



Recreation Needs Analysis & Action Plan

FOR THE MUNICIPALITY OF CROWSNEST PASS

FINAL DRAFT

February 2015



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Foreword

This Recreation Needs Analysis & Action Plan has been created considering input from broad public engagement and the compilation of varying levels of internal and external qualitative and quantitative information.

The intent of this Plan is to guide decision making regarding future recreation facilities and services provided by the Municipality of Crowsnest Pass with consideration to all associated stakeholders. These stakeholders include residents, visitors, other levels of government, local non-profit volunteer groups, and the private sector.

Although the potential elements in the Plan, including policy, protocol and recommended new and/or upgraded infrastructure are not binding, the Plan will be relied upon by all stakeholders as a valid and agreed upon resource for future decision making.

Acknowledgements & Credits

Great communities are built through active citizen involvement and engagement in planning for the future. Many thanks go out to Council and administration who assisted in this planning effort, recognized the importance of investing in long range planning and displayed the fortitude to make decisions in the best interest of the community and region.

Of most importance, thanks go out to the:

- » Residents of Crowsnest Pass for participating in the household survey, attending meetings, and sharing their opinions;
- » Key representatives of volunteer groups who answered questionnaires and attended meetings to discuss their needs; and
- » Agency representatives who provided information and attended meetings when asked.

Special thanks go to the Crownest Pass Sport and Recreation Authority, which assisted in this planning effort through the provision of advice, information, support, and opinions.

And last but not least, the Consulting Team:

- » Stephen Slawuta, RC Strategies
- » Rob Parks, RC Strategies
- » Mike Roma, RC Strategies
- » Derry Armstrong, Armstrong Consulting Services

Executive Summary

The Municipality of Crowsnest Pass believes in the many benefits of recreation and parks; as sentiment clearly shared by its residents and various recreation and parks stakeholders. The intent of this Needs Analysis and Action Plan is to help the Municipality and its partners make decision regarding future recreation and parks services and further enhance the benefits of these valued and essential services in the region.

Many residents, stakeholders and experts have had influence in this Action Plan; 578 households replied to a statistically reliable mail out survey, 23 stakeholder groups completed surveys and 33 community stakeholders were interviewed. Professionals in recreation and parks planning, public consultation and architecture (landscape and facility) have provided input and expertise. The Process has been driven by the Crowsnest Pass Sport and Recreation Authority and municipal administration.

Key recommendations in the Plan include enhancements to the Municipality's approach to service delivery such as creating a collective vision of all service providers in the region, increased effort in promotions and marketing of existing opportunities and enhanced supports to vital volunteer delivery agents. The Plan also outlines operating budget cost implications of these enhancement ranging from \$5,000 to \$15,000 per year per item depending on the specifics of the recommendation.

In regards to infrastructure, the report outlines a transparent process for prioritizing capital spending based on community input, trends, existing facilities and other municipal considerations. The product of this prioritization is the identification of high/short term infrastructure priorities including upgrades to the Albert Stella Memorial Arena (\$4.465M), investment in existing and new trails (\$250,000) and completion of Phase I of the Pass Powderkeg Master Plan (\$3.5M) for total short term investment of approximately \$8.215M. Long term project priorities include completion of the Hillcrest Ball Diamond Complex (\$500,000), Phase 2 of the Pass Powderkeg Master Plan (\$7.5M) new youth centre spaces (\$3.0M), a new indoor pool (\$20M) and a new rectangular field complex (\$1.5M). Long term projects total an additional \$34M yet are not expected to come to fruition until significant regional growth occurs or new funding models become apparent.

The Municipality now has an accurate depiction of community interest and perspective related to recreation a parks, a solid and transparent assessment of existing and potential future recreation and parks services and an Action Plan to refer to in making future decisions regarding essential recreation and parks services.

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Introduction

1.0

The Municipality of Crowsnest Pass and its recreation and parks delivery partners understand the benefits of recreation and parks to the community and region. The Municipality has invested significantly in recreation and parks opportunities which are available to residents and visitors and continues to demonstrate its commitment to quality of life through sustaining existing facilities and supporting the delivery of local events and programs in a variety of different ways.

Realizing the benefits of recreation and parks, and understanding that local municipalities have a significant role to play in recreation and parks provision, the Municipality initiated a planning process to review existing services levels, determine resident satisfaction and demand for recreation and parks and outline a strategy to enhance recreation and parks in the region over the next 10 to 15 years.

1.0 Introduction

The following Recreation Needs Assessment & Action Plan is the product of this planning process. It is intended to define the state of recreation and parks services in the region (see The State of Recreation under separate cover); identify future strategies and priorities for recreation and parks provision in the region; and guide future decision making regarding recreation and parks for years to come.

This Plan will act as a road map for future recreation services in the municipality. It is a tool that will guide Council and the Municipal Community Services Department in addressing future recreation and parks needs, development, re-development and enhancement of all recreation and parks services, programs, and facilities in the Pass. It is a strategic and directional guide for policy development, decision making, and implementation to ensure sustainability and to meet current and future community recreational needs/interests. The Plan provides long range predictions for major recreation and parks facility upgrading and replacement needs and is based upon a diligent program of research thorough public engagement. The expertise of industry professionals, municipal administration and Council and regional delivery partners (municipal and non-profit) was leveraged in the development of the Plan.



The following primary and secondary research activities were undertaken; their findings are presented in this document:

Primary research included:

- » A resident household survey (augmented by a web based survey);
- » A community group survey;
- » Community stakeholder interviews; and
- » Various telephone and personal interviews and/or meetings with municipal administration, and elected officials.

Secondary research for the project included:

- » Information gathering from comparable communities regarding facility and services inventories;
- » Analysis of provincially collected data describing municipal expenditures;
- » A review of recreation and community program industry publications;
- » A review of pertinent municipal and provincial planning documentation;
- » A review of facility assessment information; and
- » Utilization information for recreation facilities (where available);

The accompanying graphic summarizes the primary and some secondary research elements.





Strategic Context

2.0

To ensure that the Recreation Needs Analysis & Action Plan is relevant and aligned with identified community priorities and action items, it must be developed considering past municipal and community partner planning initiatives and documents. Outlined in this section are previously conducted strategic plans and how this exercise fits within the overall strategic planning hierarchy of the Municipality.

2.0 Strategic Context

2.1 Past Strategic Planning

Identified as follows are studies and initiatives that were reviewed and considered in the development of this Plan. A more detailed description of each can be found under a separate cover in the State of Recreation in the Municipality of Crowsnest Pass Report. It is important for the Master Plan to be founded in strategic direction already agreed to by the Municipality and its partners.

