

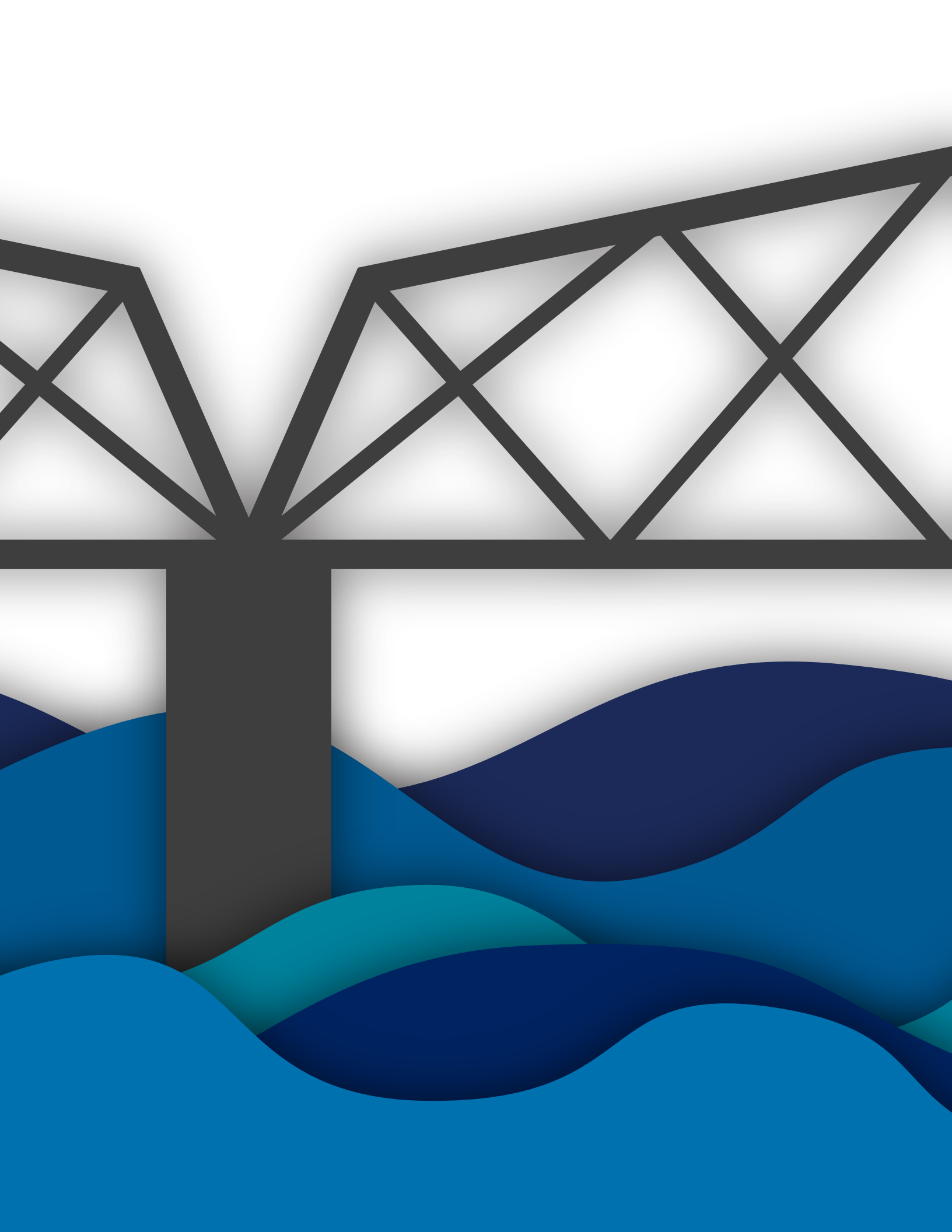


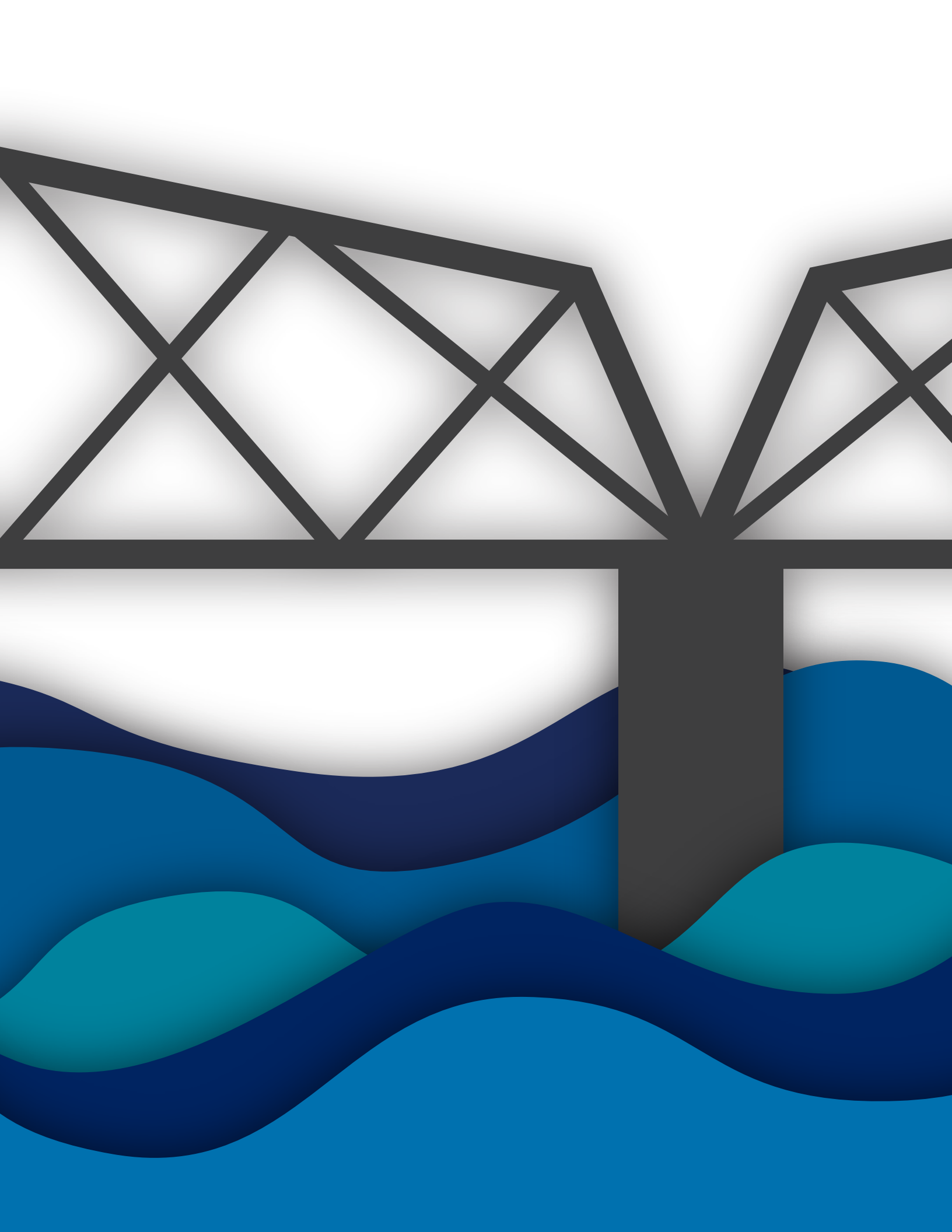
# BATTLEFORDS

JOINT PARKS & RECREATION MASTER PLAN

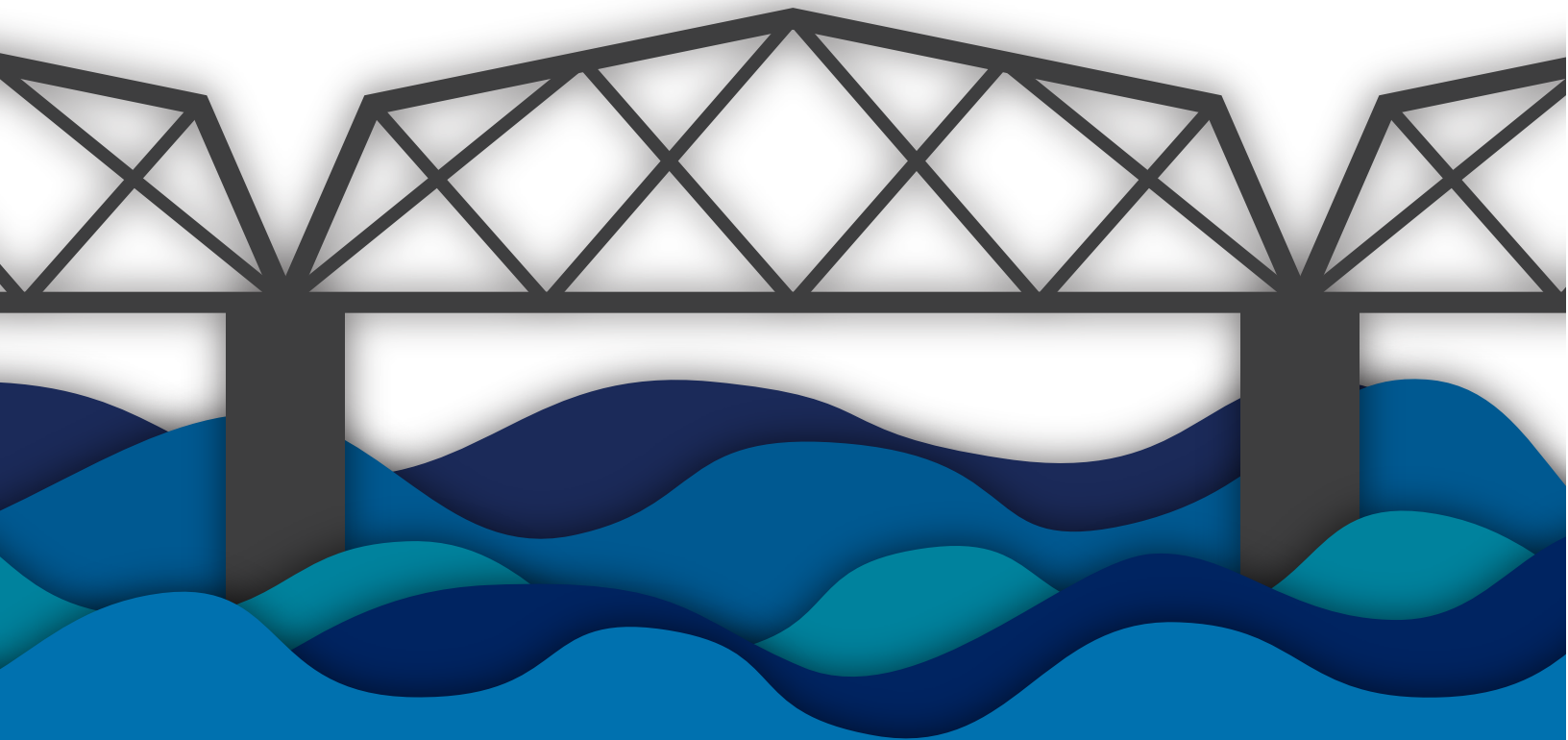
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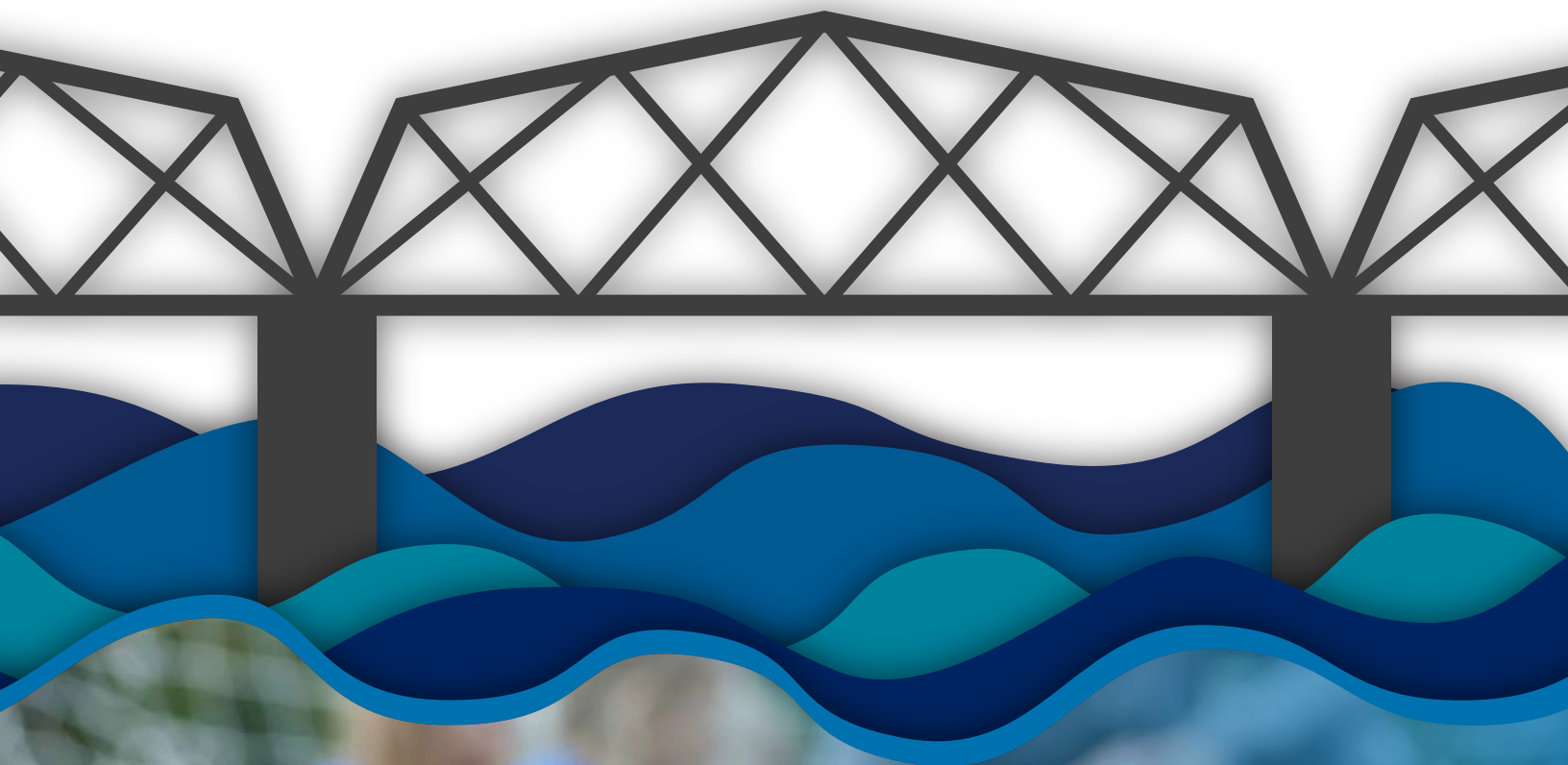
# ACKNOWLEDGEMENT



The Battlefords Joint Parks and Recreation Plan has been developed for an area which is located in Treaty 6 territory, the traditional territory of Cree Peoples, and the homeland of the Métis Nation. This document has been compiled with great respect towards the land and it's people and in consideration of the ninety-four calls to actions as outlined by the Truth and Reconciliation Commission of Canada.



# EXECUTIVE SUMMARY



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

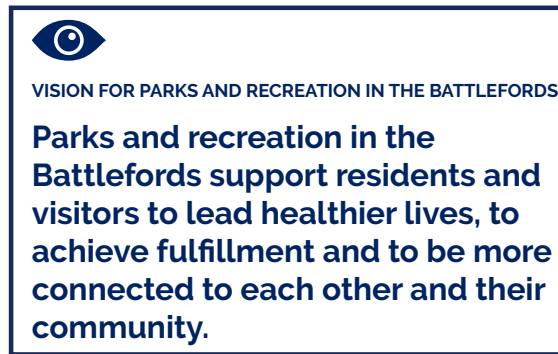
– Framework for  
Recreation in Canada

Parks and recreation are a highly valued, essential service the municipal governments of the Battlefords provides for all residents. As with any public service, review and analysis related to current and future provision of parks and recreation in the region is important to ensure that municipal focus is relevant and meeting the highest levels of community need possible. There are significant benefits that can be derived from these services as they lead to healthier residents, strong connected communities, and vibrant green spaces.

The provision of parks and recreation is highly valued due to the benefits the investment of resources conveys to the community, including individual benefits (such as health, wellness and social benefits) and community benefits (such as increased community spirit, identity and culture). These benefits occur both directly to some residents (participants in programs/opportunities and users of facilities) and indirectly to all residents (reduction of anti-social behaviours, enhanced individual health resulting in lower health care costs, reduction of costs in the justice system, community image and aesthetics, etc.). Indirect benefit to all is key to justifying tax support to parks and recreation services.

When looking at parks and recreation amenities and experiences, residents do not see municipal borders, they see a pool for their children to take part in swimming lessons, a park to gather with friends or a museum to learn something new. With this in mind the City of North Battleford and the Town of Battleford have partnered to develop a Joint Parks and Recreation Master Plan to ensure all residents have access to the facilities, programs and services they desire.

The Battlefords Joint Parks and Recreation Master Plan has been developed based on a variety of influences and information gathered such as community demographics, resident and community group input and demand, and broad parks and recreation research and experience. This Plan is meant to provide strategic recommendations about enhancing and guiding the future state of parks and recreation facilities, spaces, and services. It outlines key directions for the municipalities to take with regard to recreation spending. More importantly, it suggests ways that the City and the Town can work together to optimize resources and enhance the value of recreation in the entire region.



## PATHWAY TO WORKING TOGETHER

The Battlefords Municipal governments have been strategic and innovative in capitalizing on opportunities and addressing challenges within the region, through participation with community organizations and regional partnerships such as the Sacichawasihc Relationship Agreement. Furthermore, within the municipal planning and policy documents of the City of North Battleford and the Town of Battleford, both communities have articulated the importance of fostering a high quality of life for residents, supporting the natural environment and to embrace the diversity of the region. Therefore, it should come as no surprise that the Battlefords municipal governments, supported by their administrations, are being once again innovative in exploring how to best collaborate to deliver parks and recreation services to residents.

In Saskatchewan, examples of regional collaboration in recreation delivery are scarce. Despite efforts by the Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Parks and Recreation Association (SPRA) partnering to develop Intermunicipal collaboration toolkits

and literature, such the Intermunicipal Collaboration in Recreation: A Guide for Municipalities in a Growing Province created in 2015. It should be noted however, there are regional administrative networks in place for information sharing on a regional basis throughout Saskatchewan. Regional collaboration is an opportunity to optimize and improve services and efficiently lever public funds.

As noted above when seeking out recreational opportunities and experiences, residents do not see municipal boundaries, as such municipalities need to work together collaboratively through formal and informal means to share resources and meet the needs and demands of residents. This plan provides a practical framework and supporting recommendations for how the City and Town can work together. Ultimately working together and adopting a regional view will allow both municipalities to focus on addressing the collective needs of the community while supporting facilities that provide benefits to the community at multiple levels (e.g. health, social, wellness), both directly and indirectly.

# 1

### IDENTIFY PROJECT OR SERVICE

The first step in the pathway to working together is to define a project or service that may warrant potential collaboration. Establish Council approval to proceed.

If potential partnerships are to be explored, proceed to Step 2; if potential partnerships are not to be explored, proceed independently.

# 2

### IDENTIFY POTENTIAL PARTNERS

If potential partnerships are to be explored, determining who is involved (i.e. City, Town, RMs, First Nations) and to what level of involvement and contribution of resources will be the next step. There are various ways in which municipalities can work together. This step of the process will be determining the scope of the partnerships and where on the scale of regional collaboration the Battlefords Municipal governments would like to operate. Key points to consider would be operational decision making, cost sharing agreements, standardize data collection, support for local groups and marketing and promotions. Potential areas of partnership could include, but are not limited to, capital contribution, operational contribution, sponsorship or joint development.

If conditions are met for one or more partnership proposal(s) proceed to Step 3.

# 3

### CONSIDER PARTNERSHIP

The third step will be to determine how regional planning will be operationalized in the Battlefords region. Consideration should be given to partnership parameters including, but not limited to, conditions of partnership (access to space, etc.), intentions of partner regarding initial construction and / or ongoing operations and partner contributions (financial or other).

Note that priority should be given to projects that support the defined municipal parks and recreation priorities identified within.

If partnership and project or service is deemed feasible by municipal administration and Council, proceed to Step 4.

# 4

### FORMALIZE PARTNERSHIP

Partnership formalized through legal agreements outlining roles, responsibilities, reporting requirements and performance measurement.

Special attention should be given to the achieving of desired goals and outcomes of the City and/or Town as outlined within this Joint Parks and Recreation Master Plan.



In support of building a pathway to working more closely together in providing parks and recreation facilities and opportunities to residents, and based on the information gathered and analyzed during this planning process, the following recommendations provide direction as to how that may be achieved.

It is recommended that:

- 1. The City of North Battleford and the Town of Battleford jointly approve and adopt the regional recreation vision and goals outlined within this Master Plan.**
- 2. A joint City Town Parks and Recreation Committee be formed to support the implementation of this Joint Master Plan and provide advice to Councils and Administration. The Committee should include Council, Administration and resident representation.**
- 3. A process is established and agreed upon to define regional parks and recreation facilities and services.**
- 4. A new conversation on regional cost sharing and responsibilities take place, aligning with the agreed upon definition of regional parks and recreation facilities.**
- 5. A continued focus is given to creating a joint parks and recreation brand, under which regional opportunities, services and groups are promoted.**

This Joint Parks and Recreation Master Plan is meant to enhance the current state of recreation in the Battlefords area and create even more benefits from parks and recreation throughout the region. Along with providing direction for the next 10 years. Should some or all of the priorities outlined within this plan be accomplished, the desired vision of parks and recreation in the Battlefords supporting residents and visitors to lead healthier lives, achieve fulfillment and to be more connected to each other and their community should be achieved.



