

Recreation and Parks Master Plan

CITY OF SASKATOON

December 2015



Recreation and Parks Master Plan

CITY OF SASKATOON

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

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Acknowledgments

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More specifically, thanks go out to:

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- Members of City Council and Administration who participated in interviews and meetings;
- Representatives (elected officials and administrators) from regional municipalities who participated in interviews and meetings;
- Representatives of volunteer groups and recreation and parks stakeholders who answered questionnaires and attended meetings to discuss their needs; and
- All other key stakeholders who provided information and attended meetings when asked.

Special thanks go to the Community Feedback Committee, the Project Steering Committee and project liaison who provided advice, information, support, and opinions; who recognized the importance of investing in long range planning; and who displayed the fortitude to make decisions in the best interest of the city.

Community Feedback Committee

- Meewasin Valley Authority—Mike Velonas
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- University of Saskatchewan: Kinesiology—Paul Rogal
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Executive Summary

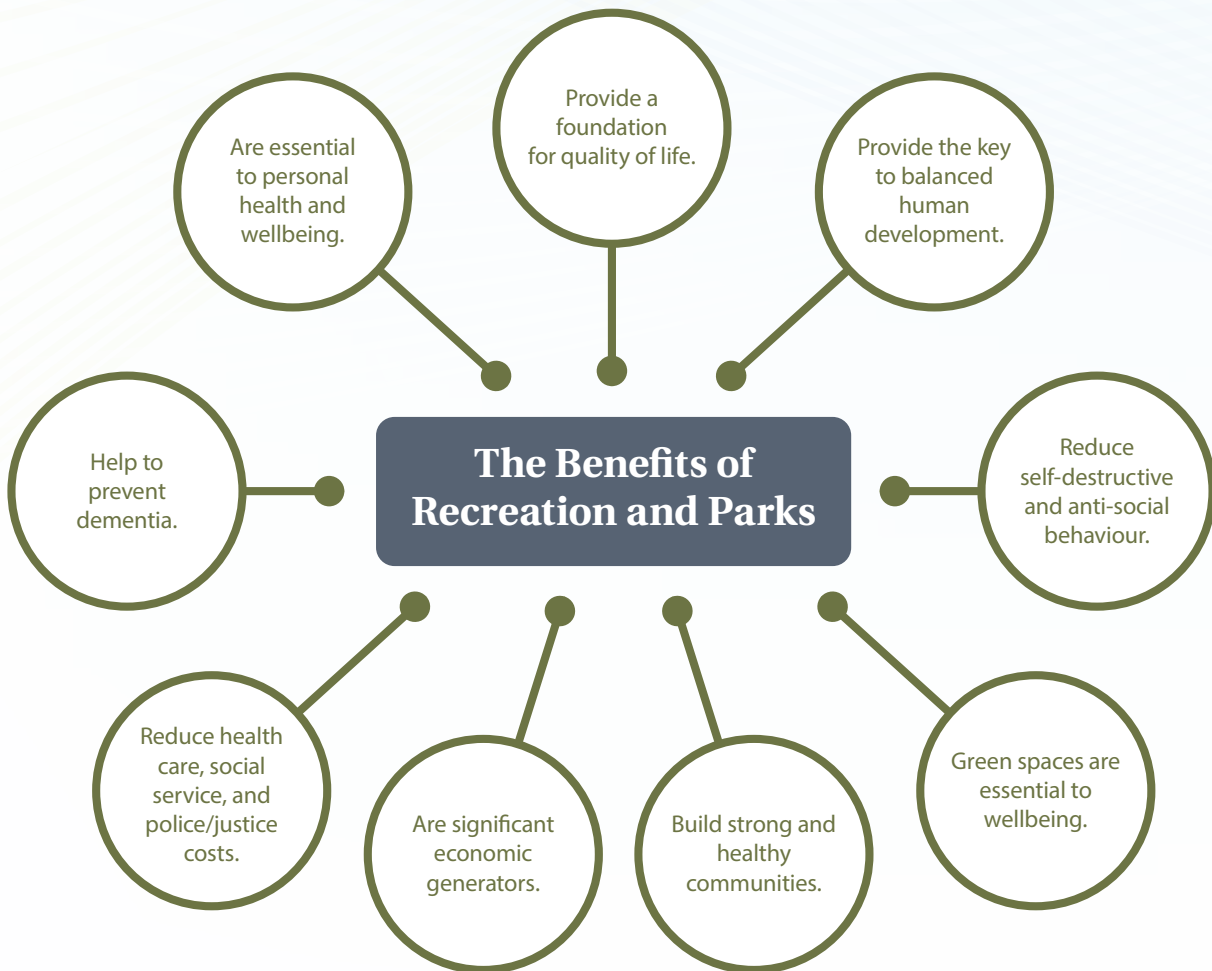
Building on What We Value Most

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

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

THE MANY BENEFITS OF RECREATION AND PARKS

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

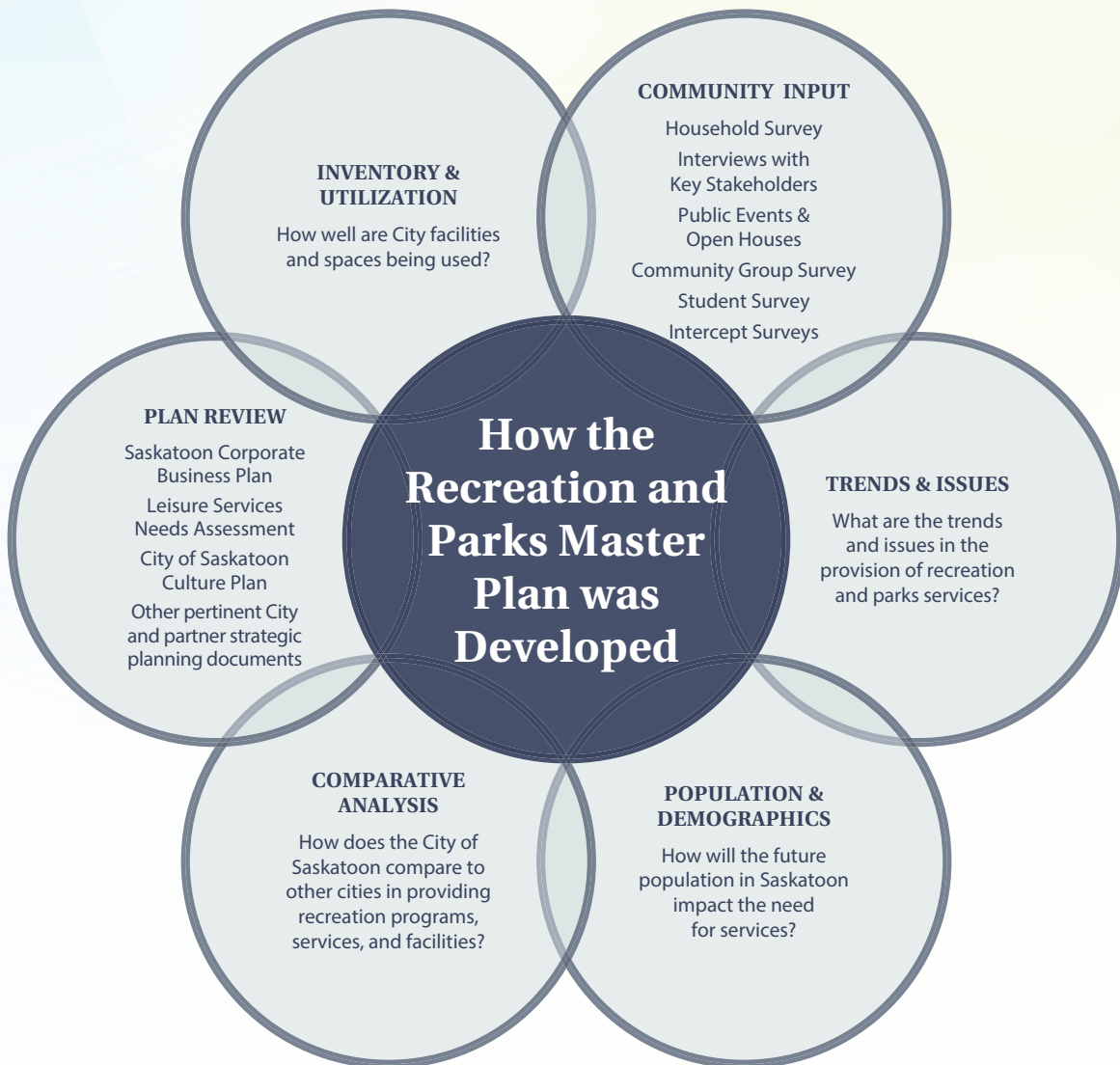


Master Plan Purpose and Background

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

The Plan will:

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



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

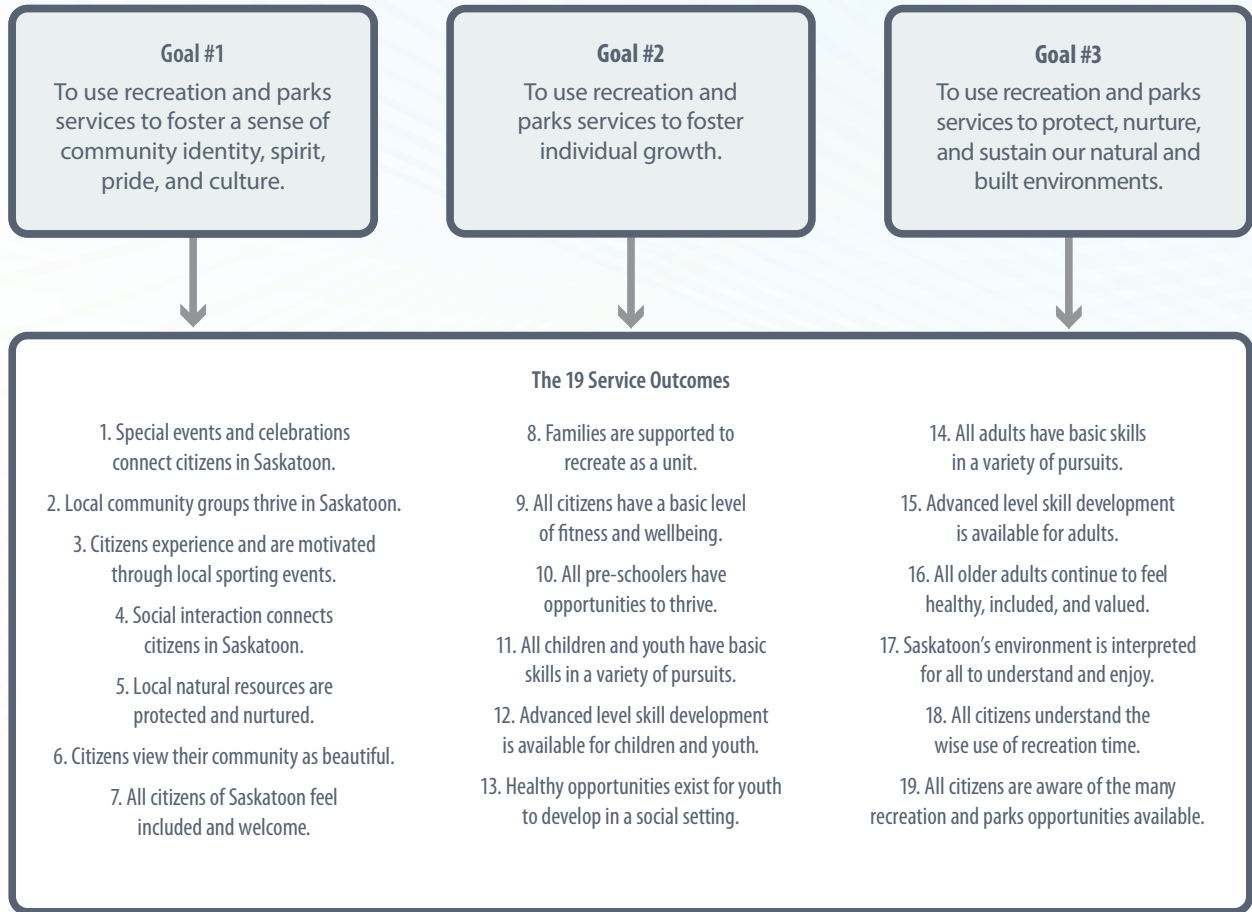
The Vision

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

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

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

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



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

Master Plan Recommendations

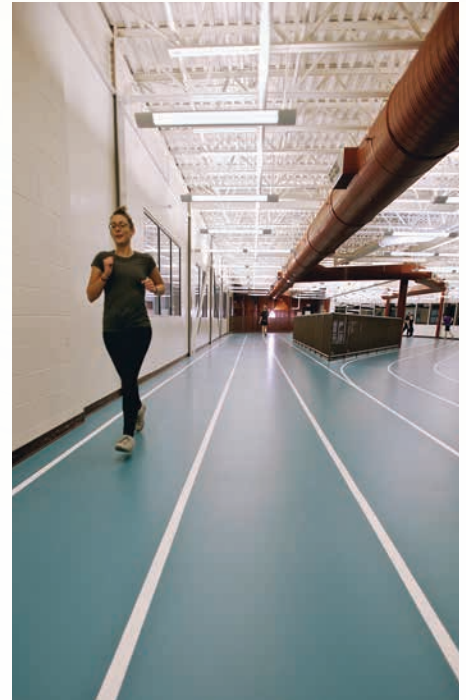
The Recreation and Parks Master Plan outlines how the City can enhance recreation and parks benefits through adjustments to existing service delivery, programming, and infrastructure. The recommendations build upon the strong core of recreation and parks services currently provided by the City and other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

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

SERVICE DELIVERY RECOMMENDATIONS

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

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



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

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

Partnership Framework

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

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



Highlights

CREATING RECREATION CAPACITY

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

FACILITATING SUPPORTIVE ENVIRONMENTS

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

ENSURING INCLUSION AND ACCESS

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

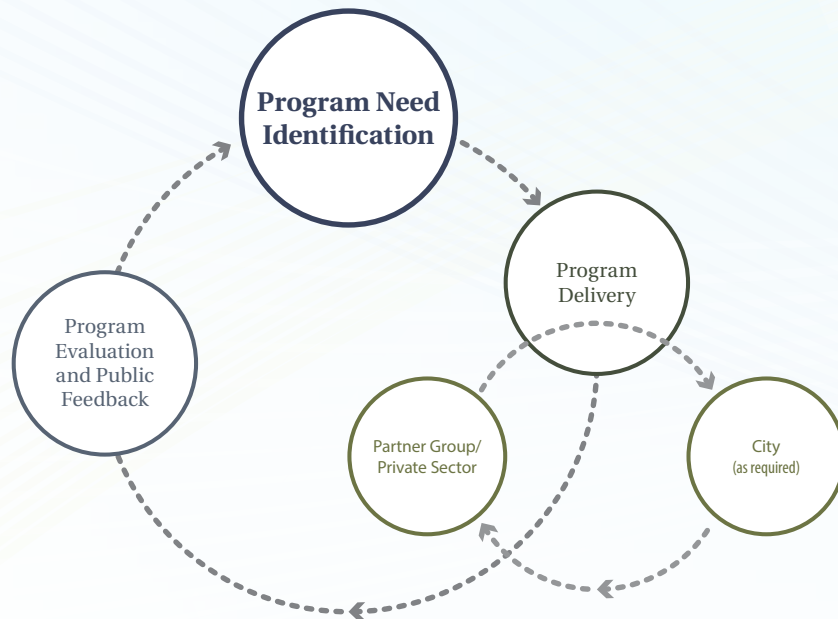
Recommendations

1. The City will develop a partnership policy based on the partnership framework.
2. The City will use the partnership framework to explore partnership opportunities for all recreation and parks infrastructure development.
3. The City will consider formalizing existing and future partnership arrangements to include performance measurement of service outcomes and quality control.
4. The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.
5. The City will consider regional collaboration, using SUMA and SPRA as guides, when planning new facilities and offering programs with regional value and appeal.
6. The City will continue to support Community Associations and organized interest groups equitably and transparently, based on ongoing communication to identify group support needs.
7. The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.
8. The City will continue to promote and market City recreation and parks opportunities with enhanced focus on benefits and motivating participation.
9. The City will continue to employ a community liaison strategy that considers the general public (including the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.
10. The City will develop utilization measures and collect data for structured and spontaneous use of recreation and parks services.
11. The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.
12. The City will continue to offer its Leisure Access Program, Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.

PROGRAMMING RECOMMENDATIONS

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

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



Highlights

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

FOCUS OF FUTURE RECREATION AND PARKS PROGRAMMING:

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

Recommendations

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

INFRASTRUCTURE RECOMMENDATIONS

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

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

Highlights

The Plan outlines strategies for specific indoor and outdoor infrastructure amenities provided by the City. Ice arenas, aquatics facilities, and dry-land areas are some of the indoor environments discussed. Outdoor strategies related to the City's parks classification system as well as specific park amenities like spray parks, skateboard parks, sports fields, and ball diamonds are presented. The river valley is a valued resource, and continued support of the Meewasin Valley Authority is important. Preserving and protecting natural areas and trails within the city allows residents to connect to nature, while also providing opportunities for recreational and active transportation. In an ideal scenario, these infrastructure strategies would all be achieved. Given limited resources, however, prioritization is necessary. The Plan includes a prioritization framework to provide a transparent basis for decision-making. Criteria for prioritization include community demand, service outcomes, existing provision level, cost savings through partnerships/grants, cost/benefit, regional partnership appeal and economic impact.

RECREATION AND PARKS SPACE PRIORITIZATION

The Facility Development Model is a fundamental and key consideration in determining a future capital action plan for recreation and parks infrastructure, and as such, this Master Plan is meant to support and enrich the approach outlined. Other considerations that need to form part of the space prioritization decision include the ability for potential spaces to meet desired service delivery outcomes, the existing extent of the proposed service in the community, and overall community priorities based on broad community needs assessment. Considering all of these elements, the following decision making framework is proposed for project prioritization:

Project Prioritization Decision Making Framework

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

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

Indoor Recreation Facility Spaces—PRIORITY RANKING

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

Outdoor Recreation Facility Spaces—PRIORITY RANKING

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

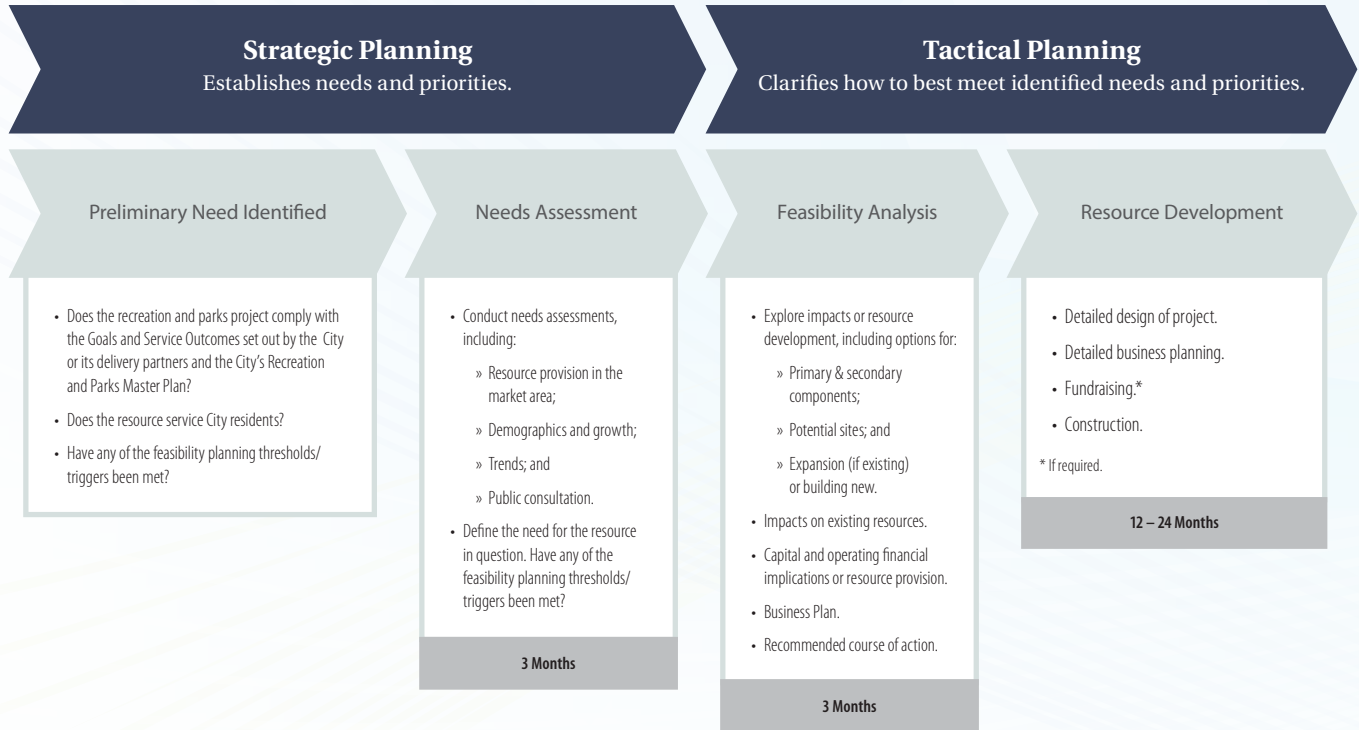
The priority amenities listed represent broad community interests and developing new or enhanced infrastructure to address these is not the sole responsibility of the City. Addressing these priorities will need to be a collective effort across all recreation and parks stakeholders in Saskatoon.

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

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

PROJECT DEVELOPMENT FRAMEWORK

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



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

Recommendations

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

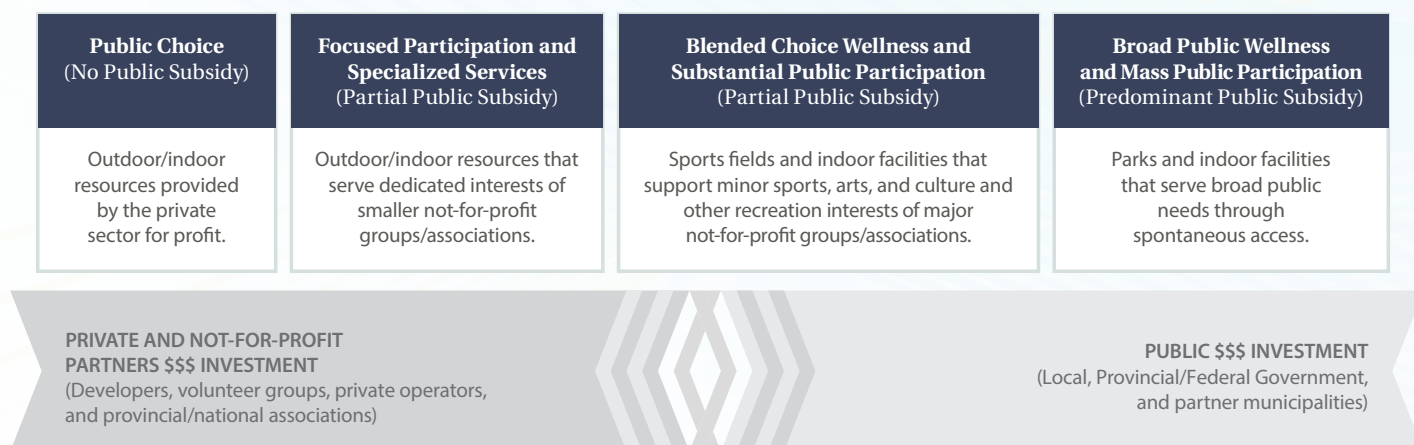
25. The City will explore opportunities to develop integrated facilities when contemplating the development of new or enhanced recreation and parks infrastructure
26. The City will consider including multiple types of spaces in a facility and/or at a site when planning for investment in recreation and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

FINANCING RECOMMENDATIONS

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

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

Investment Spectrum



Recommendations

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

Implementation: A Joint Effort

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

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

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

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





Section

1

Introduction and Methodology

Building on What We Value Most

Saskatoon is Saskatchewan's largest city. With a growing population and a thriving business sector, the city has positioned itself as a primary engine of the Saskatchewan economy. Saskatoon's diverse economy, low unemployment, healthy real estate market, and rising incomes all point towards continued growth and prosperity.

Saskatoon cherishes and builds upon what it values most: its people and their strong sense of community; its educational, recreational, and cultural resources; and its access to a wealth of natural resources. It is a city of distinct, interconnected neighbourhoods accommodating a broad range of housing and amenities. Arts, sports, and culture are accessible to all, and central to the city's identity and livability. It is a city of all seasons, as welcoming and active in winter as it is in summer. The city's natural, built, and financial resources are used wisely. For residents and visitors, Saskatoon is a city of great character and rich experiences.

While the city is well positioned, it also recognizes that growth comes with challenges. Over the past number of years, the City and its partners have focused on improving capital infrastructure and ensuring the provision of programs and services that matter most to citizens.

With Saskatoon entering a new stage of growth, planning must consider how to best respond to future program and infrastructure needs—not just for today's citizens, but for the generations to come. These and other factors have led the City to develop a comprehensive Recreation and Parks Master Plan.¹

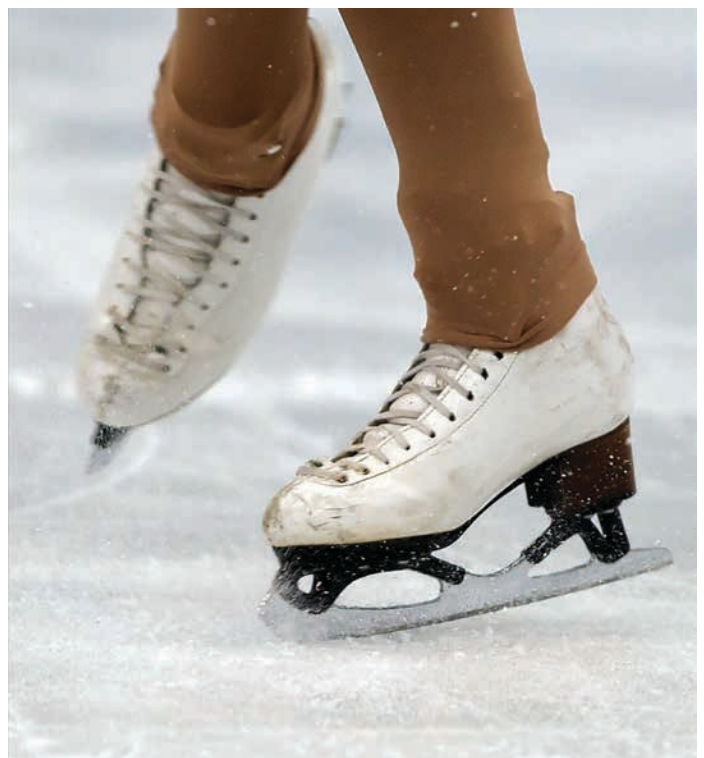
"Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing."²

The focus of the Recreation and Parks Master Plan is:

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

¹ 2013 City of Saskatoon Business Plan.

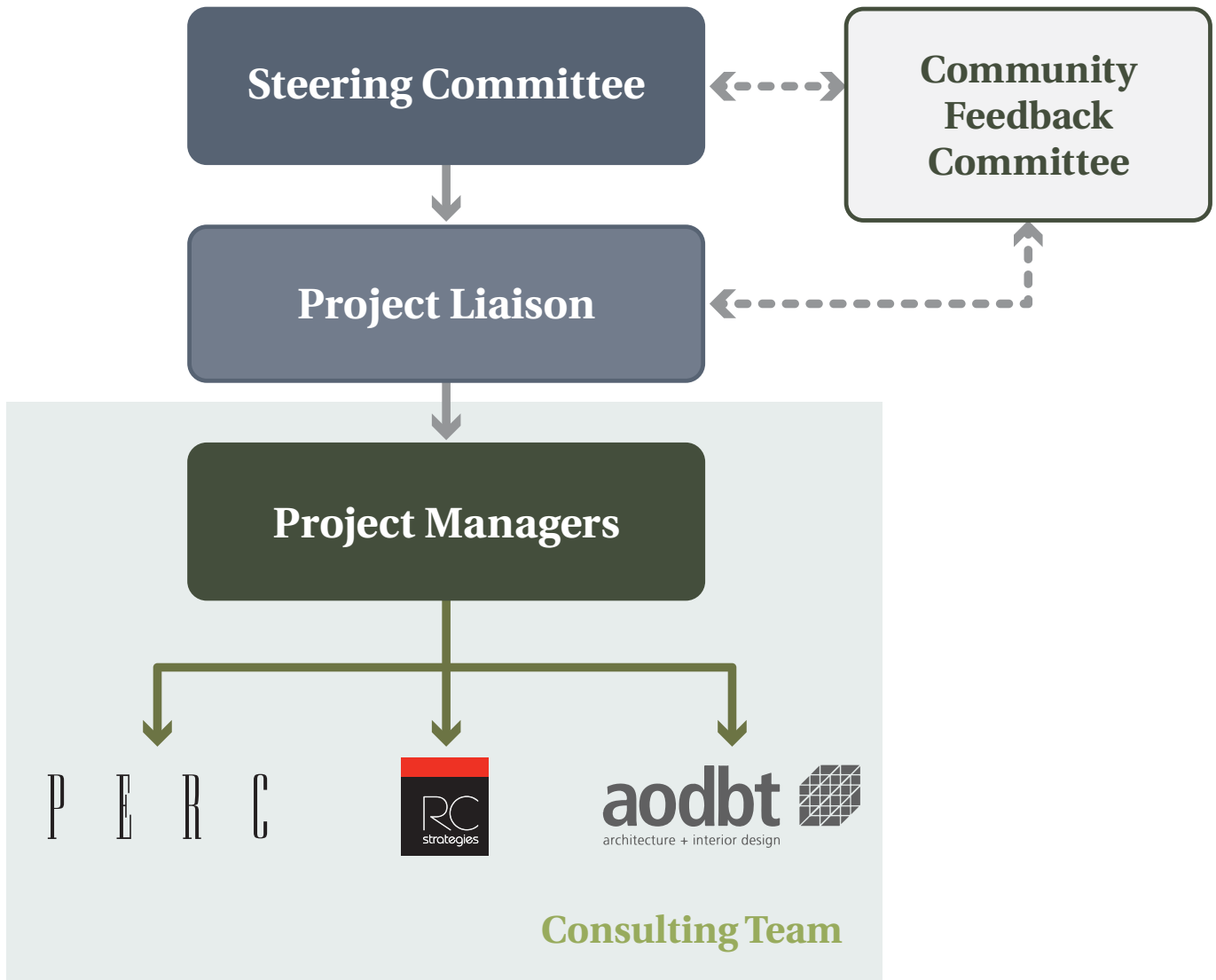
² Pathways to Wellbeing: A framework for recreation in Canada, 2015.



A Team Effort

The Plan was developed by a team comprised of City Administration (project liaison and project managers), third party consultants, and other recreation and parks stakeholders.

