somewhat higher than the proportion in Ontario as a whole (59%). About 77% reported very good or excellent mental health, higher than the province (70%).

Overweight and Obesity

About 65% of adults in Eastern Ontario were either overweight or obese in 2013-2014²⁵. Some 36% were overweight based on their reported height and weight and 28% were obese. The rate of overweight and obesity in Eastern Ontario was significantly high than Ontario as a whole. Youth (age 12-17) rates of overweight or obesity are also significantly higher in Eastern Ontario (41% in 2012) compared to the province (22%).

Activity

Fifty percent of Eastern Ontario residents aged 12 and over were moderately active to active in 2013-2014 according to their self-reported physical activity, comparable to the province (at 53%)²⁶. Over three-quarters (77%) of youth (12-19 years) were active or moderately active, compared to 43% of seniors (65+ years).

Demographics: Implications for Facility and Programming Provisions

- **High growth population profile: the mix recreation and cultural activities are not anticipated to change as a result of different cultural preferences and the shifting demographics of people moving to the community. The demand for facilities and programming is expected to increase, due to growth. The demand for alternative programming is expected to grow. Opportunities and implications to be explored in the development of the master plan.**

²⁴ Statistics Canada, Canadian Community Health Survey, 2013-2014

²⁵ Statistics Canada, Canadian Community Health Survey, 2013-2014

²⁶ Canadian Community Health Survey 2014, Eastern Ontario Health Unit

- Obesity challenge – especially for youth and adults: should be a targeted group going forward in the provision of new programs
- Adult population profile: implications for programming, access and accessibility of all facilities (indoor and outdoor), social inclusion opportunities (e.g. drop-in space for older adults during the daytime)
- Income profile: Ensure that programs are in place and widely publicized that address affordability concerns for at risk population

Facility Management and Provision: Implications for the Nation Municipality Model

Implications for the delivery of The Nation services and programs surround the development of facilities that are best suited to deliver its core services. This includes best practice models for management and operations. In order to determine the most appropriate operating model, adoption of the core services model and priorities is required. In addition, an operating model evaluation should be conducted in conjunction with a Departmental Operational Review.

From best practices:

- Co-location of facilities are becoming the operational norm / standard;
- Co-managed facilities are an effective way to increase municipal programming;
- To realize efficiencies from operations and programming it requires all parties (facility provider and program / service provider) to concentrate on what they do well, which should be reflected in their core services; and
- Effective and efficient management of properties requires upfront shared vision, well-documented partnership agreements, and understanding by all staff involved in operational delivery of programs and services.

St-Albert model. From the outset the model in St-Albert has been different due, in large part, to the support of the local major business. However, there is also significant community involvement (via the volunteers) which serves as the impetus for site / program development.

The community association not only identifies projects and works through prioritizing their needs; they also include a community-sourced funding contribution for projects. Their expectation is that the local community hub is to be driven by local community needs, and the local community is best qualified to make those recommendations – which include financial and sustainability goals.

The standard of care from the municipality is augmented by local volunteers and is evident throughout the site. While it is a well-used site, reported participation numbers do not reflect its true usage.

That said, this site mirrors best practice models for rural community facilities and participation. That is, the municipality is a **supporting** partner with the local community for the provision of facilities, programs and services. The role of the municipality is to provide support for initiatives as determined by the local community. The community provides the impetus for developing programs and facilities; **and prior to commitment for go-forward projects, the community funding is in place.**

Community Profile – Master Planning Opportunities

The following profile outline is a synthesis of data from all sources, as outlined in the report. In general, the provision of facilities and programs are not governed by a set of operating policies, standards or procedures. The development of policies to support the goals of the Master Plan are warranted; and will be explored in the Master Plan document.

For Municipally owned facilities, the Municipality's current role in the delivery of Parks, Recreation and Culture facilities and programs is not standardized and varies between settlement communities.

Best Practices

Facilities. In rural / urban, multi-settlement communities, best practice scenarios, the Municipality provides the facility, and is responsible for on-going capital investments. Hall Boards are established to provide overall governance for the local centre. In some cases, the program providers are also responsible for the day-to-day operational management of the facility. There are typically agreements in place that delineate the respective obligations / expectations for and of each party for continued support and use of public resources.

Programming. The service providers provide all aspects related to programming, which may include support for facility booking. Where the provision of the facility (arena) or program (aquatics) requires specialized training or certification the Municipality directly delivers the facility, operations and to an extent some programming.