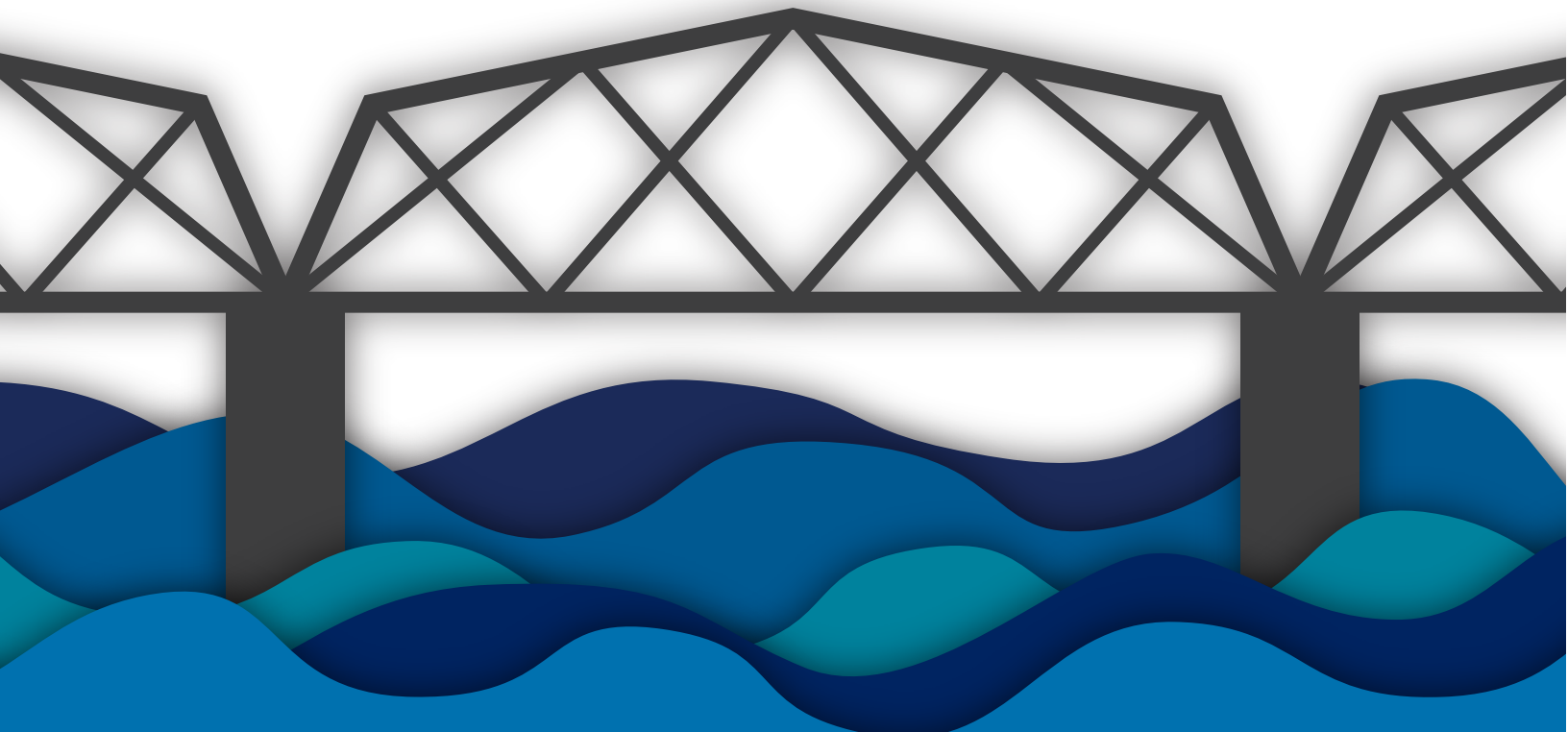


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# 1 INTRODUCTION





## PURPOSE OF STUDY

Municipal governments, together with local community groups, agencies, and education providers, have a shared interest and responsibility for engaging and supporting the future quality of life of residents. The strategic and operational planning of parks and recreation must recognize, and be rooted in, the benefits that parks and recreation amenities and services provide, including (but not limited to) healthier residents, strong connected communities and vibrant green spaces.

Examining the municipal provision of parks and recreation provides an opportunity to create a renewed focal point on physical activity and improved social cohesion within a community; along with the inescapable fact that parks and recreation makes the Battlefords region a more attractive place to live, work and visit. By engaging in thoughtful planning, with a good understanding of the planning and sector landscape, parks and recreation amenities and services can help public officials effectively and efficiently deliver stated social, environmental and economic goals for their communities.

This regional parks and recreation plan between the City of North Battleford and the Town of Battleford has been developed with thorough input from the community, both the general public and community groups, as well as an analysis of the current state of parks and recreation programming and infrastructure from an internal (e.g. regional inventories, utilization assessment) and external (e.g. trends, comparisons to other regions) perspective.

To ensure that the needs of the regional community are met for parks and recreation amenities and services, the City of North Battleford and the Town of Battleford (hereafter referred to as “the Battlefords”) have partnered to develop a Joint Parks and Recreation Master Plan (Joint Master Plan). This Joint Master Plan is a collaborative effort between the two Municipal governments to establish a common framework for managing parks, facilities and amenities, events, programs, and to plan together for a healthier future.

As the Battlefords and the surrounding region continue grow, a more focused regional effort to provide parks and recreation amenities and services is recommended to ensure an appropriate supply to meet the demands of the regions’ residents. At the same time, recreational infrastructure in the region continues to age and requires more operational resources with each passing year. Maximizing sustainability through the creation of new policies, programs and services that jointly benefit both communities and the region, and support the sustainable management of parks and recreation infrastructure, is the primary objective of the Joint Master Plan.





# CREATING THE MASTER PLAN

The Joint Master Plan will guide and manage the direction of parks and recreation services for at least the next 10 years. The planning process guiding the development of the Joint Master Plan involved analyzing the current state of recreation in the Battlefords, through data gathering and public engagement, to identify priorities that will ensure that current and future needs of residents are met. Two documents have been produced out of this process: 1) State of Parks and Recreation in the Battlefords Region (SOPR) Report and 2) Joint Parks and Recreation Master Plan.



## PLANNING INFLUENCES

It is important to note that the Joint Parks and Recreation Master Plan is influenced by and aligned with the completed planning work and policies of the City and the Town, along with regional agreements, the Government of Saskatchewan policies and frameworks, and national level initiatives and plans<sup>1</sup>. The following figure illustrates this influence, and where applicable, direct alignment is explained throughout the Plan.



<sup>1</sup> For an overview of planning and policy documents, please see pages Section 5 of the Research Report.



# 2 STATE OF RECREATION IN THE BATTLEFORDS



The Battlefords area is an active region where parks, recreation, culture and heritage are vital components to supporting healthy, active residents with a high quality of life. The purpose of this section of the Master Plan is to highlight some notable findings from the foundational research (State of Parks and Recreation in the Battlefords) that influence the recommendations presented within this Plan.

## REGIONAL CONTEXT & DEMOGRAPHICS

The Battlefords region is likely to continue to experience steady population growth. Based on historical trends, the population of the Battlefords may exceed 24,000 by 2035 – this means that the Battlefords should anticipate providing nearly 8,000 more residents with quality parks and recreation opportunities in the next 15 years<sup>1</sup>.

### OPPORTUNITIES

- Immigration rates to the Battlefords are increasing over time. Strong immigration will be key to future population growth in the Battlefords and across Canada
- The Battlefords have a significant Indigenous population (25%+), with several First Nations located proximate. The regions' Indigenous population contributes to the cultural, historical and economic richness of the Battlefords. Aboriginal youth are amongst the fastest growing demographic groups in Canada
- The Battlefords is strategically located along major highways and functions as a regional service hub, with high quality public amenities and regional destinations. There is approximately 32,000 people within a 30-minute drive of the Battlefords
- The percentage of the Battlefords population under the age of 14 is significant (~20%), creating steady demand for programs and youth-oriented amenities
- There is a sizable arts and culture community in the Battlefords, with many active groups contributing to the vibrancy of the region. At the same time, the Battlefords has a rich historical asset inventory, including historic buildings and heritage assets. These assets form a strong base for arts, culture and heritage programs

### CHALLENGES

- The Battlefords population is aging – the proportion of seniors in the community is likely to grow in the coming years
- A significant percentage of the Battlefords households are low-income (10% in the Town, 20% in the City). There are also a high number of single-parent households
- A common accessibility challenge related to parks and recreation is limited transportation options. The Battlefords Transit System provides residents with bus service, but with limited hours.
- Concerns regarding crime and safety, as well as homelessness and addiction issues of residents.

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<sup>1</sup> For an overview of demographics, please see Section 2 of the Research Report



# TRENDS AND LEADING PRACTICES

There are a variety of trends and leading practices that may impact the provision of parks and recreation in the Battlefords in the future. New trends and leading practices will also emerge over time in response to broader societal, environmental and economic considerations. A selection of trends that may be of particular importance in the Battlefords are highlighted below<sup>2</sup>.

## HOW WILL BROADER TRENDS IMPACT THE BATTLEFORDS?

### PHYSICAL ACTIVITY PREFERENCES AND PARTICIPATION RATES

Busy lifestyles and growing work demands leave many residents feeling as though they simply do not have time for physical activity. Research also suggests that physical activity levels tend to decline with age as well. Many participants now prefer more flexible program options (drop-in, spontaneous, unstructured activity) offered at more convenient times (e.g. early morning, late evening). The Battlefords will need to consider how to build in more flexibility to programming.

### RECREATION AND CULTURE FACILITIES AS SOCIAL HUBS

In many communities, recreation and culture facilities often function as formal or informal social hubs – in addition to their primary function. Facilities are now being designed to accommodate multiple activities as well as to provide critical social gathering spaces. By providing support social amenities, facilities can function as a 'community living room' and enable greater levels of community cohesion and connectedness. In viewing recreation and culture facilities as community hubs, the facility audience shifts away from just primary users, but towards residents on the whole – providing social gathering spaces can result in residents visiting facilities during non-event or program hours to meet friends or as simply part of their daily routine.

### BARRIERS TO PARTICIPATION

Many residents face barriers that impact their ability to reap the numerous social, physical and mental benefits that accrue from participating in leisure pursuits. These barriers include affordability (cost of registration, equipment, travel costs), lack of time, and inconvenient locations/timing of programs. With several low-income households and a regional population spread over a large geographic area, the Battlefords will need to implement strategies to help residents overcome many of these common barriers.

### SAFETY & COMFORT

The Battlefords are committed to taking proactive approaches to addressing crime and safety issues by applying principles of Crime Prevention Through Environmental Design (CPTED) to municipal properties. Applying CPTED principles to the design of new amenities and continuing to audit and retrofit existing amenities to improve user safety and comfort should be prioritized. Additionally, working to add in support amenities such as lighting, seating, and washrooms can increase user comfort and utilization of amenities into the evenings.

### DESIGN FOR CLIMATE AND ACCESSIBILITY

Climate change is impacting how municipalities design and manage parks, recreation, and culture amenities and infrastructure. Sustainable landscape and architectural design techniques are being utilized to reduce energy and water use, lowering long-term operational costs. Many of these technologies are becoming more and more affordable to integrate into new and existing facilities. Finally, universal design (places that are accessible to those of all physical and mental abilities) has become a near-standard practice in the design of any public infrastructure.

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<sup>2</sup> For a discussion of trends and leading practices, please see Section 4 of the Research Report.

## COLLABORATION AND PARTNERSHIPS

Regional collaboration and partnerships are becoming increasingly common within parks, recreation and culture provision. The Battlefords actively partner with many local groups to deliver programs and opportunities, maintain spaces and amenities, and share resources. Nurturing and expanding these relationships should be prioritized. The Battlefords should also explore how current partnerships (e.g. Destination Battlefords, River Valley Board) can be expanded and/or enhanced.

## EVENT, SPORT & HERITAGE TOURISM

The Battlefords are well-positioned to host major sports and cultural events due to strategic investments in high-quality amenities such as the CUPlex and Dekker Centre. Continuing to market the region as a destination for major events, including festivals, major concerts and sports tournaments, should be a priority for Destination Battlefords. The abundance of ball diamonds and being home to the Saskatchewan Baseball Hall of Fame is just one example of sports and heritage synergies that could be further developed in the Battlefords.

## DATA COLLECTION

The Internet and digital technologies are both disruptors and opportunity creators within recreation. Digital networks have had a cross-cutting impact on how people connect with each other, access, consume, display, distribute and preserve information. The Battlefords must keep up with digital innovations, find ways to integrate digital opportunities and experiences into recreation and culture opportunities and find new ways of collecting and utilizing data to support informed decision-making processes. Having a common approach for collecting and sharing data in the Battlefords is an important first step to harnessing the potential benefits.

## PUBLIC HEALTH

The COVID-19 pandemic has profoundly changed how municipalities and residents go about their daily lives. The impacts will be long-lasting, requiring municipalities to adapt and innovate in response. Moving forward, pandemic readiness will be top of mind. Parks and recreation will be key to Saskatchewan's economic and social recovery. The Battlefords should consider developing strategies and assessing communication efforts to assure residents of the safety of parks and recreation facilities; as well as adopting flexible, adaptive approaches for offering programs and operating facilities. Please see Appendix A for a thorough discussion on the implications of COVID-19 on parks and recreation.

## RACIAL EQUITY AND RECONCILIATION

In recent months, a renewed cultural awareness of the systemic nature of racism, inequity and exclusion has emerged - revealing that municipalities have a lot of work to do to combat racism and foster inclusion and reconciliation. BIPOC (black, Indigenous and people of colour) advocacy groups have brought attention to the persistence of racism within communities and the need to create safe, inclusive spaces for all. The Battlefords should consider how parks and recreation can help to build communities and create opportunities to foster inclusion and reconciliation. It is widely accepted that parks and recreation can foster a sense of community identity, pride and spirit, bring people together, create destination-oriented spaces (i.e. hubs) and connect people to each other and nature. Inclusion and reconciliation are ongoing processes that should occur in a respectful manner and be of key consideration during decision making.



# PLANNING AND POLICY DOCUMENTS

There is support for the development and operation of parks and recreation within City and Town planning and policy documents in areas such as recreation, heritage preservation, conservation, culture and supporting residents to pursue active, healthy lifestyles. This section provides an overview of some important planning and policy documents in the Battlefords, as well as national and provincial strategies that may offer a framework for seeking funding and other support from other partners<sup>3</sup>.

## WHY DOES PLANNING AND POLICY MATTER?

Integrating recommendations from priorities established in all levels of government planning documents and policies will help to enhance parks and recreation in the Battlefords, as well as strengthen funding applications, project proposals and partnership agreements by illustrating why investing in parks, recreation and culture is important to advance municipal priorities (e.g. public health, reconciliation, economic development).

## MUNICIPAL PLANNING AND POLICY DOCUMENTS

### CITY OF NORTH BATTLEFORD

PLAN OR POLICY	PURPOSE	RELEVANCE
2017-2021 Strategic Plan	Establishes a vision, mission, values and outlines programs and services to guide decision making.	Provides broad strategic support and direction for parks, recreation and culture decision-making in the City. Identifies downtown revitalization, applying CPTED principles and support for having a Cultural or Indigenous Liaison coordinator.
2020 Budget	Outlines fiscal allocations and strategic alignment goal areas for the City, as well as illustrates funding priorities/targets for City services, facilities, and programs.	Establishes a target of \$494.36 per resident for leisure services for 2020. Outlines budgets for facilities and other initiatives. Identifies new debt room for recreational planning by 2026 with the RCCF levy covering CUPLex debt.
Official Community Plan	Guides the physical, social and economic development of the City to 2030, providing direction and guidelines for bylaws, programs, and other services.	Establishes a long-term vision for City development focused on quality of life, with strong support for parks, recreation and culture across a range of land uses. Provides a strategic foundation for planning.
Art Walk Master Plan	Proposes creating an expansive 'Art Walk' District connecting the Allen Sapp Art Gallery and Chapel Gallery with Coronation Park, creating a city-wide/regional destination over a 20-25 year build out phase.	Should be considered a conduit for ongoing efforts to support the arts and culture community in the Battlefords, as well as provides a clear phasing strategy for implementation.
City of North Battleford Galleries Update (19/20)	Provides Council with an annual update of the operations and goals of its two Galleries: Allen Sapp and Chapel, identifying strategic goals.	Strategic goals touch on reconciliation, community engagement and increasing organizational capacity. The Galleries host many annual events that the Battlefords could jointly promote and are exploring creating a new art vault in the Don Ross Centre.

<sup>3</sup> For an overview of planning and policy documents, please see Section 5 of the Research Report.

## TOWN OF BATTLEFORD

PLAN OR POLICY	PURPOSE	RELEVANCE
2017-2020 Strategic Plan	Outlines a vision, mission and values to guide decision-making. Several strategic priorities are articulated pertaining to parks and recreation within the Town and region. Espouses community safety, inclusiveness, fiscal responsibility and fostering community engagement as key values.	Plan identifies sustainable infrastructure management, utilizing software to increase staff capacities, focusing on tourism development and providing residents opportunities for good health and the opportunity to live in a beautiful, clean town that is convenient for cyclists and pedestrians to navigate. Provides broad strategic support for parks, recreation and culture investment.
Official Community Plan (2016)	Establishes a 20-year plan for growth and development for the Town, as well as goals, objectives and policies to help the Town achieve its vision.	Identifies several priorities relevant to parks, recreation and culture, including: protecting historical assets, building sustainable infrastructure, promoting the town as a regional destination, encouraging healthy lifestyles and establishing.
Parks & Recreation Advisory Committee (Bylaw No.3)	Establishes a Parks and Recreation Advisory Committee, with the Town deeming recreation to be a primary service delivered to residents.	This bylaw establishes the terms of reference for the Committee and is the primary regulation guiding operations. The Committee is an important advisor to the Town on all things related to parks and recreation and will be a key body.
2020 Parks and Recreation 5-Year Capital Budget Draft	Identifies capital projects for various facilities and projects to occur between 2020 and 2024.	Provides clear direction and financial investment overview for parks and recreation investment in the Town until 2024. Major projects include updating the Arena and playground equipment.
Town Hall Rehabilitation Business Case (2020)	Presents two options for revitalizing/ redeveloping the second level of Town Hall, a former Grand Opera Hall.	Two options include recreating the Grand Opera Hall to be used as a performing arts venue, or utilizing the space for a library or museum. Both options will require a capital investment of more than \$3 million, but the Case puts forth two options to be further explored as it relates to capital planning processes.



## REGIONAL DOCUMENTS

PLAN OR POLICY	PURPOSE	RELEVANCE
Battlefords Youth Network Report	Outlines insights gathered through an extensive engagement process with Battlefords youth, a joint effort of the City, Town and surrounding First Nations communities.	The Battlefords Youth Network is an important jointly supported regional group focused on youth matters in the Battlefords. Major challenges identified through engagements include youth suicide rates, racial tensions and low youth engagement. Addressing the challenges and barriers identified in the BYN Report should be a priority.
Update of Battlefords River Valley Master Plan (2010)	Establishes a theme, goals, objectives and a long-term land-use plan for the Battlefords river valley.	The Battlefords River Valley Board is a long-standing example of successful collaboration in the Battlefords. The River Valley Master Plan establishes broad priorities (e.g. increase accessibility, preserve culture/natural heritage, create linkages to important heritage sites and developing an interpretation/education program) and a long-term project prioritization framework for 10+ years. Approximately \$3.5 million in necessary funding was identified in the short-medium term to develop new amenities.
Sacichawasihc Relationship Agreement	An historic Agreement between regional Indigenous governments, the City of North Battleford, and Town of Battleford to work together on many regional shared interests and challenges.	Provides a strong foundation for Indigenous collaboration in the Battlefords, with the Agreement providing a framework to work together on issues including cultural prosperity, social well-being, service utilization and agreements, infrastructure development, education, training and advocacy. This Agreement provides an excellent foundation for future collaboration for parks, recreation and culture planning and development in the Battlefords.

# PROVINCIAL AND NATIONAL PLANNING AND POLICY DOCUMENTS

National and provincial planning documents, policies and frameworks provide a foundation for parks and recreation services in the Battlefords and establish broader strategic goals and objectives towards which the Battlefords may wish to integrate into decision-making.

## PROVINCIAL

- The **Sask. Sport Strategic Plan** (Sask. Lotteries) looks to maximize sport participation and excellence in the Province, as well as boost the contributions that sport can make to society more generally. The Plan establishes five strategic goals related to participation, excellence, capacity, interaction and sport development. The Plan supports partnerships and collaborations, as well as the need to focus on supporting community organizations and volunteerism.
- The **Saskatchewan Parks and Recreation Association Strategic Plan** (2019-24) focuses on three strategic areas: active, engaged communities, sector capacity and providing strong leadership. As the provincial leader for parks and recreation, SPRA strategic work provides an important framework for action in the Battlefords.
- SPRA's **Surveying the Field** (2018) report highlights findings of a province-wide survey on activity levels. The report identifies the need to remove barriers to participation, particularly for those with physical disabilities, diversity and non-discrimination, working with recreation and sports venues to ensure healthy food services and collaboration with community groups representing Indigenous Canadians, newcomers, visible minorities and other historically marginalized groups.
- The SUMA-SPRA **Intermunicipal Collaboration in Recreation** is a guide for Saskatchewan municipalities looking to form closer partnerships with each other. Collaboration areas identified include staffing, facility management, facility development, equipment purchasing, sharing specialized resources, joint funding agreements and joint recreation boards. The guide also recommends identifying areas where partners wish to collaborate, forming a governance structure, collecting data and input, developing a tangible operational plan and finally, executing any plan or strategy developed.