- » Municipality of Crowsnest Pass: Community Strategic Action Plan (2012 – 2014)
- » A Plan For The New Millennium: Municipal Development Plan Bylaw No. 556 (2001)
- » Culture & Recreation Master Plan (2003 – 2008)
- » Feasibility Study of Regional Partnership & Service Sharing Opportunities (2013)
- » Joint Use Agreement with Livingstone Range School Division (2004)
- » Alberta's Land Use Framework: South Saskatchewan Regional Plan Draft (2013)
- » Crowsnest Pass Ball/Soccer Complex Development (2005)
- » Pass Powderkeg Ski Resort Master Plan Concept (2012)
- » Facility Audit & Analysis (2011)
- » Albert Stella Memorial Arena Audit (2014)
- » Pass Community Pool Audit (2014)





The Benefits of Recreation

3.0

Recreation and related activities provide innumerable benefits to residents and visitors of the Crowsnest Pass. Recreation services provided by the Municipality and community organizations offer individuals and families with opportunities to improve or maintain physical and mental health as well as engage socially with other residents and visitors to the community. Numerous research studies support that residents who participate in recreation and leisure activities are less likely to have health problems, generally have improved mental and physical well-being, and are less likely to partake in self-destructive and anti-social behavior.

3.0 The Benefits of Recreation

Recreation can be a significant driver of community vibrancy and prosperity. The natural setting of the Crowsnest Pass attracts both residents and visitors, many of whom partake in a variety of outdoor recreational pursuits throughout the year. By providing recreation and leisure services, either directly or by supporting community organizations, the Municipality and its community partners can help drive economic benefits for local businesses while also providing residents with numerous opportunities to participate in programs and events on an ongoing basis.

Recreation and leisure can also help develop community identity and improve residents and visitors perception of the overall community/regional image. When residents are having fun, they are more connected with and proud of the region in which they live. When visitors are having fun, they develop positive perceptions of the region which can further enhance future visitation to the area.

As further detailed in the State of Recreation in the Municipality of Crowsnest Pass Report (found under a separate cover), the National Benefits HUB provides a research database which helps validate the need for providing recreation and related services. The Benefits HUB identifies 8 specific message statements which reflect that recreation services...

1. ... are essential to personal health and well-being;
2. ... provide the key to balanced human development;
3. ... provide a foundation for quality of life;
4. ... reduce self-destructive and anti-social behaviour;
5. ... build strong families and healthy communities;
6. ... reduce health care, social service and police/justice costs;
7. ... are a significant economic generator; and
8. ... and that green spaces are essential to environmental and ecological wellbeing, even survival.



The State of Recreation
in the Crowsnest Pass

4.0

Extensive research and consultation was conducted and presented in The State of Recreation in the Municipality of Crowsnest Pass Report. Research elements included a review of community dynamics, population characteristics and trends in recreation and culture. Consultation elements included a statistically valid household survey as well as a community group survey and stakeholder interviews. The chart below provides an overview of the public consultation program that was undertaken and detailed in the Report.



METHODOLOGY	CONTACTS	RESPONSES	RESPONSE RATE
HOUSEHOLD SURVEY	2,997	578 ¹	19.2%
COMMUNITY GROUP SURVEY	86	23	26.7%
STAKEHOLDER INTERVIEWS	33	33	100%

Summarized as follows are key findings from the Report, which ultimately provide the basis for the development of the Master Plan.

KEY FINDINGS: COMMUNITY CONTEXT

- » The Crowsnest Pass has a population of 5,565 residents and includes the historic and unique communities of Bellevue, Blairmore, Coleman, Frank and Hillcrest.
- » Population projections anticipate that the Crowsnest Pass could have over 6,000 residents by 2029.
- » It is estimated that 35% of dwellings are occupied by non-permanent (seasonal) residents. This figure would reflect a seasonal increase of 1,948 residents to a total population of 7,513.
- » The region is known for an abundance of outdoor recreation and lifestyle opportunities. Crowsnest Pass is becoming a popular destination for activities such as mountain biking, cross-country skiing, ultra marathon running, snowmobiling/quading and adventure tourism.
- » The community has an older population (median age: 50.8) as compared to the provincial average but is experiencing some modest increases in the proportion of young children (aged 0 – 4) and younger adults (20 – 34).

KEY FINDINGS: TRENDS IN SERVICE DELIVERY

- » Partnerships are becoming increasingly important in the provision of recreation and culture services.
- » Governments, especially at the municipal levels, contribute significantly to recreation and culture; either through direct provision or partnerships.
- » Volunteers continue to be vitally important to recreation and culture; however the nature of volunteerism is changing. Volunteers are looking for more defined roles and terms.
- » Youth are an important and increasingly active demographic within the volunteer sector. Youth are often looking to gain new skills and experiences through their volunteer roles.
- » Sport and cultural tourism provide can provide economic benefits to a community.

¹ This level of response indicates statistical reliability of +/- 3.7%; 19 times out of 20.

KEY FINDINGS: TRENDS IN INFRASTRUCTURE

- » Developing multi-use and adaptable infrastructure provides recreation and culture service providers with the opportunity to attract a wide spectrum of users and participants.
- » Incorporating revenue generating spaces in recreation and culture facilities can help ensure sustainability and provide much needed additional sources of revenues outside of government contributions.
- » Ensuring that recreation and cultural infrastructure is physically and financially accessible provides the opportunity for all members of the community to utilize these facilities and spaces.
- » Many facilities and spaces are incorporating social amenities (e.g. open lobby spaces, cafés, wireless internet) in order to optimize the user experience and increase overall usage.
- » Many towns and cities have placed a priority on developing distinctive cultural and heritage districts in their communities.

KEY FINDINGS: SERVICE DELIVERY IN THE CROWSNEST PASS

- » The Pass has a variety of indoor and outdoor recreation facilities, parks and trails.
- » The Municipality partners with a variety of different groups in the provision of recreation facilities and programs.
- » Support provided by the Municipality to volunteers and local non-profit partner groups primarily is comprised of subsidized access to recreation facilities and grants.
- » The promotions and marketing of recreation is not extensive and focuses primarily of the opportunities available and not on motivation to participate.
- » The benefits of recreation in the community are not celebrated to a great degree.
- » Recreation programming in the community is facilitated primarily through an indirect approach.
- » The Sport and Recreation Authority is the primary liaison between the resident base and the municipality.
- » The Pass does not currently receive regional cost sharing of any kind.

KEY FINDINGS: TRENDS IN PURSUITS & ACTIVITIES

- » A demand exists for both structured and spontaneous use recreation, leisure and cultural activities.
- » While Albertan's acknowledge that physical activity is important to both quality of life and personal, overall participation levels have room for improvements.
- » There exists a need to improve the overall physical activity levels amongst children and youth—less than a quarter regularly use active modes of transportation to get to and from school.
- » A lack of leisure time is an issue for many people—Albertan's rank last in the nation in available leisure time.
- » The Alberta population (most age demographics) are not spending enough time outdoors and are losing touch with nature.