Diagram 1: Project Structure

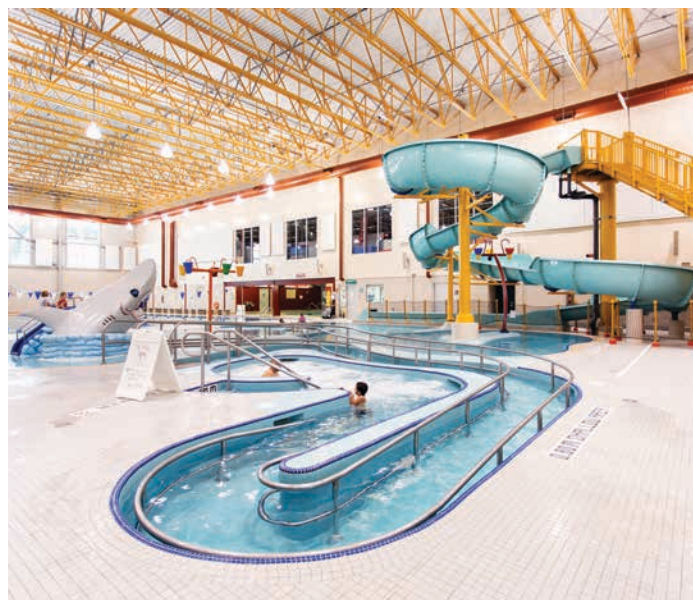


Overall guidance and logistics were provided by the Steering Committee, which was comprised of City Administration from the key divisions responsible for recreation and parks, namely: Community Development, Recreation and Sport, Parks, and Facilities and Fleet Management (part of Asset and Financial Management Department).

To provide a broader perspective and to ensure that community perspectives were considered, a Community Feedback Committee was also struck. This committee was comprised of representatives from key agencies and sectors involved in and impacted by recreation and parks services.

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

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



Key Steps

The chart on the adjacent page explains the key consultation and research steps undertaken in the development of the Master Plan.

Primary Research

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

Secondary Research

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

Diagram 2: Project Framework



Section

2

Planning Context

City Plans and Policies

The development of the Recreation and Parks Master Plan needs to consider broad City strategic planning policies (including but not limited to recreation and parks) as well as specific local, regional, and national recreation and parks planning. It is important to note that City planning processes currently underway but not yet complete, such as the Active Transportation Plan, may also influence the provision of recreation and parks.

Pertinent background studies presented in the State of Recreation and Parks report (Appendix B) and referenced throughout the Plan include:

- City of Saskatoon 2013 – 2023 Strategic Plan;
- City of Saskatoon Future Sport and Recreation Facility Development Model (2012);
- City of Saskatoon Leisure Centres Market Research Report (2014).
- 1995 City of Saskatoon Policy for Recreation, “Role of Municipal Government in Parks and Recreation”;
- City of Saskatoon Official Community Plan (updated 2014);
- City of Saskatoon and Saskatoon School Division No.13 Joint Use Agreement;
- Growing Forward! Shaping Saskatoon;
- A Framework for Recreation in Canada 2015: Pathways to Wellbeing; and
- Saskatoon Speaks Community Visioning Document (2011).

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

Policies also guide the City in planning, funding, developing, and managing open spaces. The Park Development Guidelines (A10-017) and the Parks and Recreation Levy Policy (C03-011) are two key examples. Specific open space issues are addressed through additional policies, such as the Wetland Policy (C09-041) and Recreational Use of Storm Water Retention Ponds (C10-024).

Since these policies govern the use of recreation and parks infrastructure, they need to be revisited periodically. For example, the cost recovery goals for recreation facilities may need to be adjusted as cost structures and market demands shift. Parks and Recreation Levy Policy (C03-011) may need to be readjusted given the capital replacement requirements of new infrastructure. As well, some areas that currently do not have policies may need to be addressed by policies, such as recreational use of environmental reserves.

The State of Recreation and Parks in 2015

The state of recreation and parks in 2015 has been defined through background research, analysis of trends and comparable cities, and the engagement of Saskatoon residents and stakeholders. These research and consultative efforts are summarized on the following pages; detailed information is included in Appendix B, 2015 State of Recreation and Parks.

Table 1: Consultation Summary

Methodology	Responses
Public Web Survey	536
Household Survey (telephone)	400
Open House Input	245
Intercept Surveys	Spray Parks: 33 Skate Parks: 28 Outdoor Pools: 41
Community Group Survey	44
Stakeholder Interviews/ Discussion Groups	25
Broadway Street Fair	21 comments provided

While many important trends are presented in this report, some of the more pertinent in regards to the development of a Recreation and Parks Master Plan include:

Multiple Choice

Residents of Saskatoon have access to a number of recreation and parks facilities and services. These are delivered by various entities, including the City, Community Associations, not-for-profit organizations, private sector, and others. Demand for these services is growing along with Saskatoon's population.

Changing Nature of Demand

Demand for unstructured, informal recreation opportunities is also increasing, a result of changing schedules and a desire to recreate when convenient. This impacts recreational programming (i.e. scheduling) as well as facility and space development.

Getting Kids Active

Children and youth are becoming less active, leading to greater levels of obesity. A related impact is the continuing disconnect of children and youth to the natural world. Termed "nature deficit disorder," this disconnect is leading to a loss of creativity, imaginative play, and physical activity among children and youth.

Changing Nature of Volunteerism

More is expected of today's community volunteers. While tasks are becoming more complicated, people have increasing demands on their time and less time to volunteer. As such, volunteerism is becoming more discrete as people volunteer for specific tasks over shorter periods. With many recreation and parks services being delivered by volunteer organizations, cities need to closely monitor trends in local volunteer organizations.

Multipurpose Facilities

In addition to operating cost efficiencies, multipurpose facilities make it easier for all family members and all generations to use a single location. These facilities also expose people to a variety of activities and increasingly become community hubs.

Integrated Trail Systems

Trails and pathways are used by more households in Saskatoon than any other recreation amenity. They facilitate spontaneous, informal activities and accommodate various levels of activity. People with a variety of mobility levels can access trail systems. More people are using trails as transportation corridors, making signage important. This makes it important for major destinations, including recreation facilities, to be accessible by trail systems.

Partnerships

While partnerships are not new, a broader variety of partners are becoming involved in the delivery of recreation and parks services. They represent the health, social service, education, justice, and corporate sectors. Recreation and its benefits are being addressed by many and accrued by many.

Value of Recreation and Parks

Both residents and groups recognize the important contribution recreation and parks programs and services make to community and quality of life.

Program Improvement

Affordability of programs and opportunities as well as improved promotion and marketing are main aspects of program improvement. Consultations and research identified specific program activities, with many mentions of physical activity for health reasons as well as activity linked to the environment and nature.

Excess Capacity

Many of Saskatoon's major recreation facilities currently have capacity for increased utilization. While user data is currently under review and therefore not conclusive, observation suggests there is substantial excess capacity that could be filled before new capacity is developed.

Need for New/Upgraded Facilities

According to the household survey and stakeholder consultations, the majority of residents and groups believe Saskatoon needs to develop new/upgraded recreation and parks facilities (i.e. infrastructure and access). The facilities/spaces with the highest community priority are presented in Table 2 (indoor) and Table 3 (outdoor) on the following pages.

Table 2: Indoor Facilities and Spaces Priorities

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

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

² Indicates support for new development, by 50% or more responding groups.

Table 3: Outdoor Facilities and Spaces Priorities

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

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

² Indicates support for new development, by 50% or more responding groups.

Section

3

Planning Foundations: Core Recreation and Parks Services

Philosophical Foundation

The City of Saskatoon invests in recreation and parks services to enhance quality of life in the community and region. The philosophical foundation for public recreation and parks services is often referred to as the “benefits-based approach,” as it positions these essential services in relation to desired outcomes.

The Recreation and Parks Master Plan is adapted from, and generally consistent with, two foundation documents: 1995 City of Saskatoon Policy for Recreation, “Role of Municipal Government in Parks and Recreation” (see Appendix C) and A Framework for Recreation in Canada 2015: Pathways to Wellbeing (see Appendix D). It is also consistent with the City’s broader strategic planning, including but not limited to the Strategic Plan 2013 – 2023, Official Community Plan and Saskatoon Speaks Community Vision (2011).



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



Foundation Statement

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

*The City of Saskatoon will direct our efforts toward achieving the greatest “**public good**” possible in return for the investment of limited public resources, as designated by City Council.*



Vision Statement

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

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



Mission Statement

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

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



Goals and Service Outcomes

Goals

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

1. **To use recreation and parks services to foster a sense of community identity, spirit, pride, and culture.**

Recreation and parks services in Saskatoon connect local citizens more positively to their community and enhance their sense of comfort and security within it. These services facilitate social inclusion, creating community capacity and strengthening the fabric of society. Where such initiatives require City support, it will be considered in terms of the public good created relative to the cost to taxpayers.

2. **To use recreation and parks services to foster individual growth.**

Recreation and parks services help individuals to grow physically, emotionally, morally, and creatively. Getting more residents more active more often is key to creating healthier, happier, more productive and engaged citizens. Healthier, more responsible citizens will benefit the entire community.

3. **To use recreation and parks services to protect, nurture, and sustain our natural and built environments.**

Environmental stewardship has become increasingly important in the recreation and parks field, especially in urban settings with integrated, highly valued natural features, such as the river valley in Saskatoon. Providing year-round opportunities for residents to connect with nature will provide many positive benefits. Also, it is important to invest and reinvest in the lifecycle sustainability of our built environments to ensure they continue to serve generations to come.

Service Outcomes

The following 19 service outcomes further the three goals. They outline a desired end state that can be achieved through provision of and participation in recreation and parks activities. They help focus decision making as it relates to the public provision of recreation and parks. Everything the City does in recreation and parks should further one or more of the service outcomes. The desired end states may never be completely achieved, but each warrants continued public support and investment. Progress in these outcomes will require the combined efforts of the City and community-based organizations.

1. **Special events and celebrations connect citizens in Saskatoon.**

Special events (e.g. carnivals, fairs,) contribute to a feeling of community identity, spirit, inclusion, and cohesion, which is why the City supports neighbourhood, community, and city-wide events. Such events not only encourage residents to connect to their communities of geography (neighbourhood) and special interest, but also to relate to other aspects of community in Saskatoon.

2. **Local community groups thrive in Saskatoon.**

Local clubs, groups, and agencies organize and sponsor recreation opportunities. The City supports their efforts because the “people doing things for themselves” aspect of such groups is socially worthwhile and helps to develop the social fabric of Saskatoon. Municipal support may occur in a variety of ways, including subsidized access to facilities, community grants, provision of public land, assistance in problem solving, or help with leadership training.

3. **Citizens experience and are motivated through local sporting events.**

Community identity, spirit, pride, and culture are fostered by spectators at athletic events. Attendance at these events can motivate residents to participate more often in activities. Competitive, high calibre sporting events also create economic benefits through sport tourism. The City has a role to play in ensuring such opportunities exist.

4. Social interaction connects citizens in Saskatoon.

Both formal and informal social functions are a valuable tool for developing community cohesion and identity, as well as reducing feelings of isolation. The City strives to ensure opportunities for social interaction through the provision of spaces for social events and support of local community groups. A diverse range of social opportunities are accessible to residents regardless of age, ability, ethnicity, or socio-economic status.

5. Local natural resources are protected and nurtured.

The long-term management of natural features, vistas, and phenomenon, along with public access to and interpretation of them, contributes to an enhanced sense of community. The City and the Meewasin Valley Authority are ideally positioned to conserve such natural features, providing spaces for residents—young and old—to connect with nature.

6. Citizens view their community as beautiful.

The extent to which Saskatoon is seen by its residents as being visually pleasing is directly related to fostering a sense of community identity, spirit, pride, and culture. Making our community more beautiful is therefore a worthwhile social objective that warrants City support, where feasible. City involvement is primarily focused on beautification efforts of the parks service, but also includes art in public places, landscaping around civic structures, and the design of high profile civic buildings.



7. All citizens of Saskatoon feel included and welcome.

Community growth and development in Saskatoon is fostered through increased contact between people of varying ages and backgrounds. This contact can take many forms. For example, recreation and parks services provide opportunities for interchange between seniors and younger adults or children, with a view to transmitting cultural heritage across generations.

Community growth is fostered through an integrative mixing of ethnic and cultural groups so each better understands and appreciates the differences and strengths of the other. Multicultural recreation and cultural services will be important in the years ahead as Saskatoon experiences increased immigration.

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

8. Families are supported to recreate as a unit.

Since the family is an integral building block of community, opportunities are provided for families to pursue recreation experiences as a family unit. The City supports and nurtures family units, however broadly defined. This has implications for fees and charges policy, facility design and planning, park development, and marketing/communications efforts.

9. All citizens have a basic level of fitness and wellbeing.

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

10. All pre-schoolers have opportunities to thrive.

Opportunities exist for pre-school-aged children to participate in a variety of recreation and parks activities in order to:

- » Expose children to social settings;
- » Foster gross motor development;
- » Foster physical literacy;
- » Provide a positive environment for individual growth;
- » Provide opportunities for multi-generational interaction;
- » Teach basic safety skills and attitudes;
- » Enable environments for unstructured play;
- » Celebrate natural creative tendencies; and
- » Foster school readiness.

11. All children and youth have basic skills in a variety of pursuits.

Opportunities provide, at a basic skill level, school-age children and teens with a wide variety of pursuits in such areas as sport, outdoor, nature, and hobbies in order to:

- » Provide exposure to skills that may form the basis for lifetime recreation activities;
- » Contribute to gross motor and fine motor physical development;
- » Provide social settings that foster social, moral, and emotional growth; and
- » Provide the basis for recreation education (i.e. teaching the benefits and wise use of leisure time).

Other agencies (e.g. school system, community organizations) may provide skill instruction in some areas, with the City complementing broader efforts to ensure basic skills are developed.

12. Advanced level skill development is available for children and youth.

Some opportunities are provided for children and youth who wish to develop their skills beyond the basic level. While the City has a lesser role in advanced skill development, it still contributes by working in partnership with others, including local sports organizations, provincial and national sport governing bodies, colleges and universities.

13. Healthy opportunities exist for youth to develop in a social setting.

The teen years are a critical time for youth maturing into adulthood. Appropriate social opportunities contribute to overall wellbeing by providing safe and stable venues for youth to:

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

14. All adults have basic skills in a variety of pursuits.

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

15. Advanced level skill development is available for adults.

Some opportunities are provided for adults who wish to develop their skills beyond the basic level. While the City has a lesser role in advanced skill development, it still contributes by working in partnership with others, including local sports organizations, provincial and national sport governing bodies, colleges, and universities.

16. All older adults continue to feel healthy, included, and valued.

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

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

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

17. Saskatoon’s environment is interpreted for all to understand and enjoy.

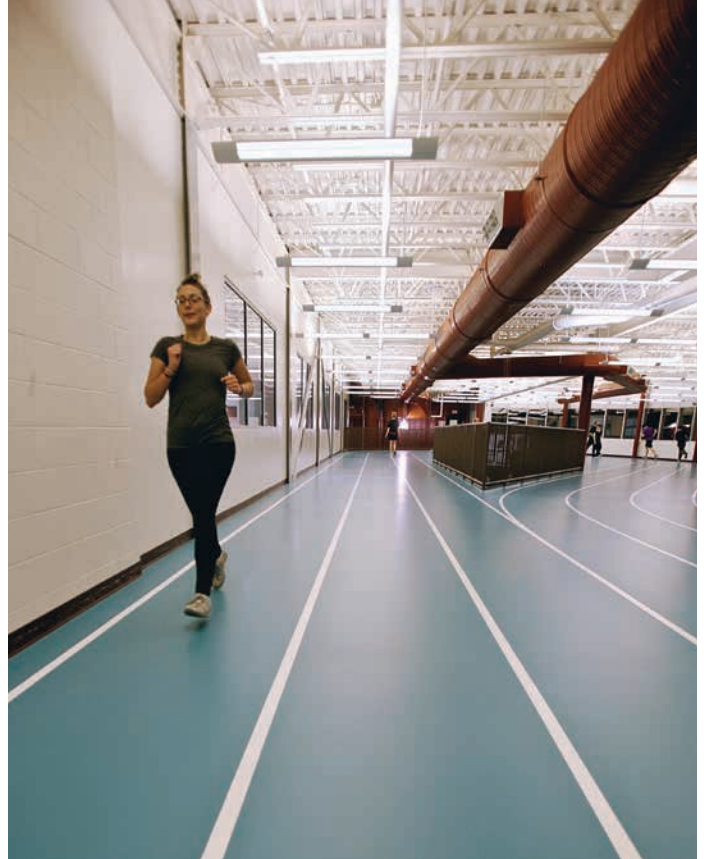
Residents have opportunities to learn about, understand, relate to, and experience various aspects of our built and natural environments as well as our impacts on them.

18. All citizens understand the wise use of recreation time.

Residents generally understand that wise use of recreation time returns physical, emotional, moral, and creative benefits.

19. All citizens are aware of the many recreation and parks opportunities available.

The City and other community-based service providers ensure that residents are aware of recreation opportunities available to them and how to access each. Awareness is critical: without it, service providers could be good at the other 18 service outcomes and yet still fall short of achieving the three goals.



To support the service outcomes, the City will provide leadership and coordination where necessary. It may provide services directly if no other agency is willing or able and the need is great.

The City will also monitor the necessary infrastructure to support the service outcomes. Creating capacity in the recreation and parks delivery system and providing supportive environments for recreation and parks pursuits embodies core public recreation and park service.



Table 4 illustrates how the 19 service outcomes meet one or more of the three goals and are therefore consistent with the vision.

Table 4: Service Outcome Goal Implications

Outcome	Goals		
	Community Wellbeing	Individual Wellbeing	Wellbeing of Our Natural and Built Environments
1. Special events and celebrations connect citizens in Saskatoon.	✓	✓	
2. Local community groups thrive in Saskatoon.	✓	✓	
3. Citizens experience and are motivated through local sporting events.	✓	✓	
4. Social interaction connects citizens in Saskatoon.	✓	✓	
5. Local natural resources are protected and nurtured.	✓		✓
6. Citizens view their community as beautiful.	✓		✓
7. All citizens of Saskatoon feel included and welcome.	✓	✓	
8. Families are supported to recreate as a unit.	✓	✓	
9. All citizens have a basic level of fitness and wellbeing.		✓	
10. All pre-schoolers have opportunities to thrive.		✓	
11. All children and youth have basic skills in a variety of pursuits.		✓	
12. Advanced level skill development is available for children and youth.		✓	
13. Healthy opportunities exist for youth to develop in a social setting.		✓	
14. All adults have basic skills in a variety of pursuits.		✓	
15. Advanced level skill development is available for adults.		✓	
16. All older adults continue to feel healthy, included, and valued.	✓	✓	
17. Saskatoon's environment is interpreted for all to understand and enjoy.		✓	✓
18. All citizens understand the wise use of recreation time.	✓	✓	
19. All citizens are aware of the many recreation and parks opportunities available.	✓	✓	

Providing Recreation and Parks Services: a Continuum

The relationship between service outcomes and goals is dynamic. The service outcomes form the foundation of why the City has been, is now, and will continue to be involved in the provision of recreation and parks services—they define a base level of recreation and parks service.

The City's existing planning documents provide more detail, in a physical sense, on this base level of recreation and parks services. The Official Community Plan suggests provision ratios of public open spaces per capita related to a base level of service for parks.

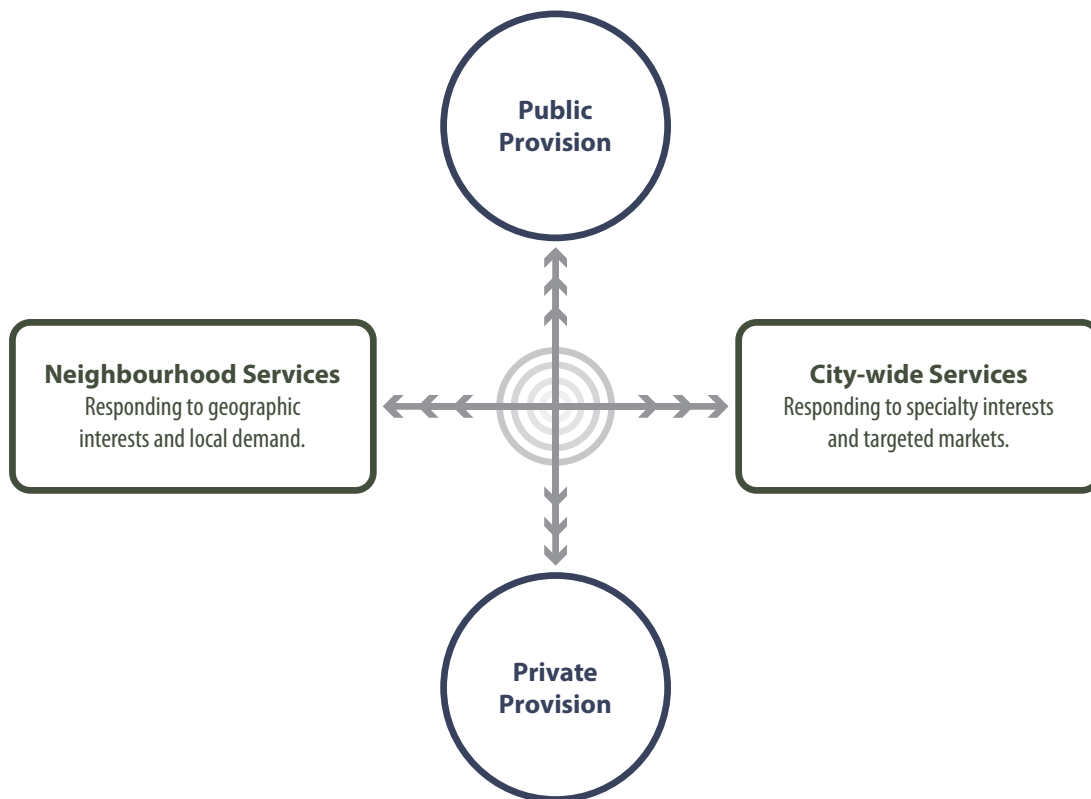
In regards to recreation facilities, the City has defined a base level of service via precedent. The provision of indoor recreation and program aquatics opportunities, indoor ice arenas, and indoor dry land areas form part of this base level, as does the provision of fitness/wellness spaces, multi-purpose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

The City provides a variety of programs directly; it also enables other service providers to provide programs through the provision of indoor and outdoor activity spaces.

Despite investing significant energy and resources in recreation and parks, the City understands that it cannot be all things to all people. The more clearly the City's role in delivery is articulated, the easier it is to focus priorities based on community needs, desired service outcomes, and current capacity. Understanding the City's role leads to a more sustainable, fiscally responsible approach, which ultimately better serves the residents of Saskatoon.

Diagram 4 illustrates how recreation and parks opportunities are offered along a continuum of service delivery, from neighbourhood services to city-wide services, and from public delivery to private delivery. The City's provision of recreation and parks programs, facilities, and amenities is one component in the continuum of publicly accessible recreation.

Diagram 4: Recreation Provision Continuum



Aligning with National Trends

The following priorities/areas of focus have been developed by the national recreation and parks community and are outlined in A Framework for Recreation in Canada 2015: Pathways to Wellbeing. They form a broader lens through which to analyze the City's provision of recreation and parks services in the current and future marketplace. They are also consistent with Master Plan goals and service outcomes.

1. Foster active living through recreation.

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

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

Supportive physical and social environments help people adopt healthy, active lifestyles by making “the healthy choices the easy choices.” They facilitate community and family connectedness, which fosters reciprocal caring—taking care of each other, our communities, and our natural environment. People with limited experience of quality recreation are unaware of the benefits or how to get involved. A lack of knowledge about available options and/or fears related to safety and entering new environments may limit their decisions about use of time outside of work or school.

3. Grow and sustain the capacity of the recreation field.

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

Recreation leaders need to work within a connected, vibrant, and comprehensive delivery system. This system requires ongoing nurturing and support to deliver a comprehensive mix of recreational experiences and sustain a viable system for generations to come.

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

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

Focusing on residents who currently do not have access to public recreation services and finding ways to enable them to participate is a more cost effective use of limited public resources than providing more service to those who currently access recreation services and are at least somewhat active. The City has subsidy programs to enable all residents to participate in recreation; however, increasing pressure on operational cost recovery and revenue generation somewhat counteract these efforts.

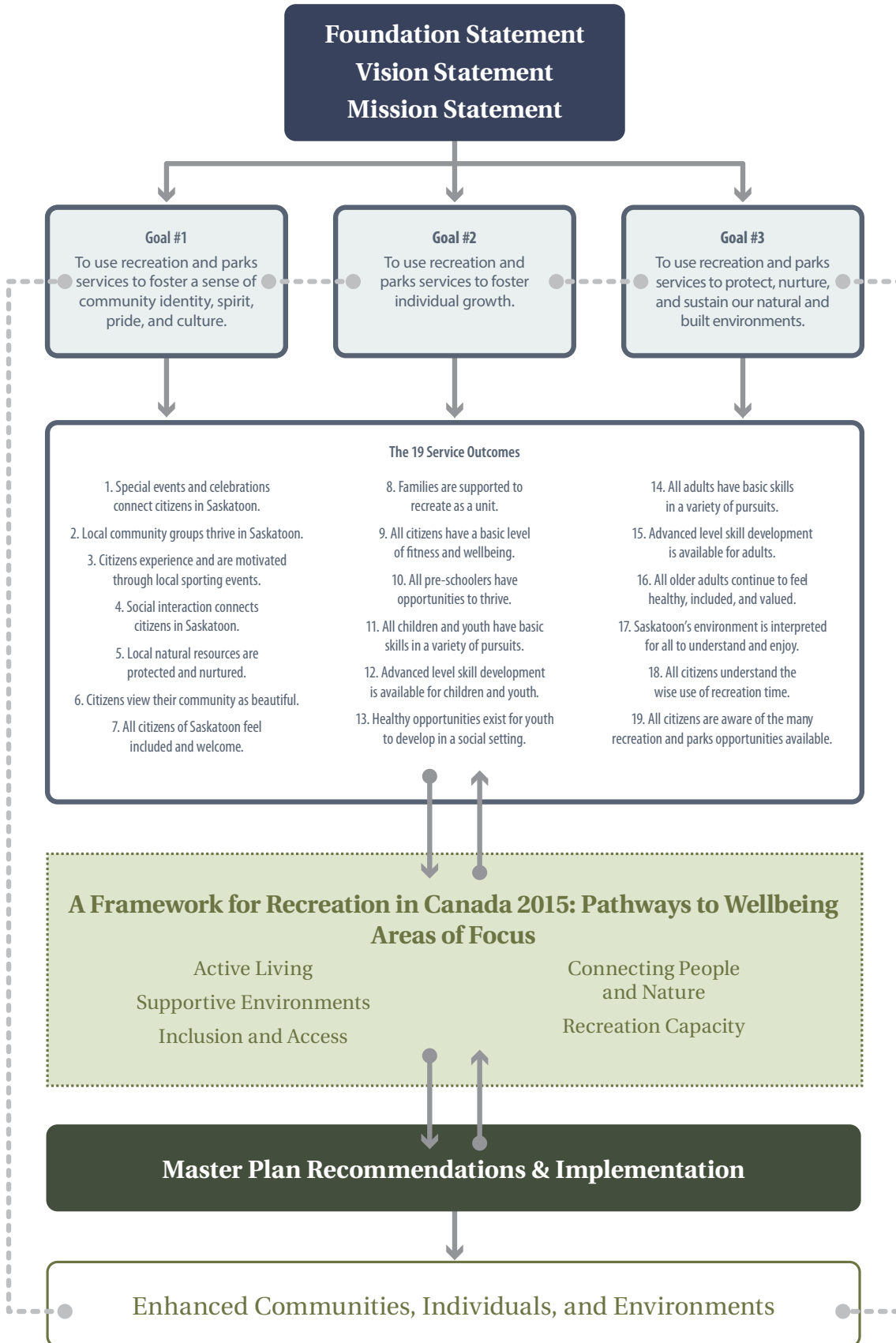
5. Help people connect to nature through recreation.

Enhancing opportunities to connect people with nature can result in both environmental and human benefits. Studies have shown that exposure to the natural environment and green spaces has an independent, positive effect on health and health-related behaviours. From lowering blood pressure, to reducing stress levels, to supporting children's cognitive development, nature has a profound ability to support both physical and mental health. Nature-based recreation fosters a better understanding and appreciation for all aspects of nature. This may be especially important to Aboriginal residents, where fishing, hunting, trapping, and nature conservation are traditional activities.

These five focus areas, complemented by the three goals and 19 service outcomes form the philosophical foundation, or core recreation and parks service which the City must consider when contemplating future strategic actions. The Master Plan is the beginning of this journey; all of its recommendations refer back to these foundations.



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



Section

4

Service Delivery Recommendations

Creating Recreation Capacity

Recreation and parks opportunities are provided via the collaborative efforts of many different stakeholders. As the City of Saskatoon is the broadest provider of these services and as it represents a community-wide public perspective, its role in provision is twofold.

The City directly provides recreation and parks opportunities by:

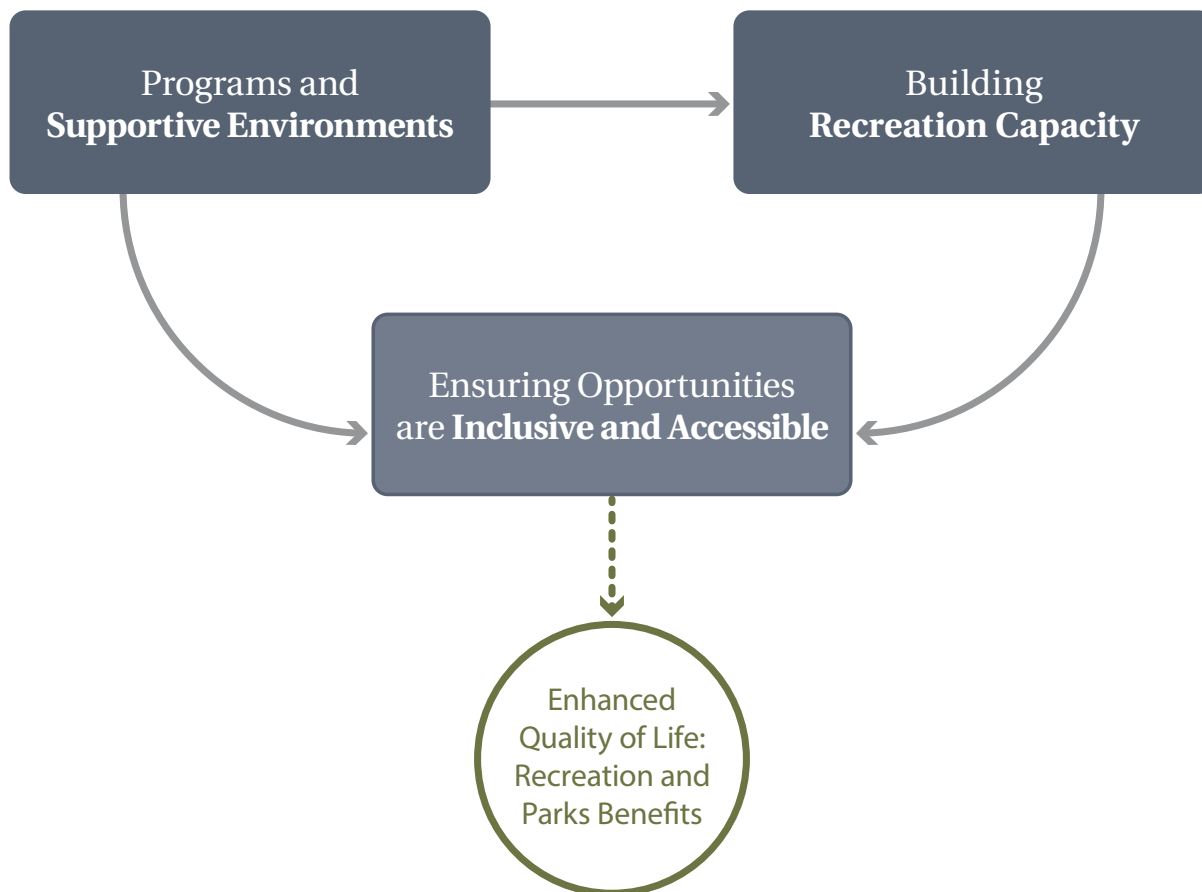
- Making environments accessible to users (e.g. Playgrounds); and
- Directly delivering programs with City staff (e.g. swimming lessons).