## NATIONAL

- The **Framework for Recreation in Canada** calls upon all service providers to increase inclusion and access to recreation for populations that face constraints. The Framework establishes five goals: active living, inclusion and access, connecting people with nature, supportive environments and building recreation capacity.
- **Let's Get Moving** is a national policy document that presents ideas for municipal governments to consider for increasing physical activity levels. Ideas include working with community planners to create accessible, inclusive spaces and places, monitoring amenities to develop activation strategies and so forth.
- **Parks for All** is an action plan for Canada's parks community, providing direction on connecting people to nature, conserving and enhancing parks systems and collaborating with others to achieve common goals.
- The **Truth and Reconciliation Commission** of Canada has issued a number of 'calls to action' on advancing reconciliation through parks and recreation, including providing stable funding for community-based youth organizations, providing public education on Aboriginal sports histories and ensuring long-term Aboriginal athlete development.
- **Canadian Sport for Life** (CS4L) is a national leader in physical literacy advocacy. CS4L's Long-Term Athlete Development framework focuses on developing physical literacy through sport and programming, building athlete confidence and knowledge.
- The **Canadian Infrastructure Report Card** assesses and analyzes the state of sport and recreation facilities in Canada, revealing issues that will impact the delivery of infrastructure over the next number of years. Generally, the Report Card finds that almost 1 in 2 sport and recreation facilities are in very poor, poor, or fair condition and that at least 1.7-2.5% of capital value needs to be reinvested in facilities annually.
- **Creative Canada** is a federal policy framework that provides guidance to support Canada's creative industries. The framework updates existing and introduces new initiatives to support creators and creative industries succeed in Canada. The framework is built on three pillars: invest in creators and cultural entrepreneurs, promote discovery and distribution of Canadian content and strengthen public broadcasting.

# FACILITY INVENTORY & UTILIZATION

When compared to other similar-sized municipalities in Saskatchewan, the Battlefords are above average in the provision of parks and recreation infrastructure and amenities. The Battlefords are also unique in having a modern field-house facility, an amenity communities of this size rarely have. There is a large inventory of regional parks and recreation assets within a short distance of the Battlefords as well – further contributing to the abundance of opportunities available to residents and visitors.

## OPPORTUNITIES

- An opportunity exists to be proactive in capital planning to address ongoing maintenance requirements, reduce long-term operating costs and enhance sustainability through integrating innovative building technologies.
- The Battlefords are unique in having both a field-house facility and an excellent performing arts facility compared to other municipalities of similar size in Saskatchewan, providing a strong infrastructural base upon which to offer programming and host events.
- The Town of Battleford has a rich inventory of heritage and cultural amenities, which provide a unique opportunity to become a heritage destination attracting new visitors to the region.
- With debt servicing levels projected to decline in the next 5-10 years (e.g. CUPlex), there may be additional capacity for future capital planning for parks and recreation.
- There are an abundance of ball diamonds in the region, including at the Battleford Flats. An opportunity exists to explore how the Battlefords can become known as a major ball/sports tournament destination.
- The Battlefords River Valley is an excellent natural amenity, providing residents and visitors with dozens of kilometers of trails, abundant greenspaces and gathering areas. Continuing to develop the valley according to the River Valley Master Plan Update is recommended to ensure a careful balance of conservation and active outdoor spaces.
- There are several regional-scale destinations within a short drive of the Battlefords including Blue Mountain Adventure Park, Table Mountain Regional Park and the Battlefords Provincial Park, as well as an abundance of historical/heritage assets. Integrating these regional-scale amenities into marketing efforts may help to attract visitors from other regions/provinces.

## CHALLENGES

- While no major repairs to the Battlefords recreation facilities are identified for the immediate term, it is important that adequate resources are allocated to maintenance to ensure long-term sustainability.
- Together, the Battlefords allocate less funding per capita to parks and recreation than other Saskatchewan municipalities and recover fewer costs through user fees. Striking a balance between funding allocations, cost recovery and affordability for residents will need to be explored.
- With growing regional demand for amenities, including amenities like outdoor soccer pitches, the Battlefords will need to examine what new infrastructure needs are likely to emerge in the future and how to ensure residents receive the most benefit from investments, as well as to project how some decisions (i.e. sports tournament hosting efforts) may impact infrastructure provision.
- The COVID-19 pandemic event has created long-term challenges for parks and recreation facility operators. The Battleford's municipal governments will need to assess facility modifications to accommodate social distancing and changed operating procedures due to new health and sanitation requirements.



# COMMUNITY RELATIONSHIPS

Parks and recreation opportunities are provided by various organizations in the Battlefords, with the City and Town taking on a key leadership role. Both municipalities actively support programs and events offered by community groups and non-profits in the region, as well as work to build capacity in volunteer-led organizations. As is becoming more common in Canadian municipalities, the Battlefords have several regional-level boards and organizations with diverse portfolios and varying levels of collaboration/integration. Partnerships are critical to addressing inclusiveness, achieving cost-savings and operational efficiencies, and for advancing reconciliation. There is a strong spirit of collaboration in the Battlefords that can be enhanced through parks, recreation and culture planning, operations and future investment, with potential for future collaboration and joint efforts to be modeled on existing partnerships as well as for the scope of successful collaborations expanded in service of this Master Plan<sup>4</sup>.

## BATTLEFORDS RIVER VALLEY BOARD

Established in 2005 between the City, Town, and Province of Saskatchewan, the Battlefords River Valley Board works to provide recommendations to the Battlefords on river valley development, including allocating funds provided, reporting and coordinating land uses in/around the river valley. All agreed upon developments in the River Valley are considered cooperative projects and the Board provides a strong example of collaborative governance to provide and maintain an amenity of important natural, cultural, historical and recreational value for residents, Indigenous communities and visitors.

## DESTINATION BATTLEFORDS

Destination Battlefords is the tourism and marketing agency within the region, with both the City and Town represented on the Board. Destination Battlefords' efforts focus on strategic planning, event attraction and destination development, tourism promotion and building overall capacity within the region to host large events. While the operations of Destination Battlefords have been affected by COVID-19, the organization remains a critical partnership between the City and Town to promote the region. Opportunities for the organization to take a more active role in promoting parks, recreation and culture are abundant.

## WHY ARE COMMUNITY RELATIONSHIPS IMPORTANT?

Community-based organizations are often on the front-line for program and service delivery, outreach and data collection. They are critical partners for driving positive change at the community and regional level. There are many strong community organizations in the Battlefords that provide a foundation for new collaborations and partnerships to advance various strategic goals and objectives – both related to this Master Plan and beyond. Fostering existing and building new community relationships will be an important dimension of advancing parks and recreation in the Battlefords.

## BATTLEFORD CONCERN FOR YOUTH

Established in 1989 with the goal of assisting Battlefords youth to make responsible decisions and to act as a liaison between youth and community programming, the Battleford Concern for Youth serves more than 15,000 youth up to the age of 19 per year. Governed by a Board of Directors that includes representatives from the City, Town, the RCMP, school boards, the Boys and Girls Club and other service providers, the Concern is an excellent model of a youth-focused organization that continues to grow and evolve to meet the needs of the Battlefords residents. The Concern is likely to be an important partner in achieving Master Plan goals.

## SACICAWASIHC RELATIONSHIP AGREEMENT

Signed in 2019, the Sacichawasihc Relationship Agreement commits the City, Town and five regional First Nations to work together to advance economic sustainability, social inclusion and community vibrancy in the Battlefords. The Agreement calls on all parties to establish a working committee to build new relationships, ensure cultural and historical prosperity and engagement, to work together on land use planning and environmental stewardship and establishes several other objectives. Both an innovative and award-winning agreement, the Sacichawasihc Relationship Agreement is an excellent foundation upon which the City, Town and regional First Nations can work together to advance reconciliation through parks, recreation and culture.

<sup>4</sup> Additional detail on organizations, groups, and businesses that work in concert with the City and Town is provided on pages 100 – 103 of the Research Report.

# STAKEHOLDER ENGAGEMENT

To understand the needs and wants of Battlefords and region residents, a robust engagement process was undertaken as part of the Research Report development. A household survey, community group survey, stakeholder interviews and meetings, and youth engagement sessions at local schools, and a pop-up style engagement event have provided key insights into parks, recreation and culture provision, satisfaction levels, desire for new/enhanced amenities and programs and many other areas<sup>5</sup>.

## KEY RESULTS FROM HOUSEHOLD SURVEY



**96%** AGREED THAT PARKS AND RECREATION ARE IMPORTANT TO THEIR HOUSEHOLD



**83%** OVERALL SATISFIED WITH PARKS AND RECREATION



**79%** ATTENDED A MAJOR EVENT



**76%** PARTICIPATED FOR HEALTH REASONS



**75%** SATISFIED WITH CURRENT PROGRAMMING



**68%** SUPPORTED MAINTAINING CURRENT USER FEES



**66%** AGREED THERE ARE ADEQUATE FACILITIES IN THE REGION



**31%** COST WAS A BARRIER TO PARTICIPATION



SUPPORTED JOINTLY FUNDED PARKS AND RECREATION:  
**52%** SOME OPPORTUNITIES; **41%** ALL OPPORTUNITIES

<sup>5</sup> The infographic highlights just some of the insights gathered through the engagement process, with more detail to be found on pages 141 – 179 of the Research Report.

## COMMUNITY STAKEHOLDER ENGAGEMENT

### Community Stakeholder Survey Key Findings

- Community groups (28) surveyed indicated that less than half experienced growth in recent years, however half are expecting to grow in coming years. While 45% indicated that they had sufficient access to facilities, and 50% agreed that fees charged by the City/Town were appropriate. Challenges faced include funding/keeping user fees low (12%); attracting volunteers (12%); and declining participation (9%).
- Additional concerns include: need for additional storage; condition and availability of facilities is impacting ability to host tournaments; cost of accessing facility time is impacting the sustainability of groups.

### Community Stakeholder Interview Key Findings

- A series of interviews and meetings were conducted with a variety of stakeholders (38 organization/over 50 individuals). Key findings include:
  - » Additional recreation **infrastructure** would enhance current programs or enrich the groups providing programs and services.
  - » **Communication** with the municipalities needs to improve.
  - » **Governance/Board development support.** The municipalities could offer some support collectively to these volunteer groups by providing some training relating to volunteer management and recruiting, promotion of activities and services and even collaboration with others.
  - » **Cost is an issue.** The groups were fairly split on the cost of accessing facilities, however they did indicate that cost to access facilities and programs is a real concern for community members.
  - » Concerns for the **well-being of youth** were expressed including the need for a youth dedicated facility.
  - » With the continued growth in the immigrant population, greater effort is needed to create a **welcoming community to newcomers.**
  - » **Arts and culture are important community assets.** While an abundant number of organizations, most are small which makes it difficult to liaise with the City or Town and to promote themselves, would find value in the formation of an umbrella arts and culture organization.
  - » **Natural environment.** Connecting to nature is important for individual health and wellbeing.

## YOUTH ENGAGEMENT

- A youth survey and a series of pop-up engagement events at local schools were conducted, key themes identified include:
  - » Recreation and culture are important to youth.
  - » Need for **dedicated youth spaces.**
  - » Opportunities for **spontaneous recreation** opportunities.
  - » Increased **art and culture programming.**
  - » Improved communication with and **engagement** of youth.
  - » Desire for **safe spaces** to gather, concerns regarding racism in the community and hope for a community that would be welcoming to all.
  - » **Reduced costs** for recreation opportunities and improved **transportation options.**



# 3 STRATEGIC FOUNDATION



Parks and recreation are valued by elected officials, administration, residents and groups within the Battlefords. In recent years significant investment of resources has been made in providing high quality parks and recreation amenities and services to support the broader strategic priorities of the region's Municipal governments. This commitment to parks and recreation is demonstrated in both the City and Town's strategic foundational statements and priorities.

## CITY OF NORTH BATTLEFORD



### MISSION

The City of North Battleford is a municipal corporation governed by Mayor and Council responsible to its citizens:

- To provide **good government**.
- To provide services, facilities, and other things, in the opinion of council, that are necessary and **desirable** for all or part of the city.
- To develop and maintain a **safe** and viable community.
- To foster **economic, social and environmental well-being**.
- To provide wise **stewardship** of public assets.



### VISION

North Battleford is a vibrant and innovative community leading the way in economic **growth** and **quality living**. As a regional hub, we believe we are **better working** with our neighbours and embrace the **diversity** our community and region has to offer. Our community is **welcoming, safe** and we are proud to call North Battleford home.



### PRIORITIES

- Downtown **Revitalization**
- **Investment Attraction**
- Community **Safety**
- **Infrastructure**

## TOWN OF BATTLEFORD



### MISSION

- Facilitating a **safe, family friendly, and multicultural** community.
- Building an **inclusive, diverse, and economically vibrant** community.
- The Town will be **effective, efficient, and sensitive** to community needs.



### VISION

Learning from the past, **growing** for tomorrow.



### PRIORITIES

- **Safety**
- Sustainable **Infrastructure**
- Organizational **Effectiveness**
- **Economic Development**
- **Quality of Life**

### COMMONALITIES

- Desire for a safe community
- Support growth and high quality of life
- Provide sustainable and functional infrastructure
- Embrace diversity and inclusion

The provision of parks and recreation is highly valued due to the benefits the investment of resources conveys to the community. These benefits occur both **directly** to some residents (participants in programs/opportunities and users of facilities) and **indirectly** to all residents (reduction of anti-social behaviours, enhanced individual health resulting in lower health care costs, reduction of costs in the justice system, community image and aesthetics, etc.). Indirect benefit to all is key to justifying tax support to these services. A partnership between the City and the Town related to recreation does not change the intent of either the City or Town investing in parks and recreation. On the contrary a common foundation for regional recreation needs to respect and fulfill the strategic intents of both the City and the Town.

Residents and visitors do not see municipal boundaries when it comes to accessing publicly supported recreation opportunities; they see ice arenas and community parks where they can gather and children can play.



**VISION FOR PARKS AND RECREATION IN THE BATTLEFORDS**

**Parks and recreation in the Battlefords support residents and visitors to lead healthier lives, to achieve fulfillment and to be more connected to each other and their community.**



# BATTLEFORDS JOINT PARKS AND RECREATION MASTER PLAN GOALS

The following goals can be realized by the City and the Town through the implementation of this Joint Parks and Recreation Master Plan, along with the supporting strategic guidance of their planning and policy documents.



To achieve these goals and the vision of parks and recreation in the Battlefords the following priorities are recommended.

Parks and recreation leads to **more active residents**:

1. Ensure parks and recreation amenities, programs and services support and provide appropriate, equitable and impactful opportunities in the Battlefords.
2. Create policies and procedures to support the active engagement and support lifelong participation in parks and recreation.
3. Support regional public health initiatives.

Parks and recreation **builds community capacity**:

4. Support community groups to build organizational and leadership capacity.
5. Facilitate and foster volunteerism in the region.
6. Establish a regional leadership team that is united by a common vision and acts as an advisory body for parks and recreation.

Parks and recreation provides **healthier facilities and spaces**:

7. Deliver high-quality parks and recreation infrastructure efficiently and effectively.
8. Employ leading sustainable practices to operations and facility management and design.
9. Establish strategies and procedures to ensure safety and functionality of parks and recreation infrastructure.

10. Develop policies and procedures to facilitate and encourage use of parks and recreation facilities, services and programs.

Parks and recreation supports **access for all**:

11. Provide equitable access to facilities, services and programs; ensure all parks, spaces and facilities are welcoming to all.
12. Support quality spaces and programs that respond to the Battlefords evolving needs.
13. Ensure parks and recreational spaces, programs and services represent Indigenous voices and culture.
14. Create meaningful opportunities to engage youth to identity barriers and experienced challenges.

Parks and recreations leads to a **vibrant community**:

15. Recognize parks and recreation as dynamic, important elements of regional amenity provision.
16. Focus on hosting community events that foster inclusion and a sense of belonging.
17. Enhance communication efforts related to recreation and culture opportunities and benefits.
18. Support the hosting of major sport, arts and cultural events to realize economic and social benefits.

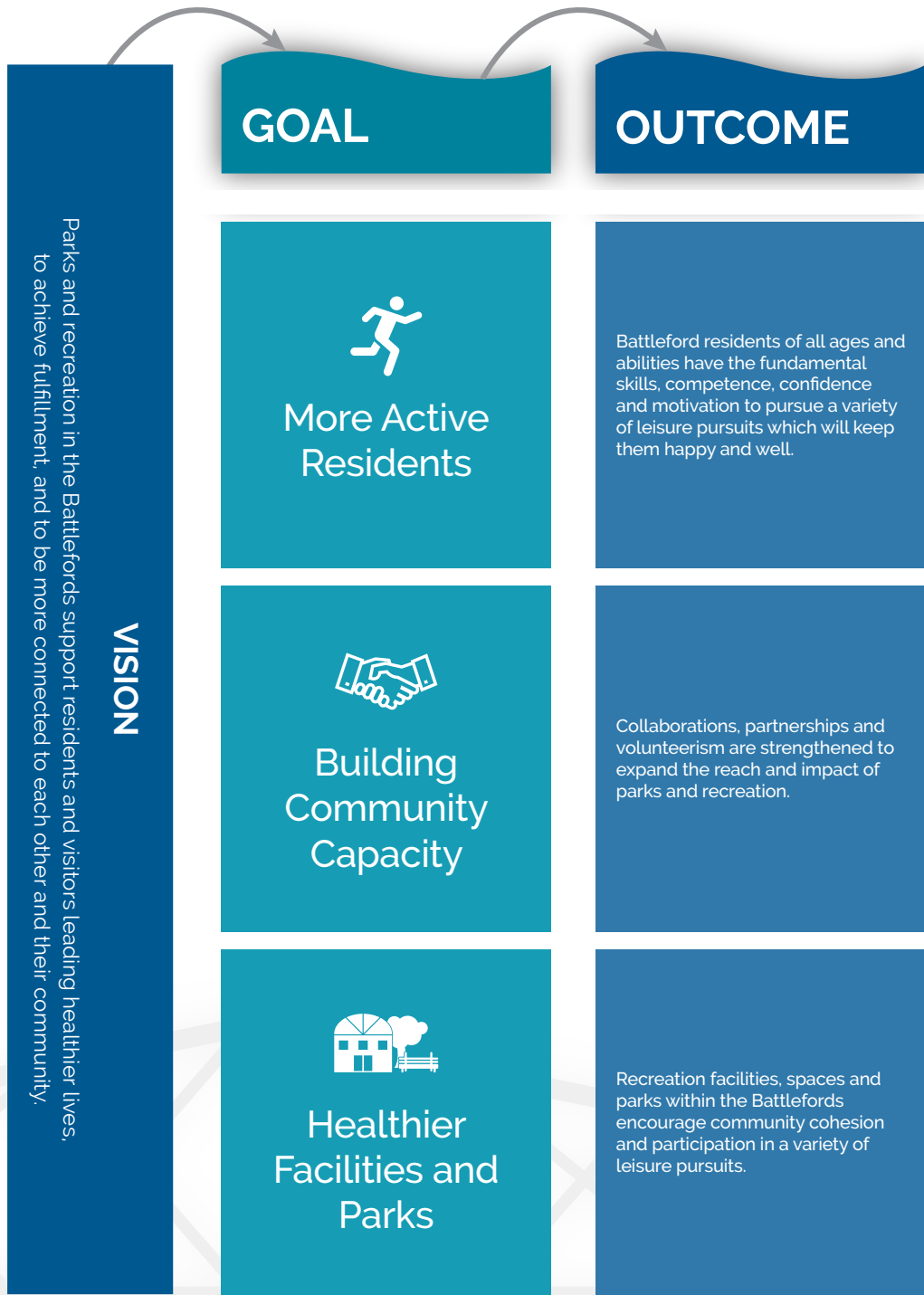
# LENS FRAMEWORK

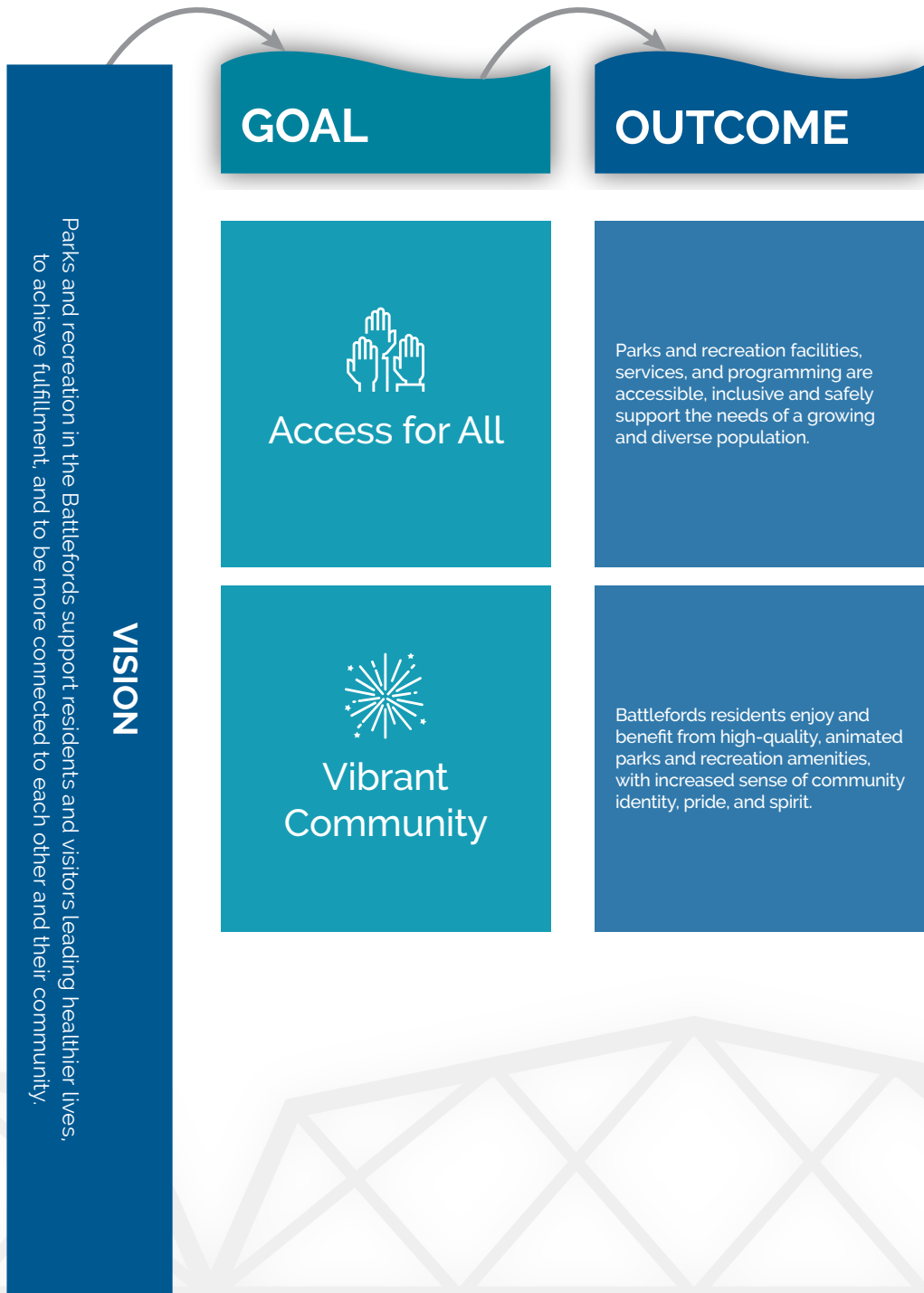
The Battlefords Municipal governments have been strategic and innovative in capitalizing on opportunities and addressing challenges within the region, through participation with community organizations and regional partnerships such as the Sacichawasihc Relationship Agreement. Furthermore, within the municipal planning and policy documents of the City of North Battleford and the Town of Battleford, both communities have articulated the importance of fostering a high quality of life for residents, supporting the natural environment and to embrace the diversity of the region. To support these objectives as they relate to parks and recreation, it is important to take a holistic view of the Battlefords community and to consider different perspectives of how policies, programs and practices will impact the region. Therefore, this plan incorporates a framework in which all decisions related to the provision of parks and recreation in the Battlefords must pass through a lens (or lenses) to consider the impact of the decision from various community and environmental perspectives.