KEY FINDINGS: HOUSEHOLD SURVEY

- » 97% of respondents agree that recreation and leisure is important to their quality of life.
- » 56% of respondents are satisfied with the availability of recreation opportunities and services in Crowsnest Pass.
- » The non-motorized community trails are used by the greatest proportion of households as 66% have used them in the previous year. Considering indoor facilities, the municipal library was used by 48% of households.
- » 74% of respondents indicated that there is a need for new/upgraded recreation facilities; 16% were unsure and 10% said there is no need.
 - Top indoor priorities: aquatic centre; fitness/wellness facilities; walking/running track; community hall/banquet; and performing arts spaces.
 - Top outdoor priorities: walking/hiking trail system; ski hill; picnic areas; dog off leash areas; and access to the river
- » 62% of respondents support an increase in annual property taxes to ensure community recreation needs are better met.
- » 67% of respondents support an increase in facility user fees to ensure that community needs for recreation are better met.
- » 68% of respondents support the exploration of the regional provision of recreation services with its municipal neighbours.

KEY FINDINGS: COMMUNITY GROUP SURVEY

- » The majority of groups expect that they will grow in the coming years (53% groups expect growth).
- » There is strong support among respondent groups for new or upgraded facilities, parks and open spaces to be developed (73% support new development).
 - Indoor priorities: aquatic centre (55%), community hall/ banquet facilities (50%), fitness/wellness facilities (40%)
 - Outdoor priorities: ski hill (35%), picnic areas (30%), outdoor swimming pools (30%)
- » 68% support some level of increase to user/rental fees to ensure that community needs for recreation are better met. However concern was expressed that an increase in fees could result in decreased registration/participation. Groups also indicated that any increase would need to be justified and have tangible benefits.
- » 73% of groups partner to provide recreation services in the Crowsnest Pass.

KEY FINDINGS: STAKEHOLDER INTERVIEWS

- » The abundance and quality of outdoor recreation opportunities attract visitors and residents to the region, and has the potential to drive future growth and quality of life for residents.
- » While many interviewed support the development or enhancement of recreation and community infrastructure, a variety of differing viewpoints exist on the types of facilities and amenities that are needed.
- » The private sector, community groups and residents all have a role to play in the success of recreation in the Crowsnest Pass. However stakeholders believed that the Municipality should play a key leadership role.
- » Stakeholders are generally appreciative of the support provided by the Municipality to community groups and organizations, but would like to see increased continuity and structure in some areas.



Based on the research and consultation, initial indoor and outdoor recreation and culture infrastructure priorities were identified and are presented in the following charts. It is important to note that these priorities were developed without consideration to the associated capital or operating costs of each or factors such as existing community priorities and potential partnerships.

An analysis of these and other factors will be required to more specifically determine future infrastructure priorities. As can be seen, **the household survey results have received double weighting as it is the only statistically reliable form of consultation conducted and reflects the entire population of the municipality.**

INDOOR FACILITY PRIORITY	HOUSEHOLD SURVEY	STAKEHOLDER CONSULTATION (SURVEY & INTERVIEWS)	WEB SURVEY	POPULATION GROWTH/UTILIZATION	INDUSTRY TRENDS	FACILITY ASSESSMENTS	PREVIOUS STUDIES INPUT
Aquatic centre	✓ ✓	✓	✓	✓	✓		
Walking/running track	✓ ✓	✓	✓	✓	✓		
Fitness/wellness facilities	✓ ✓	✓	✓	✓	✓		
Youth centre	✓ ✓	✓	✓	✓			
Gymnasium spaces	✓ ✓	✓			✓	✓	
Community hall/banquet facilities	✓ ✓	✓	✓		✓		
Field facilities		✓	✓		✓	✓	✓
Performing arts/show spaces	✓ ✓	✓	✓				
Multipurpose program rooms		✓	✓		✓	✓	
Seniors centre	✓ ✓			✓			
Ice arena facilities	✓ ✓						✓
Climbing wall					✓	✓	✓
Court sports	✓ ✓						
Community meeting rooms		✓				✓	
Library			✓		✓		
Child playgrounds				✓			
Art studios & practice space			✓				
Childcare centre				✓			
Museum							
Curling rinks							

OUTDOOR FACILITY PRIORITY	HOUSEHOLD SURVEY	STAKEHOLDER CONSULTATION (SURVEY & INTERVIEWS)	WEB SURVEY	POPULATION GROWTH/UTILIZATION	INDUSTRY TRENDS	FACILITY ASSESSMENTS	PREVIOUS STUDIES INPUT
Walking/hiking trail system	✓ ✓	✓	✓	✓	✓		✓
Ski hill	✓ ✓	✓	✓		✓	✓	✓
Picnic areas	✓ ✓	✓	✓				
Motorized trails	✓ ✓				✓		✓
Campgrounds	✓ ✓				✓		✓
Sledding hill	✓ ✓		✓		✓		
Community gardens	✓ ✓		✓		✓		
Swimming pool		✓	✓			✓	✓
Mountain bike park	✓ ✓		✓				
River access	✓ ✓	✓					
Dog off leash areas	✓ ✓				✓		
Skateboard parks				✓	✓	✓	
Fitness equipment		✓		✓	✓		
Child playgrounds		✓		✓			✓
Open spaces (parks/greenfields)		✓					✓
Amphitheatre			✓		✓		
Sport fields		✓					
Track and field spaces		✓					
Public art			✓				
Tennis courts							✓
BMX bicycle park				✓			
High-board skating rink							
Ball diamonds							
Basketball courts							
Beach volleyball courts							



Service Delivery

5.0

5.0

Service Delivery

KEY SERVICE DELIVERY ACTION ITEMS

1. Develop a collective vision for services, facilities, and programs.
2. Develop policy in areas including, but not limited to, fees and charges, facility use, sponsorship and naming, rental and ice and field allocation.
3. Develop a detailed promotions and marketing plan for Pass Recreation including publicly funded, not for profit and privately provided opportunities.
4. Implement the promotions and marketing plan to enhance the promotion of recreation opportunities through existing and new forms of media including social marketing, the municipal website, local newspapers and the development of a leisure guide.
5. Support local volunteer recreation opportunity groups through continuing to offer subsidized facility access as well as volunteer training, volunteer recruitment and retention, strategic planning and ongoing communication.
6. Collect detailed facility and park utilization information for promotional and performance measurement purposes.
7. Pursue regional cost sharing relationships with adjacent municipalities.
8. Continue to administer and support recreation programming in the community while focusing on the program areas identified.

The Municipality of Crowsnest Pass Community Service Department is responsible for overseeing the municipal provision of recreation and culture services. This responsibility includes the scheduling and operational/light maintenance of facilities of municipally owned infrastructure (including parks and open spaces) as well as the facilitation of recreation programming throughout the municipality. The Public Works Department is responsible for "trades" maintenance and capital repairs.