The City assists community-based and other agencies/ organizations by:

- Providing subsidized access to facilities (e.g. Youth sports subsidy program)
- Promoting and marketing recreation and parks opportunities (e.g. Leisure Guide); and
- Providing supports to non-profit and volunteer groups so they can provide services (e.g. Community Association support).

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

Diagram 6: Service Delivery Recommendations



Partnerships

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

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

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

Whether it is a partnership with a local user group delivering a recreation and parks opportunity, an arrangement with a private or non-profit facility owner/operator for use of City lands, a cross-sectoral program involving a combination of allied stakeholders, or a regional services agreement for recreation and parks, the City continues to partner in the provision of recreation and parks. The City has had great success in partnering to develop facilities and programs such as the Henk Ruys Soccer Centre, White Buffalo Youth Lodge, Shaw Centre, and SaskTel Sports Centre. The latter two are examples of integrated facilities involving the City, local school boards, and community sport groups. The City has learned from both of these success stories¹.

In a survey of City partners, 66% indicate that they partner with others to achieve their own program goals. The development of a partnership protocol and/or policy to guide relationships between the City and its partners would create enhanced structure and transparency for all parties. It would also provide a philosophical foundation for how partnerships help the City achieve desired service outcomes.

The City has a number of existing agreements in place with delivery partners, including:

- Facility ownership and operating arrangements with the Shaw Centre, SaskTel Sports Centre, Henk Ruys Soccer Centre, and White Buffalo Youth Lodge; and
- Use of land and access to site amenities agreements with local sport organizations (e.g. Saskatoon Amateur Softball Association Inc.).

The City is also approached by potential partners to develop and/or operate new infrastructure and/or programs from time to time. Recent examples include the University of Saskatchewan Arena Development Project, the Canlan Ice Sports proposal to expand the Jemini Ice Sports Centre, the potential development of a new City Centre Recreation Facility, and other local groups looking to build indoor ice arenas within/near the City.

Existing and potential partnerships are extremely diverse. In some cases, the City supports other organizations through grants or fee for service contracts. In other cases, the City provides access to City resources (e.g. sports organizations receive subsidized access to indoor/outdoor facilities), is involved in establishing agencies which then work with the City (e.g. Meewasin Valley Authority), or works collaboratively with partners in the operation of spaces and provision of service (e.g. Saskatoon Minor Football Field at Gordon Howe Park).

A great deal of management time is allocated to nurturing and maintaining the City's diverse partnerships, responding to requests for new or additional support, and justifying the differences between partnerships. While it is imperative that there continue to be sufficient flexibility within the service delivery system to have different kinds of partner relationships, the system would benefit from more continuity and consistency.



¹ "The Partnership Story" (2010, under separate cover) outlines the benefits of partnering and the key learnings associated with the Shaw Centre and SaskTel Sports Centre projects.

A FRAMEWORK FOR PARTNERSHIPS

The Master Plan has developed a partnership framework to increase clarity on how and why the City manages its relationships. The framework:

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

Increased clarity and transparency will become even more important as the city grows to half a million residents. This means following a protocol that identifies the kinds of issues that need to be discussed between partners.

1. Will the relationship achieve socially worthwhile service outcomes? If so, which service outcomes are achieved? How can the indirect benefit to the general public be articulated, clarified, and measured? If indirect benefit cannot be clarified and measured, the City will opt out of the partnership.
2. Are the outcomes achieved by the partnership in current areas of focus for the City? The City will not be involved in relationships that simply add to outcomes already adequately realized.
3. Can the outcomes be achieved without City involvement or support? Does City involvement add value that cannot be added by any other agency? The City will invest in opportunities where public investment is necessary.
4. Could the outcomes be achieved more cost effectively through another approach? Does the partnership lead to cost savings or financial benefits? The City will invest its limited available public resources where it can get the best return on that investment.

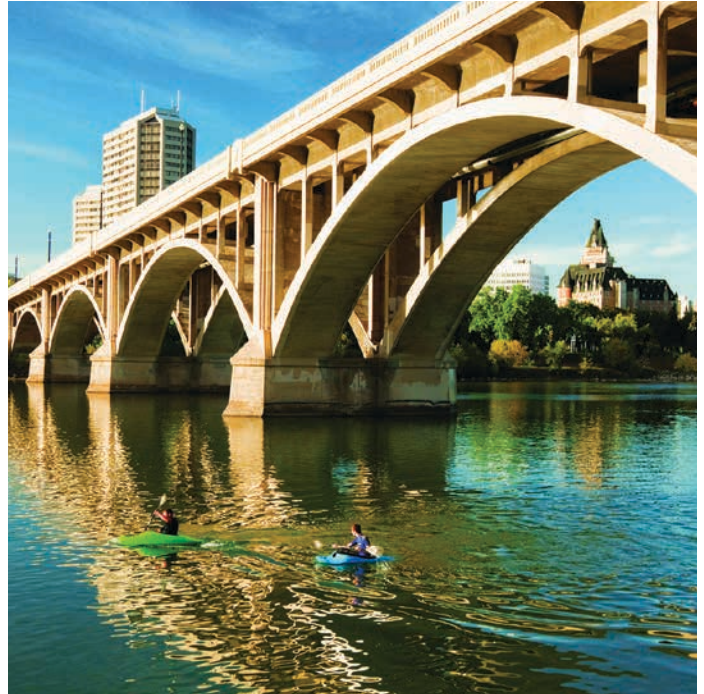
The City is involved in recreation and parks infrastructure provision (development and operations) at four levels.

Level 1

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

Level 2

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



© Tourism Saskatoon



Level 3

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

Level 4

The City of Saskatoon may provide delivery agencies with funding for capital and/or operation of resources without having City representation in resource delivery during the needs assessment, feasibility, business planning, design, or operating stages. Although there is no involvement by City representatives, a prerequisite to collaboration at this level is that city residents are included in public consultation programs and engagement strategies (associated need is demonstrated from a city resident perspective). This level could include formal agreements with delivery agents for the provision of opportunities the City would likely not provide on its own.

The City considers both tangible (e.g. economic) and intangible (e.g. community engagement) benefits associated with providing a service in-house versus hiring a contractor to provide the service on the City's behalf.

Currently the City provides some recreation and parks functions via contract. Contracting a service means engaging in a partnership, and the same tangible and intangible criteria need to be weighed. It is important that the City have

Some of the City's existing partnerships do not have formal agreements in place. While this is not prohibiting successful partnerships, it does put them at risk of staff turnover or organizational change. Formalizing partnership agreements will ensure sustained success, as well as measure progress towards identified service outcomes.

the flexibility to facilitate contracted services, where those services meet required criteria and lever public investment in the provision of recreation and parks services.

Consideration should be given to including performance measurement in partnership agreements. This means that each partner, including the City, would be accountable for specified roles and responsibilities and would demonstrate accountability to residents.

Performance measurement criteria should be developed collaboratively by, and be applicable to, all parties to the arrangement. This will support City accountability for public investment by ensuring that service outcomes are achieved through the partnership and will create a mechanism for quality control (e.g. ensuring partner groups embrace and implement the Long Term Athlete Development Plan). Performance measurement can be used for major project partnerships as well as partnerships with groups accessing public facilities at subsidized rates.

Diagram 7: Partnership Framework



Cross-sectoral Collaboration

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

Recreation and parks services create public good beyond the recreation sector. The service outcomes of City recreation and parks efforts have clear impacts on the health, education, justice, and social services sectors. For example, playing sports can help newcomers integrate into the fabric of society, creating safer, more connected communities and thus reducing the need for crime prevention efforts. A collaborative system for delivering recreation and parks optimizes investment and creates the utmost benefit.

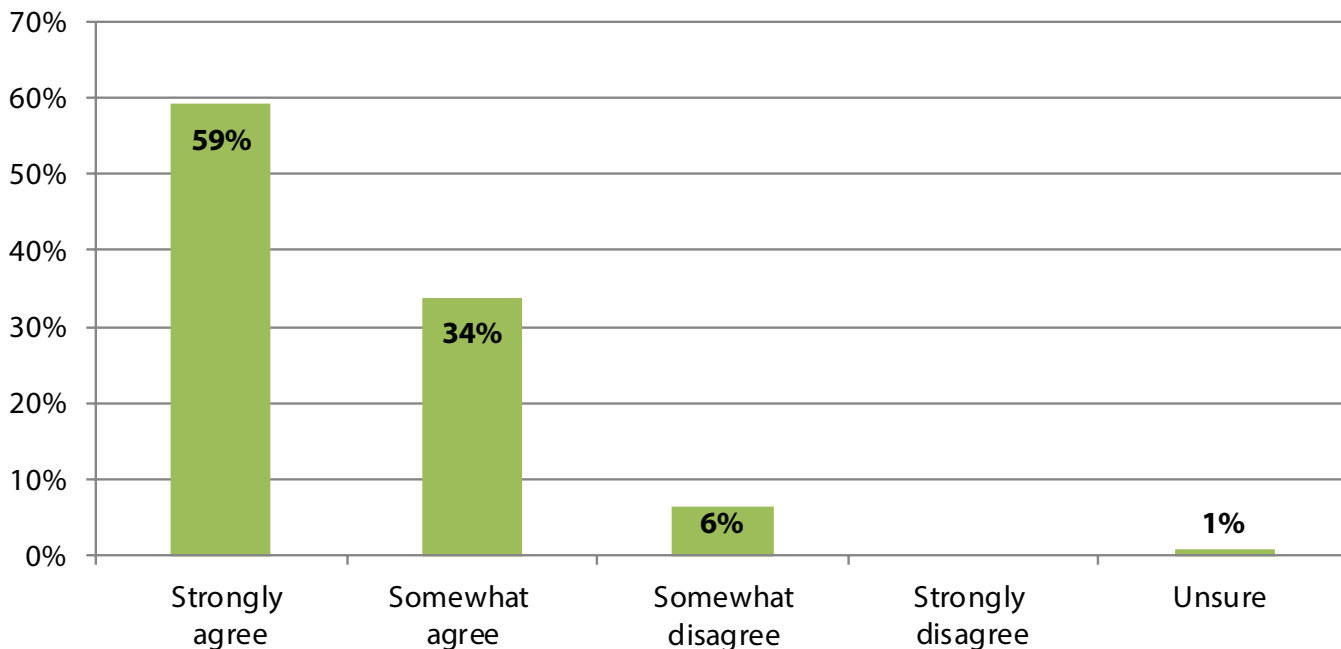
Today’s recreation and parks practitioners are making cross-sectoral connections in the delivery of programs, marketing and promotions efforts, and development of policy and infrastructure. The Framework for Recreation in Canada 2015: Pathways to Wellbeing discussion involved stakeholders from many allied quality of life sectors and is defining strategic direction for recreation in Canada. Partnerships in the social

environment have been identified as key to broadening benefits of, and support for, recreation and parks. City of Saskatoon staff have extensive experience in connecting with other sectors and collectively tackling community issues. They have successfully engaged other sectors in strategic planning (including this Master Plan process) and program delivery. The White Buffalo Youth Lodge and Regional Intersectoral Committee are examples of existing cross-sectoral collaboration success stories.

Cross-sectoral connections create synergies. They can leverage different funding sources and optimize use of public funding. They also help communicate key messages about the benefits of recreation and parks, while also enhancing community and political support.

Graph 1: Household Telephone Survey Response

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



Regional Collaboration

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

The benefits of recreation and parks cross regional boundaries. Numerous sources of information suggest that residents outside of Saskatoon are using City facilities and accessing City programs, and that city-based groups are using facilities in neighbouring municipalities.

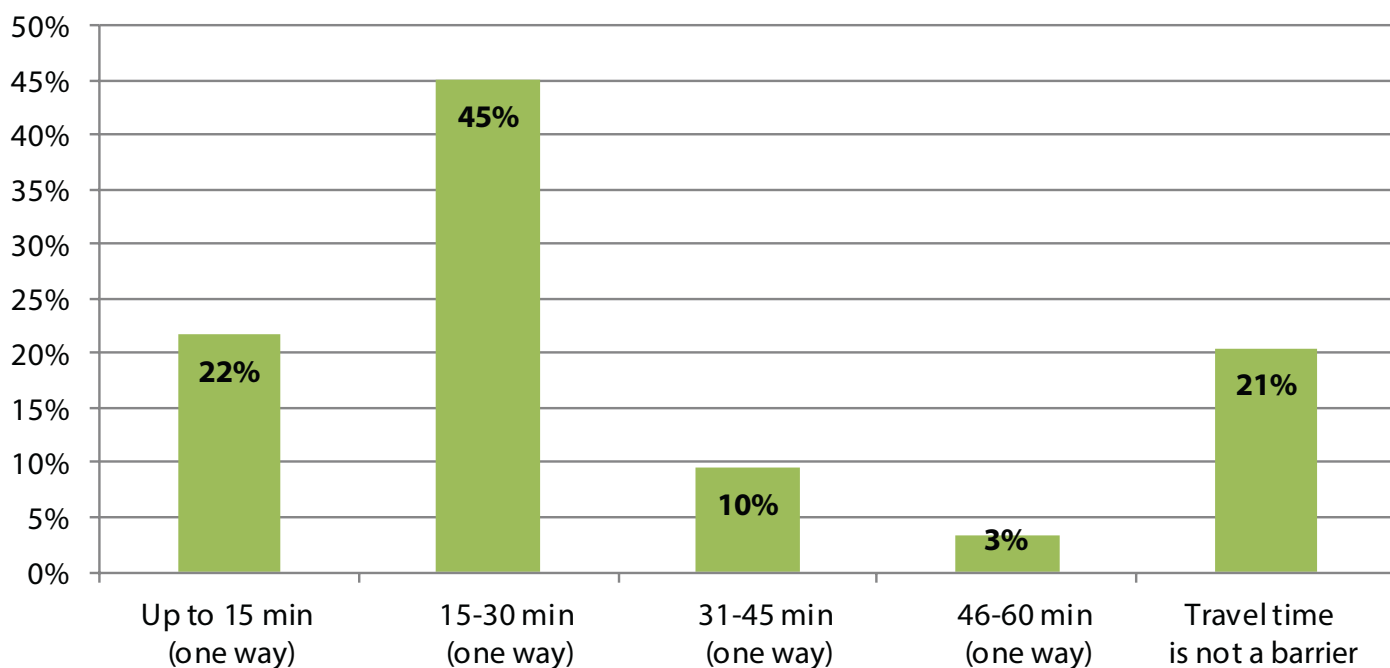
The Official Community Plan provides guidance on regional collaboration. It recognizes that regional urban and rural municipalities, First Nations, and other authorities influence each other, and that regional groups benefit by working together to coordinate service provision.

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

Household survey respondents think regional collaboration is important in providing recreation and parks services—95% of responding households suggested that municipalities in the Saskatoon region work together to provide recreation opportunities for residents, while 80% of open house survey respondents indicated they strongly agree that regional municipalities should work together to provide recreation opportunities. Furthermore, 45% of household survey respondents indicated that 15-20 minutes travel time to recreation and parks opportunities was acceptable; 21% suggested any amount of travel time was acceptable.

Graph 2: Household Telephone Survey Response

“What amount of travel time is acceptable?”



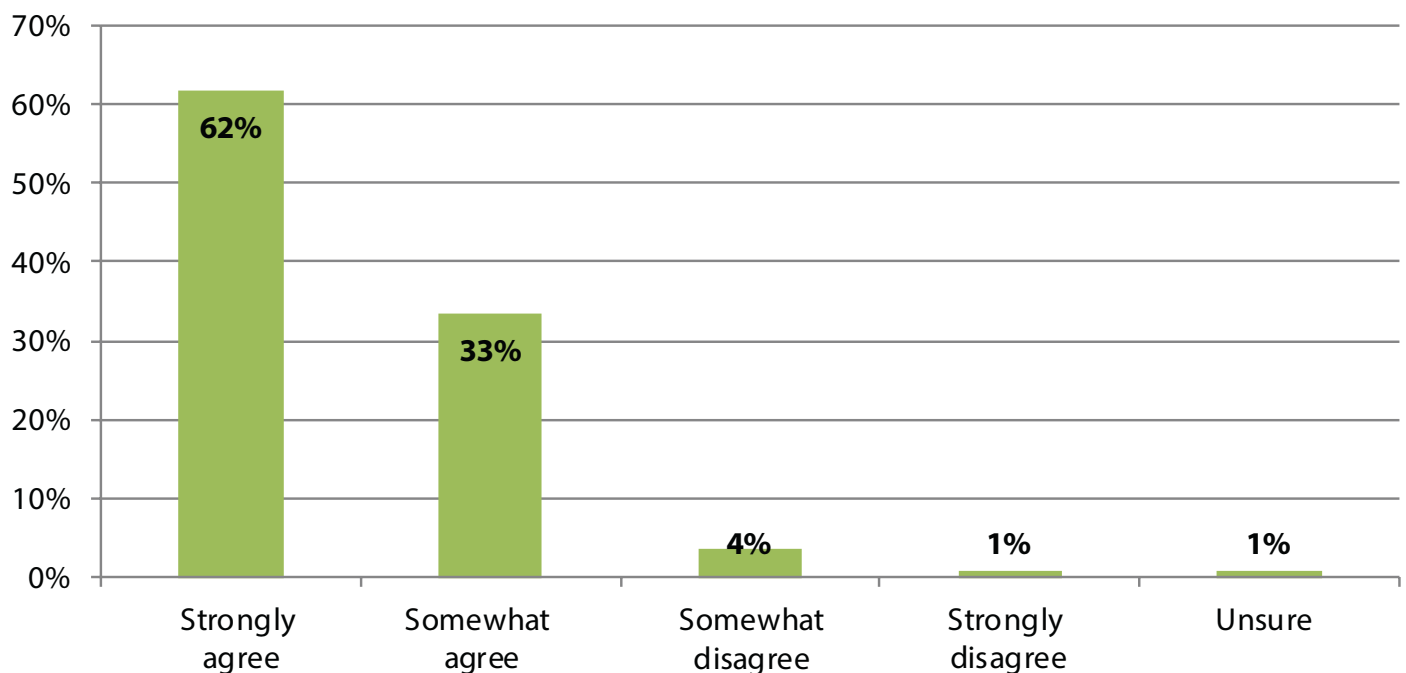
The Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Recreation and Parks Association (SPRA) have developed a Regional Collaboration Toolkit that outlines key tenets of successful regional partnerships. These partnerships can take the form of:

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

Although differential pricing and/or facility access strategies for non-residents are currently being considered or practiced, the administrative toll and the public messaging are not in the spirit of partnership and regional collaboration. Because of this, it is recommended that regional planning and service provision be kept at the political/organization wide level as opposed to the resident level. For example, compensation for facility access fee subsidy for local tax support should come from the regional cost sharing agreement between municipalities instead of manifested in differential point of purchase user fees.

Graph 3: Household Telephone Survey Response

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



Community-Based Group Support

Recommendation 6: The City will continue to support Community Associations and organized interest groups equitably and transparently, based on ongoing communication to identify group support needs.

Recreation and parks delivery is the result of the efforts of many stakeholders: volunteers, non-profit groups, different levels of government, the private sector, and of course, the City of Saskatoon.

There are two main categories of community-based groups providing services to residents: Community Associations and organized interest groups.

Organized interest groups represent different levels of sophistication and different types of activities. The supports offered by the City to these groups include access to financial assistance (e.g. Youth Sport Subsidy Program) and subsidized access to facilities and spaces where programs occur (user fees ranging from 37% to 100% of operational cost recovery). These interest groups help further recreation and parks service outcomes; without them, either the level of service in the city would diminish or the City would have to offer the program or opportunity directly.

There are currently 47 Community Associations offering neighbourhood level recreation and parks opportunities. The associations also provide opportunities for residents to volunteer in the actual association, thus building community leadership and capacity. The City provides a number of supports to Community Associations, including ongoing communication and liaison¹, capacity building (e.g. strategic planning, volunteer attraction and retention), and subsidized/free access to recreation and parks facilities².

¹ The City's Community Development Division includes staff who are directly responsible for liaising with and supporting Community Associations.

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

Recreation and parks participation, whether as a participant, organizer, or volunteer, leads to community connectedness and wellbeing. Developing capacity in the delivery system creates community leaders and strengthens the fabric of the city and the neighbourhoods within it.



The City's role with Community Associations is to be:

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

Community Associations and interest groups both play an important role in delivery of recreation and parks opportunities. Although mechanisms are in place to support both groups, there is a clear delineation in the type of support provided. Support for Community Associations is generally aimed at building internal capacity, such as recruiting volunteers, developing business plans, doing strategic planning, and applying for external funding. This type of support needs to be expanded to include organized interest groups. This will not only strengthen the sustainability of these community-based groups, it will provide training/knowledge development opportunities for volunteers, who in turn will have the skills to improve the quality of programming delivered to residents.

In providing support to community-based groups, it is important to recognize that not all groups are the same. Support must be equitable and appropriate. The City's ultimate goal is to enable community-based groups to be successful and independent—the essence of community development.



Diagram 8: Group Evolution



Volunteer Support

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

Volunteers are vital to recreation and parks service delivery in Saskatoon. Volunteers run the Community Associations and interest groups that provide recreation and parks opportunities. Volunteers help the City organize and host special events. Volunteerism creates a stronger sense of community and heightens community pride. Without volunteers, service levels would diminish and costs of providing recreation and parks opportunities would increase. A strong volunteer pool is of utmost importance to organizations throughout Saskatoon.

Volunteerism is changing. Seasoned volunteers are ageing and are not able to contribute as much as they once did. Younger volunteers are looking for different types of volunteer experiences; ones that offer personal development opportunities, have close personal or emotional ties, and/or offer positions of

limited scope and tenure. Given this, organizations that rely on volunteers need to look at volunteer recruitment, retention, and recognition differently.

Since the importance of volunteerism goes beyond recreation and parks, the development of a community-wide volunteer strategy involving all sectors will enhance the benefits of volunteerism in the city and create a stronger, more sustainable volunteer community. This, in turn, will lead to stronger, more resilient community-based recreation and parks delivery groups. Such a strategy is an excellent example of a cross-sectoral collaboration.

Whether or not a community-wide volunteer strategy is developed, the City could help further strengthen the recreation and parks volunteer community by identifying volunteer opportunities in community-based groups and connecting them with volunteers in the City's own databases. This would facilitate connection of those willing to volunteer with those seeking volunteer assistance.

Facilitating Supportive Environments

One aspect of facilitating supportive environments for recreation and parks opportunities is to use promotions and marketing to educate those who stand to benefit from participation about the opportunities and benefits. Even those who chose not to participate should be aware of the public good these services provide.

Ongoing identification of community needs through communication with the general public, community-based groups, and other stakeholders involved in/ or are impacted by recreation and parks opportunities is important. Understanding the impact of public investment in recreation and parks (via data on facility usage and resident participation) is key to benchmarking progress and measuring success.



Promotions and Marketing

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

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

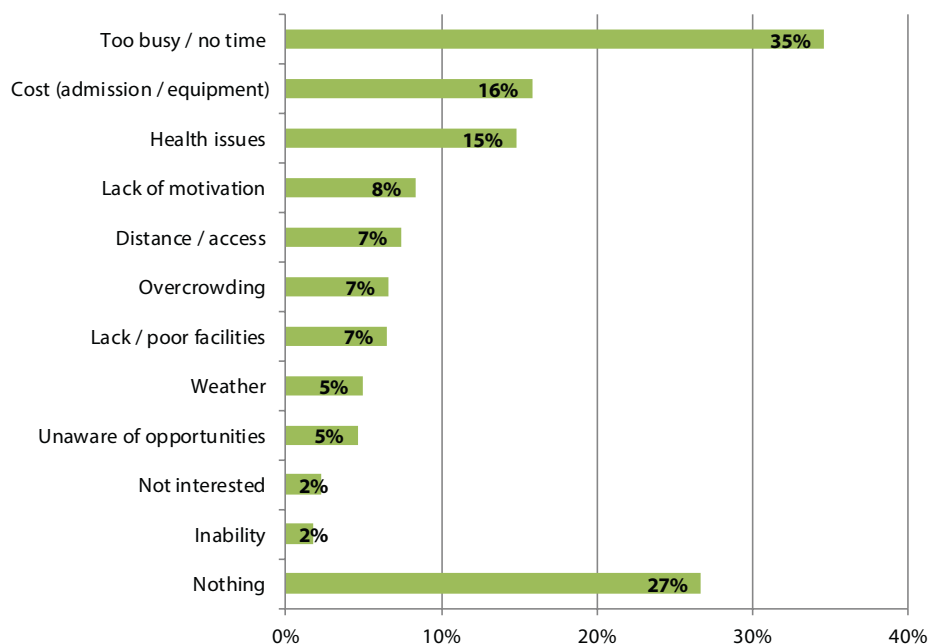
Public awareness of the benefits and opportunities is vital to ensuring that recreation and parks are perceived as essential, valued services and that public investment in these services continues to deliver the greatest social/public good.

Educating the public about the opportunities available as well as why they should participate will further enhance benefits achieved. Education is an important aspect of service delivery, and one that the City may need to take a lead role in delivering, potentially with other cross-sectoral partners such as health and justice¹.

In the household survey, the most frequently cited barriers to participation in recreation activities were “too busy/ no time” (35%), cost (16%), and health issues (15%). Only 5% of respondents cited “unaware of opportunities” as a barrier. In a similar vein, 12% of survey respondents indicated that “improved marketing” was a desired improvement/change to recreation and parks programs.

Graph 4: Household Telephone Survey Response

Barriers to Participation in Recreation Activities



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

Developing the right key messages and delivering them in effective ways is key to prudent marketing.

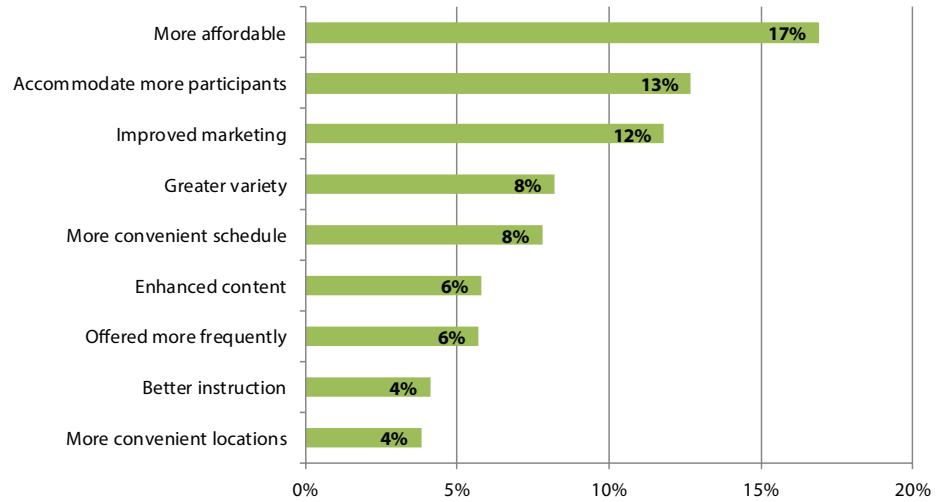
Currently, over 55% of household survey respondents find out about recreation and parks opportunities through the City's Leisure Guide. The guide is clearly an effective means of getting information to residents. While it currently offers information on Community Association programs, periodically featuring specific activities or groups may lead to enhanced participation.

Other frequently cited sources of information include the Internet (34%), City website (27%), and local newspapers (27%).

Although public awareness of recreation and parks opportunities appears adequate, community-based groups have indicated that having the City assist with promotions and awareness would help them achieve their program goals. The City offers advertising opportunities in the Leisure Guide, but current promotions and marketing focus primarily on presenting opportunities to participate. There is less focus on why residents should participate. Enhancing public messaging to include the benefits of recreation and parks will help motivate participation, while also building community perception of and political support for these essential public services.