A 'lens' is an operational tool to encourage the consideration of different or new perspectives, with the aim of developing a clearer and more complete view and understanding of the community as a whole. Based on research, community engagement and outreach, and visioning sessions, five lenses were identified and applied to this Master Plan – Indigenous; equity and inclusion; youth; public health and climate. These lenses are a tool being used to ensure parks and recreation policies, programs, and practices in the Battlefords do not include elements that may unknowingly create barriers or exclusion of residents. It should be noted that these lenses were identified as currently relevant based on the information gathered during this planning process. The identification and selection of lenses should be reviewed every 5 years.

Each lens has a series of questions that should be applied before and after actions are taken in relation to the recommended delivery of parks and recreation to help decision makers and administration focus on equity in both their process and outcomes, and to reflect in a meaningful manner on actions and decision making. Thus, ensuring any barriers are removed and all Battleford residents have the opportunity to live a healthy, fulfilled life.









## HOW TO APPLY THE LENS?

### STEP 1: CONSIDER ASSUMPTIONS

Read the 'Battlefords Context' section of the Research Report to reflect on the composition of the community and consider what members might experience exclusion or face a barrier. Consider personal social or organizational factors and assumptions that may influence your experiences and beliefs.

### STEP 2: ASK THE QUESTIONS

Identify the lens or lenses that need to be applied to the decision or action. Then ask the four questions outlined for each lens of the policy, program and practice being considered. Answer yes, no, or unsure for each question. If the answer is yes to all four questions, proceed to take action. If no or unsure is answered for any question, proceed to step three.

### STEP 3: EVALUATE

If any of the questions are answered no or unsure, the policy, program and practice being considered needs further evaluation and work to be implemented in the best interest of the community. Follow the evaluation process below to identify how to best adapt the policy, program and practice being considered.

### STEP 4: TAKE ACTION

Re-ask the four questions of the adapted policy, program and practice being considered, if the answer is yes to all four proceed to take action. If any answers are no or unsure, return to step three.

## LENS EVALUATION



## COMMUNITY AND ENVIRONMENTAL LENS



### LENS 1: INDIGENOUS

Inequalities between Indigenous and non-Indigenous continue to exist in Canada, including lower levels of education, poorer health conditions, and higher levels of suicide<sup>1</sup>. Acknowledging the systemic issues<sup>2</sup> within the City, Town and Indigenous communities across the Battlefords region, the Municipal and Indigenous governments have demonstrated leadership and a commitment to advancing reconciliation and working collaborative through the Sacichawasihc Relationship Agreement and supporting framework. This agreement establishes a foundation for collaboration to share traditional knowledge, to include an Indigenous worldview and to build trust between the communities. Applying this lens to the Master Plan recommendations and implementation strategies will help to ensure that the resulting policies, programs and services are designed and delivered in such a way as to consider and reflect Indigenous perspectives within the Battlefords parks and recreation system and align with the Sacichawasihc Relationship Agreement framework.

#### QUESTIONS TO ASK:

- Have Indigenous perspectives or worldviews been considered or are they reflected in this policy, program or practice?
- Would this decision benefit from engaging Indigenous partners?
- Does this policy, program or practice help to advance reconciliation?
- Can the Battlefords' regional Indigenous communities access this program or service? (e.g. transportation, affordability, inclusion)



### LENS 2: EQUITY & INCLUSION

As the Battlefords become more diverse, so too are the needs and aspirations of its residents. It is imperative that regional governments take action to be deliberately inclusive for all residents and give consideration to equity to remove barriers. Equity is treating everyone fairly by acknowledging their unique situation and addressing systemic barriers. The aim of equity is to ensure that everyone has access to equal results and benefits. Ultimately, everyone benefits when all residents are included and considered. Applying this lens will help guide discussions and evaluations on the fairness of an action by incorporating diverse perspectives. The equity and inclusion lens will help to ensure consistency in decision making and comprehensible efforts in moving equitable and inclusive programming and services forward in the community.

#### QUESTIONS TO ASK:

- Are there equity and inclusion concerns related to this policy, program or practice? (e.g., accessibility, affordability, safety, sexual or gender identity, culture)
- Have the perspectives of the primary user or target group of this policy, program or practice been considered?
- Would this decision benefit from engaging the primary user or target group?
- Is this policy, program or practice inclusive of those with mental/cognitive or physical barriers? (e.g. universal accessibility of facilities, wayfinding signage, etc.)

1 <https://www.chrc-ccdp.gc.ca/eng/content/indigenous-peoples>

2 Including, but not limited to, racism, poverty, addictions, food security, and mental illnesses.



## LENS 3: YOUTH

The City and Town are committed to empowering the Battlefords' youth through a number of initiatives, such as Battlefords Youth Network, and supporting programming and services, such as Concern for Youth. Approximately 20% of the Battlefords population is under the age of 15, with Indigenous youth being the fastest growing segment of the population. Between 2006 and 2016, the number of Indigenous youths aged 15 – 34 grew by nearly 40% compared to 6% for non-Indigenous youth. Applying this lens will help to situate actions and decisions with the perspectives of community youth and the unique challenges and barriers they face. Furthermore, as the future generation it is important to take into consideration the needs and aspirations of youth to encourage their engagement within the community.

### QUESTIONS TO ASK:

- Does this policy, program or practice promote youth activity and/or engagement?
- Would this decision benefit from engaging with Battlefords' youth?
- Are a wide-variety of youth leisure program interests being offered?
- Can the Battlefords' regional youth access this program or service? (e.g. transportation, affordability, inclusion)



## LENS 4: PUBLIC HEALTH

The practice of public health is focused on improving and maintaining the health of populations based on equity, human rights and addressing the underlying determinants of health. Public health practice is built on the interconnectivity of five main building blocks; evidence base, risk assessment, policy, program and evaluation. Public health is a complex adaptive system which has evolved from providing clean water, to managing a broader spectrum of communicable and non-communicable diseases, and continues to change as we address issues of emergency preparedness and the influence of the environment on health. It is anticipated that a resulting outcome of the COVID-19 pandemic event will be the need for all actions and decision-making processes to consider a public health lens as a key perspective that will be to be considered.

### QUESTIONS TO ASK:

- Does this policy, program or practice align with and/or support regional, provincial or federal public health mandates and goals?
- Would this decision benefit from engaging with Saskatchewan Public Health or Saskatchewan Health Authority?
- Does this policy, program or practice include health promotion and/or education elements (when applicable)?
- Does this policy, program or practice consider emergency preparedness?







## LENS 5: CLIMATE

Climate change will dramatically impact the provision of parks and recreation infrastructure, programs and services in Canadian municipalities. As there is a direct relationship between recreation and the environment. Recreation impacts the natural environment and the natural environment impacts the provision of recreation. Being mindful of our actions and making decisions to mitigate and adapt to the effects of climate change will provide tangible benefits for residents today and ensure future generations will have access to resources that support a healthy, safe and connected community. By applying this lens, the Battlefords can better assess the climate impacts in coming years, encourage behavioral change and help to ensure parks and recreation are resilient to future climate-related disruptions.

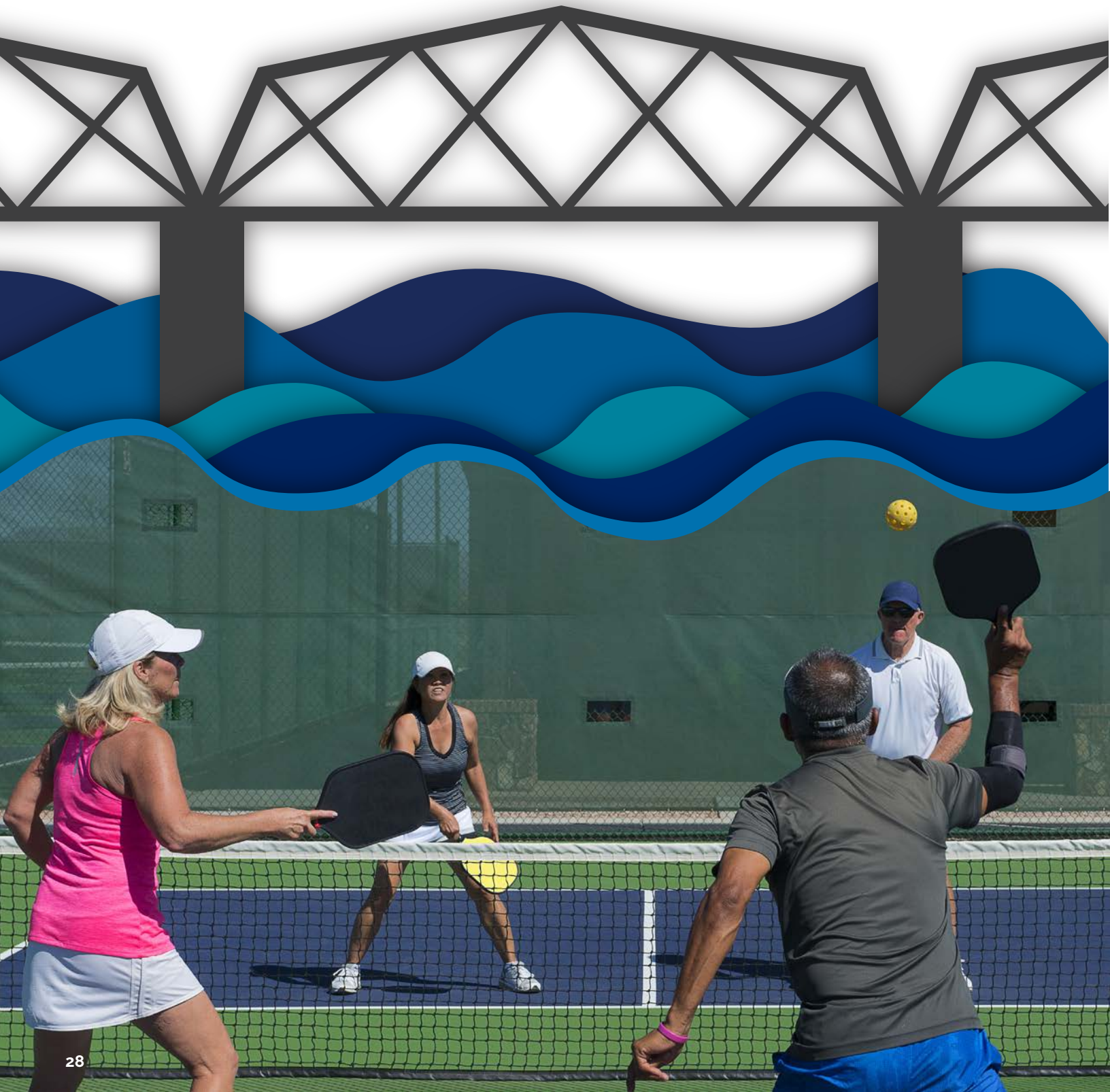
### QUESTIONS TO ASK:

- Are facilities (new construction or rehabilitations) designed to withstand more extreme temperatures and/or weather events?
- Can fresh water use be minimized or grey water (e.g. rain water, stormwater runoff) be utilized in the maintenance of parks and outdoor recreation spaces?
- Are support amenities in place to support Battlefords residents recreating in more extreme hot or cold temperatures?
- Does this policy or program consider what infrastructure may be in greater demand because of climate change to ensure future adequate provision?

It is recommended that both the City and the Town adopt the vision, goals, and lens framework presented. Incorporating this strategic guidance into related policies, procedures and future planning will strengthen the parks and recreation system within the Battlefords region.



# 4 STRATEGIC DIRECTION





In order to achieved the stated vision and goals, 18 priorities have been identified to guide the City and Town in their management and provision of parks and recreation in the Battlefords. The five goals are: active residents; community capacity; healthy facilities and parks; access for all; and vibrant community. The identified priorities are guided by and reflective of the research analysis presented within the previous section.

The priorities were identified through the analysis of data presented within the State of Parks and Recreation Report, along with the expertise and broad sector knowledge of the consulting team. Data analyzed included: community research, planning and policy documents, trends, comparative municipal research and Battleford facility inventory & utilization, partnerships and service delivery. The layers of analysis and knowledge, which support each goal are categorized and identified within a reference checkbox presented. The categories include: trends & issues; resident survey; stakeholders and industry experience. The alignment with the Framework for Recreation in Canada is illustrated with icons, along with an icon for the community and environmental lenses to indicate that the lenses should be applied to all resulting actions and decision making for each goal.







**LENS FILTER**



# GOAL: MORE ACTIVE RESIDENTS



**DESIRED OUTCOME:** Battleford residents of all ages and abilities have the fundamental skills, competence, confidence and motivation to pursue a variety of leisure pursuits which will keep them happy and well.

## ALIGNMENT WITH FRAMEWORK FOR RECREATION IN CANADA



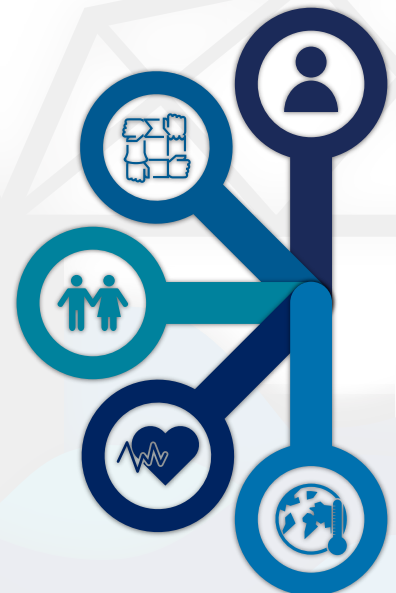
## JUSTIFICATION

Trends & Review	✓
Resident Survey	✓
Stakeholders	✓
Industry Experience & Knowledge	✓

## PRIORITIES

### ENSURE PARKS AND RECREATION AMENITIES, PROGRAMS AND SERVICES SUPPORT AND PROVIDE APPROPRIATE, EQUITABLE AND IMPACTFUL OPPORTUNITIES IN THE BATTLEFORDS

Parks and recreation facilities and programs are considered to be essential services for municipal governments to provide, or to support the provision of. As such, municipal governments need to be mindful of the needs of their residents, as well as the broader sector trends and practices that influence the provision of recreation to ensure service delivery is tailored to the needs of the community and thus providing fulfilling opportunities for participation. Furthermore, to encourage participation service providers need to consider potential barriers that may limit participation, as well as the equitable provision of opportunities. Nearly all resident survey respondents stated that it is important to ensure that parks and recreation opportunities are available and accessible for all residents in the region. This priority can be addressed in a variety of ways including conducting ongoing research of parks and recreation programming trends, and shifting mindsets away from best practices to next practices to remain adaptable in providing impactful opportunities for participation, in desired activities. To determine when it is appropriate for the City and/or Town to support the delivery of or provide a new program or opportunity a Program Development Framework has been provided in appendix G.



## CREATE POLICIES, PROCEDURES AND PROGRAMS TO SUPPORT THE ACTIVE ENGAGEMENT AND SUPPORT LIFELONG PARTICIPATION IN PARKS AND RECREATION.

The Framework for Recreation in Canada encourages the provision of recreation experiences throughout an individual's lifecycle. However, the ParticipACTION Report Card has found that only 39% of 5 to 17-year olds are getting enough activity and 16% of adults 18 to 79 years living in Canada achieve the recommended activity levels<sup>1</sup>. With physical activity rates declining, it is imperative that the provision of public recreation adopt a physical literacy approach to the creation and delivery of programming and services. Physical literacy challenges the way in which individuals engage in and understand physical activity. It offers alternative methods to engage people in physical activity to slow and reverse this trend of declining participation and improve holistic health and wellbeing. This priority should be addressed in consultation with community service delivery partners, as assessing current programming will be an important first step to supporting lifelong active participation in recreation activities. Additionally, consideration should be given to creating foundational guidelines, such as a regional sport for life policy.

## SUPPORT REGIONAL PUBLIC HEALTH INITIATIVES

The experience of the COVID-19 pandemic event will undoubtedly change the delivery of municipal services, including parks and recreation. An expected shift in public behaviour and risk tolerance will influence operating practices, participation levels and facility and site design of public parks and recreation facilities and spaces. The broader societal recovery will mandate a coordinated effort to protect and support community members. Residents will need to be convinced and reassured that recreation and public spaces are "safe". This will require an ongoing organized approach that allies recreation with public health. A unified collaboration between sectors, and between all levels of government, will lead to consistent messaging to participants, volunteers, coaches and organizers; and ultimately added comfort and assurance to participants. This priority is supported and implemented through the application of the public health lens to all action taking and decision making within the scope of parks and recreation in the Battlefords.



41% BUSY WITH OTHER ACTIVITIES



96% AGREE



32% MORE CONVENIENT SCHEDULE

30% TIMING OF PROGRAMS

**PARKS AND RECREATION ARE IMPORTANT TO MY HOUSEHOLD**

30% GREATER VARIETY

21% INTERESTS AND PROGRAMS DON'T MATCH

**IMPROVEMENTS TO PROGRAMMING**

**BARRIERS TO PARTICIPATION**

<sup>1</sup> <https://www.participaction.com/en-ca/resources/adult-report-card>



## POTENTIAL IMPLEMENTATION ACTIONS

These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the aforementioned priorities. These potential implementation actions, along with the presented community innovation, should be taken as actions for consideration as the City and Town work together to achieve the desired outcome.

TACTICS	TIMELINE S, M, L	ROLES & RESPONSIBILITIES	PROJECTED COSTS
Integrate fundamental movement skills into programming to support lifelong participation.	S	City	\$
Develop educational resources for parents to inform them of the value of physical literacy, physical activity and recreation for children and youth.	S-M	City Town	\$
Research best practices from other parks and recreation systems and develop an agenda of potential new arts and recreation programming offerings.	O	City Town	\$
Engage community partners (health, education, justice) to identify opportunities for parks and recreation to enhance community health and wellness and support evolving public health initiatives in the region.	S-M	City Town	\$
Establish an active transportation policy.	S-M	City	\$
Conduct a customer service audit of recreation facilities and services.	S	City	\$

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

### COMMUNITY INNOVATION: WHEEL WATCH BIKE VALET (CITY OF RICHMOND)

Wheel Watch is a free service available to City of Richmond event organizers and partners. Wheel Watch accepts bikes, strollers and most pedestrian powered modes of transportation. Users of the system can leave their helmets, bags and locks with their bike in the secure bike compound. Feedback from event organizers and Wheel Watch users has been overwhelmingly positive. Common responses highlight the convenient and free aspect of the program. Event organizers enjoy the fact that the reduction of bikes within festival grounds contribute.

Currently, the program is administrated by City of Richmond staff and volunteers.



# GOAL: BUILDING COMMUNITY CAPACITY



**DESIRED OUTCOME:** Collaborations, partnerships and volunteerism are strengthened to expand the reach and impact of parks and recreation.

## ALIGNMENT WITH FRAMEWORK FOR RECREATION IN CANADA



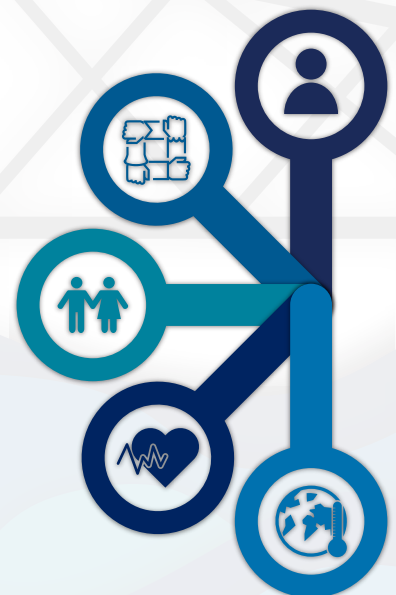
## JUSTIFICATION

Trends & Review	✓
Resident Survey	
Community Groups/ Stakeholders	✓
Industry Experience & Knowledge	✓

## PRIORITIES

### SUPPORT COMMUNITY GROUPS TO BUILD ORGANIZATIONAL AND LEADERSHIP CAPACITY

Community groups in the Battlefords deliver a variety of important recreation and social programming, which generates positive benefits for all residents. Most of these community groups are volunteer managed and operated, and therefore, the leadership, expertise and capacity of these organizations varies greatly. Strong, functioning community groups translates to a healthier, more cohesive community with active engaged residents. This is why community groups are important partners for the City and Town, and should be supported to increase their capacity and in facilitating partnerships between groups.



While financial support is always a component of assisting in building organizational capacity of groups, municipalities can also provide quality non-financial support in the form of:

- Strategic planning sessions and templates
- Assistance with promotions and marketing
- Assistance with websites and newsletters
- Presentation and interpretation of census data
- Volunteer recognition and recruitment
- Training opportunities
- Networking opportunities

To address this priority a jointly funded regional community liaison position could be created, which would be of benefit to provide a single source of access for community groups to the City and Town. Additionally, there is a vibrant arts and culture community in the Battlefords, however a number of the organizations are small which leads to promotional challenges and issues with effectively liaising with the municipal governments. Promotional challenges were illustrated in the number of youths asking for more art activities. To support these valuable organizations, there would be value in supporting the formation of an umbrella arts and culture organization in the region.