The maintenance and operations of infrastructure is a key component of the municipalities role in providing local recreation opportunities. **Facilities and spaces maintained by the municipalities are offered to residents and visitors at low cost (or free) user fees that are subsidized to varying levels.**

The Municipality plays significant and varying roles in the delivery of recreation places and spaces. This provision occurs in a number of ways:

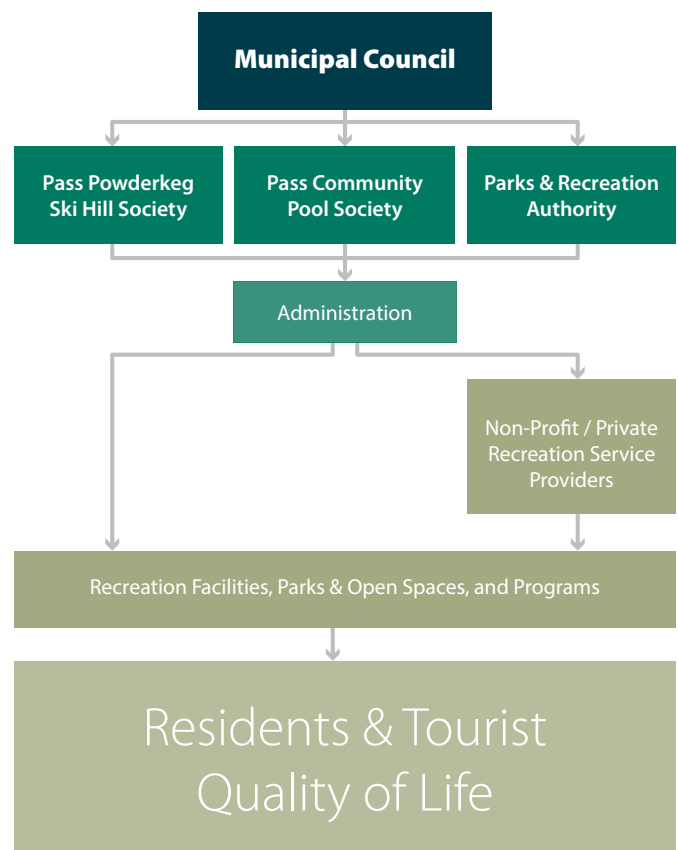
- » **Direct ownership** of facilities (e.g. Alberta Stella Memorial Arena, arena at the Sports Complex, sport fields and park spaces).
- » Municipal ownership and **operating authorities or societies** that oversee facility operations (Pass Community Pool, Pass Powderkeg Ski Hill and Parks and Recreation);
- » Municipal ownership and **lease arrangements** with not for profit community organizations (e.g. curling rink at the Sports Complex, indoor playground at the MDM).
- » **Subsidized facility user rates focusing on youth access and grants** for community groups (e.g. minor hockey ice rate for use of the arena).
- » Joint-use agreement with the school division which provides public and community group access to school facilities.

The municipality is involved in the provision of an outdoor pool, indoor arena, indoor curling rink, indoor field house (retrofitted ice arena), indoor skate park, indoor climbing wall, and indoor community centre (with gymnasium and program/meeting rooms) and various sports fields, parks and trails throughout the community. In regards to recreation programs, **the majority of programs available in the Crowsnest Pass are delivered by not for profit or private community organizations** who access facilities and coordinate registration, communications and program facilitation independently.

Community services staff, while not direct deliverers of programming, do **coordinate the offering of some recreation programs**. This includes the coordination of instructors, collection of registration and some limited promotions and marketing assistance. In most cases, municipal staff are required to coordinate these tasks because existing community organizations are not able or willing to react to in-demand programming needs that are outside the scope of existing programs (i.e. minor hockey does not have a mandate to provide seniors walking programs, etc.).

A **Parks and Recreation Authority** is in place to provide strategic guidance and governance oversight to Community Services Department administration. The Authority is intended to act as conduit between administration, residents and Council. The Authority includes representation from a variety of interests and backgrounds in the community and is a valued component in the municipal recreation delivery system. The Pass Community Pool Society and the Pass Powderkeg Ski Hill Society have more specific facility and program related mandates however providing a public service is of utmost importance for these two organizations as well. It is important to note that all three of these authorities as well as the Municipality of Crowsnest Pass have their own (or are developing their own) independent vision, mission and goals.

The current delivery of recreation and related services in the Crowsnest Pass can be explained using the following diagram.



5.1 Suggested Enhancements

The provision of recreation services in the Pass is a combination of the efforts of the municipality as well as various not for profit and private organizations. The following suggested enhancements are in regards to the role the municipality plays in recreation delivery and are meant to strengthen the entire system and create enhanced value in the community due to increased access to, and participation in, recreation opportunities by residents and visitors.



5.1.1 Vision, Mission & Goals

As discussed, the Municipality and its partner operating societies and authority each have their own vision, mission and goals. As these groups are all mandated to provide a public good to residents and visitors, and due to the highly integrated nature of recreation in the Pass, a consolidated, overarching vision, mission and goals would serve to coordinate, optimize and align these four key recreation stakeholder organizations in the community. **Creating a common vision, mission and goals** would still allow each entity and the municipality to focus on their respective service areas but would also create camaraderie within the broader recreation community and ensure that public investment is focused and effective.



5.1.2 Policy

There are a number of areas where the Municipality and its recreation service partners could be better served through the development of policies that provide clear guidelines for service delivery and facility access. Policies in these specific areas are observed in other jurisdictions and have proven beneficial in creating transparency and equity as well as outlining the expectations of municipal decision makers.

Areas where the municipality could develop more detailed policies as it relates to recreation provision include, but are not limited to the following:

FEES AND CHARGES

This policy area pertains to user fees and cost recovery guidelines. At the moment, fees and charges are set by the municipality with little to guide them regarding expected cost recovery amounts from the organizations. While there should not be a “one size fits all” type of policy implemented (because different organizational types have widely different business, financial and social development needs), there should be an underlying philosophy for setting user fees developed according to organizational type. The philosophy should be applied consistently.

FACILITY USE

Guidelines as to acceptable facility uses should be developed so that spaces are used for their intended purposes and building operators are protected from arbitrary decisions around use from other stakeholders.

SPONSORSHIP & NAMING

An alternative source of revenue associated with recreation service delivery that many municipalities are exploring is that of sponsorship and naming of recreation infrastructure and programs. These types of arrangements can provide additional resources to municipalities to provide service but are best managed through overarching policies that outline appropriateness of partner brand association, agreement tenure and valuation and responsibility for signage and maintenance.

RENTAL

The municipality owns many of the facilities out of which recreation services are delivered. The types and extent of rental events should be clarified in municipal policy with a clear understanding regarding the organizations or activities that are acceptable as tenants and the level of subsidy groups should receive.

ICE & FIELD ALLOCATION

The allocation of rental facilities, such as ice arenas and field facilities, effects a variety of local user groups offering different programs for different ages. Ideal facility rental times (typically 6pm – 9pm weekday evenings) are rare and sought after. Having an ice and field allocation policy would outline how groups are able to access facilities and ensure that the allocation of ideal and non-ideal rental times is coordinated through a fair and transparent process.

Other areas the municipality may find policy to be beneficial in include user group support, partnerships in development and delivery, special event hosting, social media and art collections.