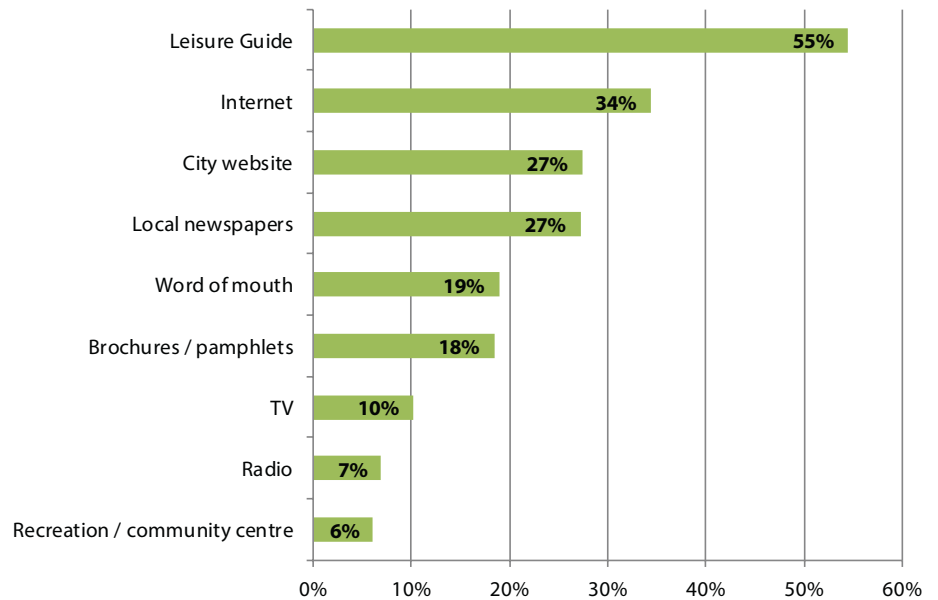
Graph 5: Household Telephone Survey Response

Improvements/Changes to Recreation and Parks Programs



Graph 6: Household Telephone Survey Response

Main Sources of Information About Recreation and Parks Services and Opportunities



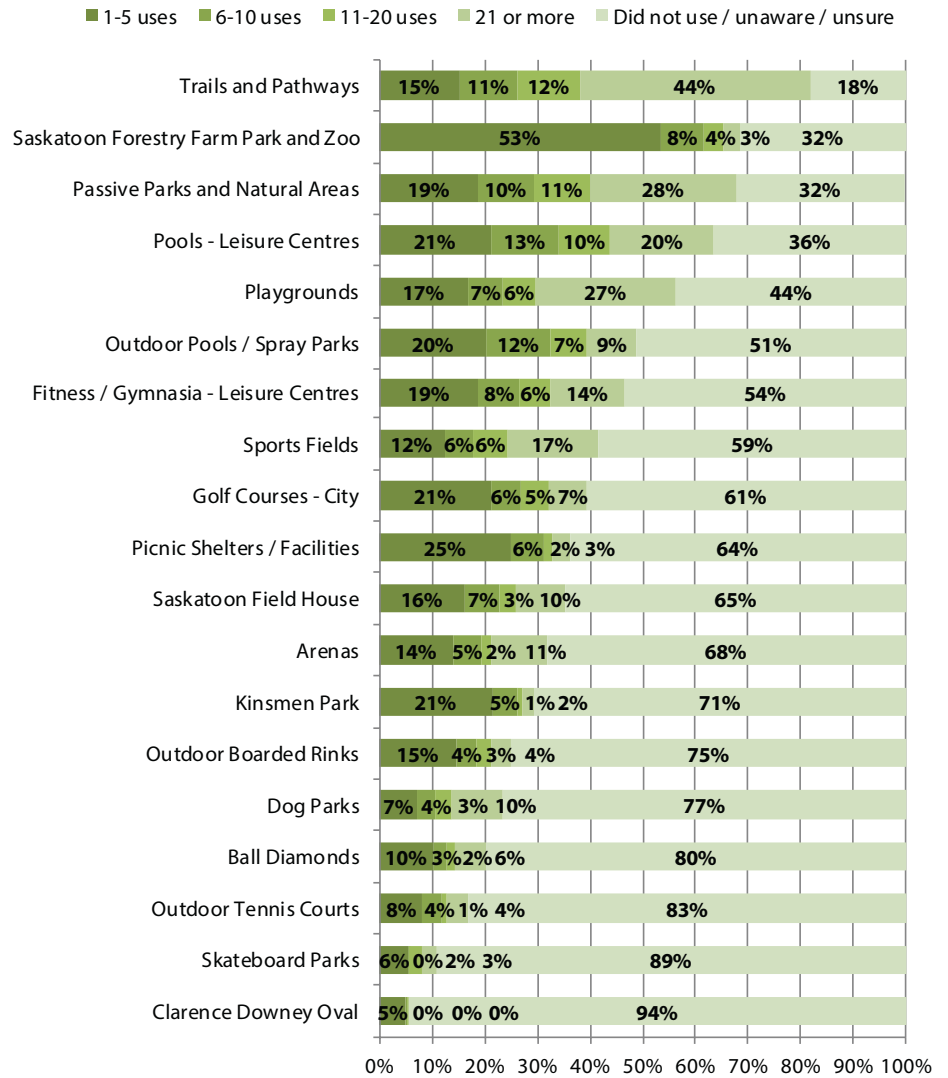
Graph 7 explains household utilization of recreation and parks resources throughout the city. There is potential to enrich and increase participation in existing publicly funded recreation and parks opportunities—even the most heavily used facilities (trails and pathways) are only used by 82% of households, and many facilities are used by less than half of households.

It is not enough to ensure that everyone knows what is available and how to access the opportunities. That is key, but the City must also proactively convince people to try things, especially people who are not active. Being more proactive might include:

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

Graph 7: Household Telephone Survey Response

Household Utilization in Previous Year



DEVELOPING THE KEY MESSAGES

The development and implementation of a promotions and marketing plan involves outlining key recreation and parks messages and providing a means for evaluating how effectively the messages are being delivered.

Key messages include:

- City staff, community-based groups and the general public telling success stories regarding the benefits (achievement of service outcomes) of participating in recreation and parks opportunities;
- Statistically reliable public engagement activities (e.g. surveys in Master Plan process and existing City of Saskatoon Leisure Activity Study) showing overall public support of, and participation in, recreation and parks opportunities;
- Using participation/usage statistics from recreation and parks programs and facility memberships to generate annual indicators (e.g. % of population participating) or special community participation challenges (e.g. Community Association's healthy lifestyle competitions);
- Current research on recreation and parks from external sources, such as SPRA and Leisure Information Network;
- Estimates of the positive economic impact of recreation and parks in the community, including non-local spending estimates, impact of recreation and parks amenities on adjacent property values, and estimated reduction of health and crime prevention costs; and
- Supporting information/messaging from external but related sectors, such as health services, crime prevention, education, social services, business, and economic development.
- Reminding the public that recommended Master Plan initiatives/projects are happening, and that they were developed with the involvement of the community.

It will be important to measure the effectiveness of various media in delivering the key messages. Data could potentially be collected through point of purchase/participation surveys and facility exit surveys. Investigation into the most effective social media tools is important in reaching broad user and non-user markets.



The City of Saskatoon Leisure Activity Study

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

Community Liaison

Recommendation 9: The City will continue to employ a community liaison strategy that considers the general public (including the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.

The City encourages and values public participation. The Official Community Plan suggests that public engagement occur when providing recreation services.

Ongoing communications within the recreation and parks delivery system is important due to the subjective nature of these services and the number of groups and organizations involved. A key component of the City's public communications strategy for recreation and parks is the Leisure Activity Study, which measures participation in recreation and parks opportunities. City staff also have annual or biannual conversations with interest groups about infrastructure allocation as well as more frequent dialogue with Community Associations.

Diagram 9: Communication Cycle



Data Collection and Research

Current community liaison efforts are effective in gathering physical activity preferences and facility utilization requirements. With the exception of conversations with Community Associations, however, collection of trend data and active engagement in strategic thinking related to recreation and parks services is limited. The City should sustain existing consultation and liaison tactics, but it could complement existing data sets by focusing on other types of communication. For example, administering a telephone survey similar to the household survey facilitated for this Master Plan would supplement the Leisure Activity Survey by providing service satisfaction levels and perceived importance of recreation and parks. The City could also engage more frequently with community-based groups (both interest groups and Community Associations) through an annual survey similar to the instrument used for this Master Plan. The information collected will help stakeholders understand resident preferences, identify needs, measure performance, and outline infrastructure utilization.

Another way to strengthen the community liaison effort is through the development of a Community Recreation and Parks Committee to oversee implementation of the Master Plan and provide the City with community input on recreation and parks issues. The Community Feedback Committee established as part of this Master Planning process is one example of such a committee, another is the Saskatoon Sport Council, which “facilitates community development and coordinate networks with the aim of enhancing access to the benefit of sport in Saskatoon for all.”¹



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

Pertinent, reliable facility usage information and participation data is needed to further the recreation and parks agenda. User statistics at facilities and parks, participation counts from service providers (interest groups or Community Associations), and program registration information are essential in understanding current community impact, supply and demand for facilities, and analysis of target markets reached. User satisfaction surveys can also provide valuable insight into best practices and areas of improvement.

Usage and user information help position the impact of the City amongst the entire population, build the case for sustained investment in recreation and parks, and enable City staff to benchmark performance on an ongoing basis. Although this information is only one consideration in measuring achievement of service outcomes, it is a valuable tool in building political and community support for these essential services. Gathering data on recreation and parks usage/participation and ongoing research into trends will help determine internal benchmarks. Research will help populate key marketing messages and create enhanced internal and external support for recreation and parks services.

The City already collects data on participation at leisure centres and rental hours at the centres as well as sports fields, ball diamonds, and ice arenas. This information could be supplemented with data on usage at existing spontaneous use/unstructured facilities and spaces (e.g. trail use counters). Expressions of percent of capacity wherever possible will help demonstrate excess demand or under-utilization.

The City's 2012 Future Sport and Recreation Facility Development Model is the basis of discussion around modeling supply and demand. Research efforts must consider both level of use and capacity of infrastructure, whether absolute (e.g. rental hours) or perceived (e.g. facility perceived as “too busy”).

Ongoing data collection is a top priority. In addition to the City, partner organizations should also engage in data collection. Public support to partner groups could be leveraged to get external data. Online tools such as CADAC, a web-based application dedicated to the collection, dissemination, and analysis of financial and statistical information about Canadian arts organizations (www.thecadac.ca), might assist in data collection and analysis.

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

Ensuring Inclusion and Access

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

Recreation and parks opportunities lead to enhanced community cohesion and social inclusion by providing healthy environments for people of all ages, abilities, and ethnicities to participate and mingle. Social inclusion through recreation is something that more communities are trying to facilitate, particularly those like Saskatoon growing Aboriginal and Newcomer populations.

Social inclusion is about making sure that all children, youth, and adults are able to participate as valued, respected, and contributing members of society. It involves the basic notions of belonging, acceptance, and recognition. For Aboriginal people and newcomers, social inclusion is manifested in full and equal participation in all facets of the community—economic, social, cultural, and political realms. In essence, social inclusion is about eliminating the boundaries between “us” and “them.” It recognizes that diversity has value and is not something that must be overcome.

There are five dimensions of social inclusion:

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

While social inclusion is pertinent to all members of a community, it can be particularly relevant for Aboriginal and newcomer youth. They can feel pulled between their own cultural values and a desire to “fit in” to their new home. This tension can be exacerbated if their parents are experiencing stress due to settlement. Children living in families that are struggling with parental depression, family dysfunction, or violence are more likely to be excluded from aspects of life essential to their healthy development. They are less likely to have positive experiences at school, less likely to participate in recreation, and less likely to get along well with friends.

Social inclusion is a broad issue best addressed holistically. However, inclusion can be partially addressed through a community’s approach to recreation and parks. Such discussions are already occurring in the city (e.g. the Kitaskinaw process) and many effective partnerships are already in place.

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

- Programs must be affordable with accessible and inexpensive transportation.
- Activities must be designed to involve, accommodate, and invite targeted populations. They must respect cultural norms and where possible, create “cross-cultural” interaction.
- Programs must enable participants to determine program type, timing, and purpose (within guidelines of safety and appropriate to their level).
- Facilities must be welcoming with respect to physical aspect and atmosphere. For example, displaying art from a variety of cultures or simply having welcome signs in different languages can help make all residents feel welcome, while also increasing awareness of cultural diversity in a positive, constructive way.
- Scheduling must take into account constraints and availability of targeted populations. For example, shift workers may require programming or events hosted at non-traditional “prime time” hours.

Ensuring social inclusion is at the forefront of decision-making regarding recreation facility access and programming will strengthen overall community cohesiveness and quality of life.

Financial Assistance Programs

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

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

Ensuring recreation and parks opportunities are accessible is important in achieving service outcomes and creating community benefit. The City's two key financial assistance programs are the Youth Sport Subsidy Program, which supports 34 youth organizations and the Leisure Access Program which gives eligible low-income residents unlimited admission to drop-in programs at City leisure centres and participation in one registered program per year. The City also offers free admission to recreation facilities during specified times throughout the year. External groups such as Dreambrokers, Jumpstart, KidSport, and Community Associations also offer financial assistance programs.

The Youth Sport Subsidy Program and Leisure Access Program have significant impact. While they are effective in meeting the needs of eligible low-income residents, they do not address families that may be above low income cut-off levels yet still unable to afford participation. That being said, the City's philosophy on user fees and program cost recovery may warrant revisiting. More deliberate focus on achieving social returns may reduce the need of generating financial cost recovery. Pricing for recreation and parks that balances affordability with maximum market penetration will likely require increased subsidies across the affordability spectrum.

The Youth Sport Subsidy Program may be a vehicle the City can use to ensure that partner groups accessing the program are also delivering services that help meet the City's desired service outcomes. Inclusion of the Long Term Athlete Development Plan into group programming or mandatory quality assurance training for groups, for example, could be prerequisites for groups wanting to access the program. This would ensure that quality, effective opportunities are being offered to residents and that continued public subsidy is justified. The optimal delivery method of the Youth Sport

Subsidy Program should be evaluated—should the subsidy be provided to groups or service providers? This will be especially important as the city's population grows and the number accessing the program increases.

It is incumbent upon the City to ensure all residents, especially those in need, are aware of financial assistance programs available to them. This messaging is part of promotions and marketing efforts. It could also include messaging about non-City programs (e.g. Dreambrokers, Jumpstart, KidSport).

Creating knowledge in the community about free or low-cost recreation and parks opportunities will also help reduce financial barriers to participation and extend community benefit. It is important to understand that the subsidized access provided to groups accessing City recreation and parks infrastructure is also a form of financial assistance. Without City involvement in recreation and parks infrastructure, which is subsidized through taxes, facilities and spaces would be inaccessible to many individuals and groups.



Section

5

Recreation and Parks Programming

Program Delivery Enhancements

Recreation and parks programs in Saskatoon help motivate participation in healthy activities. The City of Saskatoon directly provides programs at its facilities and in its open spaces. It also helps facilitate programs offered by community-based interest groups and Community Associations, private sector organizations, and allied stakeholders (discussed in Section 4).

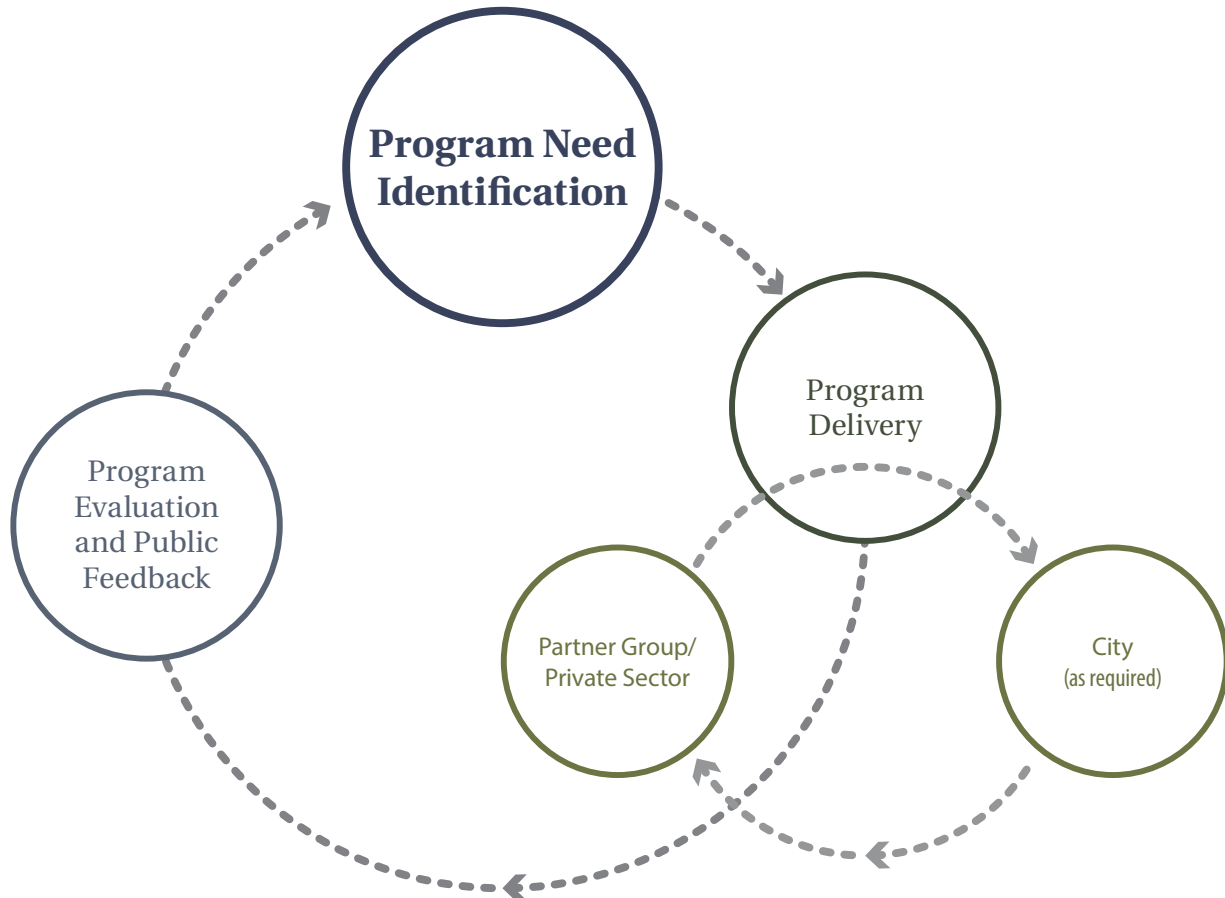
A number of groups in Saskatoon and region directly provide recreation and parks related programs. The quality and type of programs being offered is broad.

Typically, the private sector provides programs and services that generate profit, while the non-profit sector offers programs that balance social and financial return.

The City provides programs that achieve its service outcomes with varying levels of cost recovery—a number are positioned to recover 100% of direct operating costs.

The City generally realizes the greatest value in groups that offer programs that require little or no public support. This allows the City to focus its resources in areas of most need or that other stakeholders are not addressing. This assumes the quality and accessibility of the program being offered is in line with City intent. That said, the first default to delivering any program should be to allow and/or enable the non-profit or private sector to provide it first.

Diagram 10: Program Review Cycle



The “next best” approach would be for the City to partner directly with other organizations to provide a program, followed by the City providing a program independently. Section 4 discusses how such partnerships and cross-sectoral collaborations should occur.

In some program areas the City offers the same programs as other sectors, either to meet community demand or to ensure such programs are financially affordable to all residents. Swim lessons, for example, are offered by several pool providers (City leisure centres, YMCA, YWCA, University of Saskatchewan) to meet community demand.

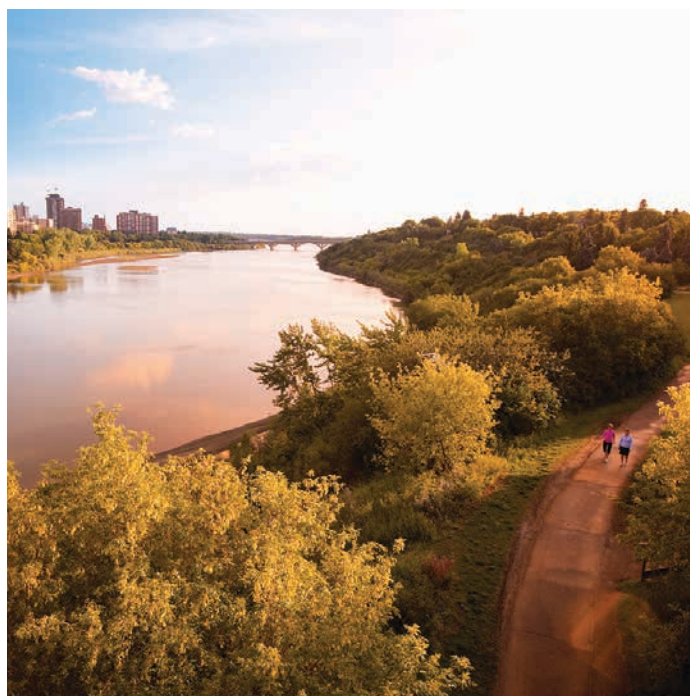
Recommendation 14: The City will take a lead role in identifying recreation and parks program needs in the community (including program performance assessment).

Determining program demands and preferences is a basic role for most program delivery agents in the city, but not all groups share the City’s broad mandate to provide benefits throughout the region. Defining city-wide program needs is therefore a function for the City and other partners with more “global perspectives.” The recently completed “Kitaskinaw: A Scan of Programs and Services Serving Aboriginal People in Saskatoon” (2013 – 2014), for example, was conducted by a multifaceted partnership that ensured results encompassed a broad, community-wide perspective. This Master Plan is another example: it has been developed through a global, community-wide lens and driven by a multi-faceted Community Feedback Committee¹.

Kitaskinaw:

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

The exercise was the first of its kind in Saskatoon and grounded in the Aboriginal Life Promotion Framework. Using a similar approach to explore Aboriginal needs in recreation and parks programming would give program providers a better appreciation of what types of programs would have the most impact.



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

As other mechanisms suggested in this Plan are implemented², community-wide programming needs will emerge. Collaborative planning will not only help identify broader community needs, it will also help focus efforts to optimize staff and volunteer time as well as financial resources.

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

The goal of collaborative program planning is to reduce competition in program provision and ultimately make a broader array of programs available to the public. Internal communication between the Recreation and Sport Division, the Community Development Division and Community Associations will ensure public funding is optimized and each group is providing complementary as opposed to competing programs. Having other sectors such as education and health represented will ensure programming efforts in related areas align and, in some cases, negate the need for development of new programs.

Once program needs are identified, the City can disseminate needs into the community of providers and determine who is best suited to offer the program. Through the Leisure Guide, the City already has an accurate picture of what is going on in the community, although the focus is on City and Community Association programs. In looking at financial support, it is important to understand that while some programs do not break even financially, they generate significant social return. Both the financial implications and social return need to be considered when contemplating offering a needed program in Saskatoon. The City is one of the only delivery agents able to offer programs that do not recover direct costs on a sustained basis.



² E.g. ongoing Leisure (existing) and Recreation (new) household surveys, internal knowledge and professional development for City staff, more frequent surveying of interest groups and Community Associations

Recreation and Parks Program and Opportunity Needs Assessment

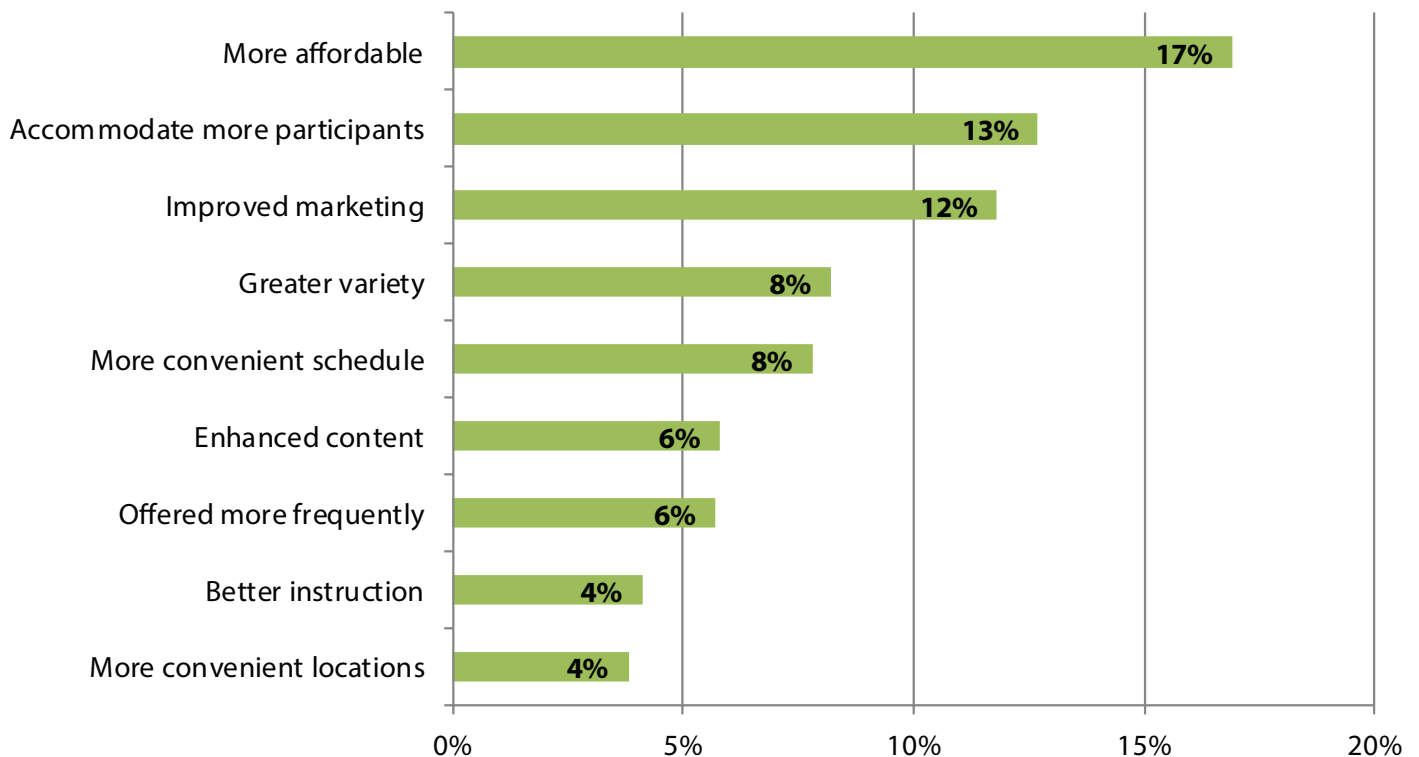
Recommendation 16: The City will use Desired Program Focus Areas to guide collaborative recreation and parks programming efforts.

Determining recreation and parks programming and opportunity needs requires ongoing attention and perspective. The activities undertaken in the development of the Master Plan (statistically reliable public surveys, partner group consultation, trends analysis, background research) can be used in determining community demand for recreation and parks programs.



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



Making programs “more affordable” (17%) was mentioned most frequently when residents were asked what improvements/ changes should occur to recreation and parks programs. This was followed by “accommodate more participants” (13%) and “improved marketing” (12%).

Key areas of focus for recreation and parks programs by age group were identified in the household survey and web-based survey¹.



Tables 5 – 8: Desired Program Focus Areas by Age Group

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

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

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

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

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

Household and web surveys also identified key areas of focus for specific demographic groups.

Tables 9 – 12: Desired Program Focus Areas by Specific Demographic Groups

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

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

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

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

MEETING SERVICE OUTCOMES

Although programming is often a response to needs assessment results, it is important that programming meet core service outcomes.

Fourteen of the 19 service outcomes identified in the Master Plan (see Section 3) pertain to recreation and parks program delivery. Programs offered by the City or supported by the City should further one or more of these service outcomes.

1. Special events and celebrations connect citizens in Saskatoon.
3. Residents experience and are motivated through local sporting events.
4. Social interaction connects citizens in Saskatoon.
7. Residents of Saskatoon feel included and welcome.
8. Families are supported to recreate as a unit.
9. Residents have a basic level of fitness and wellbeing.
10. Pre-schoolers have the opportunity to thrive.
11. Children and youth have basic skills in a range of pursuits.
12. Advanced level skill development is available for children and youth.
13. Healthy opportunities exist for youth to develop in a social setting.
14. Adults have basic skills in a variety of pursuits.
15. Advanced level skill development is available for adults.
16. Older adults continue to feel healthy, included, and valued.
17. Saskatoon's environment is interpreted for all to understand and enjoy.

These service outcomes provide direction on public support for programming. For example, service outcomes 9, 11 and 13 direct City-sponsored programs to focus more on basic skill development and physical literacy, while supporting access to advanced level skill development or higher levels of competitive sport.

External influences also guide program design. For example, the Canadian Sport for Life Strategy and Long Term Athlete Development Plan (LTADP) focus on different skill development for different age groups.

In terms of program focus, the Master Plan has identified the following areas.

- Providing opportunities for all ages and abilities to participate in physical activity—getting more people, more active, more often;
- Providing opportunities that enable spontaneous, drop-in recreation and parks activity;
- Providing opportunities for residents to embrace winter and participate in outdoor winter activities;
- Providing opportunities for children and youth to participate in unstructured play;
- Providing opportunities for residents of all ages to connect and build a relationship with nature and the river valley;
- Enabling all community members to take part in nature interpretation;
- Programs that focus on using recreation and parks to facilitate social inclusion—a sense of connectedness and belonging (including Aboriginal peoples and Newcomers);
- Developing broader public programs focused on nutrition and healthy lifestyle choices;
- Integrating into existing and new programs, where possible, pertinent stages of the Canadian Sport for Life Strategy and principle of physical literacy;
- Continuing support for traditional, mainstream, and emerging team sports for all ages groups, with greater focus on skill development and less on competition;
- Programs that promote and ensure positive ageing; and
- Programs offered to school-age children during the critical after-school period (3pm – 6pm).

Focussing on these areas does not mean discontinuing existing successful programs; it means directing incremental efforts to these areas focus and reallocating existing poorly attended programs.

These focus areas provide general guidance to program delivery agents, yet still enable creativity and partnerships. It is important to consider best use of available facilities and spaces in recreation and parks programming, coordination, and planning. Such as creating user markets during traditional “low use” times.

Increasing Participation

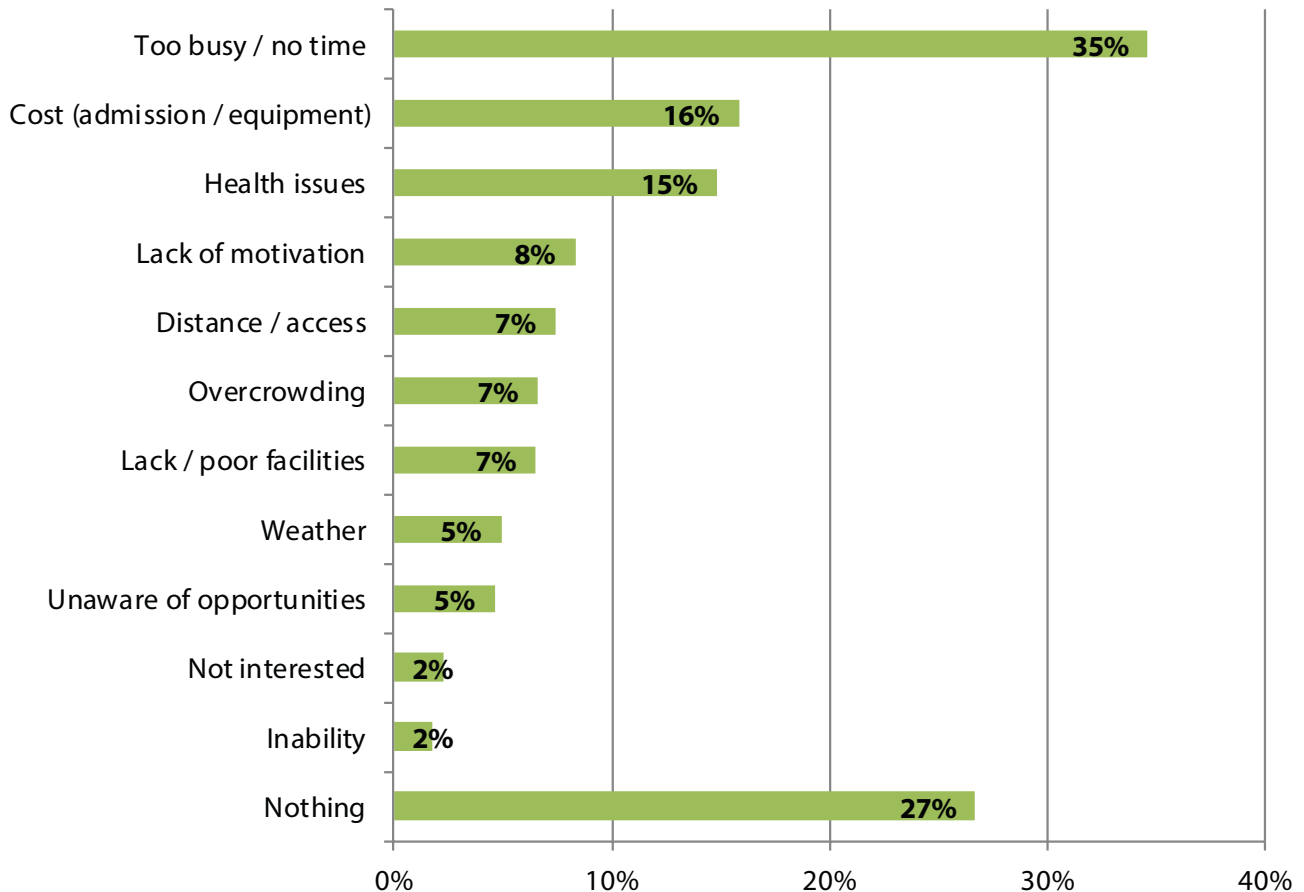
Recommendation 17: The City will act to reduce barriers and increase participation wherever possible.