## FACILITATE AND FOSTER VOLUNTEERISM IN THE REGION.

Volunteers in the Battlefords play a central role in the development and delivery of recreation activities and programming. Everyday residents offer their time and resources to take action to make the Battlefords a better place to live, work and play. They are coaches, officials and instructors; they serve on boards, event organizers; they are important community leaders. Saskatchewan is known for its' active volunteerism, and the Battlefords is no exception. However, with increasing demands on individuals time, there has been a slight decline in volunteerism across Saskatchewan and Canada. In the Battlefords attracting volunteers is a top challenge for community groups. As such it is important to continue fostering volunteerism in the region, including facilitating opportunities for youth to volunteer who according to recent Stats Canada research had the highest rate of formal volunteerism participation across all generations<sup>2</sup>. Formal recognition of volunteers is a way both of expressing the gratitude of the community and of presenting role models to the people. This could be achieved by profiling volunteers to highlight their contribution and value within the broader community and municipal community channels, which would support future recruitment and encourage retention of current volunteers, by increasing volunteer satisfaction as a result of appropriate recognition.

"Saskatchewan's volunteers are the true catalysts for active and engaged communities throughout our province. They give their time because they care about our well-being and believe in safe, quality, and inclusive sport, culture, and recreation opportunities."

– Coralie Bueckert, Saskatchewan Parks and Recreation Association President

2 <https://www150.statcan.gc.ca/n1/en/pub/45-28-0001/2020001/article/00037-eng.pdf?st=j4fvKb6K>

**ESTABLISH A REGIONAL LEADERSHIP TEAM THAT IS UNITED BY A COMMON VISION AND ACTS AS AN ADVISORY BODY FOR PARKS AND RECREATION.**

The creation of a parks and recreation committee, united by the common vision and guiding principles presented within this Plan, could provide a "regional perspective" to future joint and independent decision making. The committee could be tasked with informing the decision making of each Council as related to parks and recreation matters, including the development and operations of infrastructure and programs, and service delivery. The committee could be composed of council members, administration from the City and Town, along with residents. It is recommended the committee create space and opportunity to key community demographics to participate, including youth, seniors, newcomers and Indigenous peoples. This would ensure an equitable approach and consideration of diverse perspectives.

"...over the past few years that on International Volunteer Day, which was December 5th, there isn't any recognition on the radio or any other media regarding the wonderful and hardworking volunteers that are running many youth organizations here in the city."

– Community Group Member



46% ATTRACTING/RETAINING VOLUNTEERS

35% SUFFICIENT ACCESS TO FACILITIES

23% PROMOTIONS AND MARKETING

**ORGANIZATIONAL CHALLENGES**





## POTENTIAL IMPLEMENTATION ACTIONS

These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the aforementioned priorities. These potential implementation actions, along with the presented community innovation, should be taken as actions for consideration as the City and Town work together to achieve the desired outcome.

TACTICS	TIMELINE S, M, L	ROLES & RESPONSIBILITIES	PROJECTED COSTS
Conduct ongoing assessments with community groups to determine how best to serve them and support service delivery.	O	City Town Community Partners	\$
Create and implement a regional procedure for gathering data from the community to ensure decision making, policy evaluation and benefit measurement.	S	City Town	\$
Promote new technologies and innovations to support active residents.	S-M	City Town	\$
Work with community groups to create a regional community arts and culture organization.	S-M	City Town Community Partners	\$
Develop resources and tools to support recreation service delivery partners in such areas as volunteer recruitment and training, board development, fundraising, planning and community engagement.	S-M	City Town	\$
Identify community ambassadors/champions <sup>3</sup> to promote parks and recreation programs and services.	O	City Town Community Partners	\$

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

<sup>3</sup> Champion is a person who assumes leadership by working with others to create and influence change in the organization or the wider community.

## COMMUNITY INNOVATION: TOWN OF HALTON HILLS COMMUNITY GROUP REGISTRATION PROGRAM

The Town of Halton Hills, Ontario works together with community groups and individuals to provide services that develop healthy and active communities. Through the Recreation & Parks Community Group Registration program, the Town provides ongoing support to non-profit groups. Registered groups may be eligible for:

- Priority status for ice, floor and/or sports fields (subject to Facility Allocation Policy), and preferred rates for school use (as per the reciprocal agreement with School Boards)
- Reduced rates at selected facilities
- Free Town space for annual general meetings when elections are held
- Advertising and promotional opportunities at reduced rates
- A one-time free ¼ page ad in Town Community Activity and Service Guide for newly registered groups
- Workshop series and leadership opportunities at reduced rates
- Assistance of a Town staff liaison, acting in an advisory capacity
- Assistance in connecting with other community organizations and government programs, grants, funding opportunities and resources



# GOAL: HEALTHIER FACILITIES AND PARKS



**DESIRED OUTCOME:** Recreation facilities, spaces and parks within the Battlefords encourage community cohesion and participation in a variety of leisure pursuits.

## ALIGNMENT WITH FRAMEWORK FOR RECREATION IN CANADA



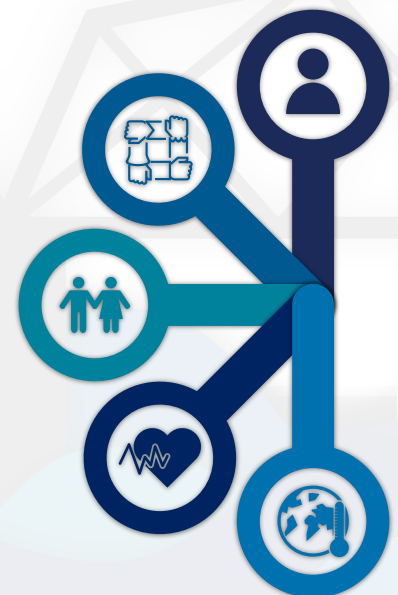
## JUSTIFICATION

Trends & Review	✓
Resident Survey	✓
Community Groups/ Stakeholders	✓
Industry Experience & Knowledge	✓

## PRIORITIES

### PROVIDE HIGH-QUALITY PARKS AND RECREATION INFRASTRUCTURE EFFICIENTLY AND EFFECTIVELY.

Parks and recreation infrastructure are often the anchor of communities; they are spaces and places where celebrations, milestones and gatherings that inspire pride and cohesion take place. Providing quality parks and recreation infrastructure to support these activities begins with thorough planning, and a balanced approach of investing in new or enhancing recreation infrastructure and investing in sustaining existing spaces. When considering enhancing existing facilities or the development of a new facility or park, it is important to take into consideration the costs of the project, how the project could be leveraged to meet local/regional strategic goals and what capacities would be expanded as a result of the project. Additionally, it is equally as important to consider broader sociodemographic variables of the region that influence utilization and demand of parks and recreation amenities such as evolving age structure, incomes, cultural diversity and differing abilities to ensure that regional infrastructure is optimally positioned to respond to both traditional and emerging preferences for physical, wellness and cultural activities.



See appendix 2 for an amenity prioritization framework to assist and guide setting priorities for future infrastructure development in the region. The enhancement and development of parks and recreation infrastructure should only be considered if the project will advance or aligns with the guiding principles of this Master Plan.

### **EMPLOY LEADING SUSTAINABLE PRACTICES TO OPERATIONS AND FACILITY MANAGEMENT AND DESIGN.**

In the coming years the provision and consumption of recreation will be largely influenced and shaped by environmental factors due to climate change (e.g. shifting participation demands, impacts of extreme weather events) and increased focus on sustainable design and facility management (i.e. incorporating sustainable practices into recreation facility design). As communities strive to be more resilient to the impacts of climate change, incorporating sustainable practices into recreation facility design, operations management and programming is increasingly important. For facility operators and event managers, the changing climate will have significant implications related to the management approach and use of water, energy and management of waste. Furthermore, the sustainability activities of recreation departments and managers should not only focus on environmental benefits but also on the opportunities for public education as well as cost saving implications. This priority is supported through the application of the climate lens to all actions and decisions related to parks and recreation in the Battlefords, which will allow administration to better assess the climate impacts, encourage behavioral change and help to ensure parks and recreation are resilient to future climate-related disruptions.

"...as for walking trails, they are next to busy road and not exactly tranquil, in the Battlefords is a concern..."  
– Battleford Resident



99% AGREE

**PARKS AND RECREATION  
ARE IMPORTANT TO  
THE WELLBEING OF MY  
COMMUNITY**

### **ESTABLISH STRATEGIES AND PROCEDURES TO ENSURE PUBLIC SAFETY AND FUNCTIONALITY OF PARKS**

Residents use parks to connect with nature and to participate in physical and social activity. Parks are an important asset to communities however, the use of these public spaces can be challenged when they are viewed as unsafe, undesirable or non-functionable. Ensuring parks are safe and functioning appropriately is key to community wellbeing and usage by the community. In establishing strategies and procedures to ensure parks are safe and functioning, it may helpful to look beyond crime reports or utilization rates, and engage residents to understand their perceptions of park spaces and the issues or barriers occurring in these spaces. Perceptions are often just as, if not more important than actual reported statistics. Improving the public safety and functionality of parks can be achieved through design interventions such as lighting and support amenities, clear sight paths, multiple entrance points, and enhanced signage. It can also be improved through programming, including active transportation promotion, evening programming, and citizen involvement such as 'Adopt a Park' or 'Heart a Park' to foster a sense of ownership and incorporating unstructured play elements, in order to grow opportunities for multi-generational play outdoors and interaction with nature.

### **DEVELOP POLICIES AND PROCEDURES TO ENCOURAGE USE OF RECREATION FACILITIES, SERVICES AND PROGRAMS**

Optimizing the usage of indoor and outdoor recreation facilities and spaces will be a result of a collaborative effort of addressing several priorities, particularly the priorities presented within the 'More Active Residents' and 'Access for All' goals. A key component for encouraging use will be to create clear policies and procedures to direct how and when programming and services can occur in municipal facilities and spaces. The majority of community groups stated that participation levels in their programs is stable or growing, and anticipated to grow in coming years. In order to best support that growth, groups identified the need to for procedures related to scheduling, fee setting, and facility allocations need to be clearly communicated and should be consistent between the City and the Town. A second key component will be ensuring adequate maintenance and provision of support amenities to allow for year round use of outdoor recreation spaces and places and to encourage spontaneous recreation activity to occur.



## PROVISION OF RECREATION AMENITIES IN THE BATTLEFORDS

The planning for the future of recreation amenities will begin with the Councils of the City and Town determining which specific amenities they will want to consider for public support. In order for an amenity to be considered, evidence must be presented that the amenity aligns with or furthers the intended outcomes outlined within the strategic directions of this Joint Master Plan.

The amenity being considered for public support will need to be analyzed as to how well they meet community needs. The framework presented in Appendix C and the list of amenity priorities it generated has been developed to help the City and Town collectively prioritize future recreation investment (either in existing or new facilities and services) and is based on input received from residents and community groups of both the City and the Town, along with additional market and demand factors such as regional provision, alignment with strategies and policies, support for event hosting and potential for partnerships.

The framework will assist in determining community demand and the appropriate service level for each amenity, whether to enhance or maintain service levels in the future. The following table assigning each amenity type one of three service level recommendations and identifies any additional considerations for each of the potential publicly supported amenities the City and Town could invest in.

For the purposes of the following tables, the intended definitions of Enhance, Maintain and Decrease are as follows:

**Enhance:** Service levels for this amenity should be enhanced, either through the development of additional spaces or the upgrade and revitalization of existing spaces as demand indicates.

**Maintain:** Service levels for this amenity should be maintained, including reinvestment where required but additional or enhanced service levels are not required. Should population levels increase, additional spaces may be warranted.

**Inconclusive:** Service levels for this amenity should be maintained, however if reinvestment is required or if resource limitations exist consider all alternatives including a potential reduction of service.

INDOOR AMENITIES	DEMAND INDICATION	CONSIDERATION
Indoor Ice Arenas	Enhance	Consider if partnership opportunities exist; as population grows
Multi-purpose Sport Surfaces (e.g. cement pad for roller/ball hockey, roller derby, lacrosse)	Maintain	Consider if partnership opportunities exist; as population grows
Social/Banquet Facilities	Maintain	Maintain as per asset management
Indoor Sport Fields (e.g. soccer)	Maintain	Maintain as per asset management
Fitness/Wellness Facilities (e.g. aerobics/strength training)	Enhance	Consider if partnership opportunities exist; as population grows
Lane Swimming Pools	Maintain	Maintain as per asset management
Leisure Ice Skating Surfaces	Maintain	Maintain as per asset management
Leisure Swimming Pools	Maintain	Maintain as per asset management
Show/Event Facilities (e.g. concerts/trade fairs)	Maintain	Maintain as per asset management
Dedicated Youth Centre Spaces	Enhance	Look to repurpose existing spaces if better uses can be accommodated

INDOOR AMENITIES	DEMAND INDICATION	CONSIDERATION
Indoor Courts/Gymnasium Spaces (e.g. including tennis and pickleball, basketball, volleyball, etc.)	Maintain	Maintain as per asset management
Dedicated Seniors Activity Spaces	Enhance	Look to repurpose existing spaces if better uses can be accommodated
Indoor Child Play Spaces	Maintain	Look to repurpose existing spaces if better uses can be accommodated
Program Spaces (multi-use, i.e. yoga, aerobics, etc.)	Maintain	Maintain as per asset management
Meeting Spaces	Maintain	Maintain as per asset management
Agricultural Facilities (e.g. indoor riding arena)	Maintain	Maintain as per asset management
Indoor Tracks for Fitness/Jogging/Walking	Maintain	Maintain as per asset management
Community Group Office Spaces	Maintain	Look to repurpose existing spaces if better uses can be accommodated
Climbing Wall	Inconclusive	No change in municipal investment or provision
Court Sport Spaces (e.g. racquetball/squash)	Inconclusive	No change in municipal investment or provision
Cheer Program Spaces	Inconclusive	No change in municipal investment or provision
Combative Sports Spaces (e.g. judo, karate)	Inconclusive	No change in municipal investment or provision
Dance Program Spaces	Inconclusive	No change in municipal investment or provision
Curling Facilities	Maintain	Maintain as per asset management

OUTDOOR AMENITIES	DEMAND INDICATION	CONSIDERATION
Support Amenities (e.g. lighting, water fountains, seating, washrooms)	Enhance	Consider investment to support use of outdoor amenities; alignment with CPTED goals
Multi-Use Trails (non-mechanized)	Enhance	Increase trail provision in growing areas to provide connectivity
Athletic Grounds (track and field)	Maintain	Maintain as per asset management
Ball Diamonds	Maintain	Maintain as per asset management
Natural Areas	Enhance	Consider investment to support use of outdoor amenities; alignment with CPTED goals
Event Grounds for Special Events	Maintain	Maintain as per asset management
Artificial Turf Fields	Maintain	Maintain as per asset management
Campgrounds (with services)	Maintain	Maintain as per asset management
Outdoor Swimming Pools	Enhance	Consider a feasibility study; consider investment if partnership opportunities exist
Passive Park Spaces	Maintain	Maintain as per asset management
Picnic Areas	Maintain	Maintain as per asset management
Playgrounds and Tot Lots	Maintain	Maintain as per asset management

OUTDOOR AMENITIES	DEMAND INDICATION	CONSIDERATION
Toboggan Hills	Maintain	Maintain as per asset management
Cross Country Ski/Snowshoe Trails	Maintain	Maintain as per asset management
Outdoor Bandstands/Amphitheaters	Maintain	Maintain as per asset management
Agricultural Areas (i.e. equestrian areas)	Maintain	Maintain as per asset management
Mountain Bike Parks	Maintain	Maintain as per asset management
Rectangular Grass Fields (for rugby, football, soccer)	Maintain	Maintain as per asset management
BMX Bicycle Parks	Maintain	Maintain as per asset management
Dog Off-Leash Areas	Maintain	Maintain as per asset management
Beach Volleyball Courts	Maintain	Maintain as per asset management
Hard Surface Courts (for basketball, ball hockey)	Maintain	Maintain as per asset management
Outdoor Water/Spray Parks	Maintain	Maintain as per asset management
Pickleball Courts	Maintain/Enhance	Consider if demand increases in market area
Tennis Courts	Maintain	Maintain as per asset management
Motorized Trails	Maintain	Maintain as per asset management
Outdoor Boarded Hockey Rinks	Maintain	Maintain as per asset management
Disc Golf Courses	Inconclusive	No change in municipal investment or provision
Golf Courses	Inconclusive	No change in municipal investment or provision
Outdoor Recreation Skating Rinks (non boarded)	Inconclusive	No change in municipal investment or provision
Skateboard Parks	Inconclusive	No change in municipal investment or provision

It should be noted that this is meant to provide broad direction across all aspects of infrastructure development and management. However, it is important to note that prior to any major public investment being made (i.e. >\$1M), more technical and detailed planning studies must occur to best equip decision-makers to make informed and prudent decisions.

## FEASIBILITY STUDY TRIGGERS

Feasibility analysis requires an investment of both time and money and in some cases, it might not be warranted. The following triggers help to provide guidance on when feasibility analysis should occur. If two or more of the following triggers are met, feasibility analysis is likely warranted.

1. Facility spaces currently being offered approach 80% to 90% utilization on a sustained basis.
2. The cost to repair a facility is 50% or more of the cost to replace it (FCI over 0.50).
3. Trends and market assessment support that future demands for the facility type will remain stable or increase.
4. The facility in question and program services proposed provide equitable access for all residents as a public service.
5. The facility type and function align with City and Town strategic planning and the goal, outcomes and areas of focus outlined in the Joint Regional Recreation Master Plan.
6. Facility type and function are not currently or adequately provided through other agencies or private sector services in the City, Town or adjacent regional municipalities or Nations.
7. Potential or confirmed operational/capital partners are committed and established as registered societies, institutions, or municipal governments and collectively represent sufficient membership or market segments to sustain use of the project.
8. An external partner (institution, municipality, volunteer and/or non-profit group) leading a facility development initiative has, or has access to, significant capital and/or operating resources.

As the intention of a feasibility analysis related to recreation is to help justify the use of public resources (or not), the following general guidelines for feasibility exploration should be achieved. As there are typically two stages to determining feasibility, first deciding to meet community needs and then decided how and where to do so, a two stage approach is outlined. General conditions for prudent feasibility analysis include the following:

### STAGE 1 REQUIREMENTS:

- There must be public engagement in the feasibility planning process, preferably through the use of statistically reliable surveys.
- A market assessment for amenities being contemplated must be completed.
- There must be a concept development plan including infrastructure planning, costs and impacts of ongoing operations.
- The project must demonstrate conformance to municipal strategic planning.

### STAGE 2 REQUIREMENTS:

- Business planning outlining capital partners, operating partners, sources of capital and capital amortization financing must be completed.
- Opportunity cost analysis must be undertaken to demonstrate that the project represents the best way of achieving the intended goal.
- A thorough and transparent site/location analysis must be completed.
- There must be a biophysical/environmental impact statement.

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



## POTENTIAL IMPLEMENTATION ACTIONS

These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the aforementioned priorities. These potential implementation actions, along with the presented community innovation, should be taken as actions for consideration as the City and Town work together to achieve the desired outcome.

TACTICS	TIMELINE S, M, L	ROLES & RESPONSIBILITIES	PROJECTED COSTS
Identify facilities in need of renewal and development, set priorities for targeted up-grades as part of ongoing capital planning.	S - L	City Town	\$ - \$\$\$
Incorporate unstructured recreation opportunities and play elements in parks and open spaces.	S-M	City Town	\$
Establish annual priorities for trail construction and maintenance, sidewalk repair and bike lane construction and maintenance to improve connectivity and promotion of active transportation.	S-M	City Town	\$-\$
Review current fees and charges and develop guidelines to ensure fair and equitable access to the Battlefords recreation facilities, services and programs.	S	City Town	\$
Develop a Facility and Field Allocation Policies to ensure effective and efficient use of City and Town resources.	S	City Town	\$
Identify how to best support community groups to offer programming in parks and open spaces year round.	S	City Town Community Partners	\$
Establish an "Adopt a park" and "Adopt a trail" program to increase positive activities within parks, and facilitate residents' sense of ownership of park spaces.	S	City Town	\$

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

## COMMUNITY INNOVATION: CITY OF EDMONTON GREEN SHACK PROGRAM

The City of Edmonton's (AB) 'Green Shack' program is an innovative approach for activating parks spaces in summer months. 'Green Shacks' (small shipping container-styled structures) are placed at parks and playgrounds throughout the City, with program leaders assigned to each location. Program leaders facilitate a variety of games, sports, crafts, music, drama and special events programs that are free-of-charge for children and youth to attend, blending scheduled and spontaneous activities throughout the summer months. The Green Shack program runs from early July to late August each year, helping to enhance park safety, encourage spontaneous and guided youth activity and providing free, supervised activities for young Edmontonians.



# GOAL: ACCESS FOR ALL



**DESIRED OUTCOME:** Parks and recreation facilities, services and programming are accessible, inclusive and safely support the needs of a growing and diverse population.