5.1.3 Promotions & Marketing

Recreation opportunities are provided and facilitated by the municipality and the many volunteer and private organizations through the Pass because these services enhance the quality of life of both residents and visitors. Ninety-seven percent (97%) of Pass households agree that recreation is important to their quality of life. **The many benefits of recreation are apparent to all who participate, are proven and well documented, but may not be commonly shared by the entire community.** As such, the promotion of recreation and the justification for public support must be stated and reinforced on an ongoing basis and shared with all stakeholders so that a common awareness of the importance of these essential services is understood.

Building community buy-in and political support for recreation services is key to optimizing the use of facilities, increasing overall activity participation and maximizing the community benefits of recreation participation. Strong, positive public and political opinion of recreation will also ensure sustained investment and future development of recreation projects (and overall community quality of life).

The municipality currently promotes recreation opportunities through local radio, school newsletters, the Pass website, and targeted posters located through existing facilities and spaces. The current approach to promoting recreation and culture is limited in regards to focusing on broader benefits messaging and the potential enrichment of participation to the individual and community.

According to some residents and groups, increased awareness of opportunities is required. A number of comments from both the household and group surveys indicated a need for enhanced awareness of existing recreation opportunities. In fact, **34% of residents stated that the primary reason for not participating in recreation was that they were unaware of opportunities to do so**; this was the most frequently mentioned barrier to participation identified in the household survey.

Although the role of promoting recreation opportunities and the benefits of participation is not solely the responsibility of the Municipality, the Community Services Department is looked upon to provide a collective list of opportunities and activities to represent its many delivery partners. The municipality could **bolster existing promotional efforts to include messaging intended to both explain opportunities available as well as the benefits participation can lead to on an individual and community-wide basis.** New methods of information sharing could also be explored.

- » **Social media** is an avenue that many municipalities are effectively utilizing in communicating recreation opportunities and increasing participation.
- » The use of the **local newspaper** is also a commonly used tool that is not being leveraged by the municipality.
- » **Web-based services** and information sharing regarding recreation programs and services (i.e. software package integrated with existing website).
- » At some point in time, the municipality may be able to increase participation and add value to local groups (by promoting and consolidating all available recreation programs) by developing a **quarterly or biannual publication outlining all the recreation activities available and recreation groups operating in the Pass** (i.e. Leisure Guide).

Sustaining and enhancing existing efforts in regards to recreation and culture promotion will increase participation by regional residents and visitors alike. It is not uncommon for a community's residents to be unaware of the complete portfolio of recreation opportunities available. As mentioned, 34% of residents claimed that the reason why members of their household do not participate in recreation activities was that they were unaware of opportunities. Higher levels of awareness will help the Pass and its residents realize even more of the many benefits that physical activity, creativity and nature offer. Increased awareness will also lead to greater participation and sustainability of recreation and culture facilities and programs due to enhanced usage and associated user fees. Exposure/traffic based revenue streams such as sponsorship and retailing will also have greater potential.



Recreation services in the Pass, as in other municipalities, are just one of many municipal services offered to residents and visitors in communities. As this is the case, and due to declining support for recreation services from senior levels of government (reduction of available grant programs for example), **justification for sustained and increased funding for recreation service provision** must be developed and shared to further the overall agenda for recreation Pass (and throughout the Province). However well intentioned, it can be relatively easy to divert significant amounts of resources from municipal recreation budgets to budgets related to other issues or concerns.

A key element in promoting recreation benefits in the Pass is to “tell the stories” of existing participants and outline the benefits they have realized from participating in recreation pursuits. These stories, and related measurable benefits, will form the key messages with the goal of increased participation and further public, non-profit and private support. Inherent in these stories is the identification of the recreation opportunities and quality of experiences available in the Pass.

Other key information that will build the case for both participation and support could be both local and provincial/national in scope (depending on availability) and could include:

- » **Overall public support** and participation demonstrated through statistically reliable public engagement activities such as a mail out survey — as has been compiled in this Master Plan process;
- » **Participation statistics** from local recreation programs, facility memberships and usage statistics, etc. which could equate to annually measured indices (% of population participating) or special community participation challenges. This information could become part of other delivery considerations such as performance measurement or form the basis for regional cost sharing agreements (discussed in following sections);
- » Recreation **focused research** from within the province and beyond from sources such as the Alberta Recreation and Parks Association, Alberta Centre for Active Living, and the Leisure Information Network;
- » Estimates of the positive **economic impact** of recreation in the community including non-local spending (for special events and programs such as hockey camps); impact of recreation, culture and parks amenities on adjacent property values; and estimated reduction of health and crime prevention costs (reduction of anti-social and self-destructive behaviours); and
- » Support **information/messaging from external, but related, sectors** such as health services, crime prevention, education, social services, business and economic development.

Developing key messages based on this information and delivering these messages through existing and new means will help create a stronger identity for, and associated support in, recreation services and infrastructure moving forward while enabling the benefits of recreation to be enhanced on an individual and community-wide basis. The creation of a detailed **marketing and promotions plan** will outline the various aspects of exposing residents and visitors to recreation opportunities as well as enable ongoing performance measurement of tactics utilized.



5.1.4 Volunteer Group Support

Recreation opportunities provided to residents and visitors are the product of the investment of public funds as well as volunteer contributions. As discussed in the State of Recreation Report, volunteerism is changing; motivation for participating, participant expectations and general aptitude towards volunteering and community involvement is forcing volunteer operated groups to think strategically about the future and how to sustain current service levels. Many of the recreation programs available are delivered by volunteer groups who access public facilities and spaces. Aside from the subsidized access to these space groups receive, the municipality provide a level of promotions and marketing assistance to these groups.

When groups were asked about the existing challenges they face, many suggested that **lack of space or venue restrictions, inconsistent funding for their programs or activities and lack of qualified volunteers/staff/instructors** were most commonly mentioned. These challenges are only expected to worsen as the majority of local volunteer recreation groups expect that participation will grow in the coming years (53% groups expect growth).

Realizing the importance of volunteers to the delivery of recreation opportunities, some Alberta municipalities are providing enhanced assistance to groups in a variety of areas beyond providing facilities and promoting opportunities. Assistance (workshop or individual) in volunteer board development, business and sustainability planning and identifying sources of funding available (grants, sponsorships, etc.) are all areas of municipal assistance where groups typically can benefit from. When assisting groups in the community, it is also paramount to **treat groups equitably**, not necessarily equally, in providing different types of assistance and support. Although tradition has dictated perceived inequity in some of the existing agreements the municipality has in place with groups, the discrepancy is in fact a product of societal values and the differing levels of maturity or evolution amongst the partner groups.

A **transparent protocol** (or policy, as discussed in previous sections) for dealing with volunteer groups that outlines roles and responsibilities and the expectations placed on public investment and the collective support services offered to partner groups would ensure open and equitable treatment of all partners. Due to a variety of factors the interaction between the municipality and community groups need not be identical but it should be equitable (fair, reasonable).