In order to achieve core service outcomes and demonstrate the benefits of recreation and parks services, residents must participate in programs. It is incumbent on stakeholders who stand to benefit from participation to attempt to increase it. Stakeholders in health, justice, and education will see positive outcomes in their own performance measures from increased recreation and parks participation. Recreation and parks agents will see higher enrollment, increased use of facilities and spaces, and enhanced public and political profile.



Graph 9: Household Telephone Survey Response

Barriers to Participation in Recreation Activities



In order to increase participation in recreation and parks activities, it is important to understand the barriers to participation. Respondents to the household survey identified a variety of barriers, and many are issues that public service providers can take steps to reduce.

Cost, facility overcrowding, and distance/access to facilities are all areas that public service providers can address through infrastructure and programs. Lack of motivation and lack of awareness of opportunities can be addressed through enhanced promotions and marketing efforts. Working with the health sector to “prescribe” recreation and parks activities can address health issues. Barriers to participation related to physical ability and/or age can be addressed during the design of new/enhanced facilities and spaces.

As the City and community-based groups continue to assess recreation and parks program needs, it is important that accessibility, affordability, and equity remain at the forefront of program design and offering.



Admission Fee Levels

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

Observed in the results of the household survey conducted during the Master Plan process, residents have identified cost of admission as a significant barrier to participation in recreation programming. Admission fees to City of Saskatoon leisure facilities are applied equally to all facilities with pool and fitness admissions, irrespective of the amenities offered.

The current adult admission fee for a single visit to Cosmo, Lawson, and Lakewood Civic Centres, Harry Bailey Aquatic Centre, Shaw Centre, and Saskatoon Field House is \$9.80 (2015). Admission to the Fitness Circuit and Terry Fox Track at the SaskTel Sports Centre is \$4.00.

In contrast, the following adult admission fees are charged at civic leisure facilities in other Western Canadian cities:

- In British Columbia, Vancouver charges \$5.75 at all facilities; Surrey charges \$7.00 at all facilities, and the Greater Victoria region charges from \$6.25 to 6.75.
- In Alberta, both Edmonton and Calgary use a tiered fee structure based on the quality and size of facilities. Edmonton charges \$7.00 at all community-level facilities, \$9.00 at the Kinsmen Field House, and \$10.45 at its three largest leisure centres, which are all much larger than Saskatoon's Shaw Centre. Calgary charges \$11.95 at its two "mega" centres (Southland and Village Square), \$6.00 at its six smaller neighbourhood facilities and \$7.10 at its six community level facilities (which are comparable to the Shaw Centre).
- In Manitoba, Winnipeg charges \$6.60 at all recreation facilities.
- Regina charges \$6.00 at its three facilities with pools and fitness amenities.

Like Saskatoon, these cities offer rates for pre-schoolers and children, youth (generally 13–17), and (in most cases) older adults. With the exception of Alberta's "mega-facilities," admission fees in most cities are lower than in Saskatoon.

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

The City is currently conducting a thorough assessment of its fees and policies, which will help guide future decision making regarding user fees. While admission fee reductions may lead to increased use and thus increase revenues, it may still be necessary to reduce cost recovery targets.



Section

6

Recreation and Parks Infrastructure

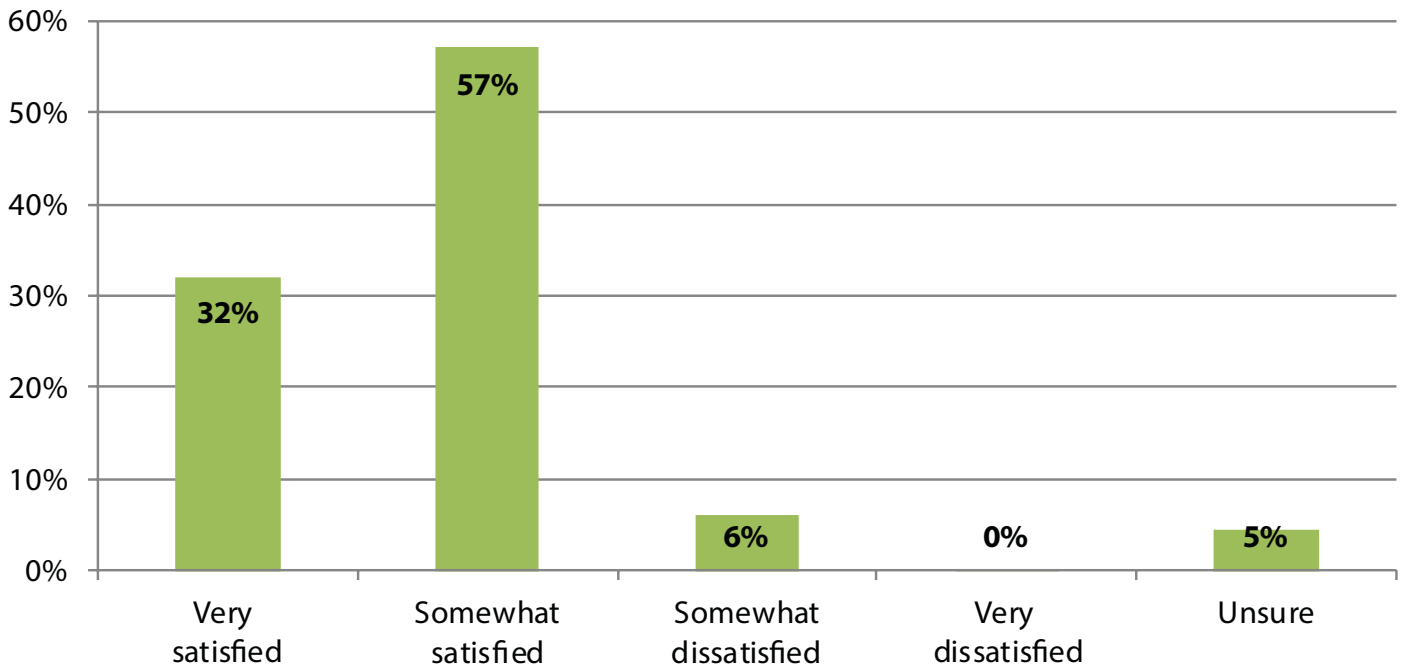
Creating supportive environments for recreation and parks activity means having appropriate infrastructure in place to accommodate programs and opportunities. Having relevant infrastructure, sustaining it, and planning for new infrastructure all has to be strategically considered.

As the primary provider of public sector recreation and parks services, the City of Saskatoon currently owns and operates a vast array of recreation and parks facilities and spaces, including:

- 10 youth centres¹
- 7 skateboard sites
- 6 leisure centres
- 6 indoor ice surfaces²
- 4 indoor pools (within leisure centres)
- 4 outdoor pools
- 3 golf courses
- 302 sports fields
- 210 parks
- 184 playground units
- 44 tennis courts (41 outdoor, 3 indoor)
- 30 paddling pools
- 17 spray pads
- Forestry Farm Park and Zoo

Graph 10: Household Telephone Survey Response

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



¹ Hosted in partnership with other community-based groups.

² In total, there are 11 indoor ice arena facilities containing 17 pads of ice within the city.

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

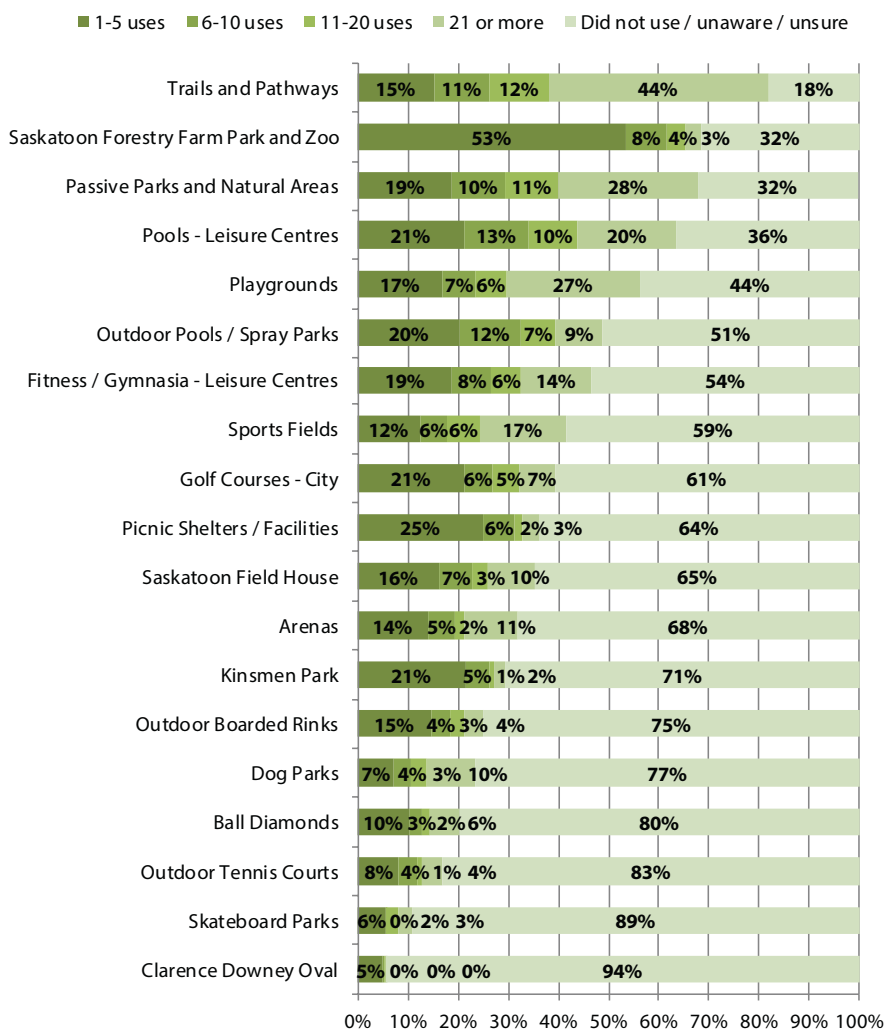
- Issues with physical accessibility;
- Lack of space/capacity for programs and events; and
- Issues with, or a lack of, support amenities.

Household utilization levels of City recreation facilities and parks are significant (Graph 11). The most heavily used facilities and spaces include trails and pathways (used by 82% of households surveyed), Forestry Farm Park and Zoo (68%), passive parks and natural areas (68%), and pools at the City's Leisure Centres (64%). Playgrounds were used at least 1 – 5 times in the past year by 56% of households.

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

Graph 11: Household Telephone Survey Response

Household Utilization in Previous Year



Recreation Facility and Parks Planning

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

Public recreation and parks service provision involves a number of internal City divisions and external delivery agents and partners. As the delivery system is integrated, so too should be strategic planning related to future infrastructure. The development of the Master Plan and the involvement of both the internal Project Steering Committee and the external Community Feedback Committee are excellent examples of engaging pertinent stakeholders in strategic planning on recreation and parks services.

Involving cross sector and external allies in strategic planning provides continuity and should continue wherever possible. For example, an annual Master Plan progress report could be presented to the Community Feedback Committee to retain engagement, align community initiatives, and ensure broader perspectives are not lost.

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

Internally, the voice of recreation and parks must be heard in broader corporate strategic planning and decision making. Recreation and parks are already entrenched in the Official Community Plan and Strategic Plan; however, increased internal profile will ensure the Master Plan is implemented with sustainable, enhanced services. Planning for recreation and parks also requires integration between the divisions responsible for recreation and parks delivery. For example, parks operation and maintenance groups can influence new park design, while facility, marketing, and program staff can influence pricing and program delivery strategies.



Parks Classification

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

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

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

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

Each park category addresses particular needs of particular groups of people, while simultaneously maintaining flexibility of programming and attractive environment to encourage use by residents in general.

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

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

The Linear Park provides a safe, aesthetically pleasing linkage/connection between parks and other destinations through non-motorized means of travel. It also allows for preservation of heritage features and natural features.

The Village Square Park is an urban open space that is centrally located in the neighbourhood. It contains primarily soft landscape with some hard surface elements. Its primary purpose is to serve as a meeting place, providing a community focal point and destination for passive recreation (e.g. socialization, event programming).

The District Park serves four or five neighbourhoods. It accommodates both active and passive recreation, and may have a particular emphasis on the athletic needs of high school students. The structured city-wide sports activities intended for District Parks typically require a higher proportion of space to accommodate structures (e.g. tennis courts) for active rather than passive recreation.

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

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

The Special Use Park is a city-wide resource. Each park responds to unique site circumstances and/or provides unique programming opportunities, and is therefore subject to unique development guidelines. The Forestry Farm Park and Diefenbaker Park are examples of Special Use Parks.

Further detail on the current purpose, function, size, location, site access, visibility, and frontage considerations for each park classification are outlined in Appendix E.

The City acquires lands for new parks and open spaces through land development and other means. The current Parks Development Guidelines distribute dedicated land to park types as follows: Neighbourhood—61%, District—36%, Multi-District—3%. As industrial land is developed, 5% is dedicated for the development of major recreation and parks infrastructure.

The parks classification system provides a foundation for how parks and open spaces are acquired, developed, and maintained. The City also uses Landscape Design Standards to ensure new/enhanced park areas and furniture are constructed appropriately. It is important to periodically review and update both the Parks Development Guidelines and Landscape Design Standards to align with changes in municipal governance or to parks and open space management.

The following are considerations when reviewing and updating the Parks Development Guidelines:

- **Terminology** for certain park types may warrant change to reflect new parks and open space language and norms.
- Some **park types may not be pertinent in current market** conditions (e.g. Industrial Park).
- **Enhanced integration of school sites** with District and Multi-District Parks may be worthwhile. This is further supported by the Official Community Plan: “School sites shall, wherever possible, be located adjacent to Municipal Reserves or such other public open spaces as may have been created in the area. Development on such integrated school sites shall take place in such a manner as to encourage maximum utilization of all facilities at all times. The use of the school and park facilities as the recreational centre for the neighbourhood or area, as the case may be, shall be promoted.”
- The inclusion of other types of public land, such as **environmental reserve used for recreational purposes** (e.g. nature trails) may warrant inclusion in the classification system (and in associated maintenance procedures).
- Special areas, such as **boulevards, buffers, environmental reserve, berms, and utility parcels** that have no active recreation function yet have passive/ interpretive/aesthetic functions may also warrant inclusion in the overall parks classification system. These areas should not be given municipal reserve credit during land development, nor should storm water management facilities.

- Due to the development of higher density residential areas, the **allocation of Municipal Reserve** to the different park classifications may warrant change. More emphasis on neighbourhood level parks may be necessary, while other acquisition strategies (such as partnerships) focus on for District and Multi-District Parks¹.
- The City may consider **allocating more Municipal Reserve acquired through development to neighbourhood amenities** and acquiring more land through other means (e.g. beyond 10% through additional land dedication during development) to accommodate District and Multi-District park requirements.
- **Natural, naturalized, and passive park spaces should be included** in park allocation within each park classification. Sports field amenities, public art, and park furniture should also be included within each park classification or potentially as their own classification type.
- Natural bioswales and corridors in the city should be considered as **linkages for active transportation as well as wildlife movement**².

The aforementioned considerations are neither exhaustive nor prescriptive. They are provided as considerations in the review of the City’s Park Development Guidelines, Landscape Development Standards, and associated strategies.



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

2 As discussed in the City Wetlands Policy.

Recreation Facility Classification

Recommendation 23: The City will use a recreation facilities classification system to help guide future development of new or enhanced facilities as well in the programming of existing facilities.

The City currently does not have a classification system for indoor recreation facilities. Classifying different facility types and indicating potential market sizes, amenities, features, and siting will help future planning efforts and guide resident expectations.

The system proposed in Table 13 includes three different classifications: city-wide, district, and neighbourhood. Although municipal facility amenities have been identified, these amenities may be co-located with district level indoor facilities.



Table 13: Sample Facility Classifications

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

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

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

Map 1: Indoor Recreation Facilities



Recreation and Parks Infrastructure Considerations

The following recreation and parks infrastructure considerations help inform decisions regarding the planning, design, and operation of existing and new recreation and parks infrastructure (indoor and outdoor). They include strategic recommendations, where applicable) Many of these considerations are currently practiced by the City.

Spontaneous/Structured

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

The City will consider the provision of spontaneous, unstructured recreation and parks opportunities in the programming of existing and new spaces. The City currently operates spaces (e.g. leisure pools, trails) that enable spontaneous participation, yet much of its investment is in the provision of traditional recreation and parks facilities (e.g. ice arenas and sports fields) that focus on structured rental use. Thus a large portion of the population—those demanding spontaneous use outlets—are not fully considered in major resource development.

The supply and demand relationship for spontaneous use areas is not straightforward, primarily due to the fact that capacities cannot be clearly identified for spontaneous use areas. The point at which a facility is “too busy” and thereby prohibitive to participant use is based on individual perception. Some work has been done by the City in determining capacities of spontaneous use areas in the 2012 Future Sport and Recreation Facility Development Model.

Spontaneous use of facilities occurs in two ways. A spontaneous user may visit a facility to participate in a desired activity or a user may participate in an activity because it is convenient to do so, even if it wasn’t the intended purpose of the visit.

Examples of spontaneous use recreation and parks infrastructure includes (but are not limited to) those shown in the chart below. Traditional rental spaces (e.g. ice arenas, gymnasium) can also be spontaneous use when not rented out for exclusive use.

Table 14: Sample Spontaneous Use Recreation and Parks Amenities

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

Planning for spontaneous use facilities should consider the following:

- Spontaneous use areas provide users the opportunity to participate in physical activity or creative/social endeavors even if they cannot commit to signing up for a scheduled team or program. Therefore, spontaneous use areas provide flexibility in hours of operation.
- Spontaneous use activities are best offered in clusters, based on type of activity and facility amenities. Spontaneous use activity clusters work well together and consider cross use and convenience of potential users. Clusters that work well include:
 - » Fitness/wellness and child minding;
 - » Fitness/wellness and major scheduled use activity (arenas, field houses, etc.);
 - » Fitness/wellness and therapeutic/program aquatics; and
 - » Leisure skating and ice arenas.

Future spontaneous use spaces could piggy-back with major programmable/rentable spaces.

Recreation, Culture, Heritage, and Social

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

Recreation, culture, heritage, and social service facilities and programs are significant contributors to quality of life in Saskatoon. Traditional perspectives often regard recreation and parks as being sports and physical activity related; culture as encompassing creativity and artistic expression; and social services as being reactive efforts to right social maladies in the community. These perspectives define these components of quality of life as mutually exclusive. Although these types of services are often located in independent facilities, they do share similarities, including:

- Each allows participants to differentiate and express themselves;
- Each is a product of participant choice in how to spend leisure time;
- Each has positive benefits on personal development for all ages;
- Each promotes community pride and cohesiveness; and
- Each promotes and improves overall quality of life.

This means that in many cases the separation of recreation, culture, parks, and social service facilities and spaces can be avoided, especially when planning, designing, and operating environments in which these activities can occur. The City has already implemented the concept of integrated facilities through its partnerships with school authorities and partner groups. If the use of limited public funds for recreation, culture, and social infrastructure is to be optimized, the provision of environments that support and integrate these three vital components is highly desirable.

The concept of including recreation and culture amenities under one roof/one site can be applied to both future developments and existing facilities and spaces. Existing recreation and park facilities could showcase local artists. Existing culture venues could expose visitors to recreational pursuits, perhaps in themed performances or exhibits. New infrastructure development that integrates recreation, parks, culture, and social context, will optimize the use of public funding and promote multi-purpose development amongst traditionally separate user markets.



Stand Alone vs. Multiplex

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

The development of large, multi-purpose community recreation and parks facilities warrants exploration whenever new facility development is considered. Combining multiple facilities under one roof or at one site can lead to operational economies of scale and increase overall usage. Gathering more users at one site can also enhance the attractiveness of private sponsorship, retail sales, and commercial lease opportunities at facilities, hence improving revenues streams.

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

Facility clustering using the multiplex approach is appropriate for both operational economies of scale and complementary uses. Examples of appropriate clustering include:

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

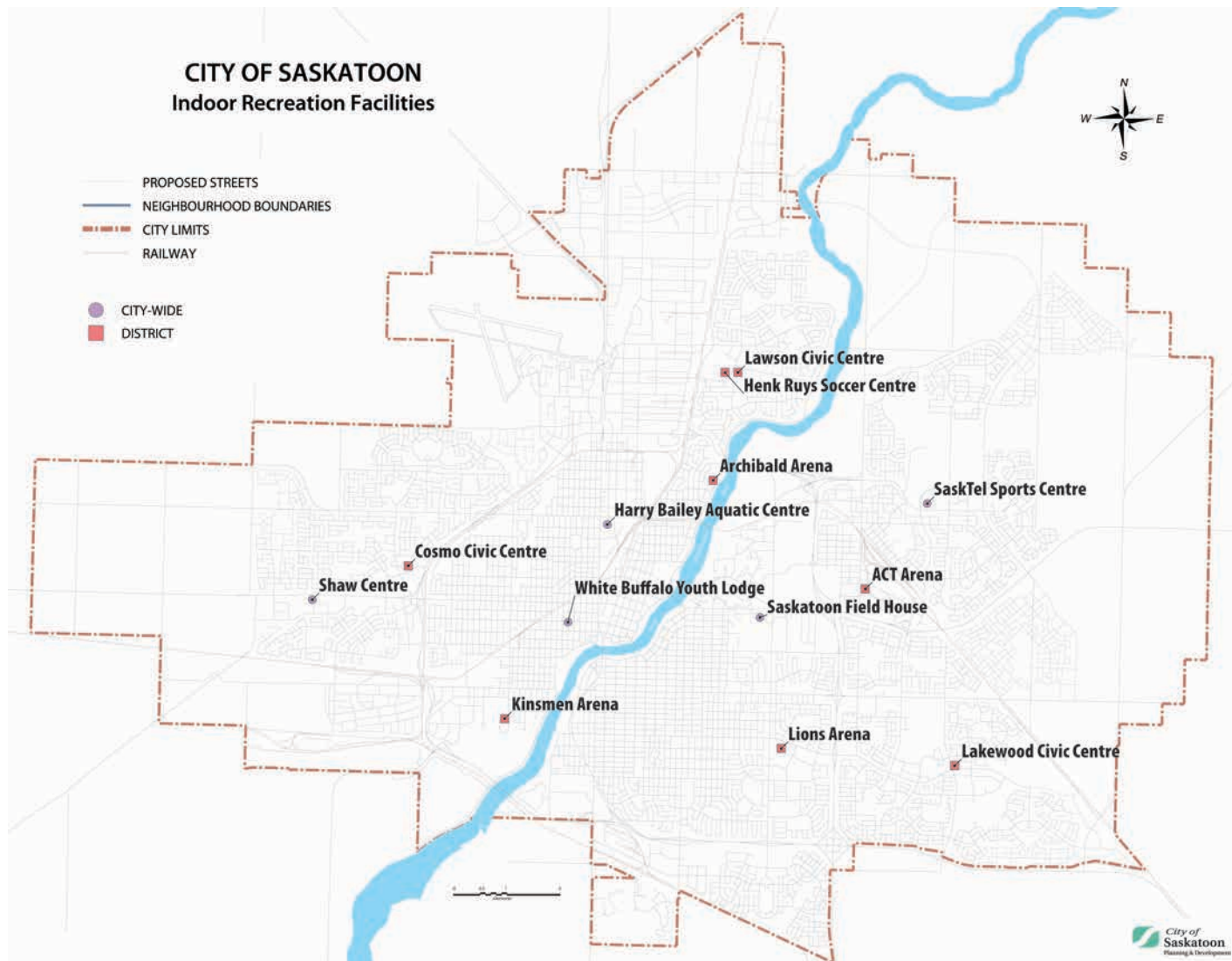


Geographic Balance

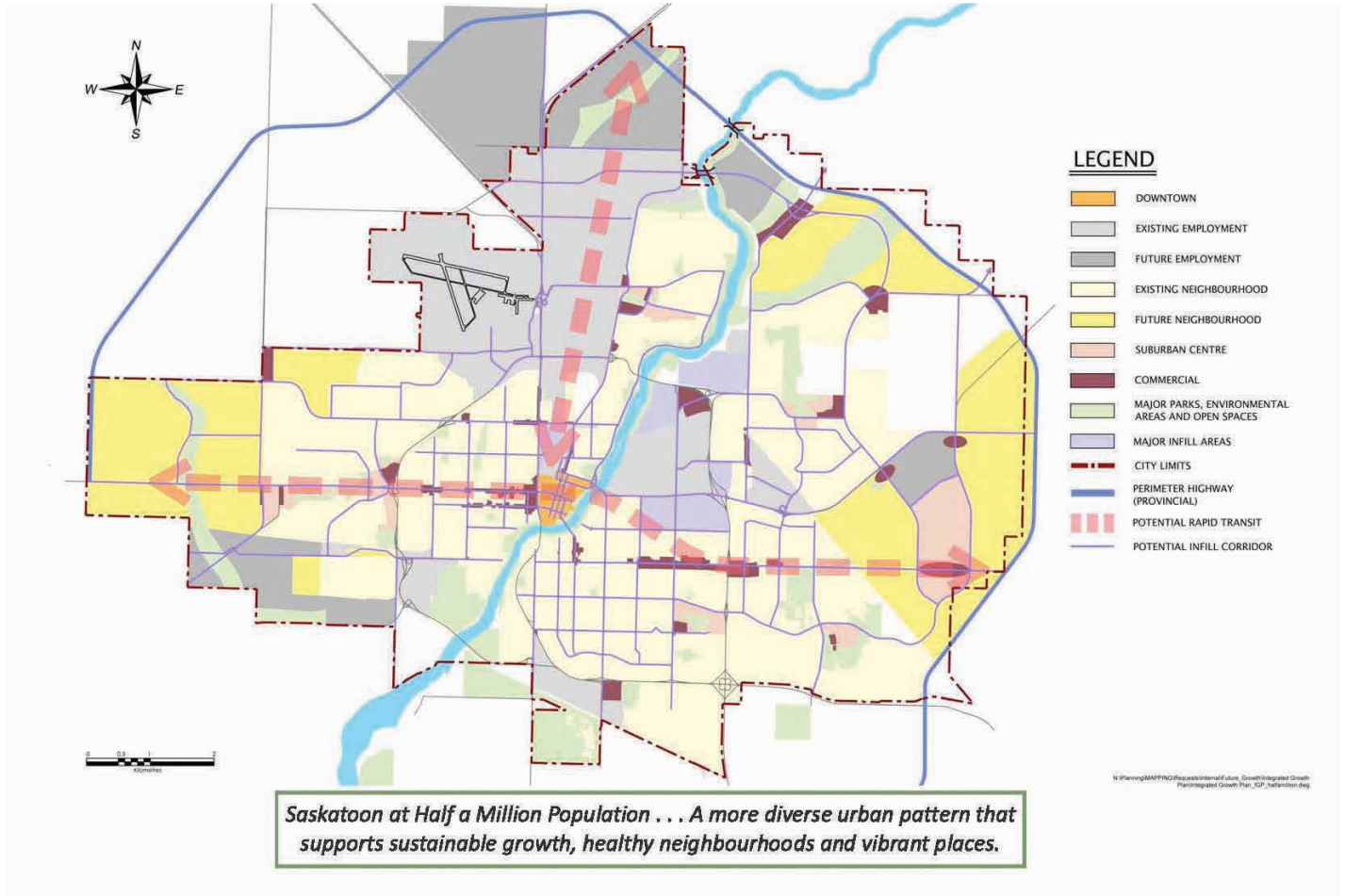
Recommendation 27: The City will consider geographic balance in the provision of existing and the development of new programs and services, especially for facilities and spaces at the district level.

Geographic balance of facilities and sites is an important consideration as the city grows to a population of 500,000. The parks and recreation facility classification systems identify facilities/spaces with city-wide market draw as well as more limited district level draw. Geographic balance is more important for amenities that serve district level or neighbourhood level markets. The following map shows the geographic distribution of district and multi-district recreation facilities.

Map 2: Indoor Recreation Facilities



Map 3: Areas of Growth



Based on city growth, the northeast and west areas of the city warrant consideration for location of future district level facilities. Current service provision in the downtown core may also warrant investment in district level facilities, especially if other service providers such as the YMCA or YWCA divert services from the area. Balancing the geographic provision of city-wide facilities, although not as critical, could be considered where possible. Proximity to satellite communities could also be considered if users from outside the City are expected and/or intended.



Energy Efficient Design

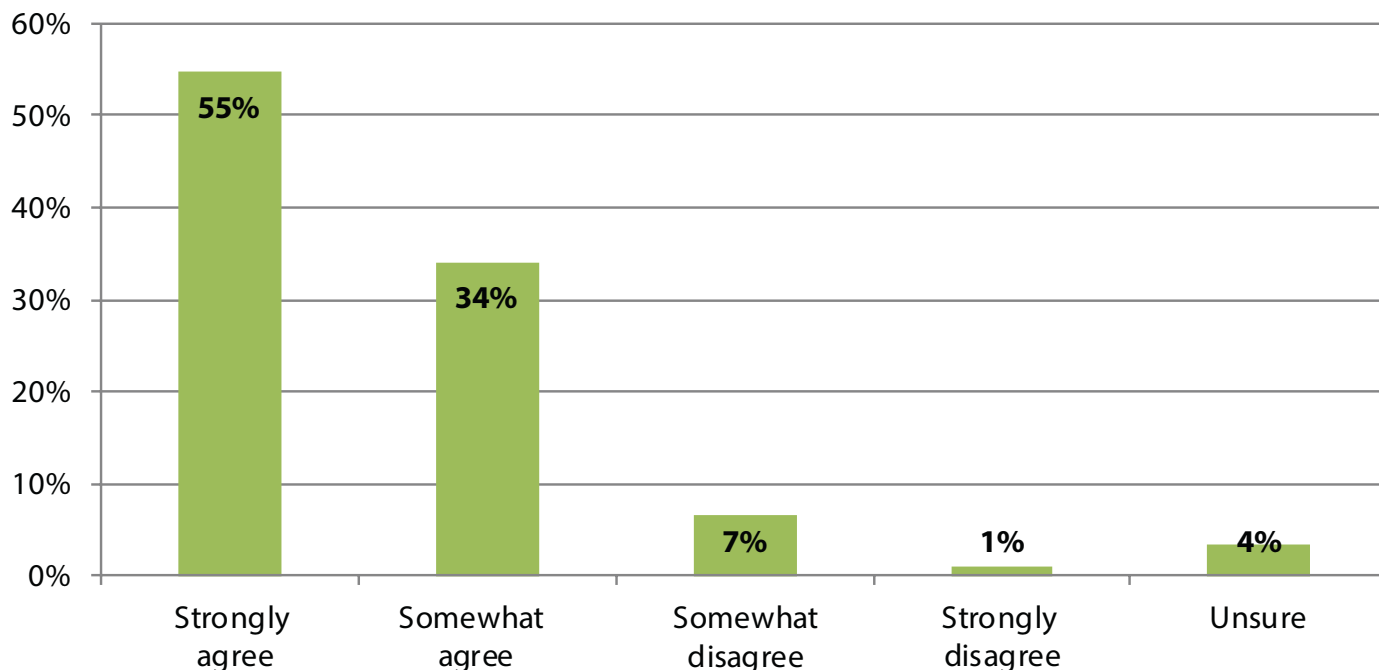
Recommendation 28: The City will employ principles of environmentally sound design wherever possible when contemplating new facilities/sites or when investing in existing infrastructure.