As noted, the delivery of programs is heavily reliant on third-party service providers, most of whom are community volunteers. Library service provider for parks and recreation in the delivery of cultural and educational programs that cover all age ranges.

Partnerships. More and more communities are building effective community partnerships to enable the delivery of parks and recreation facilities and programs. These partnerships are being forged with associations that were, in the past, viewed as 'competitors' to public recreation. Partnership arrangements cover a full range of opportunities, from naming rights to full facility operational and management control.

Recreation in Canada

The goals of the *Framework for Recreation* (Canadian Parks and Recreation Association, 2015) are: active living, providing supportive environments and increasing recreation capacity. Indeed, these goals mirror the goals as stated in the RFP. Based on site visits, and various consultation activities to date there are opportunities to align the goals for parks and recreation with the national objectives.

While most sites visited had accessibility elements many activities did not. There were also reports of non-functioning lift systems within community halls. In the development of new facilities and re-development of existing facilities the following provisions should be considered:

- Ensuring that there is a variety of activities that are accessible for all levels of ability;
- Ensuring that there is a policy in place to address inclusion, especially with respect to at risk populations; and
- Providing support to recreation service providers to increase community recreation capacity.

These high-level principles will be the over-riding framework in the development of the master plan.

Community

The demographic profile, based on Statistics Canada latest census information, suggests that the general make-up of the community (and the region) is anticipated to have significant population growth for the duration of the master plan document. The high growth population profile suggests that the mix of recreation and cultural activities are not anticipated to change as a result of people moving into the community. Most of the residential growth is expected to be in Limoges and St-Isidore. That said, there are some variables that need to be addressed over the duration of the plan:

- Obesity challenge, for youth and adults suggests a need to provide active recreation opportunities for both target groups;
- Population profile is expected to see sizable growth in the number of adults ages 25 - 44, which suggests a need to target this group for programming of all kinds;
- Income profile suggests that there may be some concern for affordability in the provision of parks, recreation and culture facilities and programs;
- The Municipality already enjoys many partnerships with various community groups in the delivery of parks, recreation and cultural programs and services. These partnerships will need to be maintained and augmented in the provision of any new programs; and
- Activities for adults and older adults will need to include opportunities that match their behavioural profile and should allow for: self-direction, more active, and dedicated space within facilities.

Facilities

The Municipality is positioned well in terms of the provision of facilities. Its goal is to provide equitably, for all its settlement areas and ensure access to community well-being initiatives.

Key themes that need to be explored in the master plan development include:

- Ability to provide increased facility utilization to increase return on investment for facilities;
- Ability to provide, multi-generational cross-functional use of Municipality-owned facilities to enable growth in the provision of additional programming for adults and seniors – both indoor and outdoor;
- Ability to provide facilities that support a range of abilities;
- Ability to enter into agreements with other agencies (private and public) whose facilities may have capacity, in the provision of additional programming – both indoor and outdoor access;
- Ability to match level of facility management and service standards to community and public safety needs;
- Consider the re-purposing of facilities; and
- Ability to retrofit existing facilities to maximize alternative use / multi-generational use with respect to access and egress, web access, flooring, and lighting.

Programs

Existing programs are delivered directly by the Municipality or indirectly by 3rd party service providers. The emerging adult segments of the communities will need to have their activity needs addressed. The need to adapt and re-focus both programming mix and delivery methods are central to the continued success of the Recreation Department.

The vision for programming is also heavily influenced by the community needs assessment through engagement activities; which are still on-going. This section will need to be re-assessed at the conclusion of those activities.

To date, emerging themes for the term of the Master Plan the following are opportunities to increase programming, operational efficiencies, and programming capacity:

- Ability to adopt best practices approach in the delivery of programs;
- Ability to develop programs that meet the needs of new community demographic;
- Ability to provide support to existing community groups;
- Ability to provide coordination for activities and events in The Nation;
- Ability to provide co-location of programs and services to help maximize efficiencies and increase customer service capacity;
- Ability to expand programming specifically targeted towards adults and seniors (demographics);
- Ability to develop new partnerships in the delivery of alternative programming for adults and seniors (demographics and behaviour); and
- Ability to deliver programs on a timely (time-of-day) basis.

Central to both the programming and facilities initiatives above is the notion of affordability by both the Municipality and patrons. As a prior-to initiative, to ensure the effective delivery of both programs and operational services a Departmental Operational Review is recommended.



St-Isidore Arena



The Nation Municipality, Facebook post

The Nation Municipality

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