Ongoing communications with groups is also very important. By communicating on a consistent basis with volunteer groups, the municipality will be able to identify areas where volunteer groups require support and gather valuable participation data. Communication and **relationship building** could be facilitated via:

- » inter-agency meetings;
- » municipal representative attendance at group meetings;
- » periodic surveys of groups; and/or
- » requesting presentations to and from the operating Authorities.

Training for partner groups could enhance the quality of service provided and enrich the Pass's volunteer base. For example, High Five® training for front line volunteers dealing with children or fundraising seminars provided in partnership with the Association of Fundraising Professionals, would provide value for groups; increase the sustainability of groups; and enhance the product experienced by residents. Training would require investment and coordination and could be delivered by the municipality.

Providing **opportunities for groups to interact** and collectively share thoughts, ideas and challenges with each other is another way the municipality can provide support to groups. Information sharing and camaraderie amongst service provision partners would also help strengthen the overall delivery system and create enhanced cohesion in the recreation communities.

Hosting a **symposium** or **inter-agency meetings** for partner groups, and the broader volunteer community would provide a medium for information sharing and camaraderie to occur as would initiatives such as a web based forum/blog or similar web based communication tool.



5.1.5 Usage Statistics

The collection of detailed usage information for recreation facilities and spaces (where possible) will help Department planning, build important key messages for marketing and promotional efforts, benchmark participation and provide potential elements of performance measurement overall service delivery. For some facilities, it is also crucial information that is needed to develop sponsorships and can help generate justification for regional cost sharing arrangements. Some level of usage information is already being done for the ice arena, field house (Albert Stella Memorial Arena) and sports fields mainly due to the rental nature inherent with many facilities or spaces. Some recreation services, such as participation in spontaneous use recreation outlets like trails, can be hard to measure. That said, the following measurement criteria are proposed (but should not be limited to):

- » All rental areas including, but not limited to, ice arenas, field houses, curling rinks, lap pools, meeting rooms and sport fields should be presented annually on a “percent of capacity use”. This would entail calculating a “prime time” use capacity (peak and non-peak) which would fairly relate the times where each facility is most demanded by the public and associated facility use during those times. For example, ice arenas have a prime time of 5pm – 12am week nights and 8am – 12am weekends during the ice season use which runs for approximately 27 weeks from October to May. In the case of outdoor facilities, capacity assumptions based on weather should be outlined;
- » All spontaneous use areas including, but not limited to, leisure swimming, public skating, the indoor skateboard park and outdoor recreation facilities (Mountain Bike Park, etc.) could be presented through brief user intercept surveys or strategically timed “head counts” by municipality or partner staff;
- » Ongoing communication with groups to gather participant data on an ongoing basis, and;
- » A regularly occurring household survey, like the one facilitated for this planning process, could be instituted to measure broad public satisfaction, demand and utilization and visitation of recreation resources in the community.

In facilitating the collection of usage statistics, potential tools could include facility management and utilization software, intercept surveys, trail use counts, facility head counts, etc. and would require investment by the municipality.

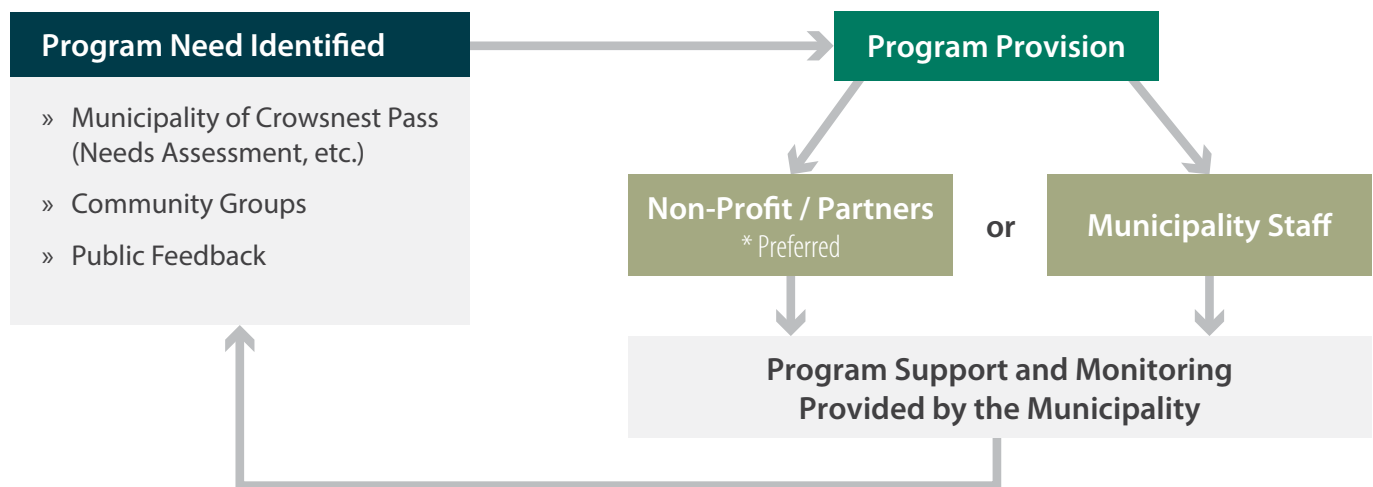


5.1.6 Program Priorities

The role of the municipality in recreation programming is that of a facilitator. The municipality provides recreation infrastructure at subsidized user rates that local groups access and delivery programs through. The municipality also facilitates the delivery of some programs by contracting instructors, promoting and marketing opportunities and gathering registration and fees. These municipally coordinated programs includes ongoing fitness classes, a summer hockey school and some more general recreation programs such as combative sports.



Program Delivery Model



The indirect approach to recreation program delivery (i.e. not having municipal program staff) is common throughout Alberta and is a good approach for optimizing the use of public funds and minimizing the risks associated with direct program delivery (i.e. low program subscription, providing programs that don't address community needs, etc.). For these reasons, no major changes to this approach are suggested. That being said, the following future programming focus areas have been identified through research and public consultation to enhance the value of recreation in the community and focus programming efforts of the municipality (facilitating programs) and its delivery partners.

In regards to programming for different resident age categories, the household survey related the following target demographics should be focused on (25% of respondents or greater indicating program area and associated target demographic should be a future focus). Of note is the apparent needs for adult and seniors programs as well as a focus on fitness/wellness and outdoor programming.