Nine out of ten City residents believe that facilities should be developed considering their impact on the environment. Designing facilities in the most environmentally friendly way can lead to significant reduction in the environmental impacts of construction and operation. Since capital costs can be higher¹, detailed cost benefit analysis is recommended for major mechanical or design revisions. If payback periods can be reduced to 10 years or less, the revision should be strongly considered.

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

Graph 12: Household Telephone Survey Response

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



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

Synthetic Playing Surfaces

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

More and more municipalities are using synthetic playing surfaces as an alternative to natural turf on rectangular fields, ball diamonds, and even outdoor rink spaces. These surfaces allow for more intense use and extended playing seasons. The Saskatoon Minor Football Field at Gordon Howe Park, for example, has been redeveloped using an artificial turf rectangular field. Although synthetic surfaces have higher construction and replacement costs than natural turf, the opportunity for more intense use enables increased program and tournament hosting capacity. Other benefits of synthetic surfaces include:

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

Lifecycle Budgeting

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

Recreation and parks facilities are some of the most costly (both operational and capital) and complex of the City's assets. Not only do these assets require extensive human resources to program and operate, they require regular repair and maintenance. Lifecycle budgeting allows for reinvestment and ultimate replacement of existing facilities and spaces.

The concept of **lifecycle budgeting** is becoming more commonplace in Canada. The City of Saskatoon plans for lifecycle replacement and repair of both indoor facilities and outdoor parks and open spaces. A parks condition audit completed in 2005 included turf, trees, shrub beds, flower beds, soccer/football fields, ball diamonds, walkways,

natural areas, and bollards in its inventory. Benches, backstops, goal posts, fences, play structures, and similar items were not included in the inventory audit. The audit identified costs for capital renewal of \$18.5 million (2005)—65% of that total (\$12 million) was considered urgent or safety related repairs. The summary of upgrade costs by park classification shows that Special Use Parks required the greatest proportion of repairs. Multi-District Parks and Neighbourhood Parks were also disproportionately high. Since 2005, the Parks Division has been investing in existing parks while also increasing the inventory of parks through new development. The Neighbourhood Park Upgrade Reserve funds required lifecycle maintenance; this program is currently for neighbourhood parks only. A park lifecycle reserve program for all types of parks would create more secure funding for sustaining parks and parks features. Currently, only playground structure and furniture are accounted for in lifecycle planning.

In regards to indoor facilities, lifecycle maintenance budgets are currently set at 1.2% of new capital replacement value. This budget allocation is contained in the City's Civic Building Comprehensive Maintenance Reserve (CBCM Reserve), established in 1993. A review of the CBCM Reserve program by City Administration in 2012 recommended potentially increasing maintenance budgets².

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

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

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

Infrastructure Design

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

The actual design of recreation and parks infrastructure is typically a reflection of the designer, intended community image, and the active involvement of community stakeholders. That said, several considerations can enhance the design process and eventual programming.

Most importantly, program spaces must accommodate the intended program/functional use as well as appropriate **multi-use**. Considerations related to regional, provincial, national, and/or international **event hosting capability** should be reviewed to determine the cost benefit related to infrastructure elements such as:

- Amount of spectator seating;
- Meeting rooms and event support spaces;
- Offices, warm-up/cool-down facilities;
- Training areas; and
- Facility standards required for event, competition, and performance hosting (as outlined by various sport organizations).

Physical accessibility is also important. It includes universal design for users with disabilities, age-friendly design concepts, and designing spaces and program areas to promote physical literacy. Accessibility as it relates to geographic location and adjacency to transit options (including active transportation) is important in promoting healthy lifestyles and reducing barriers to participation.

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

Designing a facility or space to create **exposure and activity cross marketing** (internal and external sight lines) has the potential to generate revenues for operations and increase overall facility utilization and community activity.

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

Healthy Food Choices

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

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

Despite the fact that these recreation facilities and parks promote active, healthy living, it is not uncommon to see unhealthy food choices offered to patrons. Since unhealthy foods can be more profitable for food service providers and are popular with patrons, offering healthy food options along with less healthy options may be a worthwhile compromise for service providers.



Land Acquisition and Site Selection

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

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

Municipal reserve dedication is the primary vehicle for acquiring new lands. The City's current land development protocols (governed via Provincial and local legislation) enable it to acquire 10% of residential subdivisions and 5% of non-residential subdivisions for recreation and parks purposes. Potential amendments to this approach are suggested in the Parks Classification section.

As municipalities grow, residential development tends to be higher density, placing greater demands on traditional municipal services. This is true for infrastructure (water, sewer, roads, etc.), as well as recreation and parks. Many municipalities with higher density developments have found that traditional legislated 10% reserve dedications are not sufficient to meet the demands for Neighbourhood, District and Multi-District parks. This will require negotiating additional land dedication during land development¹ to supplement traditional Municipal Reserve dedication.



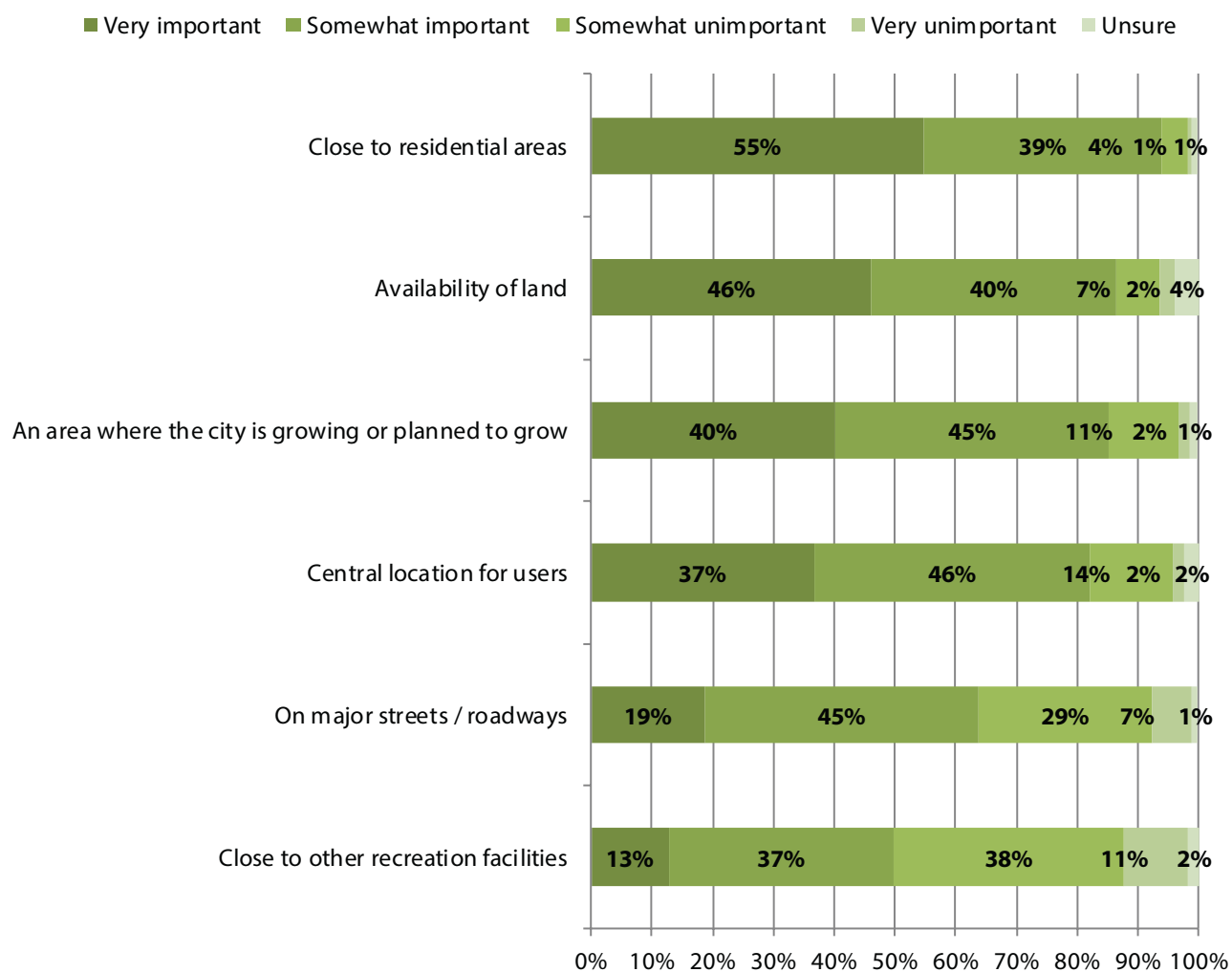
¹ The City of Saskatoon would have to work with the Province of Saskatchewan to adjust or consider increasing current 10% Municipal Reserve Allocation requirements.

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

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

Graph 13: Household Telephone Survey Response

Importance of Site Criteria for New Recreation Facilities



Sustaining Existing vs. Building New Infrastructure

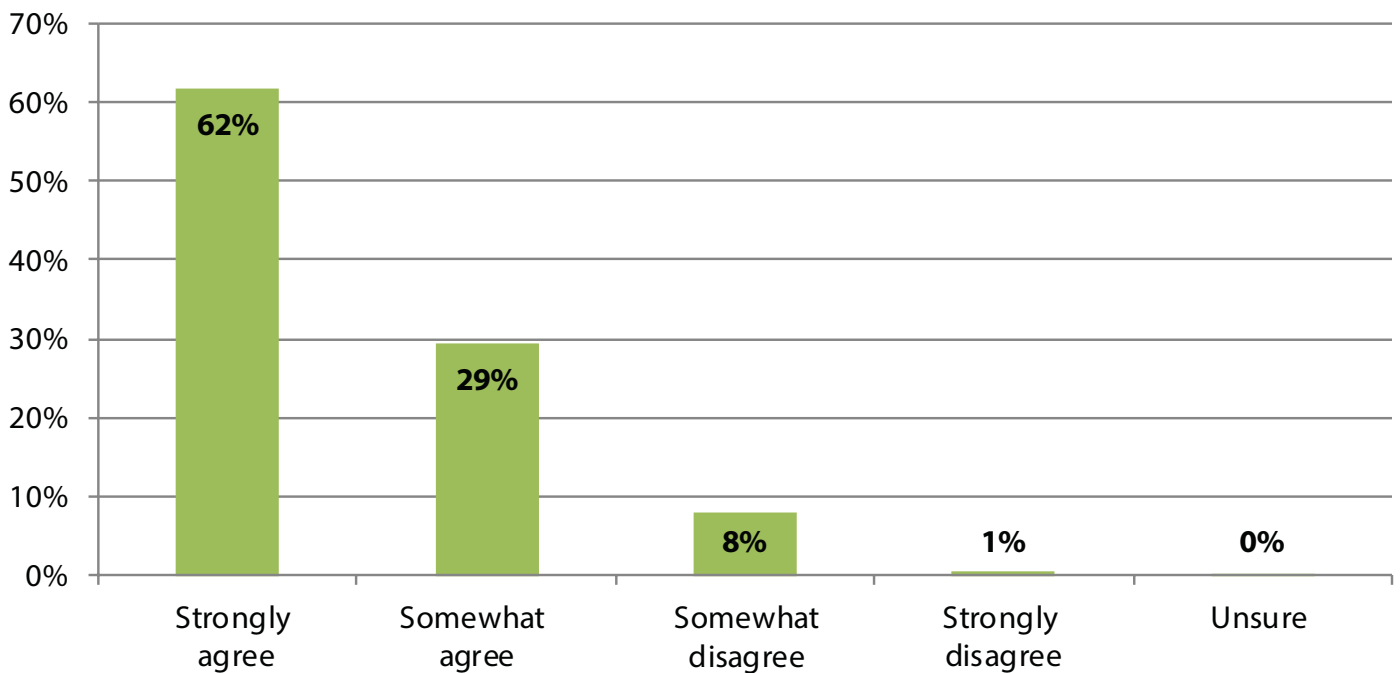
Recommendation 34: The City will consider revitalization, enhancement, and potential expansion of existing facilities, including but not limited to playground structures, recreation units, and leisure centres when contemplating future recreation and parks infrastructure development.

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

The City has a significant investment in recreation and parks infrastructure—an investment that requires resources to sustain. The majority of recreation facilities are in good repair to existing lifecycle practices and maintenance programs. The same cannot be said for play structures, recreation units, or paddling pools. Enhancing lifecycle planning for all recreation and parks infrastructure is important for future service provision. This approach was reinforced by household survey respondents—91% agreed that “it is important to maintain or upkeep our existing facilities before we consider developing new ones.”

Graph 14: Household Telephone Survey Response

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



The concept of looking after what you have can create opportunities to meet new demand with existing facilities, thereby leveraging past investment and allowing other priorities to be addressed. The Official Community Plan touches on the subject of repurposing facilities and suggests that adaptive reuse be considered for community facilities.

An important consideration in planning for future recreation and parks service provision is the expense and appropriateness of maintaining existing facilities and service levels. If new facility components can be added to existing facilities, then significant costs savings in site acquisition, servicing and administrative, and common-area development may be achieved. Adding to existing facilities can also promote a multiplex approach at these sites.

The City has six major leisure centres, each serving a local and city-wide market, and each having different types of amenities. Although popular, the leisure centres have seen reduced usership (and thus revenues) in recent years. The Centres pose an attractive opportunity for redevelopment or enhancement to better meet community needs while leveraging existing public investment.

The rationale for looking to existing facilities and sites for expansion opportunities involves enhancing existing infrastructure investment while sustaining existing service levels and programs.

Facility and site lifecycle replacement budgeting includes planning to replace existing facilities when the cost-benefit analysis associated with reinvestment is not warranted and new replacement infrastructure is the most appropriate way to move forward. Facility and site replacement budgeting would suggest that facilities are not only maintained through annual facility lifecycle planning but also through operating budgets that pay for building replacement facilities. As the life span of recreation and parks facilities and spaces is typically between 40 – 60 years, annual replacement planning would theoretically put smaller amounts away each year. When a facility is decommissioned and needs to be replaced, a substantial portion of the capital replacement value is already in reserves. This practice is already underway throughout the City (CBCM Reserve Fund) and enhancements to it have been recommended.

Even municipalities with sufficient lifecycle replacement budgets need to decide what is most appropriate: reinvestment, repurposing, or replacing existing facilities or sites. Repurposing existing indoor and outdoor recreation and parks facilities has great potential for meeting the needs of expanding programs as well as newly introduced activities. Facilities considered for repurposing must be analyzed in terms of existing usage levels and the costs associated with any changes. Even underutilized spaces are valued by some residents, and repurposing will require some justification. Once a facility or space is identified for potential repurposing, the City must engage the local community and users of the facility, along with the expertise (architectural and engineering) required to assess opportunities.

The Facility Condition Index (FCI) is used by many Western Canadian municipalities to assess the potential of reinvestment in, or replacement of, publicly owned facilities and spaces. FCI measures required upgrade costs versus replacement value. Facilities or spaces with repair to replacement ratios over 50% (FCI) are candidates for repurposing or decommissioning; those with under 50% (FCI) are more likely to be candidates for reinvestment.

Although this approach is accepted, it does not account for the functionality of the facility in question. If a facility is structurally and mechanically sound, for example, the FCI may warrant reinvestment even though the facility does not meet the demands of potential users for functional programming. This issue is accentuated in recreation and parks, as many facilities and spaces have unique uses. The addition of a **“program enhancement premium”** needs to be used when calculating FCI and assessing recreation and parks facilities for reinvestment, repurposing, or decommissioning. The program enhancement premium would be the added costs to bring a facility to a modern program standard, beyond ensuring structural, mechanical, and electrical sustainability. Once information is collected, decision makers must consider the costs and benefits associated with repurposing versus new construction.

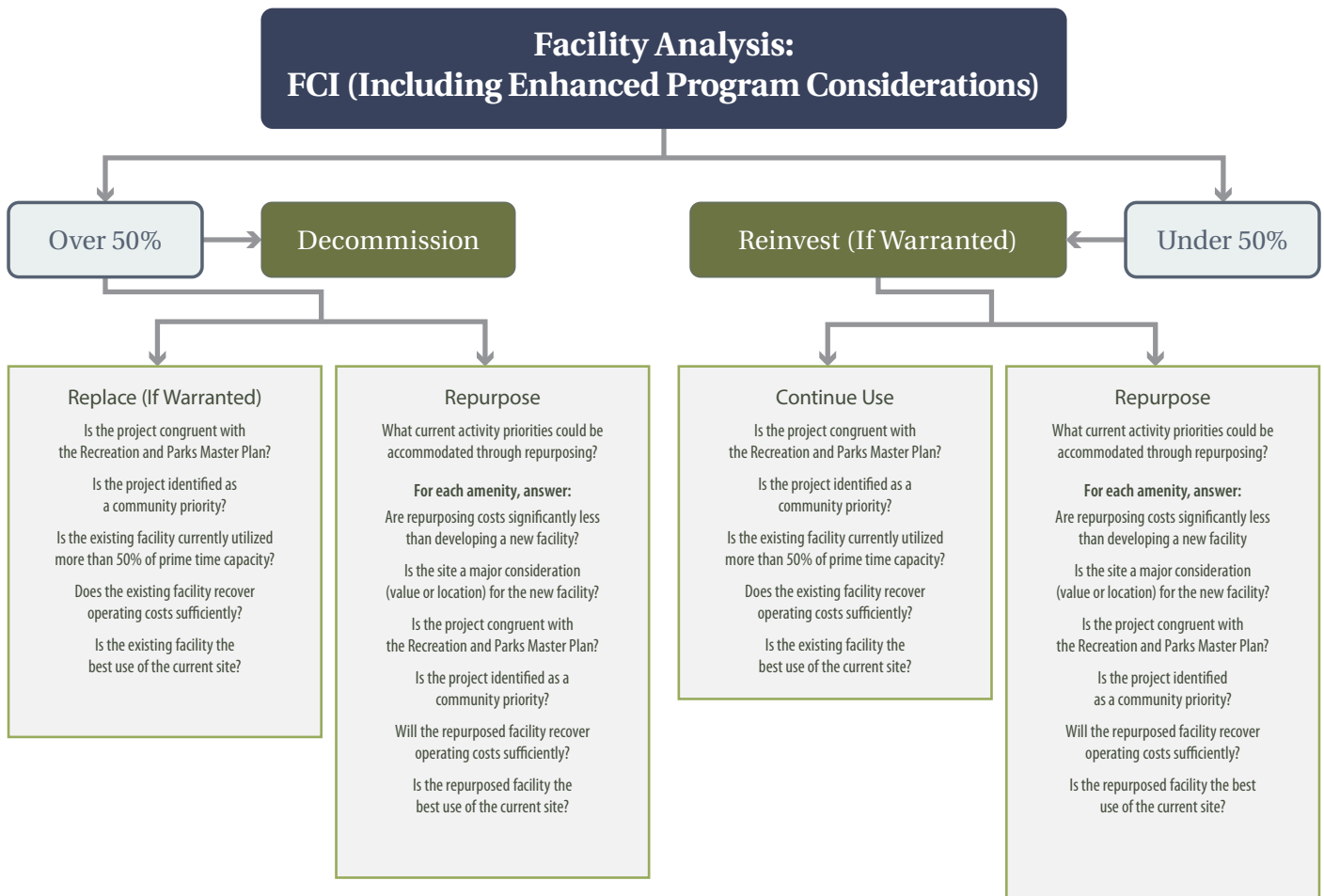


The following Facility Analysis provides a suggested framework for the decision making process.

The questions asked in the Facility Analysis need to be answered by the City, by community members, or by a combination of both. One way of engaging the public and community partners in decision making is to establish an ad hoc task force every time the decommissioning or repurposing of a major recreation and parks resource (replacement value of \$1M or over) is contemplated.

The task force would use the Facility Analysis framework and rely on City staff to provide the necessary information. It would offer a broad perspective of community need and, if it included members of the public, the perspectives of impacted residents or groups as well.

Diagram 11: Facility Analysis



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

Specific Park Amenity Strategies

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

The City provides a wide range of open space amenities in 201¹ parks throughout the community. Amenities are provided at all levels within the City's parks hierarchy. Neighbourhood, District, and Multi-District parks are ideal locations for specialty park amenities.

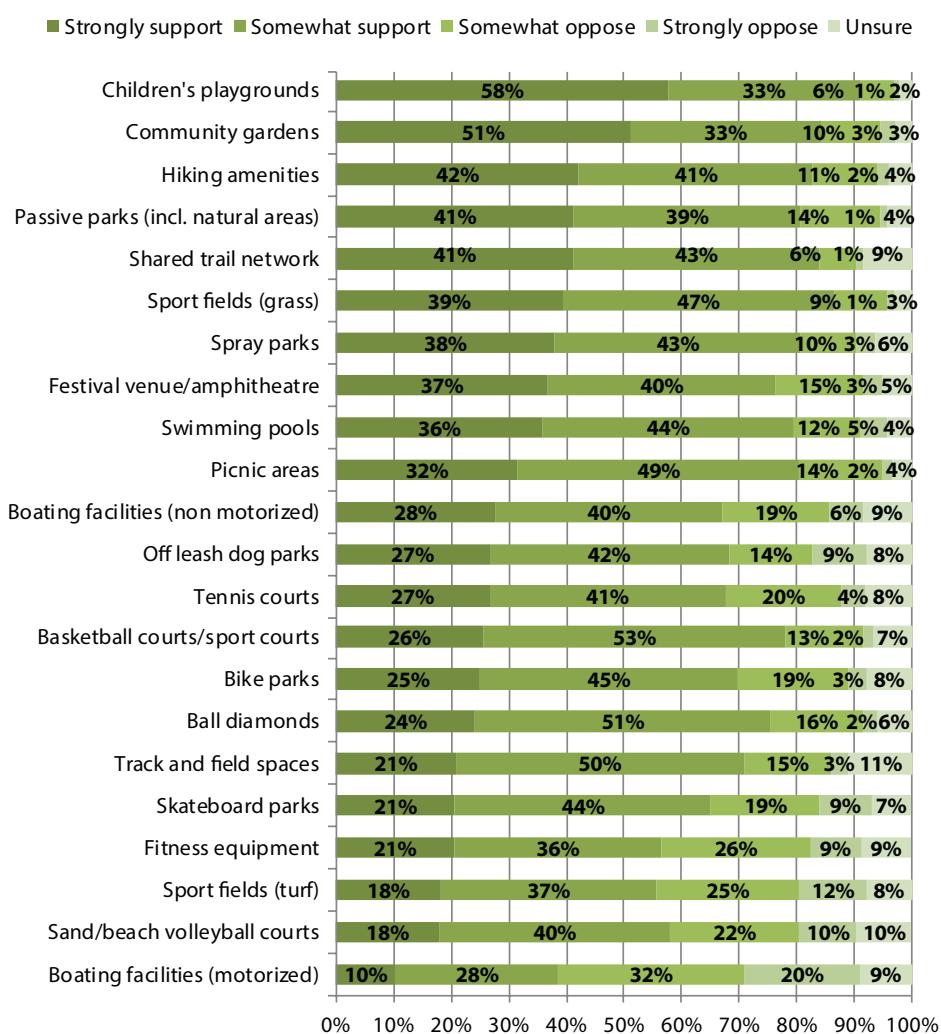
The following discussion is meant to provide guidance on park amenity strategies when developing new or redeveloping existing park spaces.

According to the household survey, 59% of respondents suggest there is a need for new/upgraded parks facilities. Graph 15 illustrates the level of support among these respondents for specific outdoor facility components.

The following pages outline current and potential park amenities as well as the current and future standard of supply.

Graph 15: Household Telephone Survey Response

Level of Support for Outdoor Facility Components



¹ 2014 inventory data.

Table 15: Current and Potential Park Amenities

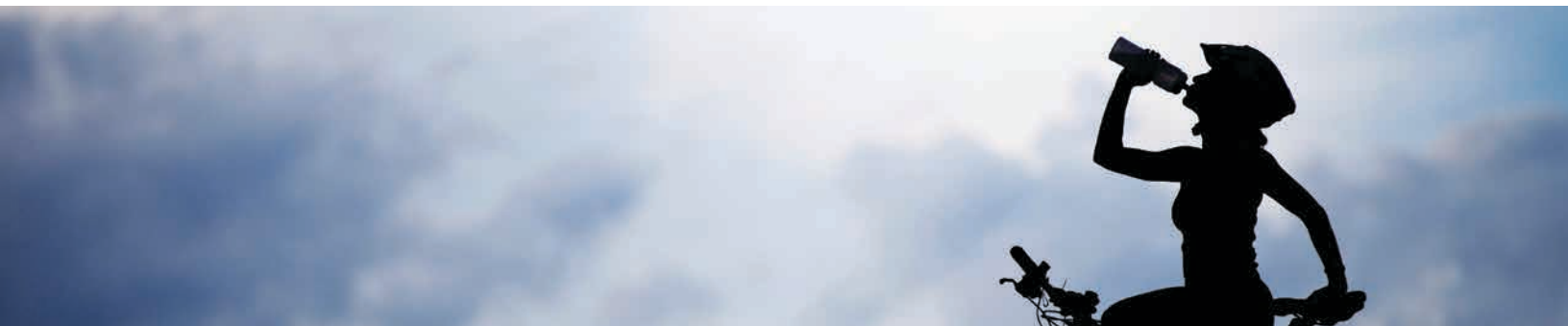
Amenity Type	Demand Indicators	Future Needs and Considerations
Playgrounds	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 91% of responding households. • Playgrounds were utilized by 56% of responding households at least 1 – 5 times per year. • 58% of groups indicated that there is a need for new/more playgrounds. • 58% of groups indicated that there is a need for upgrades to existing playgrounds. 	<ul style="list-style-type: none"> • Playgrounds should form an integral component of most neighbourhood, district, and multi-district park sites. • Annual playground inspection and safety programs should be continued with appropriate lifecycle budget allocations. • Naturalized playgrounds and themed playgrounds are currently trending. • Provision of additional playground sites should occur with population growth.
Community Gardens	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 84% of responding households. • 89% of groups indicated that there is a need for new/more community gardens. • 33% of groups indicated that there is a need for upgrades to existing community gardens. 	<ul style="list-style-type: none"> • Demand for community gardens is strong and new community gardens should be incorporated at the neighbourhood level. • Community gardens are ideal partnership opportunities with education and health sectors. • Provision of additional community garden sites should occur with population growth.
Hiking Amenities	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 83% of responding households. • 73% of groups indicated that there is a need for new/more hiking amenities (e.g. board walks, interpretive signage, viewing blinds, etc.). • 40% of groups indicated that there is a need for upgrades to existing hiking amenities. 	<ul style="list-style-type: none"> • Hiking amenities should be included in all trail development as well as naturalized park areas and the river valley. • These amenities should also be located in environmental reserve areas where trail amenities are provided, supplemented by appropriate operational budgets.
Shared Use Trail Network/System	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 84% of responding households. • Trails and pathways were utilized by 82% of responding households at least 1 – 5 times per year. • 79% of groups indicated that there is a need for an expanded shared use trail network/system. • 37% of groups indicated that there is a need for upgrades to existing trails. 	<ul style="list-style-type: none"> • An interconnected trail system should be the focus of planning new neighbourhoods. • The development of a Trails Master Plan is recommended incorporating active transportation planning, natural bioswales and the river valley to ensure city-wide connectivity. • Provision of additional trails should occur with population growth.
Passive Parks (i.e. Natural Areas)	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 80% of responding households. • Passive parks and natural areas were utilized by 68% of responding households at least 1 – 5 times per year. • 80% of groups indicated that there is a need for more passive parks/natural areas. • 35% of groups indicated that there is a need for upgrades to existing passive parks/natural areas. 	<ul style="list-style-type: none"> • Passive, non-programmed park spaces should be incorporated into existing and newly developing parks. • They provide needed opportunities for resident to interpret and connect with nature. • Provision of additional passive park sites should occur with population growth.

Amenity Type	Demand Indicators	Future Needs and Considerations
Sports Fields (i.e. Grass, Multi-use)	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 86% of responding households. • Grass sports fields were utilized by 41% of responding households at least 1 – 5 times per year. • 79% of groups indicated that there is a need for more grass sports fields. • 36% of groups indicated that there is a need for upgrades to existing grass sports fields. 	<ul style="list-style-type: none"> • The provision of new grass sports fields of high quality should be concentrated in multi-field tournament sites with appropriate amenities (e.g. parking, washroom facilities, etc.). • Fields of lower standard should be placed at the neighbourhood level to accommodate passive/ unstructured use. • New fields should be developed to accommodate multiple uses. • Provision of high quality, multi-field complexes may materialize through community partnerships. • The use of synthetic turf should be considered through cost-benefit analysis when exploring high quality fields. • Provision of additional sports fields should occur with population growth yet maintaining the existing service level may not be necessary.
Spray Parks	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 81% of responding households. • Outdoor pools and spray parks were utilized by 49% of responding households at least 1 – 5 times per year. • 75% of groups indicated that there is a need for more spray parks. • 33% of groups indicated that there is a need for upgrades to existing spray parks. • Spray parks/paddling pools were more heavily utilized on a daily basis during summer months (June – August) according to an intercept survey conducted during this planning process; furthermore 87% of users were satisfied with existing facilities. 	<ul style="list-style-type: none"> • Spray parks will eventually replace some of the City’s paddling pools. • They require amenities such as picnic areas, parking, and washrooms. • Provision of additional spray parks should occur with population growth yet maintaining the existing service level may not be necessary.
Festival Venue/ Amphitheater	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 81% of responding households. • Kinsmen Park was utilized by 29% of residents at least 1 – 5 times per year. • 79% of groups indicated that there is a need for more festival venues/amphitheaters. • 21% of groups indicated that there is a need for upgrades to existing festival venues/amphitheaters. 	<ul style="list-style-type: none"> • New festival venues/amphitheaters can create areas for community gathering and special events. • These spaces should be considered for multi-district parks as well as to provide neighbourhood congregation areas.
Outdoor Swimming Pools	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 80% of responding households. • Outdoor pools and spray parks were utilized by 49% of responding households at least 1 – 5 times per year. • 40% of groups indicated that there is a need for more outdoor pools. • 60% of groups indicated that there is a need for upgrades to existing outdoor pools. 	<ul style="list-style-type: none"> • Outdoor pools should continue to be maintained and operated as they see high levels of use. • The development of new outdoor pools is not suggested in the near future however reinvestment in the existing four pools in terms of leisure amenities and program should be explored.