## ALIGNMENT WITH FRAMEWORK FOR RECREATION IN CANADA



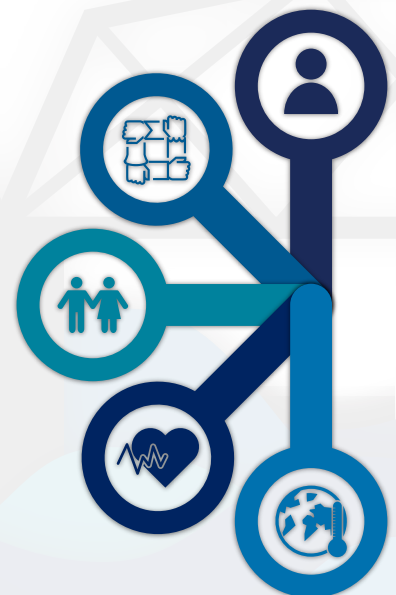
## JUSTIFICATION

Trends & Review	✓
Resident Survey	✓
Community Groups/ Stakeholders	✓
Industry Experience & Knowledge	✓

## PRIORITIES

**PROVIDE EQUITABLE ACCESS TO FACILITIES, SERVICES AND PROGRAMS; ENSURE ALL PARKS, SPACES AND FACILITIES ARE WELCOMING TO ALL.**

This Master Plan has occurred at a very opportune time, as a spotlight has been directed on issues of social justice and social equity. As a society we are confronting issues of racism and inclusion in all aspects of our lives and communities. Parks and recreation have an important role to play, and it begins with ensuring all facilities, spaces, services and programs are equally accessible and available to all people regardless of income level, ethnicity, gender, ability or age. When working to build inclusion and equity, it is important to frame the planning of programming and services as working towards collective community benefit. This can include strategies such as writing policies and procedures in plain language so they are easy to understand by all communities and creating welcoming facilities with well trained staff in which all people feel welcome and safe participating in their chosen recreation activity. Creating fairness within the recreation sector, and our broader society, should be something that motivates all providers and participants.





This priority is supported by the inclusion of community and environment perspectives framework presented within this Master Plan to guide the equitable future actions and decision making of the Battlefords parks and recreation.

“Treat all kids of all colours the same.”

– Youth Battleford Resident

### **SUPPORT QUALITY SPACES AND PROGRAMS THAT RESPOND TO THE BATTLEFORDS EVOLVING NEEDS**

It is inevitable that overtime the needs of Battleford residents will shift. This will be the result of community factors including population growth, changing demographics, broader social and economic factors, along with external factors such as participation and activity trends. For example, as a result of the COVID-19 pandemic event there may be an evolving need for more online programming and programs operated in outdoor spaces that were not traditionally viewed as recreation spaces, such as parking lots and streets. It is important to remain adaptive and versatile to meet the needs of the community. As recreation providers, we are now required to be innovative to anticipate and effect community change, rather than wait and react to shifting community demands. Understanding shifting community need could be supported by implementing a community recreation survey conducted every 5 years.

### **ENSURE PARKS AND RECREATIONAL SPACES, PROGRAMS AND SERVICES REPRESENT INDIGENOUS VOICES AND CULTURE**

The 2015 Truth and Reconciliation Commission: Call to Action Report<sup>4</sup> identified sport and recreation as tools for social development to improve the health and well-being of Indigenous peoples and communities (Calls to Action 87 – 91). The platform of reconciliation in Canada challenges the recreation sector to do more than an acknowledgment of territorial land or the Calls to Action within the Truth and Reconciliation Report; it is an opportunity to learn about the land Canadians reside on, the traditional peoples and cultures, and to foster new relationships that will lead to healthier individuals, communities and balanced partnerships. Reconciliation is an ongoing process that must occur in a respectful manner recognizing Indigenous cultural traditions and protocols to enable a positive move forward with Indigenous communities. The Battlefords have taken an important step in advancing reconciliation and working collaborative through the Sacichawasihc Relationship Agreement and supporting framework. The Indigenous lens supports this priority by ensuring spaces, policies, programs, and services are designed and delivered in such a way as to consider and reflect Indigenous perspectives within the Battlefords parks and recreation system.

4 [http://nctr.ca/assets/reports/Calls\\_to\\_Action\\_English2.pdf](http://nctr.ca/assets/reports/Calls_to_Action_English2.pdf)



**CREATE MEANINGFUL OPPORTUNITIES TO ENGAGE YOUTH TO IDENTITY BARRIERS AND EXPERIENCED CHALLENGES.**

The Battlefords governments have recognized the importance of supporting and engaging community youth. Children and youth under the age of 15 comprise 20% of the population in the Battlefords, which is greater than the provincial average. While there are many strengths in the current delivery system, there are also areas for potential improvement and a call to remain adaptive to effectively respond to the diverse and evolving needs of youth. Recreation plays an important role in keeping youth physically and mentally healthy, and encouraging personal growth and leadership. Providers should continually assess recreation programs and services that contribute to the mental and physical health and seek the feedback of youth to ensure: programming does not add burden to already overburdened schedules; the concept of play is considered; barriers to participation are addressed; the use of online platforms is reviewed and considered relevant. Feedback could be sought through formal mechanisms such as municipally administered youth surveys, youth forums, and youth representation on recommended regional parks and recreation committee. Partnerships to deliver youth focused programming should also be reviewed and an evaluation framework implemented to ensure programming aligns with and supports City and Town’s goals and desired outcomes. This priority is supported by the application of the youth lens to decisions and actions related to the delivery of parks and recreation in the Battlefords.



96% AGREE

**PARKS AND RECREATION SERVICES BENEFIT ALL RESIDENTS, EVEN IF THEY DON'T PARTICIPATE IN ACTIVITIES**



97% AGREE

**IT IS IMPORTANT TO ENSURE THAT PARKS AND RECREATION OPPORTUNITIES ARE AVAILABLE AND ACCESSIBLE FOR ALL RESIDENTS IN THE REGION**



45%

**PARKS AND RECREATION PROGRAMS AND OPPORTUNITIES NEED TO BE MORE AFFORDABLE**

## POTENTIAL IMPLEMENTATION ACTIONS

These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the aforementioned priorities. These potential implementation actions, along with the presented community innovation, should be taken as actions for consideration as the City and Town work together to achieve the desired outcome.

TACTICS	TIMELINE S, M, L	ROLES & RESPONSIBILITIES	PROJECTED COSTS
Develop training to ensure staff positively contribute to delivering high-quality, safe and meaningful recreation experiences for all residents.	S	City Town	\$
Work towards becoming a recognized 'Age Friendly' City and Town. Develop and implement initiatives targeting older adult/senior participation in leisure activities.	M	City Town Community Partners	\$-\$\$
Create programming orientated to welcoming newcomers to the Battlefords and build community spirit by introducing residents to parks and recreation opportunities.	S-M	City Town Community Partners	\$
Include LGBTQ2S+ inclusion and awareness in all programs, services and facilities.	S	City Town	\$
Develop recreation and arts programming that aligns with Indigenous worldview, and supports traditional values and culture.	S	City Town Community Partners	\$
Conduct a physical accessibility audit of all community recreation facilities and spaces.	S-M	City Town	\$
Implement a strategy for affordable recreation and subsidy access.	S-M	City Town Community Partners	\$\$

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

## COMMUNITY INNOVATION: MOOSE JAW RURAL AND NORTHERN IMMIGRATION CANADA PILOT

As part of their broader participation in the Government of Canada's Rural and Northern Immigration Canada program, Moose Jaw is actively striving towards creating an opening and welcoming community for new Canadians. A key partner in these efforts is the Moose Jaw Newcomer Welcome Centre, which serves immigrant newcomers to the City and surrounding region by providing guidance, support, resources and services. An innovative program offered by the Welcome Centre is the Healthy Living Project, which focuses on furthering integration into the Moose Jaw community for women and girls through physical activity, sports programs and healthy living. The Project offers monthly events such as swimming lessons, canoeing, yoga and so forth to encourage engagement and integration.



Canadian Association for the Advancement of Women and Sport and Physical Activity

Association canadienne pour l'avancement des femmes du sport et de l'activité physique





# GOAL: VIBRANT COMMUNITY



**DESIRED OUTCOME:** Battlefords residents enjoy and benefit from high-quality, animated parks and recreation amenities, with increased sense of community identity, pride and spirit.

## ALIGNMENT WITH FRAMEWORK FOR RECREATION IN CANADA



## JUSTIFICATION

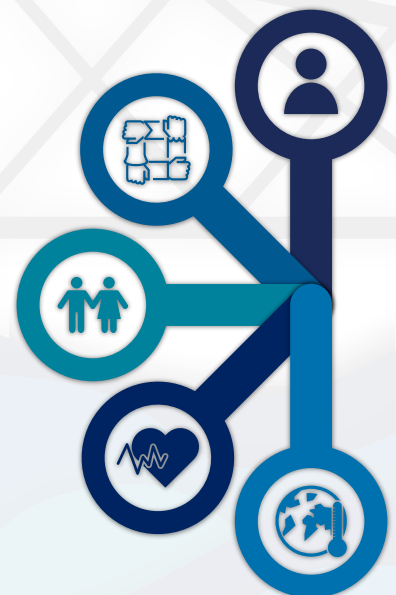
Trends & Review	✓
Resident Survey	✓
Community Groups/ Stakeholders	
Industry Experience & Knowledge	✓

## PRIORITIES

### RECOGNIZE PARKS AND RECREATION AS DYNAMIC, IMPORTANT ELEMENT OF REGIONAL AMENITY PROVISION.

When considering the right mix of amenities to make a region, city or town attractive places for visitors and provide high quality of life for residents, parks and recreation are important components that must be included. The provision of entertainment, cultural and recreation amenities, as well as access to the arts, and natural landscape all influence how a location is viewed and considered a place where people want to be. Cities that offer a range of experiences for their residents are viewed as more desirable places to live, visit and work.

To communicate the important roles parks and recreation plays in the Battlefords, the provision of parks and recreation should be incorporated into broader municipal and regional strategic planning and aligned with economic and health strategies to continue to foster regional growth.





## **FOCUS ON HOSTING COMMUNITY EVENTS THAT FOSTER INCLUSION AND A SENSE OF BELONGING.**

The City and Town currently host a variety of events throughout the year at the community, local and regional level. These events encourage use of parks and recreation, along with healthy active lifestyles and community cohesion. It should remain a priority to focus on hosting community events that will foster inclusion and a sense of belonging. Applying the community and environmental perspective framework to event planning and/or event strategies will provide a thorough evaluation and assessment of current events to determine any unintentional barriers or exclusions that may exist. In the short term there should be a focus on hosting outdoor events and consideration to online events that support community cohesion and engage people who have experienced isolation due to the COVID pandemic.

## **ENHANCE COMMUNICATION EFFORTS RELATED TO RECREATION AND CULTURE OPPORTUNITIES AND BENEFITS**

A series of communication methods are currently employed to spread awareness of the opportunities available to local residents and visitors. The City and Town's social media platforms, including Facebook, are utilized by department staff along with their respective websites. Leisure guides are produced by the City and distributed throughout the community. With that said, and with 62% of residents feeling adequately informed about opportunities, there are 31% of residents who identified being unaware of recreation opportunities as a barrier to participation and 37% stated better marketing was needed. Issues with communications and marketing were also concerns of community groups. To address this priority, it is recommended the City and Town work collaboratively to develop a regional leisure guide, produced at a minimum twice a year. Further actions to be considered include:

- Develop and execute a marketing plan, including establishing a regional parks and recreation brand
- Promoting opportunities provided by community organizations
- Gathering feedback from program attendees to learn how they heard of the program.

## **SUPPORT THE HOSTING OF MAJOR SPORT, ARTS AND CULTURAL EVENTS TO REALIZE ECONOMIC AND SOCIAL BENEFITS.**

Event tourism is extremely attractive as an economic generator for municipalities, and believed to confer a range of benefits, including social, cultural and economic. When considering hosting an event it is beneficial to view sport, art and cultural as one thing. All major events in the Battlefords should, when possible, have sport, art and cultural components to achieve broad long-term benefits such as increased community pride, economic development, and infrastructure legacy benefits for the community and contribute to the vibrancy of the City and Town. The Battlefords region should continue to pursue hosting major events, including multi-sport games, provincial/national level tournaments and cultural events. However, the regions governments should ensure that decisions related to the attraction and hosting of events and tournaments are done so in the best interests of the Battlefords community and in the interest of creating a lasting positive legacy for all. This priority would be supported by the creation of an event hosting strategy to guide decision making.



80%

### **ATTENDED A MAJOR EVENT**



90% AGREE

### **IMPORTANT TO HAVE COMMUNITY FESTIVALS**



97% AGREE

### **PARKS AND RECREATION SERVICES CAN CONTRIBUTE TO THE LOCAL ECONOMY BY ATTRACTING VISITORS AND NEW RESIDENTS**

## POTENTIAL IMPLEMENTATION ACTIONS

These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the aforementioned priorities. These potential implementation actions, along with the presented community innovation, should be taken as actions for consideration as the City and Town work together to achieve the desired outcome.

TACTICS	TIMELINE S, M, L	ROLES & RESPONSIBILITIES	PROJECTED COSTS
Investigate opportunities to host multi-sport games, provincial/national level tournaments and cultural events	O	City Town Community Partners	\$
Implement an Event Hosting Grant program	M-L	City Town	\$\$
Create a regional recreation brand with communication and marketing strategy	M	City Town	\$\$
Support the promotion of community and non-profit/partner organizations programming and services.	O	City Town Community Partners	\$
Expand hosting of community events in outdoor spaces and parks	O	City Town Community Partners	\$ - \$\$
Create a Special Event Hosting Strategy	M	City Town	\$

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

## COMMUNITY INNOVATION: SUMMERSIDE PEI, HELLO SUMMERSIDE

To encourage residents and visitors to explore and ask questions about their surroundings, Summerside, PEI launched the 'Hello Summerside' pilot project in summer 2019. Working with the UK initiative 'Hello Lamp Post', Summerside has added interactive codes to street furniture, lamp posts, garbage cans and notable sites throughout the City. People that encounter these objects can send a text message (using a code affixed to the object) to the object, learning more about the history of the community, to get more information on City initiatives and even to provide feedback on City initiatives. Since its launch, 'Hello

Summerside' has exchanged more than 20,000 messages with nearly 3,000 'players'. By passively engaging with and informing residents/visitors, Summerside has emerged as a Canadian innovator in sharing program information, stories and other data with inquisitive people willing to text things like bridges and garbage cans.





# 5 REGIONAL ALIGNMENT





# REGIONAL RECREATION COLLABORATION

The delivery of parks and recreation amenities and services in the Battlefords involves the City and Town for their respective communities, along with a variety of groups, organizations and stakeholders. While the City and Town partner on a variety of initiatives the primary delivery of services and development and management of infrastructure is generally done so independently. The motivation for engaging in this joint planning work was a recognition that as the region continues to grow, and to best support vibrant community growth, a more focused regional effort to provide parks and recreation amenities and services is required to ensure an appropriate supply to meet the demands of the regions' residents. Ultimately, a regional strategy will focus on addressing the identified needs viewed by community stakeholders as important and supporting facilities that provide benefits to the community at multiple levels (e.g. health, social, wellness) both directly and indirectly.

There are a variety of ways and levels of collaboration that municipalities can work together, this is illustrated in the figure below. This can include: working in collaboration to develop and operate recreation facilities or large park areas; sharing resources, such as staffing and maintenance responsibilities of parks and facilities; cost sharing agreements between municipalities, in which where one (or more) municipalities contribute financially to service provision based on agreed terms with the municipality who directly owns a facility. There are also examples in other provinces of regional recreation boards or commissions that act as an independent function of local government to deliver parks and recreation services in a defined regional area.

Municipalities may choose to work in collaboration due to a variety of motivating factors including the opportunity to provide a service where one did not exist; the ability to reduce costs while maintaining service levels; the correction or oversupply or duplication of services; the potential to improve the service without increasing costs. The general overarching motivation for municipalities to work together in the delivery of parks and recreation is the opportunity to offer improved and expanded services to residents, and the greater potential for cost-savings verses operating independently.

The decision making and actions taken related to the provision of parks and recreation has a direct impact on the functioning of other municipal departments and services areas; this includes but is not limited to community services, economic development, transportation and policing. The municipal provision of parks and recreation also has direct implications for provincial service delivery including health and education. Therefore, in the consideration and creation of regional recreation decision making there needs to be a focus on align the policy or program with the broader objectives and needs of all levels of government and key partner stakeholders, in order develop a collaborative environment that fosters successful partnership opportunities. Along with an alignment of stakeholder strategic directions to support a collaborative approach to investment.

## SCALE OF REGIONAL COLLABORATION



More and more, citizens live and think regionally. They belong to a larger geographic area and see their local community as part of a greater whole... and they expect collaboration among the various local governments that affect their lives.

Rural and urban families are becoming a more homogenous population as they seek the lifestyle they desire and the opportunities they need. For municipalities, this becomes a question of how to build a larger community... interdependence is replacing independence as the interests of communities and their residents converge.

*SUMA/SPRA - Intermunicipal Collaboration in Recreation: A Guide for Municipalities in a Growing Province (2015)*



# PATHWAY TO WORKING TOGETHER



96% AGREE

**MUNICIPALITIES IN THE REGION SHOULD WORK TOGETHER WHERE POSSIBLE TO PROVIDE PARKS AND RECREATION OPPORTUNITIES**



## BUILDING REGIONAL CAPACITY

Building regional capacities requires identifying opportunities for collaboration in infrastructure and service delivery as related to the provision of parks and recreation amenities and services in the Battlefords, as well as working closely with regional groups and other stakeholders. The following section expands on strategies and implementation tactics for the regional provision of parks and recreation amenities and service delivery.





# AMENITY DEVELOPMENT

One strategy that may assist the Battlefords to identify opportunities to collaborate is to first classify amenities according to geographic catchment area. Doing so may allow decision-makers to understand shared benefits that may be realized by working together to plan, develop and/or operate regional-scale facilities, while also perhaps deciding to maintain more individual municipality autonomy over neighbourhood or smaller scale facilities/amenities. Determining where and to what extent collaboration makes sense takes careful consideration in the Battlefords. The following chart classifies parks and recreation amenities into three categories: regional/specialty; local/municipal; neighbourhood. A definition, geographic catchment area, travel times, along with local examples are presented.

AMENITY SCALE	REGIONAL/SPECIALTY AMENITY	LOCAL/MUNICIPAL AMENITY	NEIGHBOURHOOD AMENITY
<b>DEFINITION</b>	A regional amenity is often multi-purpose, designed to a high standard and capable of hosting competitive sport and culture events. Special use amenities often target specific user groups at the regional scale, which may be used to host major events that attract users from a wide range. These amenities are regional destinations and may be co-located with retail and entertainment districts. Bookings are typically required, with limited opportunities for spontaneous recreation	Local or municipal amenities may be single use or multi-purpose, serving as venues for spontaneous recreation, senior and junior competitive sports/cultural activities, schools and recreation sporting associations. Facility bookings may or may not be required. These amenities typically attract users from within the Battlefords region, within each municipality, or attract residents of the City to the Town and vice versa.	Neighbourhood amenities will typically be single purpose and generally serve as locations for spontaneous recreation and possibly junior competitions/events. Bookings are typically not required.
<b>EXAMPLE FACILITIES</b>	CUPlex (NationsWest Field House, Co-Op Aquatic Centre, North-land Power Curling Centre, Dekker Centre), Battleford Flats, Campgrounds, Finlayson Island, Battlefords River Valley, Museums and Art Galleries	Alex Dillabough Centre, ACT Park, Civic Centre, Centennial Park, Off Leash Dog Parks, Skateboard/BMX Parks, Rectangular Fields, Tennis/Pickleball Courts, Battleford Lions Arena, Battlefords Lions Park, Libraries, Archery Building	Outdoor Rinks, Neighbourhood Playgrounds, Neighbourhood Sidewalks
<b>CATCHMENT AREA</b>	Battlefords and Neighbouring Regions	City of North Battleford, Town of Battleford, surrounding communities	Primarily from the immediate neighbourhood proximate to the amenity
<b>TYPICAL TRAVEL TIME</b>	15-30 minutes+ (vehicle) 30+ minutes (bicycle/walk)	10-15 minutes (vehicle) 30 minutes+ (bicycle/walk)	5 minutes (vehicle) Under 20 minutes (bicycle/walk)

If the City and Town agree to work together more collaboratively to deliver parks and recreation in the future, the following chart illustrates how the two municipalities may approach planning, building and operating parks and recreation infrastructure. If the City and Town identify an amenity as either regional or specialty, joint financing and operation plans should be developed to ensure equal responsibility and accessibility. It is meant to provide broad direction across all aspects of infrastructure development and management. However, it is important to note that **prior to any major public investment being made (i.e. >\$1M), more technical and detailed planning studies must occur** to best equip decision-makers to make informed and prudent decisions.

AMENITY SCALE	REGIONAL/SPECIALTY AMENITY	LOCAL/MUNICIPAL AMENITY	NEIGHBOURHOOD AMENITY
<p><b>PLANNING/DESIGN CONSIDERATIONS</b></p>	<ul style="list-style-type: none"> <li>• Often jointly planned/ designed, with extensive feasibility work involved</li> <li>• Often located in areas of mutual benefit to both municipalities, or, easily accessible at a regional scale</li> <li>• Planning/design often aligns with regional scale plans and strategies</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• What role does each municipality wish to play in planning/design?</li> <li>• Does the amenity plan/design align with the Joint Master Plan and other strategies?</li> <li>• Where does it make the most sense to locate the amenity?</li> </ul>	<ul style="list-style-type: none"> <li>• May be jointly planned/ designed, often less collaborative than regional/ specialty</li> <li>• Typically located within one municipality's boundary on purpose</li> <li>• Focus on alignment with municipal scale plans and strategies</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• To what extent might residents of both municipalities benefit from this amenity?</li> <li>• Would the planning/design of this amenity benefit from closer collaboration?</li> </ul>	<ul style="list-style-type: none"> <li>• Generally planned/ designed independently</li> <li>• Entirely located within one municipality, with clear catchment areas</li> <li>• Align with municipal plans and policies</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• Can or is it feasible for the amenity to be integrated into a broader regional network? (e.g. active transportation corridors, playgrounds, green spaces)</li> <li>• Is the other municipality likely to be planning/ designing a similar amenity? If so, how can work be more closely aligned?</li> </ul>
	<p><b>BUILDING CONSIDERATIONS</b></p>	<ul style="list-style-type: none"> <li>• Collaborative financed</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• How will financing contributions be determined? (e.g. per capita?)</li> </ul>	<ul style="list-style-type: none"> <li>• Often financed independently, but some degree of cost sharing may occur</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• Does it make sense to share some of the financing costs?</li> </ul>



AMENITY SCALE	REGIONAL/SPECIALTY AMENITY	LOCAL/MUNICIPAL AMENITY	NEIGHBOURHOOD AMENITY
<p><b>OPERATIONAL CONSIDERATIONS</b></p>	<ul style="list-style-type: none"> <li>• Can be operated by one or both municipalities, or a private operator</li> <li>• May involve structured cost sharing agreements</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• Will the amenity be jointly operated?</li> <li>• What responsibilities does each municipality have? (e.g. maintenance, utility costs, staffing)</li> <li>• How will user fees be determined?</li> </ul>	<ul style="list-style-type: none"> <li>• Often independently operated, but with programs available to all residents and visitors</li> <li>• Can involve differential user fee structures to lower barriers to residents in the other municipality</li> </ul> <p><b>KEY QUESTIONS</b></p> <ul style="list-style-type: none"> <li>• Will differential user fees be used for this amenity?</li> <li>• How will data be collected and shared?</li> </ul>	<ul style="list-style-type: none"> <li>• Generally operated and maintained by one municipality</li> <li>• Programs cater to immediate neighbourhood area</li> </ul> <p><b>KEY QUESTIONS:</b></p> <ul style="list-style-type: none"> <li>• Will user data be collected and if so, will it be shared?</li> <li>• Are there opportunities to collaborate on program designs to provide consistent service?</li> </ul>





# SERVICE DELIVERY

Service delivery is another key dimension to providing high quality parks, recreation and culture amenities and opportunities in the Battlefords. The following chart outlines some areas where it might make sense for the City and Town to collaborate on service delivery approaches, as well as areas that might be more appropriate to be addressed by each municipality individually.