- » Fitness/wellness programs for adults ages 40 – 64 (43%)
- » Fitness/wellness programs for seniors ages 65+ (38%)
- » General recreation programs for adults ages 40 – 64 (37%)
- » General recreation programming for teens ages 13 – 18 (32%)
- » Nature/outdoor education programming for teens ages 13 – 18 (31%)
- » Fitness/wellness programs for young adults ages 19 – 39 (31%)
- » General recreation programs for young adults ages 19 – 39 (30%)
- » Nature/outdoor education programming for youth ages 6 – 12 (30%)
- » General recreation programs for seniors ages 65+ (30%)
- » Nature/outdoor education programming for adults ages 40 – 64 (29%)
- » Performing arts programs for adults ages 40 – 64 (27%)
- » General recreation programming for youth ages 6 – 12 (27%)
- » Sports programs for teens ages 13 – 18 (27%)
- » Fitness/wellness programs for teens ages 13 – 18 (26%)
- » Performing arts programs for teens ages 13 – 18 (25%)

Specific areas of interest, demonstrated through trends, leading practices and community consultation research efforts associated with this Plan, for future recreation program/opportunity emphasis, should include:

- » Programs that ensure accessibility to recreation **opportunities for low income residents;**
- » Opportunities that allow for **spontaneous, drop-in recreation activities for all ages;**
- » Broader public programs focused on general **fitness/wellness — getting more people, to be more active, more often;**
- » Broader public programs focused on **nutrition and healthy choices;**
- » The integration, where possible, of pertinent stages of the **Canadian Sport for Life** Strategy through the efforts of local sport groups;
- » **Outdoor programming for all ages with a specific focus on children and youth**, promoting interaction and “building a relationship” between residents and the outdoors/nature;
- » Programs offered to school aged children during the critical **afterschool** time period (3pm – 6pm);
- » The continuation of **traditional team sports** for all ages groups with greater focus on skill development;
- » Programs that promote and **ensure positive aging;** and
- » Programs that promote **intergenerational participation.**



5.1.7 Regional Cost Sharing

The Municipality currently does not have any regional cost sharing agreements in place. That being said, Pass facilities are likely utilized by residents from adjacent jurisdictions. It is not uncommon for recreation facilities in regional service centres like the Pass to receive operational cost sharing from adjacent municipalities to account for respective resident utilization of facilities. This creates a situation where services are supported appropriately and public resources can be leveraged to provide a better quality of service to all users.

In positioning for regional cost sharing to occur, there are a number of things that should be considered:

- » Ongoing communication and trust between all parties is ideal and required.
- » The involvement of regional partners in strategic planning (i.e. presence at decision making and/or representation on Authority), including incorporating consultation from regional residents, is key in building regional user markets and reacting to overall regional residents demands.
- » Gathering facility user statistics that suggest regional utilization of facilities support regional partnership arrangements.

Should the municipality wish to pursue regional cost sharing arrangements, dialogue and collaborative planning should be initiated with regional partners immediately. Genuine communication and trust between partners, as well as considering the needs of regional partners is key to successful regional cost sharing arrangements.

The 2013 Feasibility Study of Regional Partnership & Service Sharing Opportunities provides further insight into the potential for regional collaboration. Specific to recreation, the study discusses the development of a regional recreation program guide, associated recreation policies and potential regional facility planning and development. Further to this study, 68% of household survey respondents support the exploration of the regional provision of recreation services with its municipal neighbours.









Infrastructure

6.0

KEY INFRASTRUCTURE ACTION ITEMS

1. Sustain existing facilities and service levels, where warranted by existing and expected utilization, prior to building new facilities.
2. Consider the following when investing in and programming existing and new spaces:
 - Providing more spontaneous use recreation opportunities
 - Consolidating recreation, social and arts and culture amenities on single sites
 - Developing a multipurpose facility when existing facilities require replacement
 - Life cycle budgeting for existing and new facilities
3. Utilize the Facility Condition Index and the associated decision making framework for deciding to reinvest in, decommission or repurpose existing facilities and spaces.
4. Conduct assessments of the Albert Stella Memorial Arena and the Pass Community Pool to determine necessary immediate renovation requirements.
5. Support and consolidate the efforts of volunteer based trail (regional and community) user groups via communication through the development of a trails master plan, the hosting of inter-agency meetings, or creating a standing committee of the Parks and Recreation Authority.
6. Utilize the project prioritization framework periodically (reassess market conditions every 3 years) provided to focus future investment in existing and new infrastructure.
7. Based on 2014 market assessment, in the order presented and when funding becomes available:
 - **High Priorities:**
 - Reinvest in the Albert Stella Memorial Arena or a alternative option as per the building assessment
 - Reinvest in the Pass Community Pool as per the pool assessment
 - Facilitate Pass Powderkeg Phase 1 as per the existing ski hill Master Plan.
 - Pursue the various trail connection and enhancement opportunities identified.
 - **Future Considerations:**
 - Complete the Hillcrest Ball Diamond Complex as per the original vision for the site.
 - Pursue Pass Powderkeg Phase 2 as per the existing ski hill Master Plan
 - Pursue the development of Pass youth centre facility
 - Pursue the development of a rectangular field complex.
 - Pursue the development of an indoor pool.

6.0 Infrastructure

The Municipality of Crowsnest Pass is involved in the provision of an outdoor pool, indoor arena, indoor curling rink, and indoor community centre (with gymnasium and program/meeting rooms) and various sports fields, parks and trails throughout the community. These indoor and outdoor amenities are, for the most part, typical of Alberta municipalities of similar size to the Pass. Unique features to the area include the municipally owned Pass Powderkeg Ski Resort and the adjacent terrain and back country trails managed by the Province of Alberta as well as the indoor field house (retrofitted ice arena and curling rink), indoor skate park, indoor climbing wall and indoor gymnastics centre.

Throughout the research and consultation process, a number of key findings help shape the planning context for recreation infrastructure. For more detailed research information please refer to the State of Recreation report.

Key trends in infrastructure development include:

- » Developing multi-use and adaptable infrastructure provides recreation service providers with the opportunity to attract a wide spectrum of users and participants.
- » Incorporating revenue generating spaces in recreation facilities can help ensure sustainability and provide much needed additional sources of revenues outside of government contributions.
- » Ensuring that recreation and cultural infrastructure is physically and financially accessible provides the opportunity for all members of the community to utilize these facilities and spaces.
- » Many facilities and spaces are incorporating social amenities (e.g. open lobby spaces, cafés, wireless internet) in order to optimize the user experience and increase overall usage.

Further to these trends, key public consultation findings include:

- » The non-motorized community trails are used by the greatest proportion of households as 66% have used them in the previous year. Considering indoor facilities, the municipal library was used by 48% of households. High proportions of the population (52% to 92%) did not use existing recreation facilities and spaces.
- » 74% of respondents indicated that there is a need for new/upgraded recreation facilities; 16% were unsure and 10 said there is no need.
- » Top indoor facility priorities of households included: aquatic centre (66%); fitness/wellness facilities (42%); walking/running track (34%); community hall/banquet (26%); and performing arts spaces (23%).
- » Top outdoor facility priorities of households included: walking/hiking trail system (48%); ski hill (29%); picnic areas (26%); dog off leash areas (26%); and access to the river (25%).
- » There is strong support among respondent groups for new or upgraded facilities, parks and open spaces to be developed (73% support new development).
- » Indoor priorities of volunteer groups included: aquatic centre (55%), community hall/banquet facilities (50%), fitness/wellness facilities (40%).
- » Outdoor priorities of volunteer groups included: ski hill (35%), picnic areas (30%), outdoor swimming pools (30%).