Amenity Type	Demand Indicators	Future Needs and Considerations
Picnic Areas	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 81% of responding households. • Picnic shelters/facilities were utilized by 36% of responding households at least 1 – 5 times per year. • 74% of groups indicated that there is a need for more picnic areas. • 47% of groups indicated that there is a need for upgrades to existing picnic areas. 	<ul style="list-style-type: none"> • Picnic areas should be planned into most new and existing neighbourhood, district, and multi-district parks. • They promote community gathering and social connectedness and support many other park amenities.
Boating Facilities (Non-motorized)	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 68% of responding households. • 63% of groups indicated that there is a need for more non-motorized boating facilities. • 38% of groups indicated that there is a need for upgrades to existing non-motorized boating facilities. 	<ul style="list-style-type: none"> • Access to the river valley should continue to be a priority for the City through its Meewasin Valley Authority partnership.
Off Leash Dog Parks	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 69% of responding households. • 23% of responding households utilized dog parks at least 1 – 5 times in the past year. • 77% of groups indicated that there is a need for more dog off leash parks. • 39% of groups indicated that there is a need for upgrades to existing dog off leash parks. 	<ul style="list-style-type: none"> • Ongoing maintenance of the existing six off-leash sites should continue. • Provision of additional dog off leash sites should occur with population growth yet maintaining the existing service level may not be necessary.
Tennis Courts	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 68% of responding households. • 17% of responding households utilized tennis courts at least 1 – 5 times in the past year. • 36% of groups indicated that there is a need for more tennis courts. • 64% of groups indicated that there is a need for upgrades to existing tennis courts. 	<ul style="list-style-type: none"> • The provision of tennis courts is considered adequate in the city. • Existing and future provision of these amenities should ensure multiple uses (e.g. pickleball, basketball, etc.). • Provision of additional tennis courts should occur with population growth yet maintaining the existing service level will not be necessary .
Basketball Courts/ Sport Courts	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 79% of responding households. • 77% of groups indicated that there is a need for more basketball courts/sport courts. • 53% of groups indicated that there is a need for upgrades to existing basketball courts/sport courts. 	<ul style="list-style-type: none"> • Existing and future provision of these amenities should ensure multiple uses. • Provision of additional basketball/sport courts should occur with population growth yet maintaining the existing service level may not be necessary.
Bike Parks	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 70% of responding households. • 79% of groups indicated that there is a need for more bike parks. • 36% of groups indicated that there is a need for upgrades to existing bike parks. 	<ul style="list-style-type: none"> • The provision of BMX and/or Mountain Bike Terrain parks is trending. • Provision of these resources in the future will likely entail some form of community partnership. • Ideal locations for these parks are multi-district or district parks accessible via active transportation routes.

Amenity Type	Demand Indicators	Future Needs and Considerations
Ball Diamonds	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 75% of responding households. • Ball diamonds were utilized by 20% of responding households at least 1 – 5 times per year. • 50% of groups indicated that there is a need for more ball diamonds. • 67% of groups indicated that there is a need for upgrades to existing ball diamonds. 	<ul style="list-style-type: none"> • The provision of new ball diamonds of high quality should be concentrated in multi-field tournament sites with appropriate amenities (e.g. parking, washroom facilities, etc.). • Basic level diamonds of lower standard should be placed at the neighbourhood level to accommodate passive/ unstructured use. • New diamonds should be developed to accommodate multiple uses. • Provision of high quality, multi-diamond complexes may materialize through community partnerships. • Provision of additional ball diamonds should occur with population growth yet maintaining the existing service level may not be necessary.
Track and Field Spaces	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 71% of responding households. • 71% of groups indicated that there is a need for more track and field spaces. • 50% of groups indicated that there is a need for upgrades to existing track and field spaces. 	<ul style="list-style-type: none"> • The development of new or enhanced track a field space will likely materialize through community partnerships and/or partnership with local school divisions. • Provision of these amenities must also include support elements such as parking, washrooms, and adjacent indoor facilities.
Skateboard Parks	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 65% of responding households. • 11% of responding households utilized skateboard parks at least 1 – 5 times in the last year. • 75% of groups indicated that there is a need for more skateboard parks. • 38% of groups indicated that there is a need for upgrades to existing skateboard parks. • 93% of skateboard park users indicated that they felt existing facilities are “good” or “excellent”. 	<ul style="list-style-type: none"> • Additional capacity to the City’s seven skateboard parks is not warranted immediately. • Provision of additional skateboard parks should occur with population growth yet maintaining the existing service level may not be necessary. • Provision of these amenities should be in proximity to active transportation routes.
Fitness Equipment	<ul style="list-style-type: none"> • “Strongly supported” or “supported” by 57% of responding households • 92% of groups indicated that there is a need for more outdoor fitness equipment. • 8% of groups indicated that there is a need for upgrades to existing outdoor fitness equipment. 	<ul style="list-style-type: none"> • The provision of outdoor fitness equipment is recommended for linear, neighbourhood, district and multi-district park sites. • Introduction of these amenities should be monitored to ensure community use then incorporated into park development standards much like playgrounds. • Equipment can be placed in pods/circuits along trails and linear parks or as amenities to larger park sites.

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



The Master Plan recommends sustaining ongoing operation and maintenance of the **Forestry Farm Park and Zoo** as a city-wide specialty park. It is the only facility in Saskatchewan accredited by Canada’s Accredited Zoos and Aquariums (CAZA), and it serves both the city and the region. Sustaining the facility includes annual lifecycle maintenance of both indoor and outdoor amenities as well as periodic program elements refreshment. Strategic master planning for the site is in place.

The Plan recommends sustaining the three **City-owned golf courses**: Holiday Park Golf Course, Silverwood Golf Course, Wildwood Golf Course. The courses provide affordable, accessible golf opportunities for residents. Site master plans for each course and ongoing lifecycle investment is suggested. Incremental enhancement of courses to achieve higher levels of quality and competition hosting capability should be well thought out as it would entail expanding beyond current market niches.

The City’s outdoor pools are experiencing high levels of use and warrant lifecycle investment. Other specialty facilities, such as the Equestrian Bridle Path at Diefenbaker Park and the Gordon Howe Campground, and the Clarence Downey Speedskating Oval, warrant sustained lifecycle maintenance.

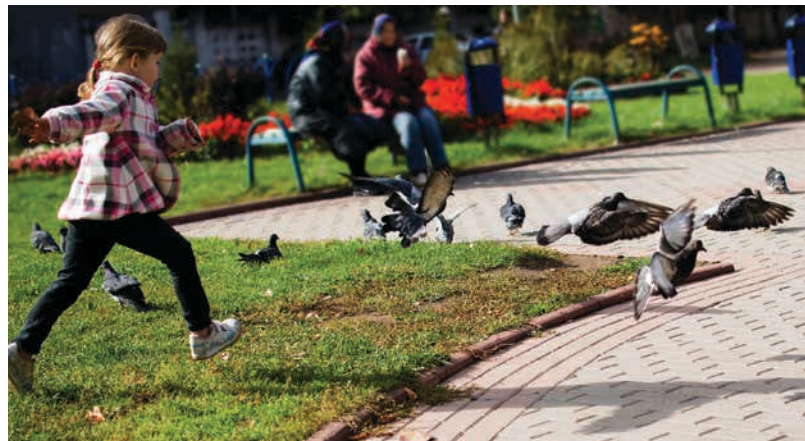
New/ facilities sponsored by potential partner groups, such as the Optimist Club of Saskatoon Winter Recreation Park, or redeveloped facilities such as the Saskatoon Minor Football Field at Gordon Howe Park can be supported through the partnership framework outlined in the Master Plan.

Table 16 outlines the types of parks most suited to specific amenities. This is not to say that these amenities could not be located in other types of parks; it simply provides guidance for future programming of Multi-District, District, Linear, and Neighbourhood parks.

Table 16: Park Types for Amenities

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

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



The River Valley

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

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

Created in 1979 by *The Meewasin Valley Authority Act*, Meewasin is partnership between the City of Saskatoon, Province of Saskatchewan, and the University of Saskatchewan. Meewasin is based on the concept that partners working together through a single agency can accomplish more than they could individually. The MVA’s three-point mandate—development, conservation, and education—guides its strategic actions and operations.

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

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

Guiding principles for the MVA include:

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

Meewasin



¹ Meewasin Valley Authority Strategic Plan 2014 – 2024.

Meewasin's jurisdiction extends approximately 60 km along the South Saskatchewan River valley, from Pike Lake to Clarke's Crossing, through the City of Saskatoon and the Municipality of Corman Park. It encompasses conservation areas, parks, museums, interpretive centres, university lands, canoe launches, community links, and more than 60 km of Meewasin Trail.

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

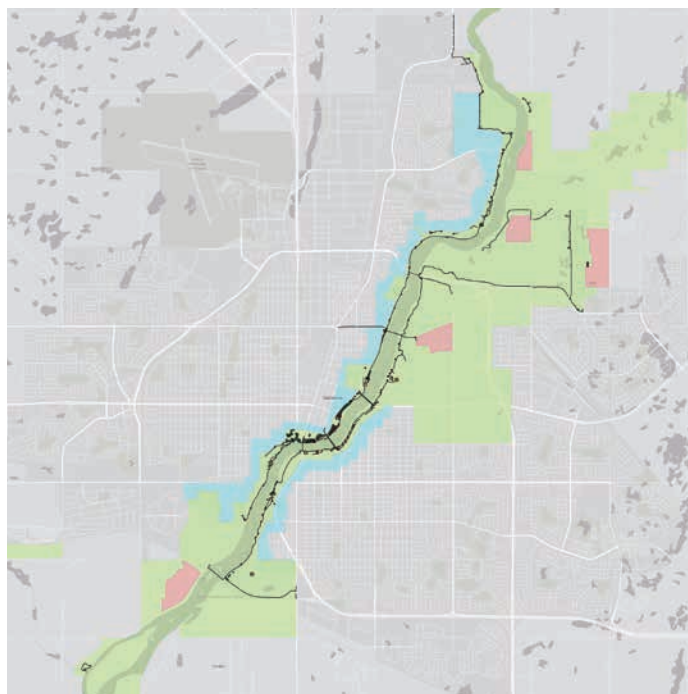
Much of the MVA's focus over the next 10 year period will overlap and complement the City's recreation and parks efforts.

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

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

The MVA is a vehicle through which many of the City's service outcomes can be achieved, especially those related to Natural Areas and Trails. Through the MVA, the City will continue to be a steward of the river valley, ensuring balance as a recreation amenity and environmental area.

Map 4: Meewasin Area of Influence



Natural Areas

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

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

The provision of passive, naturalized spaces within urban environments is a trend in public service provision. Getting more people outdoors to interpret nature and connect with the natural environment has benefits for individuals and communities. For this reason, the inclusion of natural areas in existing and future parks remains a priority. The protection of wildlife habitats to enhance urban biodiversity and ensure residents have access to natural areas could form the basis for a City policy around natural areas (similar to the Wetland policy). The City could also embed these areas within existing Park Development Guidelines. Natural areas should be a focus of public recreation education efforts. Programming can be the product of City efforts as well as partnership with other groups.

A Natural Areas Plan is best developed with the involvement of both internal (e.g. other City departments) and external groups (e.g. non-profit groups).

Trails

The City of Saskatoon and the Meewasin Valley Authority provide a connected, integrated network of trails, sidewalks, and corridors to enable residents to move around the community. Providing trails and connections for both active transportation and recreation purposes is a stated outcome of the Official Community Plan.

The provision of active transportation opportunities is currently being addressed through a simultaneous planning process: the Active Transportation Plan. In addition to development of an integrated plan of trails, sidewalks, and connections the plan is expected to outline future connection priorities and maintenance protocols¹.

The Master Plan recommends continued focus on trail-based activities such as walking, bicycling, hiking, and jogging/running. Specialized trail activities should be facilitated, especially those that promote outdoor winter activities such as cross country skiing, snowshoeing, and winter fatbiking.

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



¹ Current trails winter clearing practice is targeted at 48 hours after snowfall.

Specific Recreation Facility Strategies

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

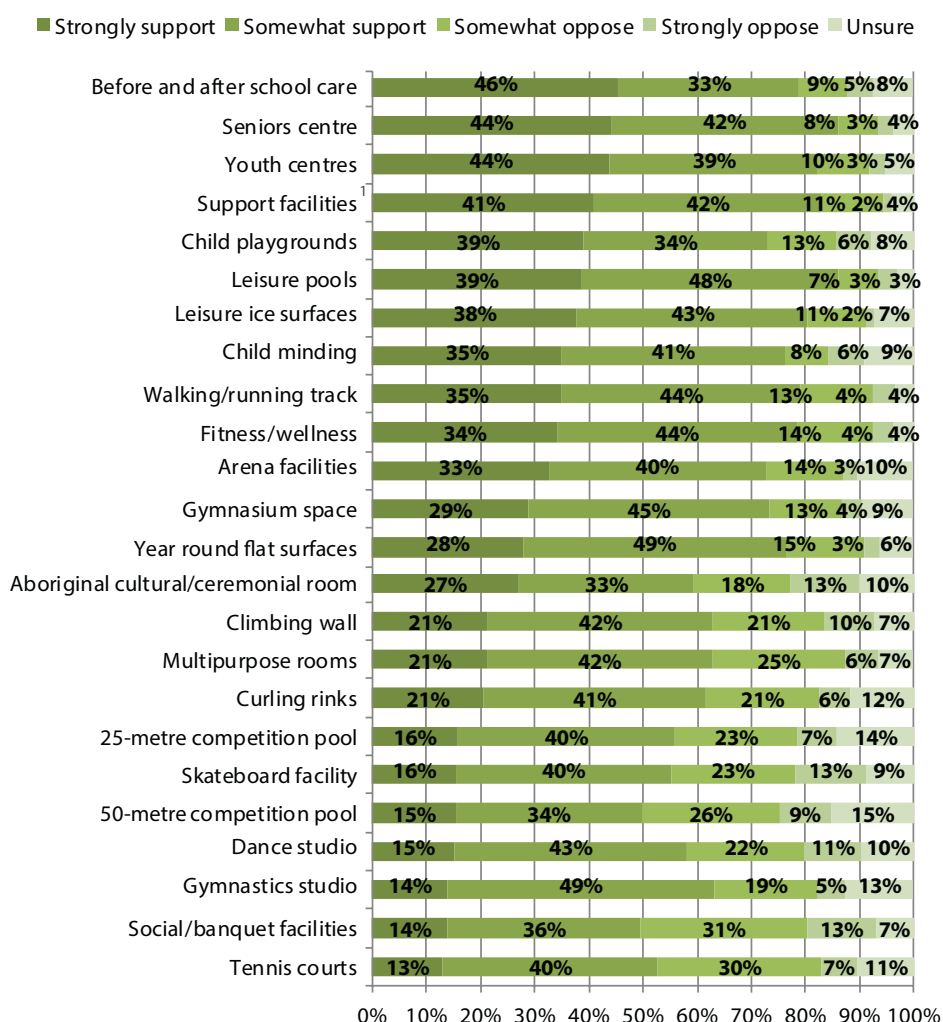
The following indoor recreation facility strategies suggest ideal courses of action for each area, assuming no resource limitations to the development of new recreation facilities. The following sections outline the prioritization of major recreation facility capital projects.

Graph 16 illustrates household survey respondents' levels of support for indoor recreation facility components. The percentages reflect only the 59% of households respondents who felt new development of recreation and parks facilities should occur.

A common theme throughout the following discussion is that of sustaining existing facilities. The underlying assumption is that continuation and potential enhancement of the City's existing lifecycle reserve program will sustain existing service while enabling the addition of new development.

Graph 16: Household Telephone Survey Response

Level of Support for Indoor Facility Components



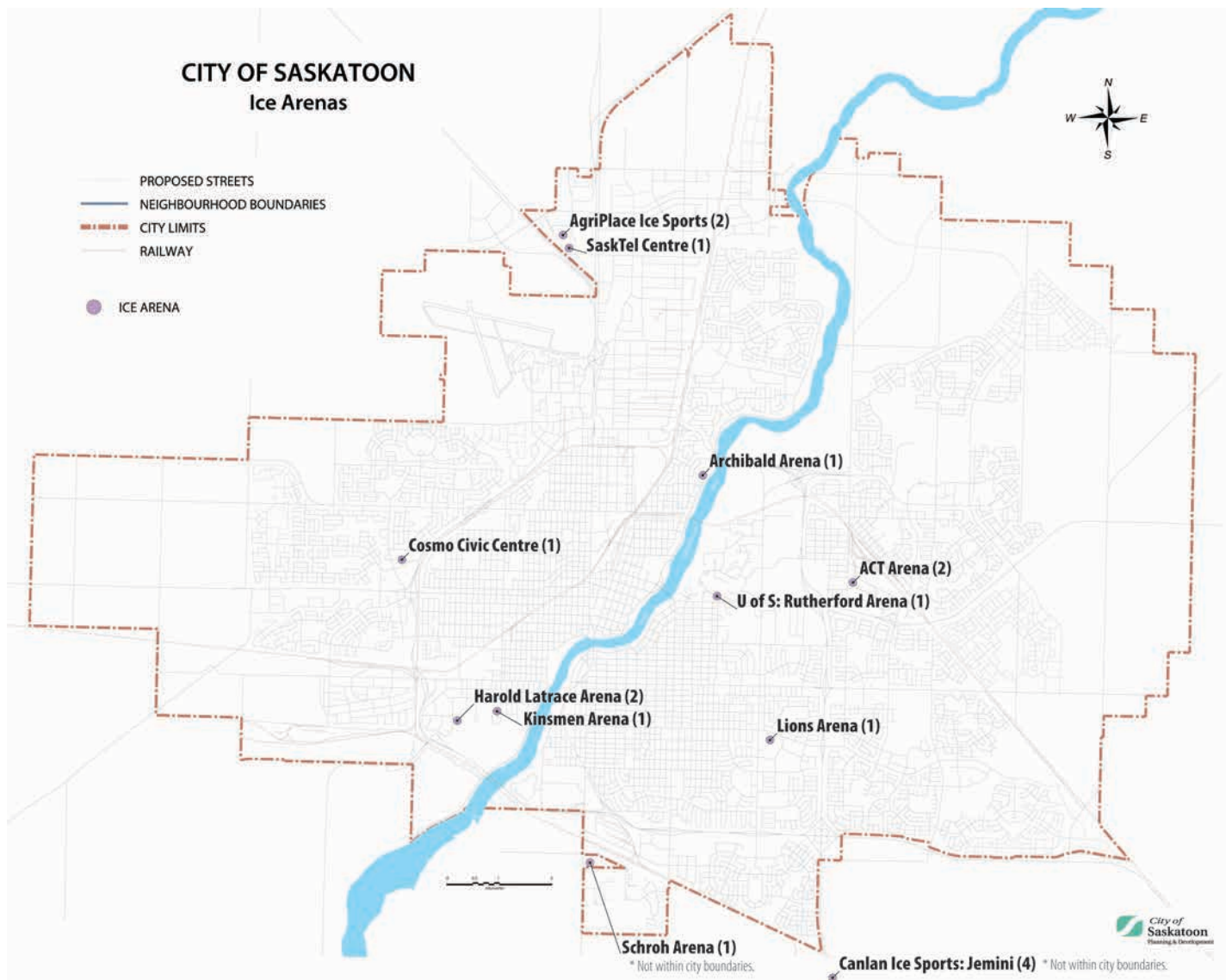
¹ "Support facilities" include storage, washrooms/change rooms, and ample parking.

Arenas and Leisure Ice

A total of 11 ice arena facilities in Saskatoon provide 17 available ice surfaces. Seven facilities are owned and operated by the City, seven are owned and/or operated by non-profit or private groups.

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

Map 5: Ice Arenas



Utilization of existing ice arenas is estimated at over 97% of prime time capacity (5pm – 11pm weekdays, 8am – 11pm weekends during the normal season). Thirty-two percent (32%) of household survey respondents used ice arenas in the city at least 1 – 5 times per year. Of the 59% of respondents, who agreed the city needed new/enhanced recreation facilities, 73% supported the development of new/enhanced indoor ice arenas, while 81% supported the development of new/enhanced leisure ice sheets.

Among user groups, 68% of those surveyed indicated new ice arenas were needed, while 42% suggested upgrades to existing ice arenas should be a focus. The majority (82%) of groups suggested that leisure ice facilities should be developed. Current user groups indicated minimum excess demand of between 1,700 and 2,000 hours over the next three years.

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

The City’s current role in providing ice arenas and operating the youth sports subsidy program to ensure access to ice facilities demonstrates that the concept of partnerships in the provision of ice arenas is sound. That being said, the City does not control the development of future ice arenas.

Typical provision ratios for ice arenas in Western Canadian cities are as follows:

- For cities with a population of 200,000+, the ratio is one arena per 18,000 – 25,000 residents.
- For cities between 75,000 and 200,000, the ratio is one arena per 15,000 – 18,000. This is the largest population range and has the most variation in terms of arena provision.
- For cities between 35,000 and 75,000, the ratio is one arena per 7,500 – 15,000.
- For cities of 35,000 or less, the ratio is one arena per 5,000 – 7,500.

In Saskatoon, ice arenas are currently provided at a ratio of one arena per 15,000 residents. Based on comparative ratios, the City will need at least one more ice sheet in the near future and additional ice sheets as the population grows. This is justified by current utilization and community demand statistics. The following table outlines targets for current versus ideal provision ratios. When new ice arena facilities are developed, the inclusion of leisure ice spaces (i.e. non-boarded, non-programmed) should be examined.

Table 17: Current vs. Ideal Provision Ratios

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

Using these service provision ratio targets, the City of Saskatoon’s medium growth population projections would suggest two additional ice sheets between now and 2022 and an additional five ice sheets between 2022 and 2032. Note that provision ratios are only one consideration in determining future facility requirements; ultimately, ice sheets will need to be prioritized against all potential facilities.

Table 18: Future Indoor Ice Arena Requirements

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

¹ City of Saskatoon Medium Growth Scenario.

Swimming Pools

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

Map 6: Indoor Aquatics Facilities



According to the household survey, pools at City leisure centres were used by 64% of households at least 1 – 5 times per year. The large majority (87%) of respondents supported new/enhanced leisure pools as a future priority, while 56% support 25-metre tanks and 49% support 50-metre tanks. The shift towards leisure pools is also evident in the user group survey: 38% of groups responding to the survey suggested new 25-metre or 50-metre tanks should be developed, while 57% indicated new leisure pools should be a focus. Excess demand is currently demonstrated for two indoor aquatics programs, (e.g. swimming lessons at certain times); however, overall utilization of city indoor pools is not at capacity.

The provision ratios for leisure pools is lower than those in comparable analysis (e.g. indoor arenas), but competition tanks (25-metre and 50-metre) are provided at comparable ratios.

Future indoor aquatics development, whether new or enhanced facilities, should focus on providing additional leisure aquatics amenities and accommodating program use on a temporary basis, such as leisure tanks that can accommodate swimming lessons during certain times of the day. Leisure pools appear to work best when combined with or incorporate within, a rectangular lane swimming tank/area.

Regional partnerships could focus on indoor aquatics venues. Nearby high growth communities, such as Warman and Martensville, do not provide indoor aquatics facilities; their residents use City pools. Future development of indoor aquatics facilities to meet regional needs may be warranted. Regional partnerships should be explored when contemplating new indoor aquatics venues.

Older Adults and Youth Spaces

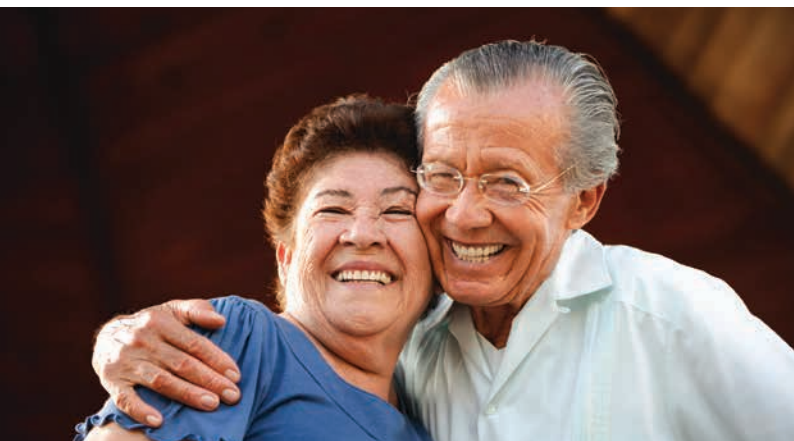
The large majority of household survey respondents support spaces for older adults (86%) and youth (83%). Similarly, 87% of groups support new seniors centres and 80% support new youth centres.

There are currently 10 youth centres in the city, either provided by the City (e.g. four Me Ta We Tan Centres) or by its delivery partners. There are also a number of seniors centres in the city, but none are owned or operated by the City of Saskatoon.

The provision of both seniors and youth centres has traditionally focused on dedicated use facilities. Incorporating these spaces into larger multi-purpose venues will create more synergy and increased potential for mixing of program users. In future development of multiplex facilities, both types of spaces should be considered, although the design should enable multiple use and repurposing.

Indoor Child Playgrounds

There is currently only one public indoor playground in the city, at Lawson Civic Centre. The provision of these indoor amenities is becoming more commonplace in Western Canadian municipalities; most are incorporated into larger multiplex facilities. Indoor playgrounds not only cater to young families, they could create added value for leisure pass sales. Support for indoor playgrounds is strong: 88% of groups surveyed suggested new indoor playgrounds be developed and 73% of households indicated that new or enhanced indoor playground should be a future focus. Given this, indoor playgrounds should be included in the development of future multi-purpose facilities or the repurposing of existing facilities.



Fitness and Wellness

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

More than three-quarters (78%) of household survey respondents support indoor fitness/wellness facilities, and 46% visited fitness facilities and/or gymnasia at City leisure centres at least 1 – 5 times over the past year. More than half (56%) of groups felt new fitness facilities should be developed, while 61% indicated upgrades to existing facilities are necessary.

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

Dry-land Spaces

There are gymnasia facilities at four City owned and operated facilities. Gymnasia are also provided by community organizations and schools. School gyms are generally accessible to Community Associations through the Joint Use Agreement, and to the community through basic rentals. Non-profit community based organizations also provide indoor field facilities (e.g. SaskTel Sports Centre).

New gymnasium spaces were identified as a future area of focus by 83% of groups; another 80% suggested year round indoor flat surfaces as an area of focus. In the household survey, new/enhanced gymnasium spaces were identified by 74% of respondents as a priority, while 77% suggested year round flat surfaces. Approximately a third (35%) of households use of the Saskatoon Field House at least 1 – 5 times in the past year.

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

Curling Rinks

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

Multi-purpose Studio Space

Seven out of ten (69%) of the groups surveyed indicated a need for new multi-purpose rooms, and 46% indicated a need for new dance studio space. In the household survey, 63% of respondents thought new/enhanced multi-purpose rooms should be provided.

Multi-purpose rooms are versatile areas that can accommodate a variety of programs and meetings. Much like fitness facilities, multi-purpose rooms are complimentary to larger multiplex facilities. They accommodate multiple uses and should be included in all new or enhanced facility development.

Leisure Centres

The City's six leisure centres currently account for much of its indoor recreation infrastructure. Each leisure centre is unique in its mix of activity spaces, users, and tenure in the community.

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

Indoor Specialty Facilities

Throughout the public consultation and research process, a number of unique and/or non-traditional ideas for future public indoor recreation surfaced. These ideas include:

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

Although not part of the City's base level of service, these indoor specialty facilities would add value to a multiplex offering. They should be considered in new/enhanced facility developments, especially if partnerships can be arranged.

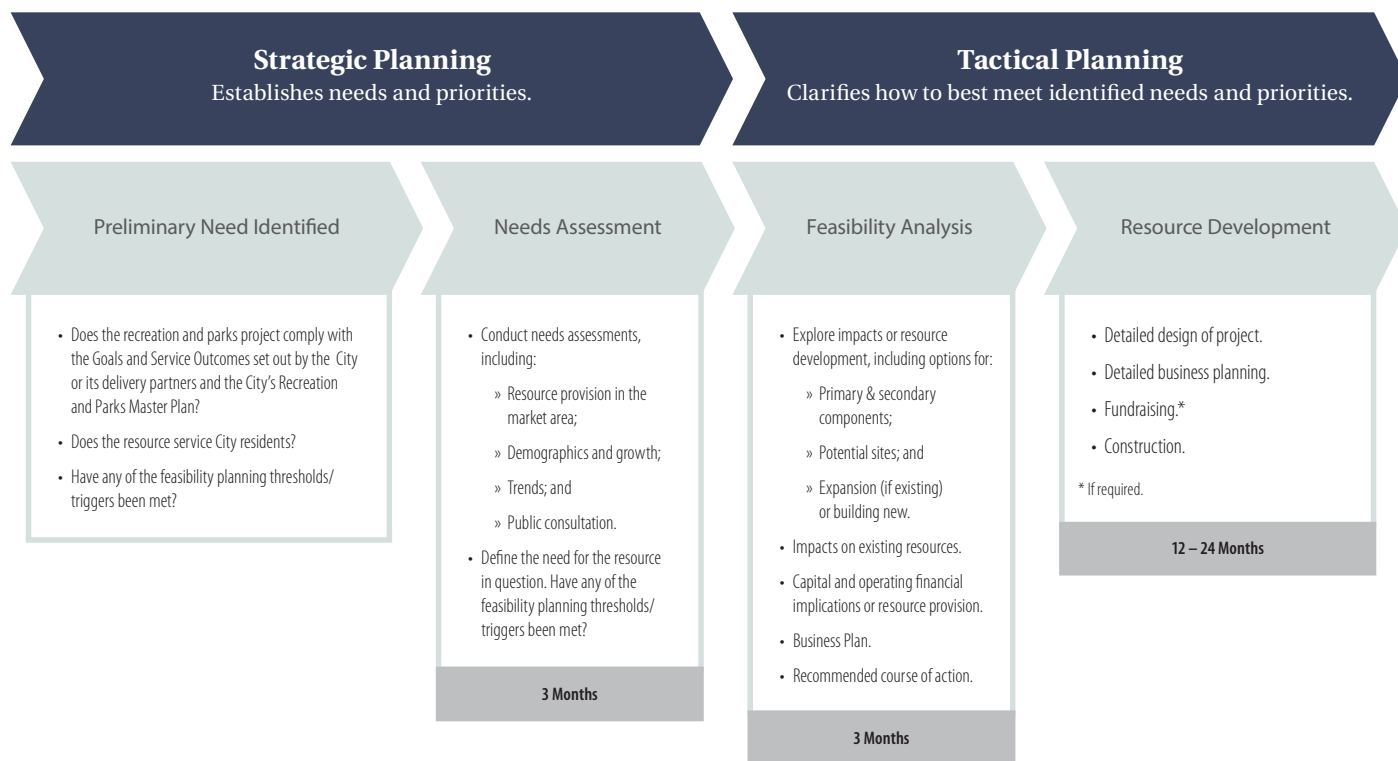


Project Development Framework

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

As a municipality, the City of Saskatoon has to be accountable to citizens. This means that City Council and Administration have to make decisions in the best interests of the community as a whole and have to do so with appropriate levels of due diligence. As it relates to recreation and parks infrastructure investment, information enables decision makers to fully understand the costs and benefits associated with a specific project. Typically, major recreation and parks projects originate through needs assessments, (identified needs via research and public consultation), are then analyzed via feasibility assessment to further understand costs, benefits and affordability, and are ultimately designed, constructed and operated. The following graphic provides an overview of this process.