GOAL	COLLABORATIVE	INDIVIDUAL MUNICIPALITY OR COLLABORATIVE
<b>MORE ACTIVE RESIDENTS</b>	<ul style="list-style-type: none"> <li>• Ensure consistent and aligned support for regional public health initiatives</li> <li>• Work together to develop regional policies and programs where appropriate (e.g. active transportation policies)</li> <li>• Share knowledge and best practices on an ongoing basis</li> <li>• Work with community partners together to identify opportunities to enhance regional health and wellness</li> <li>• Identify opportunities for sharing data</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct customer service audits of recreation facilities and services</li> <li>• Integrate best practices (e.g. physical literacy, sport for life) into programming</li> <li>• Conduct research into best practices and emerging trends that may be of unique importance to each municipality (i.e. informed by municipal plans, strategies and policies)</li> </ul>
<b>BUILDING COMMUNITY CAPACITY</b>	<ul style="list-style-type: none"> <li>• Work together to provide regional leadership, united by a common vision and providing advisory services</li> <li>• Establish a regional procedure and framework for collecting data/measuring</li> <li>• Develop a common community grant application with clear reporting standards, focus on accountability, and alignment with shared outcomes</li> <li>• Create a joint arts/culture organization and or parks/rec/culture liaison position</li> </ul>	<ul style="list-style-type: none"> <li>• Engage with volunteer and community groups to understand how to best serve them and support service delivery</li> <li>• Identify community ambassadors/champions to promote parks and recreation in each municipality</li> <li>• Identify strategies for building organizational and leadership capacity, as well as facilitate volunteerism</li> </ul>
<b>HEALTHIER FACILITIES AND PARKS</b>	<ul style="list-style-type: none"> <li>• Work together to develop policies and procedures to enhance facility utilization at a regional scale</li> <li>• Review user fees/charges to ensure fair and equitable access to facilities, services and programs</li> <li>• Consult with one another on capital plans and renewal/development priorities, identifying areas of alignment</li> <li>• Ensure alignment in facility/field allocation policies</li> </ul>	<ul style="list-style-type: none"> <li>• Work to integrate unstructured recreation opportunities and play elements in parks and open spaces</li> <li>• Integrate sustainable practices into operations and facility management and design</li> <li>• Establish strategies for ensuring public safety in parks and recreation/culture amenities</li> </ul>

GOAL	COLLABORATIVE	INDIVIDUAL MUNICIPALITY OR COLLABORATIVE
<b>ACCESS FOR ALL</b>	<ul style="list-style-type: none"> <li>• Jointly engage with marginalized communities in the Battlefords to address accessibility barriers, including the Indigenous community, LGBTQ2S+ groups, youth and seniors</li> <li>• Establish a strategy for affordable recreation and culture programs and subsidy access</li> <li>• Work to becoming an 'Age Friendly' region by developing initiatives that support the Battlefords' older adult/senior population</li> </ul>	<ul style="list-style-type: none"> <li>• Develop staff training protocols to ensure high quality service, sensitivity to diverse needs, and to deliver meaningful recreation experiences for residents</li> <li>• Develop programs and opportunities that align with Indigenous worldviews and support traditional values and culture, as well as for newcomers to the Battlefords</li> <li>• Conduct physical accessibility studies for recreation facilities and parks</li> </ul>
<b>VIBRANT COMMUNITY</b>	<ul style="list-style-type: none"> <li>• Work together with Destination Battlefords to enhance communication and marketing efforts</li> <li>• Work together to leverage regional amenities to host major sport, arts and cultural events to realize economic and social benefits</li> <li>• Create a Battlefords Regional Special Events Hosting Strategy</li> <li>• Implement and jointly fund an Event Hosting Grant Program</li> </ul>	<ul style="list-style-type: none"> <li>• Host community events that foster inclusion and sense of belonging for residents</li> <li>• Work with community and non-profit/partner organizations to enhance communication and promote programs and services offered by these groups</li> <li>• Offer a greater number and variety of community events in outdoor spaces and parks</li> </ul>



# REGIONAL PARTNERSHIP RECOMMENDATIONS

## THE GRANDE PRAIRIE REGIONAL RECREATION COMMITTEE

In 2016 the City of Grande Prairie and the County of Grande Prairie partnered to develop a Joint Recreation Master Plan to help direct both municipalities to invest in recreation in a more coordinated and collaboration fashion. The

Plan was developed using a very similar process to that employed in the Battlefords and included thorough research and community engagement and oversight from both City and County administrators and elected officials. The City and County were provided a Plan that outlined guidance on how to enhance the current state of public recreation either independently or in partnership. Both municipalities chose to do so in partnership.

Shortly after the Plan was accepted by both Councils, a decision was made to invite other municipalities in the region to participate. All those invited accepted the invitation and in 2017 the Towns of Beaverlodge, Wembley and Sexsmith, Village of Hythe and the M.D. of Greenview partnered with the City and County to form the Grande Prairie Regional Recreation Committee with formal terms of reference at both the administrative and elected official levels.

Since 2017 the Committee has explored a variety of options for collaboration related to recreation. Topics reviewed and analyzed have included regional information sharing, policy development, training, facility allocation, cost sharing and promotions and marketing. The group recently oversaw another survey of the regional public to understand trends since 2016 and has provided advice back to independent Councils on numerous items of regional significance. In partnership, all seven municipalities jointly fund a regional recreation coordinator position and associated budget and all are satisfied with the value received from their investment.

For more information on the committee, please visit <http://www.gprrc.ca/>.

GRANDE PRAIRIE REGIONAL  
**RECREATION**  
COMMITTEE



Based on the evaluated information contained within the State of Parks and Recreation Report, and in support of the identified strategic direction within this Master Plan, it is recommended that:

1. The City of North Battleford and the Town of Battleford jointly approve and adopt the regional recreation vision and goals outlined within this Master Plan.
2. A joint City Town Parks and Recreation Committee be formed to support the implementation of this Joint Master Plan and provide advice to Councils and Administration. The Committee should include Council, Administration and resident representation.
3. A process is established and agreed upon to define regional parks and recreation facilities and services.
4. A new conversation on regional cost sharing and responsibilities take place, aligning with the agreed upon definition of regional parks and recreation facilities.
5. A continued focus is given to creating a joint parks and recreation brand, under which regional opportunities, services and groups are promoted.



# 6

# EVALUATIONS AND MEASUREMENT





# EVALUATION

Evaluating the implementation of the Joint Master Plan will be a necessary and important first step in future years to understanding and capturing the benefits investing in parks and recreation conveys to the Battlefords' community.

To support the efforts of the City and Town to engage in the evaluation process a logic model has been created (please see appendix 4). A logic model is a graphic representation of the activities and desired outcomes presented within this Master Plan. It is intended to illustrate the desired change that can take place with the implementation of recommended actions guided by the principles and community and environmental perspectives framework which underpin this Plan.

This logic model is just a first step, the City and Town should **develop an evaluation plan** to create a structured and accountable approach to assess the efficiency and effectiveness of their efforts. The following section will present a measurement approach to support the evaluation of the implementation and operationalization of this Master Plan.

## WHY IS EVALUATION AND MEASUREMENT IMPORTANT?

In today's economic climate most governments, particularly at the municipal level, are tasked with delivering more services with less resources. As such, determining the value or performance of assets and services is often critical as it can be tied to funding and budgetary considerations. Furthermore, it is increasing important that governments, along with not for profit organizations, are accountable to funders (i.e. taxpayers, other levels of government) and show progression to stated strategic goals.





# MEASUREMENT

There are various methods to measure the performance of parks and recreation facilities and services. While traditional approaches to measuring success have focused on financial performance and registration and utilization data, these measurements do not capture the full value of parks and recreation. As parks and recreation facilities and services play a significant role in the quality of life of the communities in which they are located and serve. To fully measure the performance of parks and recreation facilities and services the focus needs to shift from outputs (such as revenue or registration numbers), to broader outcomes such as healthy people, healthy communities and healthy environment.

While measuring outputs may focus on measurements of activity and efficiency, the measuring outcomes focuses on measuring the accomplishment and effectiveness of actions. A shift to measuring outcomes will capture the full benefits of the public good created by the provision of parks and recreation facilities and services within the Battlefords. Measuring outcomes can be a challenging proposition as the units of measurement are often subjective in nature. To overcome this challenge, measurement should focus on a small number of key metrics and focus on change within the Battlefords community over time versus comparisons with other communities.

The following measurement metrics are proposed to support the goals identified within this Master Plan.

GOAL	OUTCOME	POTENTIAL VALUE METRICS
<b>MORE ACTIVE RESIDENTS</b>	Battleford residents of all ages and abilities have the fundamental skills, competence, confidence and motivation to pursue a variety of leisure pursuits which will keep them happy and well	<ul style="list-style-type: none"> <li>• Regional Sport for Life policy adopted</li> <li>• Reduced rates of chronic illness and disease</li> <li>• Increased support for new programming</li> </ul>
<b>BUILDING COMMUNITY CAPACITY</b>	Collaborations, partnerships and volunteerism are strengthened to expand the reach and impact of parks and recreation	<ul style="list-style-type: none"> <li>• Improved volunteer recognition</li> <li>• Stable or increasing rates of volunteerism</li> <li>• Greater number of partnerships in the arts and culture sector</li> </ul>
<b>HEALTHIER FACILITIES AND PARKS</b>	Recreation facilities, spaces and parks within the Battle-fords encourage community cohesion and participation in a variety of leisure pursuits	<ul style="list-style-type: none"> <li>• More community programming run in parks</li> <li>• Creation of an allocation policy and fees and charges policy</li> <li>• Reduced operational environmental impact</li> <li>• Integration of CPTED principles</li> </ul>
<b>ACCESS FOR ALL</b>	Parks and recreation facilities, services, and programming are accessible, inclusive and safely support the needs of a growing and diverse population	<ul style="list-style-type: none"> <li>• Staff awareness and support of equity and inclusion increased.</li> <li>• Facilities are universally accessible</li> <li>• Reduced anti-social behaviour of youth</li> <li>• Increased Indigenous participation in structured and non-structured activities</li> </ul>
<b>VIBRANT COMMUNITY</b>	Battlefords residents enjoy and benefit from high-quality, animated parks and recreation amenities, with increased sense of community identity, pride, and spirit	<ul style="list-style-type: none"> <li>• Greater community participation in events</li> <li>• Event Hosting Strategy is jointly developed</li> <li>• Regional recreation guide is developed to promote parks and recreation opportunities</li> <li>• Improved mechanisms for gathering community feedback</li> </ul>

This Plan establishes a common vision and foundation from which the City and Town can work both independently and jointly. Throughout this Master Plan, potential implementation actions have been identified for each goal. This is not intended to be a definitive list, as additional capital and operating expenditures, as well as other initiatives outside the scope of this Plan may be identified and prioritized in the future. By adopting this Master Plan, the City and Town are not bound to implementing every recommendation; rather, this Plan provides guidance on community priorities and sets a general course for meeting the needs of residents as they are currently understood.



**A**

# APPENDIX A: LIVING WITH COVID-19 IN CANADA AND POST PANDEMIC OPPORTUNITIES





The community recreation sector has faced unparalleled challenges and upheaval from the coronavirus pandemic of 2020 (COVID-19). As reported transmission of the disease has begun to ease, society as a whole has been tasked with the process of re-opening public spaces, facilities and services. The transition from a response to recovery phase will need to be a measured and thoughtful approach that is flexible and reactive to the unknown path this virus, and others, may take in the future.

The experience of this pandemic event will undoubtedly change the delivery of important services like community recreation as an expected shift in public behaviour and risk tolerance will influence operating practices, participation levels and the design of public parks and recreation facilities and spaces. Participants will need to be convinced and reassured that recreation and public spaces are "safe". This will need to be an organized approach that aligns recreation with public health. A unified collaboration between sectors, and between all levels of government, will hopefully lead to consistent messaging to participants, volunteers, coaches and organizers; and ultimately added comfort and assurance to participants.

## RECREATION MANAGEMENT

While this has been a challenging time for the community recreation sector, it has also underscored the vital importance of community recreation for citizens. As the Canadian Parks and Recreation Association stated "...past crises have proven that recreation is one of the first and most crucial services to return to communities. It plays a critical role in the mental and physical health recovery of citizens, and in community social and economic revival."<sup>1</sup> Community recreation clubs and organizations play a vital role in providing opportunities for citizens to take part in affordable activities and to enjoy sport and physical activity on a daily basis. They are an important component of the social fabric of all communities across Canada.

There will be various timeframes and procedures for restarting community recreation activities, due to health factors such as varying levels of transmission and recovery across Canada and health care system capacity (particularly in rural or underserved areas). As well as, activity related factors such as contact level of participants and indoor/outdoor provision of activity. Many provincial and National sport governing bodies have been establishing task forces (e.g. Rugby Canada Return to Play) and developing guidelines to communicate with local clubs and organizations as to what the 'new normal' may look like. Sporting culture norms such as shaking hands post games or celebrating a goal with team mates are contrary to the new requirements of physical separation. Education will play a key component in helping to shift expectations and behaviours of participants prior to the resumption of activities. Sharing relevant public health information with members and volunteers on new hygiene practices and the promotion of required behavioural shifts will make for an easier adjustment for all.

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1 <https://www.cpra.ca/covid19>

## PARK MANAGEMENT

In times of stress, people turn to the outdoors and nature for its restorative mental and physical benefits. With more and more residents utilizing the outdoors to cope with stress, maintain fitness, and to socialize safely, new management demands have emerged. Parks and trail operators recognize the importance of providing residents with access to nature and the outdoors but must also manage and mitigate the challenges created by public health measures. In some cases, some of these outdoor spaces and places – if unmanaged – can and have become places where residents do not or cannot abide by public health guidelines and requirements. To ensure that residents can continue to enjoy and reap the benefits of the outdoors, municipalities must develop new strategies and approaches to parks and outdoor space management.

In the initial stages of the public health measure responses to the COVID-19 pandemic, many parks and trails were closed to residents to minimize risk of spread. While this response was potentially the easiest and most straightforward, it removed one of the most significant opportunities that the parks and recreation sector has to help residents build and sustain mental and physical resiliency needed to comply with physical distancing measures. Parks, trails and the outdoors should be positioned as key to helping residents sustain the social and physical restrictions created by COVID-19. Developing a comprehensive and well thought out visitor management plan, municipal parks and outdoor space managers can appropriately apply 'tools' in an integrated manner, helping to mitigate risk. Eight tools have been identified that may be of particular value in the Battlefords.

1. Temporarily Adjust Site Design & Permitted Uses to Support Physical Distancing
2. Actively Disperse Visitors Throughout the Park System
3. Establish Visitor Carrying Capacities for the Busiest Parks and Trails
4. Provide Essential Infrastructure that Allows Visitors to Minimize Transmission
5. Actively Educate Visitors and Demonstrate Appropriate Behaviors
6. Backstop Indirect Visitor Management Actions with Regulation and Enforcement
7. If Closure is the Only Option, Keep Residents Connected to their Parks...Virtually
8. Start Recovery Marketing and Communications Planning Now

Parks, trails and open spaces are essential public services. Residents are increasingly looking to parks and trails as beacons of hope, places for restoration, and spaces where they can escape from pressures and fears, even just for a short time. It is critical that residents can access these spaces and places at the current time when they are most needed. Parks and trail managers in the Battlefords have an opportunity to adopt new tools and approaches to manage parks, trails, open spaces, and visitors within them to ensure continued public access to these important amenities.

## FUTURE THINKING

It can be assumed that the COVID-19 pandemic will eventually end and the current restrictions will ease. There will be lasting changes that come from this event for parks and recreation, from visitor management and facility design to program delivery and participant expectations. Additionally, there will be lasting changes to society as a whole, which will impact how communities interact and gather for some time.

There is great value in taking time to evaluate what went right, what went wrong and how the organization could be better prepared. Future responses to crises will evolve from the experiences of 2020 building on research, public health evidence and lessons learned across all sectors of society, including recreation and sport organizations.

# **B** APPENDIX B: IMPLEMENTATION ACTION PLAN





These potential implementation actions are not presented in a given order, and should not be considered the only possible actions to address the identified priorities. These potential implementation actions should be taken as actions for consideration as the City and Town work together, along with other regional governments and community partners when appropriate, to achieve the desired state of parks and recreation in the Battlefords.

**Timeline:** Short Term (S) = 0-2 years; Medium Term (M) = 2-4 years; Long Term (L) = >5 years; Ongoing (O)

**Roles & Responsibility:** City of North Battleford; Town of Battleford; Community Partners

**Projected Costs:** Low = \$; Medium = \$\$ High = \$\$\$

GOAL	PRIORITY	ACTIONS	TIMELINE	ROLES & RESPONSIBILITIES	CAPITAL COSTS	OPERATING COSTS
MORE ACTIVE RESIDENTS	Ensure parks and recreation amenities, programs and services support and provide appropriate, equitable and impactful opportunities in the Battlefords	Research best practices from other parks and recreation systems and develop an agenda of potential new arts and recreation programming offerings	O	City Town		\$
		Conduct a customer service audit of recreation facilities and services	S	City		\$
	Create policies and procedures to support the active engagement and support lifelong participation in parks and recreation	Integrate fundamental movement skills into programming to support lifelong participation	S	City		\$
		Develop educational resources for parents to inform them of the value of physical literacy, physical activity and recreation for children and youth	S-M	City Town		\$
		Establish an active transportation policy	S-M	City Town	\$	\$
	Support regional public health initiatives	Engage community partners (health, education, justice) to identify opportunities for parks and recreation to enhance community health and wellness and support evolving public health initiatives in the region	S-M	City Town Community Partners		\$

GOAL	PRIORITY	ACTIONS	TIMELINE	ROLES & RESPONSIBILITIES	CAPITAL COSTS	OPERATING COSTS
BUILDING COMMUNITY CAPACITY	Support community groups to build organizational and leadership capacity	Conduct ongoing assessments with community groups to determine how best to serve them and support service delivery	O	City Town Community Partners		\$
		Promote new technologies and innovations to support active residents	S-M	City Town	\$	\$
		Work with community groups to create a regional community arts and culture organization	S-M	City Town Community Partners		\$
	Facilitate and foster volunteerism in the region	Develop resources and tools to support recreation service delivery partners in such areas as volunteer recruitment and training, board development, fundraising, planning and community engagement	S-M	City Town		\$
	Establish a regional leadership team that is united by a common vision and acts as an advisory body for parks and recreation	Create and implement a regional procedure for gathering data from the community to ensure decision making, policy evaluation and benefit measurement	S	City Town	\$	\$
		Identify community ambassadors/champions to promote parks and recreation programs and services	O	City Town Community Partners		\$
HEALTHIER FACILITIES AND PARKS	Deliver high-quality parks and recreation infrastructure efficiently and effectively	Identify facilities in need of renewal and development, set priorities for targeted upgrades as part of ongoing capital planning	S - L	City Town	\$\$ - \$\$\$	\$ - \$\$\$
		Incorporate unstructured recreation opportunities and play elements in parks and open spaces	S - M	City Town	\$	\$ - \$\$
		Identify how to best support community groups to offer programming in parks and open spaces	S	City Town Community Partners		\$