Diagram 12: Project Development Framework



Because feasibility analysis enables decision makers to make informed judgements, it is recommended that **no major public investments (over \$1M) in recreation or parks infrastructure occur without undertaking market feasibility analysis and business planning.** This applies not only to initiatives championed by the City, but also to projects led by not-for-profit groups and associations where public funds are required for capital and/or ongoing operations. The entire process, including needs assessment, feasibility analysis, design, and construction can take between 18 and 30 months (or longer) and requires the input of a variety of internal and external stakeholders.

Undertaking feasibility analysis requires investment and sets public expectations. The following **feasibility planning “triggers”** outline when to initiate (or facilitate in the case of a non-profit-based project) feasibility analysis and business planning.

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

This will help formalize and prioritize potential recreation and parks projects in the future. If a combination of planning triggers is met, further feasibility analysis may be warranted.

General **guidelines for feasibility exploration** for prudent feasibility analysis include:

- There must be public engagement in the planning process, preferably through the use of statistically reliable surveys.
- A market assessment for component service delivery functions must be completed.
- A thorough and transparent site/location analysis must be completed.
- There must be a biophysical/environmental impact statement.
- There must be a concept development plan, including infrastructure planning, costs, and impacts of ongoing operations.
- The project must conform to broader regional/municipal strategic planning.
- Business planning outlining capital partners, operating partners, sources of capital, capital amortization, and projection of operating costs must be completed.
- The potential for regional collaboration has been explored via the Regional Collaboration Toolkit (SUMA/SPRA) and associated discussion.
- “Opportunity cost” analysis must be undertaken to demonstrate that the project represents the best way of achieving the service outcome.

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

Recreation and Parks Capital Project Prioritization

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

In an ideal world, the City would be able to fund all of the recreation and parks infrastructure and programs; however, resource limitations prohibit the City from meeting the needs and priorities of all residents. The City of Saskatoon, like every other municipality, must carefully prioritize future projects.

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

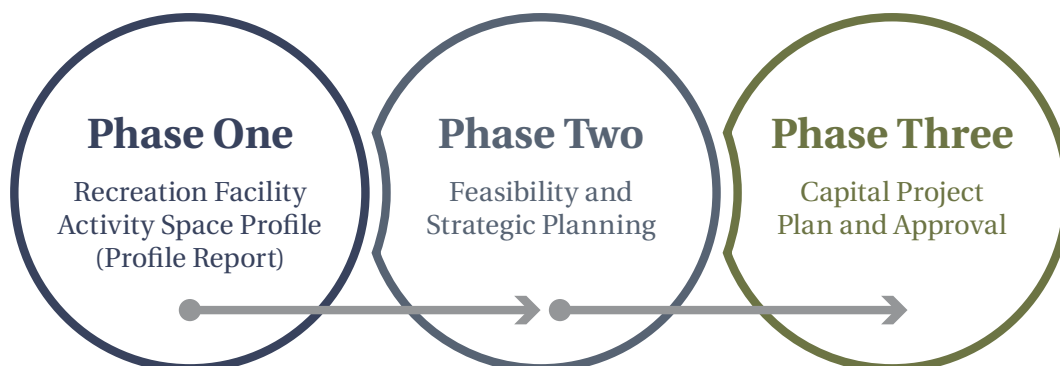
2012 Future Sport and Recreation Facility Development Model

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

The Model will influence the type of questions asked in the Leisure Survey, and is expected to enhance validity of data.

The Facility Development Model consists of three phases: Phase One Recreation Facility Activity Space Profile; Phase Two Feasibility and Strategic Planning; and Phase Three Capital Project Plan and Approval.

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



The City completed Phase One: Recreation Facility Activity Space Profile (Profile Report) in 2012. The data and findings from Phase One considered accurate and applicable to this Recreation and Parks Master Plan. As the Master Plan is implemented, Phase Two and Phase Three of the Model are expected to occur for each major project the City contemplates.

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

NEEDS ASSESSMENT ANALYSIS

In the Leisure Survey fielded in 2010, respondents were only asked to identify the fitness and sporting activities in which they participated. They provided information on their participation in terms of hours per week (participant hours). Respondents also indicated whether they planned to increase their participation in each activity, and identified new activities in which they wanted to participate.

The survey findings identified the level of participation for each sport and activity by age and gender. This information was extrapolated to represent overall city population. Total participant hours for each activity were generated to indicate current demand.

Future demand was determined through a number of means, including respondents' intentions to increase participation in current activities and/or participate in new activities. This enabled increased demands to be determined.

Finally, the growth in Saskatoon's population was considered. Using 2016 population projections from the Saskatoon Health Region, increases in participant hours due to population growth were estimated. As new population projections are developed, this information will need to be updated to reflect an accurate picture of current trends and needs.

CAPACITY AND COST BENEFIT ANALYSIS

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

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

PROGRAM TRENDS ANALYSIS

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

The Program Trends Analysis will supplement subsequent phases of development and analyze potential space needs based on less tangible data and input. It updates the Program Trends Analysis portion of the 2012 Future Sport and Recreation Facility Development Model.

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

In the first phase of the 2012 Facility Development Model, the facility development rankings are presented as priorities to be revisited each time the Leisure Survey is fielded, as new priorities emerge and population projections are updated.

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

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

Recreation and Parks Space Prioritization

The Facility Development Model is a fundamental tool in determining a future capital action plan for recreation and parks infrastructure. The Master Plan supports and enriches the outlined approach. Other considerations include the ability for potential spaces to meet desired service delivery outcomes,

the existing extent of the proposed service in the community, and overall community priorities based on broad needs assessment. The following decision making framework considers all of these elements in project prioritization:

Table 19: Project Prioritization Decision Making Framework

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

Recreation and Parks Space Ranking

Tables 20 and 21 on the following pages apply the space prioritization framework to rank indoor and outdoor facility spaces. The ranking considers the community input and research conducted during this Master Plan process, the Future Sport and Recreation Facility Development Model developed by the City in 2012, and other considerations warranted for publicly funded recreation and parks projects. The ranking and associated framework is meant to be dynamic, with review and updating as new information becomes available. New information could include:

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



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Table 20: Ranked Recreation and Parks Facility Spaces—INDOOR

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

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

Table 21: Ranked Recreation and Parks Facility Spaces—OUTDOOR

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

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

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

In providing further guidance for decision makers, the following list of potential facility projects could form the basis for future feasibility analysis. Each project was identified during the planning process by one or more community group(s).

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

Additional projects identified by community groups and organizations include:

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



Section

7

Financing Recreation and Parks

Investing in Public Wellness

The City of Saskatoon is the primary delivery agent of public recreation and parks services in the city. As such, it invests significantly in infrastructure (indoor facilities, parks, and open spaces), programming and other system supports, such as advertising, professional development, and advocacy. While support from other levels of government (Provincial and Federal) is available, primarily for capital projects, it does not cover the costs of providing recreation and parks services at the grassroots level.

Although some of the services provided by the City recover a portion of their operating costs (in some cases up to 100%), recreation and parks services are largely subsidized by local taxes. The philosophy behind public investment in these essential services is explained in the investment spectrum.

Facilities that serve broad public needs/wellness and are accessible to the entire community (e.g. walking trails, park furniture) are funded predominantly through public taxes. As facilities become more specialized and less accessible to the general public, (e.g. major sports field facilities, ice arenas) funding comes from a combination of public taxes, user fees, fundraising, and private/non-profit investment.

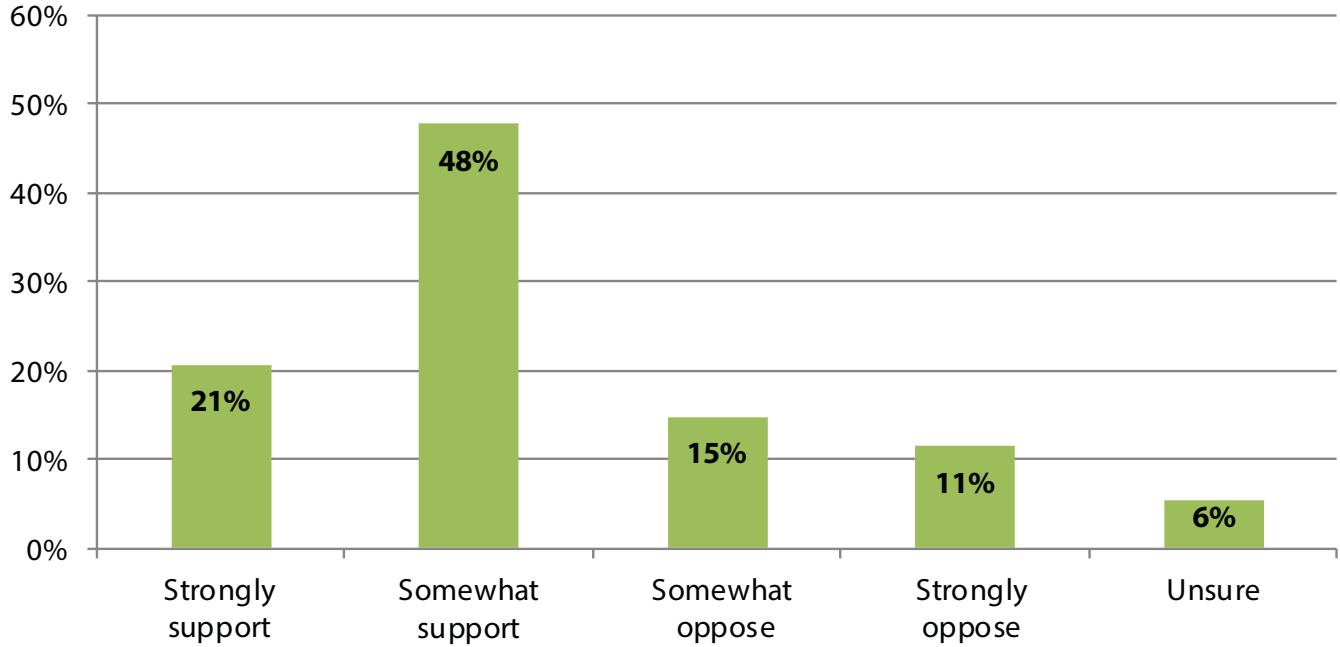
Diagram 14: Investment Spectrum



According to the household survey, most residents acknowledge that recreation and parks services require subsidy and generally support them as justified expenses, whether they access the services or not.

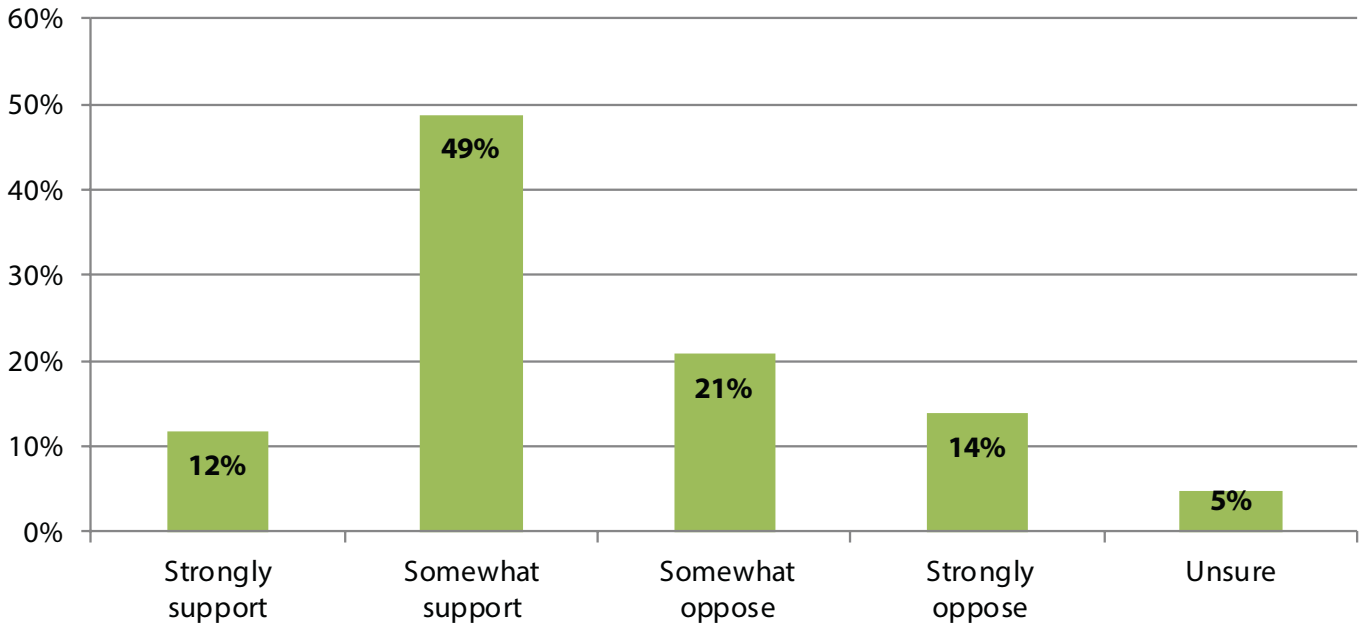
Graph 17: Household Telephone Survey Response

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



Graph 18: Household Telephone Survey Response

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



Using public investment to leverage external funds is important to sustaining and expanding service provision in the future. The City already leverages public spending on recreation and parks through the collection of user fees, partnering with non-profit groups to provide recreation opportunities, and seeking private sector sponsorship of recreation and culture assets (i.e. the Shaw Centre).

Further leveraging of public resources will optimize the impact of public funds in the provision of recreation facilities and services. An examination of existing revenue streams (e.g. user fees) will ensure that fees appropriately balance revenue generation, affordability, access, and other performance indicators.

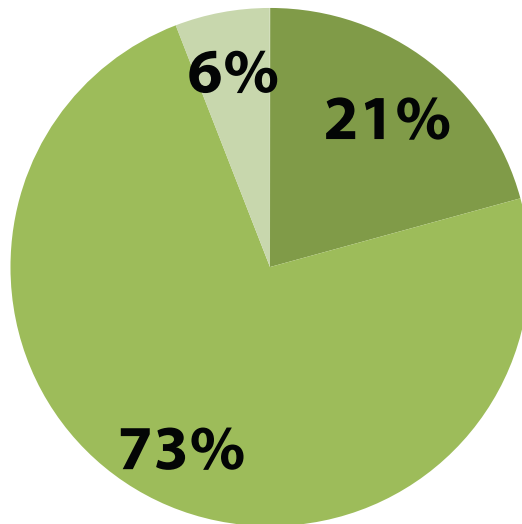
Other less traditional sources of revenue need to be considered as well. Currently, the majority of city households do not want to see tax increases to support recreation and parks services.

The challenge of financing recreation and parks services in a growing, dynamic community like Saskatoon will be met by considering a variety of approaches, including sponsorships, user-base based amenities and services, funding partnerships, internal funding mechanisms, and internal resource capacity and deployment.

Graph 19: Household Telephone Survey Response

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

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



Sponsorships

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

Sponsorship opportunities give the private sector access to asset branding with existing or new recreation facility spaces or programs. The success of sponsorship programs is dependent on the level of private sector interest/availability in the community as well as the perceived tangible (number of impressions) and intangible (image) returns on the sponsorship investment. For this reason, recreation and parks infrastructure should be designed, where feasible, to give sponsors maximum exposure. This means involving those with sponsorship expertise in the detailed design process of facility upgrades or new facility and parks development.

Sponsorships can be applied to capital expenses, operating expenses, or a combination of both. Regardless of the type of sponsorship, three considerations are key.

1. **Mutual benefit** is a major factor in a successful, long-term partnership. All parties must see a benefit, either tangible or intangible. This provides motivation to maintain and strengthen the relationship, as well as a means to mitigate any issues that arise during the term of the agreement.
2. **Regular communication** ensures all parties share the same vision in terms of dealing with any issues/conflicts that arise during the term of the agreement.
3. **Mutual trust** ensures proper communication channels are used and broader facility program goals can be met. This trust is exhibited by individuals involved in face-to-face communication as well as in broader, organization-wide ideals.

It is important to understand the sponsorship market when exploring corporate/non-profit sponsorship in recreation. Sponsorship exists to accomplish greater good in a community and to promote/affiliate an organization with the intentions and image of a certain resource. The value of recreation and parks to quality of life and healthy lifestyles is an easy, straightforward affiliation.

Sponsorship campaigns generally offer opportunities for all levels of sponsors; however, prominence is given to those groups/organizations that contribute the most. Typically one-third of corporate fundraising comes from the top two or three sponsors, one-third comes from the next 10–15 contributors, and the remaining one-third comes from a large and varied pool, including donations from smaller corporations/businesses, non-profits, and individuals/families.

The City's current sponsorship policy has been successful in recruiting sponsorship for several recreation and parks assets (e.g. PotashCorp Playland, Shaw Centre). The Master Plan recommends the City use the one-third/one-third/one-third framework to assess appropriate values for its recreation and parks resources, and expand its sponsorship recruitment efforts to include all potential assets.



User Fee Based Amenities and Services

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

The City currently charges user fees for hourly rental of its facilities (e.g. arenas), registered programs, and drop-in opportunities such as swimming pools and fitness centres. These fees help offset operating costs associated with each facility.

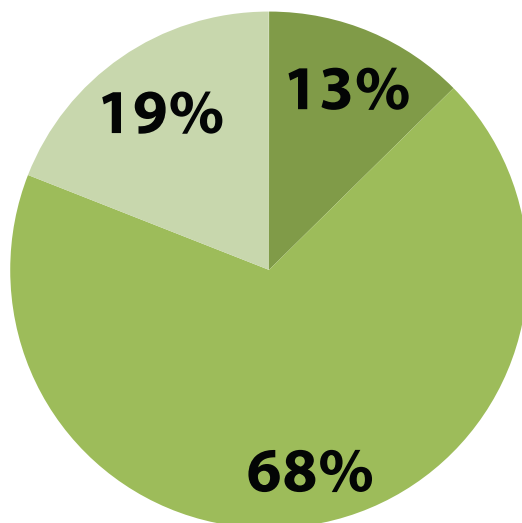
This practice is common and should continue. The Fees and Charges/Recovery Policy C03-029 and the Recreation Facilities: Rental Fees C03-030 Policy suggests the following operational cost recovery targets:

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

Graph 20: Household Telephone Survey Response

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

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



According to the household survey, most residents (68%) support maintaining the current level of user fees¹. Likewise, 62% of community-based groups suggest that existing user fees be maintained.

Although charging user fees for amenities that are currently free, such as trails and playgrounds, is not practical, municipalities across Canada are implementing other, non-traditional sources of revenue generation. Some have wholly or partially owned revenue generating subsidiaries (e.g. utility companies), others promote events or performances, and others lease publicly owned spaces to external organizations. Revenue generating initiatives vary immensely and are a product of a municipality's willingness to compete in other sectors, as well as the propensity of its decision makers to focus on return on investment as opposed to pure public service.

Exploring other, non-traditional revenue sources while continuing existing strategies (e.g. leasing civic facilities, offering services also offered by private sector) can help the City fund its facilities and initiatives. The City could also look at developing more revenue-generating events, (e.g. winter carnivals) and programs (e.g. adult sports, sports academies). As well, adding fee-based amenities and/or services, such as automated teller machines or retail vending in parks, allows for revenue generation in areas where user fees are charged.

Funding Partnerships

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

Partnering to build and operate recreation and parks infrastructure and program delivery has significant potential. Through partnerships, the City has successfully leveraged public funds to provide updated, expanded, or new infrastructure and programs.

The City is often approached to partner in inter-municipal/ regional initiatives as well with local institutions, private, and non-profit organizations. The City already partners with many delivery groups, some of which are responsible for maintaining civic facilities or have contributed to the capital costs of infrastructure upgrades. Some partners operate independently of the City while still providing a publicly accessible program or activity.

The City participates in operating and/or capital partnership arrangements as the primary stakeholder responsible for developing/operating the resource. The City also participates as a secondary stakeholder by providing assistance to non-profit or private sector partners leading a project.

Partners include non-profit groups, school boards, post-secondary institutions, service providers (e.g. minor sport organizations), and private sector organizations.

Partnership can also take the form of government and private sector grants. In Saskatchewan, there are a number of grant opportunities available to support recreation and parks services and infrastructure. The Saskatchewan Parks and Recreation Association's "Grants and Funding Opportunities"¹ resource provides an annually updated list of these opportunities.

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

¹ http://www.spra.sk.ca/publications/grants-and-funding-guides/Grants_and_Funding_2014.pdf

Internal Funding Mechanisms

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

Increased investment in recreation and parks will be required to implement the Master Plan. The City currently uses a variety of internal funding mechanisms to support recreation and parks. The Parks and Recreation Levy (C03-011) outlines the City's expectations of developers in regards to contributions and inclusion of parks and open spaces in new neighbourhood developments. It is important for levies to reflect up-to-date budget requirements.

The City's lifecycle budget reserve contribution ensures that existing infrastructure can be sustained. Expanding lifecycle budgeting to include all recreation facilities as well as parks and open spaces may require increases from current levels.

Internal operating budget allocations for parks and open spaces are currently based on maintenance service level requirements of the defined parks and open space inventory. It is important that these allocations be applied to complete inventories, including incremental increases as inventories expand. For example, increases to the Neighbourhood Park inventory would lead to proportionately higher operating budget resources. In general, allocations need to increase to accommodate new infrastructure and cost increases.



Internal Resource Capacity and Deployment

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

In order to build internal capacity for recreation and park delivery, the City must have in place both tangible and intangible infrastructure and supports. Tangible infrastructure is discussed in other sections. Intangible infrastructure includes the necessary resources and expertise to provide recreation and parks services in the community. Internal capacity can be achieved by hiring staff with appropriate expertise in recreation and parks provision and by ensuring these staff members have opportunities for ongoing professional development. Internal knowledge development is essential to ensuring that recreation and parks benefits are understood and enhanced.

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

While there are financial implications to enabling professional development, the right opportunities can significantly strengthen the delivery system and ensure appropriate internal recreation and parks delivery capacity. The City has a leadership role in recreation and parks; its staff need to be at the leading edge of recreation and parks knowledge. This will ensure that all stakeholders are aware of emerging trends as well as any changes in physical and social environments impacting the provision of recreation and parks.

Although the current level of resources allocated to recreation and parks is realizing benefits, a combination of reallocating existing resources and investing new resources is needed to achieve incremental benefit and continuous improvement. The current level of service earns high levels of resident satisfaction—89% of residents are either somewhat or very satisfied with recreation and parks services. Still, there is the potential to increase levels of overall community health and physical activity, visitation at City facilities, and utilization of local parks and greens spaces

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



Section

8

Implementation

Planning for Implementation

The recommendations put forward in Sections 4 through 7 of the Recreation and Parks Master Plan are intended to guide future decision-making while providing an overall framework for the development, delivery, and continuous improvement of recreation and parks programs, services, and facilities.

This section summarizes whether short, medium and/or long term budget implications are expected in implementing the service delivery, programming, infrastructure and financing recommendations. It is designed to assist the City and other providers in planning future resource allocation.



Operating Implications

To assist with Plan implementation, the following tables indicate short, medium, and/or long term operating implications for the 44 recommendations.

A checkmark (✓) indicates the recommendation will have operating implications; no checkmark indicates insignificant operating implications



Table 22: Estimated Operating Implications—Service Delivery Recommendations

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
1.	The City will develop a partnership policy based on the partnership framework.	✓		
2.	The City will use the partnership framework to explore partnership opportunities for all recreation and parks infrastructure development.	✓	✓	✓
3.	The City will consider formalizing existing and future partnership arrangements to include performance measurement of service outcomes and quality control.	✓		
4.	The City will continue to work with cross-sectoral partners to design and implement programs and provide environments where positive recreation and parks activity can occur.	✓	✓	✓
5.	The City will consider regional collaboration, using SUMA and SPRA as guides, when planning new facilities and offering programs with regional value and appeal.			✓
6.	The City will continue to support Community Associations and organized interest groups equitably and transparently, based on ongoing communication to identify group support needs.	✓	✓	✓
7.	The City will consider getting involved with other sectors in the development of a city-wide volunteer strategy.		✓	
8.	The City will continue to promote and market City recreation and parks opportunities with enhanced focus on benefits and motivating participation.	✓	✓	✓

Table 22: Estimated Operating Implications—Service Delivery Recommendations (Continued)

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
9.	The City will continue to employ a community liaison strategy that considers the general public (including the City of Saskatoon Leisure Activity Study), partner groups, and cross-sector allies.	✓	✓	✓
10.	The City will develop utilization measures and collect data for structured and spontaneous use of recreation and parks services.	✓	✓	✓
11.	The City will design recreation and parks programs and opportunities to facilitate social inclusion and encourage/require its partners to do the same.	✓		
12.	The City will continue to offer its Leisure Access Program, Youth Sports Subsidy Program, and grants to community-based groups in the most efficient and respectful manner possible.	✓		



Table 23: Estimated Operating Implications—Programming Recommendations

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

Table 24: Estimated Operating Implications—Infrastructure Recommendations

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

Table 24: Estimated Operating Implications—Infrastructure Recommendations (Continued)

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



Table 24: Estimated Operating Implications—Infrastructure Recommendations (Continued)

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



Table 24: Estimated Operating Implications—Infrastructure Recommendations (Continued)

Recommendation		Short Term Operating Implications	Medium Term Operating Implications	Long Term Operating Implications
35.	The City will use the reinvestment/ repurpose or decommission decision making framework when contemplating the future of existing recreation and parks assets requiring substantial lifecycle investment.			
36.	The City will strive to achieve the park amenity strategies as well as the desired outcomes related to natural areas, trails, and the river valley.	✓	✓	✓
37.	The City will strive to achieve the recreation facility (e.g. arenas, indoor aquatics, dry-land, fitness/wellness) strategies outlined in the Plan.	✓	✓	✓
38.	The City will use the project development framework when contemplating significant recreation and parks infrastructure development requiring public funding.			
39.	The City will use and periodically revisit the recreation and parks facility space prioritization model to help guide future infrastructure investment decision making.	✓	✓	✓



Table 25: Estimated Operating Implications—Financing Recommendations

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



Capital Cost Implications

Implementation of Master Plan also has capital cost implications. Capital costs for major recreation and parks facilities and spaces are significant, as are costs associated with sustaining existing facilities and spaces (lifecycle budgeting).

The Plan outlines priorities for future development; these priorities will need to undergo thorough feasibility analysis prior to funding commitments.

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

The following chart outlines potential capital cost ranges, in 2015 dollars, for major recreation facility projects most likely to undergo feasibility analysis in the short and/or medium term. These cost ranges are for general budgetary guidance only, and would require further ratification through facility program decisions, potential partnerships, and construction market conditions during the feasibility planning process.



Table 26: Capital Cost Range for Potential Projects

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

Conclusions

The implementation of the Recreation and Parks Master Plan will require commitment and resources (financial and human), while also necessitating adjustment to existing policies and protocols. Although the recommendations contained in the Master Plan are not binding, they are a key reference point in future decision-making regarding recreation and parks facilities and services.

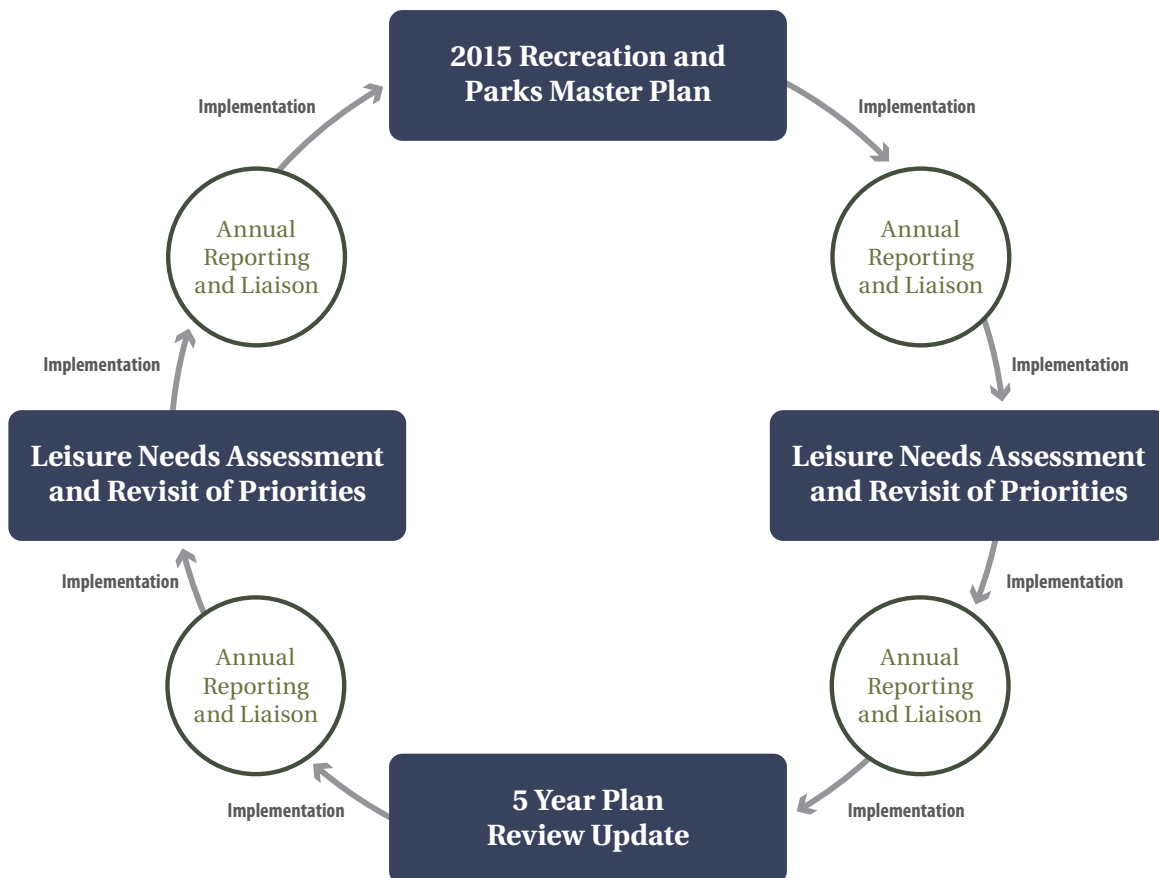
The Plan will be dynamic through time; priorities will shift as new information becomes available. The frameworks and systems outlined here allow recreation and parks stakeholders to adapt as Saskatoon grows and evolves.

The underlying theme throughout the Plan is that the delivery of recreation and parks facilities and services is dependent upon a collaborative effort led by the City and involving many

valued partners and service providers. Financing recreation and parks is expected to come through a combination of public support (taxes), user fees, and external sources (grants and sponsorships).

As the Plan is implemented, it will create strength and capacity in the recreation and parks delivery system and lead to improved quality of life for residents. Implementation of the recommendations will lead to enhanced benefits from recreation and parks at both the community and individual level, and will further protect, nurture, and sustain the city's natural and built environments.

Diagram 15: Ten Year Planning Cycle



Appendices

The complete appendices
are available digitally at:

www.saskatoon.ca