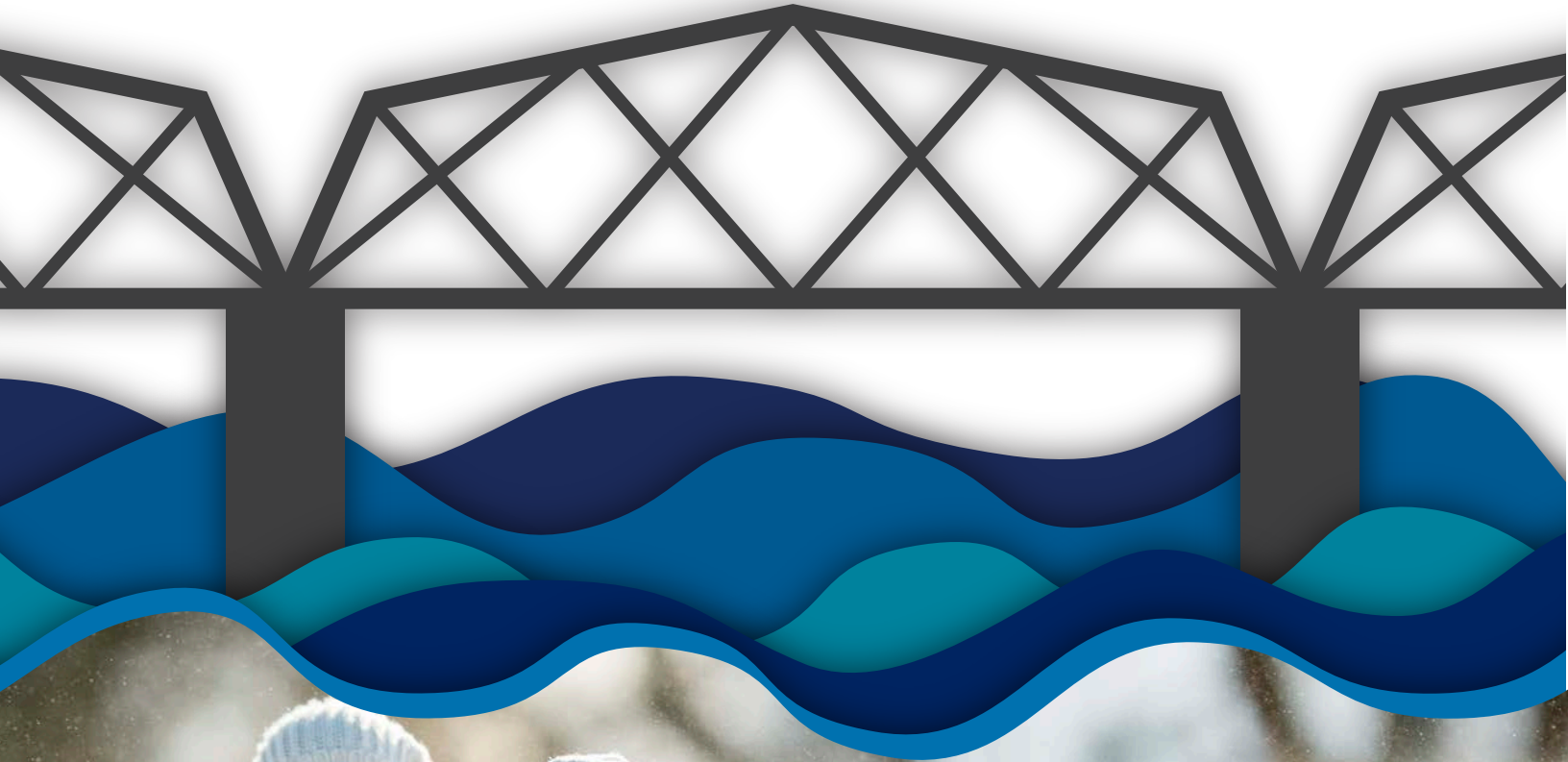
GOAL	PRIORITY	ACTIONS	TIMELINE	ROLES & RESPONSIBILITIES	CAPITAL COSTS	OPERATING COSTS
HEALTHIER FACILITIES AND PARKS	Employ leading sustainable practices to operations and facility management and design	Establish annual priorities for trail construction and maintenance, sidewalk repair and bike lane construction and maintenance to improve connectivity and promotion of active transportation	S - M	City Town	\$\$	\$ - \$\$
		Conduct a feasibility study to look at energy savings and renewable energy	S	City Town		\$ - \$\$
	Develop policies, procedures and program to facilitate and encourage use of parks and recreation facilities, services and programs	Review current fees and charges and develop guidelines to ensure fair and equitable access to the Battlefords recreation facilities, services and programs.	S	City Town		\$
		Develop a Facility and Field Allocation Policies to ensure effective and efficient use of City and Town resources	S	City Town		\$
		Establish an "Adopt a park" and "Adopt a trail" program to increase positive activities within parks, and facilitate residents' sense of ownership of park spaces	S	City Town	\$	\$
ACCESS FOR ALL	Provide equitable access to facilities, services and programs; ensure all parks, spaces and facilities are welcoming to all	Develop training to ensure staff positively contribute to delivering high-quality, safe, and meaningful recreation experiences for all residents	S	City Town		\$
		Implement a strategy for affordable recreation and subsidy access	S-M	City Town		\$\$



GOAL	PRIORITY	ACTIONS	TIMELINE	ROLES & RESPONSIBILITIES	CAPITAL COSTS	OPERATING COSTS
ACCESS FOR ALL	Support quality spaces and programs that respond to the Battlefords evolving needs	Create programming orientated to welcoming new-comers to the Battlefords and building community spirit by introducing residents to parks and recreation opportunities	S - M	City Town		\$
		Work towards becoming a recognized 'Age Friendly' City and Town. Develop and implement initiatives targeting older adult/senior participation in leisure activities	M	City Town	\$ - \$\$	\$ - \$\$
		Include LGBTQ2S+ inclusion and awareness in all programs, services and facilities	S	City Town Community Partners		\$
	Ensure parks and recreational spaces, programs and services represent Indigenous voices and culture	Develop recreation and arts programming that aligns with Indigenous worldview, and supports traditional values and culture	S	City Town Community Partners		\$
	Create meaningful opportunities to engage youth to identity barriers and experienced challenges	Include youth representation on Parks and Recreation Advisory Committee	S	Town		
	VIBRANT COMMUNITY	Recognize parks and recreation as dynamic, important element of regional amenity provision	Incorporate parks and recreation into broader municipal and regional strategic planning	O	City Town	
Focus on hosting community events that foster inclusion and a sense of be-longing.		Expand hosting of community events in outdoor spaces and parks	S - M	City Town Community Partners		\$\$

GOAL	PRIORITY	ACTIONS	TIMELINE	ROLES & RESPONSIBILITIES	CAPITAL COSTS	OPERATING COSTS
VIBRANT COMMUNITY	Enhance communication efforts related to parks and recreation opportunities and benefits	Create a regional recreation brand with communication and marketing strategy	M	City Town		\$\$
		Support the promotion of community and non-profit/partner organizations programming and services	O	City Town Community Partners		\$
	Support the hosting of major sport, arts and cultural events to realize economic and social benefits	Investigate opportunities to host multi-sport games, provincial/national level tournaments and cultural events	O	City Town Community Partners		\$
		Create a Special Event Hosting Strategy	M	City Town Community Partners		\$
		Implement an Event Hosting Grant	M - L	City Town		\$\$

# C APPENDIX C: AMENITY PRIORITIZATION FRAMEWORK





Although the recreation facilities and services currently found throughout the Battlefords area are currently at an appropriate level of service, maintaining this level of service into the future will require a combination of both sustaining existing facilities and services and investing in new facilities and services to ensure relevance and address growth.

The following framework and the list of amenity priorities it generates has been developed to help the City and Town collectively prioritize future recreation investment (either in existing or new facilities and services) and is based on input received from residents and community groups of both the City and the Town. It is meant to provide broad direction across all aspects of infrastructure development and management. However, it is important to note that prior to any major public investment being made (i.e. >\$1M), more technical and detailed planning studies must occur to best equip decision-makers to make informed and prudent decisions.

The City and Town do not have unlimited resources and cannot meet every demand. As such it is important to prioritize the various potential amenity projects. Prioritization does not necessarily mean that one project has more value than another but rather that through an assessment, one project should take precedence over another. The framework presented herein describes the criteria and weighting utilized to rank projects. Each potential amenity receives a score for each criteria which is then multiplied by the weight. All scores are then added and then rank ordered from high to low score – this indicates the priority (see charts below for scores).

CRITERIA	3 POINTS	2 POINTS	1 POINT	0 POINTS	WEIGHT
<b>Is the project multipurpose and accessible to the majority of community members and groups?</b>	Accessible to all residents. Indicators of support from non-users and desired utilization from multiple user groups.	Accessible to most residents. Indicators of support and desired utilization from multiple user groups.	Accessible to some residents. Limited indicators of support from community user groups.	Accessible to a few residents. Limited or no known indicators of support from community user groups.	3
<b>What are the net cost impacts of the project?</b>	Low overall cost impact	Moderate overall cost impact	High overall cost impact	Not likely to be financially feasible	3
<b>Does the project respond to identified demand?</b>	More than 30% support in household survey. Indicators of support from many community users.	More than 20% support in household survey. Indicators of support from community users.	More than 10% support in household survey. Limited indicators of support from community users.	Less than 10% support in household survey. Limited or no known indicators of support from community users.	3
<b>Does the project enhance event hosting capacity?</b>	Provides significant opportunity to expand and enhance event hosting capacity.	Provides a moderate enhancement to event hosting capacity.	Provides a limited enhancement to event hosting capacity.	Does not enhance event hosting capacity	2
<b>Does the project align with Regional Policies and Strategies?</b>	Directly responds to and aligns with more than three Regional (City and/or Town) policies and/or strategies.	Directly responds to and aligns with two Regional (City and/or Town) policies and/or strategies.	Directly responds to and aligns with one Regional (City and/or Town) policies and/or strategies.	Does not align with any Regional (City and/or Town) policies and/or strategies.	2
<b>Does the project enhance regional recreation amenity inventory?</b>	Provides a new recreation amenity to the region and expands programming and hosting capacity	Significantly improves the capacity in the region	Moderately improves capacity in the region	Multiple amenities already available in the region	1
<b>Does the project have any supporting fiscal or operational partnerships?</b>	Partnership opportunity exists to support construction and/or operations, valued at more than 35% of total cost.	Partnership opportunity exists to support construction and/or operations, valued at more than 20% of total cost.	Partnership opportunity exists to support construction and/or operations, valued at more than 10% of total cost.	The project has no known partnerships	1

Based on the information outlined in the State of Parks and Recreation Report, the following prioritization rankings have been determined for indoor and outdoor amenities.

## PRIORITY RANKED INDOOR FACILITIES AND SPACES

INDOOR FACILITY OR SPACE	TOTAL	RANK
Indoor Ice Arenas	33	1
Multi-purpose Sport Surfaces (e.g. cement pad for roller/ball hockey, roller derby, lacrosse)	32	2
Social/Banquet Facilities	26	3
Indoor Sport Fields (e.g. soccer)	24	4
Fitness/Wellness Facilities (e.g. aerobics/strength training)	23	5
Lane Swimming Pools	23	5
Leisure Ice Skating Surfaces	23	5
Leisure Swimming Pools	23	5
Show/Event Facilities (e.g. concerts/trade fairs)	23	5
Dedicated Youth Centre Spaces	22	10
Indoor Courts/Gymnasium Spaces (e.g. including tennis and pickleball, basketball, volleyball, etc.)	22	10
Dedicated Seniors Activity Spaces	21	12
Indoor Child Play Spaces	21	12
Program Spaces (multi-use, i.e. yoga, aerobics, etc.)	20	14
Meeting Spaces	19	15
Agricultural Facilities (e.g. indoor riding arena)	18	16
Indoor Tracks for Fitness/Jogging/Walking	18	16
Community Group Office Spaces	17	18
Climbing Wall	12	19
Court Sport Spaces (e.g. racquetball/squash)	12	19
Cheer Program Spaces	10	19
Combative Sports Spaces (e.g. judo, karate)	10	19
Dance Program Spaces	10	19
Curling Facilities	8	24

## PRIORITY RANKED OUTDOOR SPACES

OUTDOOR FACILITY OR SPACE	TOTAL	RANK
Support Amenities (e.g. lighting, water fountains, seating, washrooms)	27	1
Multi-Use Trails (non-mechanized)	22	2
Athletic Grounds (track and field)	21	3
Ball Diamonds	21	3
Natural Areas	21	3
Event Grounds for Special Events	20	6
Artificial Turf Fields	19	7
Campgrounds (with services)	19	7
Outdoor Swimming Pools	18	9
Passive Park Spaces	18	9
Picnic Areas	18	9
Playgrounds and Tot Lots	18	9
Toboggan Hills	17	13
Cross Country Ski/Snowshoe Trails	16	14
Outdoor Bandstands/Amphitheaters	16	14
Agricultural Areas (i.e. equestrian areas)	15	16
Mountain Bike Parks	14	17
Rectangular Grass Fields (for rugby, football, soccer)	14	17
BMX Bicycle Parks	13	19
Dog Off-Leash Areas	13	19
Beach Volleyball Courts	11	21
Hard Surface Courts (for basketball, ball hockey)	11	21
Outdoor Water/Spray Parks	11	21
Pickleball Courts	11	21
Tennis Courts	11	21
Motorized Trails	10	26
Outdoor Boarded Hockey Rinks	10	26
Disc Golf Courses	9	28
Golf Courses	8	29
Outdoor Recreation Skating Rinks (non boarded)	8	29
Skateboard Parks	6	31



# D APPENDIX D: LENS CASE STUDY



The following case study illustrates how the community and environmental perspective framework might be applied using a recommended action item: Work towards becoming a recognized 'Age Friendly' City and Town. Develop and implement initiatives targeting older adult/senior participation in leisure activities.

## OBJECTIVE

Creation of an Older Adult Action Plan. The Action Plan will outline a regional strategy to support parks, facilities and programs that allows all older adults in the Battlefords to engage in meaningful social, cultural and recreational experiences; as well supports broader aging in place community goals.

## CONTEXT

Canada's senior-aged population is growing over time. It is important to make decisions now as a community as to how to design places and spaces and deliver programs and services to enable seniors to stay active and engaged in their communities. The World Health Organization developed the Global Age-Friendly Cities project in 2006, seeking to support healthy aging in communities around the world by examining a few areas of the built form, programs and community initiatives. These focus areas include:

- Outdoor spaces and building
- Housing
- Social engagement/participation
- Transportation
- Respect and inclusion
- Participation and employment
- Communication and information
- Support and health services

To support Saskatchewan municipalities to improve WHO focus areas at a local and regional scale, the Saskatchewan Seniors Mechanism<sup>1</sup> is leading the Age-Friendly Saskatchewan Initiative. Age-Friendly Saskatchewan seeks to encourage communities to become better, healthier and safer places for seniors to live and thrive, dovetailing with other initiatives working to minimize risk factors for elder abuse.<sup>2</sup>

The Battlefords' senior-aged population is expected to grow in the coming years. At the same time, the regional population is diverse: immigration rates are increasing over time and the Battlefords has a significant percentage of Indigenous residents, as well as several low-income households. Age-friendly communities are all about respect and inclusion, with particular importance placed on recognizing the contributions, uniqueness and diversity of senior populations, encouraging healthy lifestyles, ensuring that environments are safe and accessible for all, that contributions, viewpoints and wisdom of seniors are valued, and that people of all ages, abilities and cultures are treated with dignity and respect.

## STEP 1: CONSIDER ASSUMPTIONS

The first step in applying lenses to decision-making is to consider what assumptions that might influence experiences and beliefs. As mentioned, the Battlefords population is aging, there is a significant proportion of Indigenous residents, and several low-income households. In relation to age-friendly communities: how might your experiences and beliefs inform decision-making?

## STEP 2: IDENTIFY & ASK THE LENS QUESTIONS

Identifying lenses and key questions to keep in mind in decision-making processes can help to ensure that diverse perspectives are both considered and reflected in eventual decision/outcomes. What lenses could be applied to the creation of an older adult focused recreation strategy in the Battlefords?

Recommended lenses to apply: Indigenous, equity and inclusion, youth, public health and climate.

Questions to ask on pages 23-25 of the Joint Master Plan report.

1 <https://skseniorsmechanism.ca/about-us/mission-vision/>

2 <https://agefriendlysk.ca/about/>

## STEP 3: EVALUATE

After engaging with the lenses, it is discovered that the answer is no or unsure to one or more of the questions outlined in the framework. Therefore, it is identified that additional consideration is required to ensure the strategy is in the best interest of the community and free of barriers. Proceed with three step evaluation process.

### LENS EVALUATION – 3 STEP PROCESS

#### 1. ASK

Reach out to those who could help, including colleagues with experience creating and implementing similar policy and/or programming (i.e. policy learning, lesson drawing). Ask the necessary questions.

##### **Lens: Indigenous**

- What are the perspectives of Indigenous elders and leaders in the region related to this strategy?

##### **Lens: Equity & Inclusion**

- How can this strategy best consider universal design considerations? (i.e. accessible for those of all physical and cognitive abilities)
- What are the safety considerations of the Battlefords senior residents?
- Are programs or processes being considered accessible to those with low incomes?

##### **Lens: Youth**

- How can this strategy best facilitate or foster inter-generational learning opportunities?

##### **Lens: Public Health**

- How can health promotion strategies/education elements that are relevant and reflective of the Battlefords' senior community be best incorporated into the strategy?
- What learning can occur from Saskatchewan Public Health or the Saskatchewan Seniors Mechanism to support this strategy?

##### **Lens: Climate**

- What support amenities are necessary to support Battlefords seniors to participate in or benefit from this policy, program or practice? (i.e. shade, cool areas, warmer areas)

#### 2. LISTEN

Engage with community members, provide meaningful opportunity to share their knowledge and perspective of how the policy, program and practice being considered would impact them.

##### **Lens: Indigenous**

- Discover what recreation and cultural opportunities are important to Indigenous older adults.
- Understand how reconciliation or past historical trauma might be considered.

##### **Lens: Equity & Inclusion**

- Determine best practices related to universal design considerations
- Reflect on the safety considerations of the Battlefords senior residents
- Recognize accessibility concerns of those with low incomes

##### **Lens: Youth**

- Engage youth to determine how intergenerational programs might best function as part of the strategy

##### **Lens: Public Health**

- Determine what existing health promotion strategies and education elements align with this strategy

##### **Lens: Climate**

- Recognize the impacts of climate on recreation, consider how this strategy can best adapt to ensure future adequate provision

#### 3. LEARN

Read any additional relevant research to further inform adapting the proposed strategy to remove identified barrier or issue of exclusion.

Identify and evaluate options based on information gathered on how to best proceed with the strategy. Make necessary adjustments to the strategy.



## STEP 4: TAKE ACTION

Once lenses and related questions have been asked and evaluated, the final step is to take action – in this case study that would be to approve and adopt the Older Adult Action Plan that has been reconsidered and adapted in light of the information and insight learned by applying the lenses and working through the community perspective framework.

In taking action, it is also a good idea to adhere to structured data collection processes and evaluative frameworks to track progress, measure success and celebrate outcomes achieved. A major advantage of employing a lens approach, as well as considering strategic goals identified by funding organizations, is that the Battlefords will be well-positioned to capitalize on any grant or partnership opportunities that may arise now and into the future.



# **E** APPENDIX E: LOGIC MODEL





**LENS FILTER**





# F APPENDIX F: POTENTIAL FUNDING MODELS



In Saskatchewan, examples of regional collaboration in recreation delivery are scarce. Despite efforts by the Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Parks and Recreation Association (SPRA) partnering to develop Intermunicipal collaboration toolkits and literature, the existence of regional collaboration, such as joint committees/boards, sharing of resources, infrastructure development, cost sharing, and joint promotion/marketing activities. It should be noted that formal cost sharing agreements between municipalities is very limited; however, there are regional administrative networks in place for information sharing on a regional basis throughout Saskatchewan.

Regional collaboration in other parts of Canada, such as the Maritimes, Alberta and Manitoba, is realized as an opportunity to optimize and improve services. There are various forms of regional collaboration that occurs in those areas. In regards to funding models or cost sharing agreements, the majority of the relationships are based on the following approaches, which are presented in order of most common to least common:

1. Cost shared based on usership percentage by point of origin.
2. Cost shared based on percentage equivalent to the population in a defined market catchment area. Catchment areas typically align with established electoral or municipal boundaries rather than user travel patterns or facility locations.
3. Cost shared based upon agreed amount or percentage not linked to population or utilization.
4. Fixed amounts based on agreed upon factors such as community size (e.g. communities up to 5,000 population receive \$50,000) or types of facilities (e.g. every arena in a community is allotted \$25,000).
5. Per capita amount based on an agreed to market population served (e.g. \$100 per person per year).
6. Contributions linked to assessment base (e.g. a smaller or rural municipality provides a percentage of its assessed tax revenues to the larger or urban municipality for recreation purposes).




While there may be other agreements outside the scope of the six identified above, this list does summarize the most common approaches municipalities in Canada adopt.















The following chart is meant to provide insight as to how the City and Town could share responsibility in the delivery of regional parks and recreation services. The opportunities and challenges of each approach are presented. When reviewing different cost and responsibility sharing approaches, the following considerations can help ensure that an agreement achieves the intentions of all parties involved.

## CONSIDERATIONS FOR ESTABLISHING REGIONAL RELATIONSHIPS (OR NOT)

	<b>Shares operational and capital cost risk between both partners</b> – enabling all parties to benefit from higher levels of use and revenue as well as share in the risks related to capital and operating cost (including life cycle reserves) fluctuations related to recreation facilities, spaces and services.
	<b>Account for indirect benefits of recreation accrued to non-users</b> – ensuring that everyone who benefits, both directly and indirectly, are accounted for.
	<b>Create an incentive for all parties to increase participation</b> – creating a situation where increased utilization of recreation amenities is in the best interest of all parties, thereby creating maximum benefit in the region.

The following table presents the different cost and responsibility sharing options currently in practice across Western Canada considering the points presented above. It is important to note that in all instances where cost sharing occurs, it is important to provide the ability for all funders to influence operating and capital decision making; this is most likely to occur in proportion to the level of responsibility taken on.

## COST SHARING OPTIONS

COST / RESPONSIBILITY SHARING APPROACH	THIS APPROACH DOES...	THIS APPROACH DOESN'T...
Cost shared based on usership percentage by point of origin.		
Cost shared based on percentage equivalent to the population in a defined market catchment area.		
Cost shared based upon agreed amount or percentage not linked to population or utilization.		
Fixed amounts based on agreed upon factors such as community size or types of facilities.		
Per capita amount based on an agreed to market population served.		
Contributions linked to assessment base.		

*It is important to note that in all instances where cost sharing occurs, it is important to provide the ability for all funders to influence operating and capital decision making; this is most likely to occur in proportion to the level of responsibility taken on.*

# G APPENDIX G: PROGRAM DEVELOPMENT FRAMEWORK



The City and Town do provide some direct programs and opportunities, but they are not the only service provider for residents. Parks and recreation, including cultural and arts programming and experiences, are currently provided by local non-profit, private and public sector organizations.

When new programming opportunity demands arise, as identified by research and community engagement, the City and/or Town should first work with local community groups to see if there is the ability and appetite to respond without necessitating City/Town staff involvement.

The City/Town should not compete with the non-profit (or private sector) in program provision. If there is no interest and/or capacity externally, the City/Town will need to determine whether or not to provide the program or experience on its own. Key considerations would include financial and social benefit return as well as alignment with goals and visions contained herein.

The following decision-making framework is intended to help guide actions around the provision of new parks and recreation programming and experiences in the Battlefords.