The replacement value of existing indoor facilities in the Pass is estimated at \$46.2M. The following chart explains:

FACILITY	REPLACEMENT COSTS
POWDERKEG SKI HILL LODGE	\$2 Million *
PASS COMMUNITY POOL (INDOOR PORTION)	\$2.2 Million *
SPORTS COMPLEX	\$20 Million *
ALBERT STELLA MEMORIAL ARENA	\$12 Million *
MDM COMMUNITY CENTRE	\$10 Million *
TOTAL	\$46.2 Million

* Estimates provided for study purposes. These should be considered +/- 30% and were not developed by engineers or architects.

As can be seen, existing indoor facilities will require investment to simply sustain existing service levels and protect existing public investments.

Indoor and outdoor recreation venues are maintained by the Municipality with programming and scheduling occurring through the Municipality and some of its partner volunteer recreation delivery groups.

Facility utilization information from all recreation facilities and open spaces is limited, and the needs for future usage statistics record keeping has been addressed in previous sections. Based on limited information, usage at existing facilities and spaces is not nearing capacity.

Considering all of the research generated in the State of Recreation report, the following future indoor and outdoor priorities have been identified. It is important to note that these priorities include investing in existing facilities and/or building new facilities and are not assumed to be the sole responsibility of the Municipality.



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OUTDOOR FACILITY PRIORITY	HOUSEHOLD SURVEY	STAKEHOLDER CONSULTATION (SURVEY & INTERVIEWS)	WEB SURVEY	POPULATION GROWTH/UTILIZATION	INDUSTRY TRENDS	FACILITY ASSESSMENTS	PREVIOUS STUDIES INPUT	OVERALL RANK
Walking/hiking trail system	✓ ✓	✓	✓	✓	✓		✓	1
Ski hill	✓ ✓	✓	✓		✓	✓	✓	1
Indoor aquatic centre	✓ ✓	✓	✓	✓	✓			2
Walking/running track	✓ ✓	✓	✓	✓	✓			2
Fitness/wellness facilities	✓ ✓	✓	✓	✓	✓			2
Youth centre	✓ ✓	✓	✓	✓				3
Gymnasium spaces	✓ ✓	✓			✓	✓		3
Community hall/banquet facilities	✓ ✓	✓	✓		✓			3
Indoor field facilities		✓	✓		✓	✓	✓	3
Picnic areas	✓ ✓	✓	✓					4
Motorized trails	✓ ✓				✓		✓	4
Campgrounds	✓ ✓				✓		✓	4
Sledding hill	✓ ✓		✓		✓			4
Community gardens	✓ ✓		✓		✓			4
Outdoor swimming pool		✓	✓			✓	✓	4
Seniors centre	✓ ✓			✓				5
Ice arena facilities	✓ ✓						✓	5
Climbing wall					✓	✓	✓	5
Mountain bike park	✓ ✓		✓					5
River access	✓ ✓	✓						5
Dog off leash areas	✓ ✓				✓			5

OUTDOOR FACILITY PRIORITY	HOUSEHOLD SURVEY	STAKEHOLDER CONSULTATION (SURVEY & INTERVIEWS)	WEB SURVEY	POPULATION GROWTH/UTILIZATION	INDUSTRY TRENDS	FACILITY ASSESSMENTS	PREVIOUS STUDIES INPUT	OVERALL RANK
Skateboard parks				✓	✓	✓		5
Fitness equipment		✓		✓	✓			5
Child playgrounds		✓		✓			✓	5
Open spaces (parks/greenfields)		✓					✓	6
Amphitheatre			✓		✓			6
Court sports	✓ ✓							6
Community meeting rooms		✓				✓		6
Library			✓		✓			6
Child playgrounds				✓				7
Art studios & practice space			✓					7
Childcare centre				✓				7
Sport fields		✓						7
Track and field spaces		✓						7
Public art			✓					7
Tennis courts							✓	7
BMX bicycle park				✓				7
High-board skating rink								8
Ball diamonds								8
Basketball courts								8
Beach volleyball courts								8
Museum								8
Curling rinks								8

The following discussion regarding recreation infrastructure provides future considerations and decision making tools for infrastructure provision and discusses in detail the current and recommendation future provision of recreation infrastructure in the Pass.

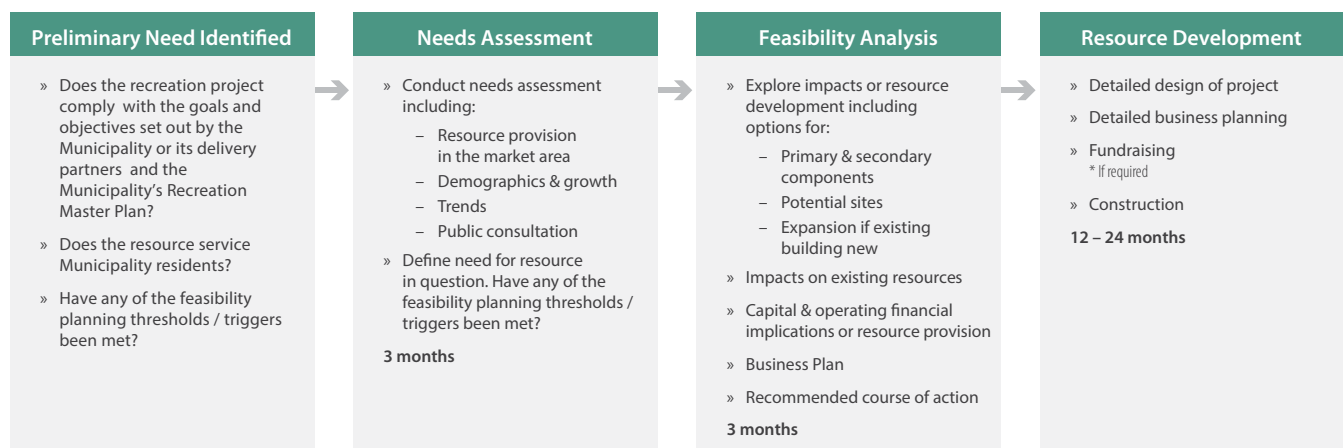
6.1 Suggested Considerations & Management Tools

The following considerations and management tools are intended to form a planning and delivery context around recreation infrastructure. Although some of these ideas are not new to the municipality, they will now be more formally documented in this Master Plan.

6.1.1 Process

Municipalities and other public agencies have a responsibility to relate decision making regarding the disposition of public funds to sound, diligent protocol and processes. This means that all decisions with implications for public generated funds (namely, through taxes) should be made based on sound research, public engagement, and with the most up-to-date pertinent information as possible. In regards to the development of public recreation and parks amenities, the ideal public decision making process has a number of steps.

The process outlined below can take between 18 and 30 months depending on the ability for decision making to occur in a timely fashion and the propensity of the general public to engage in constructive feedback.



No major (\$1 million) public investments in recreation infrastructure should occur without undertaking market feasibility analysis and business planning. This applies not only to initiatives championed by the **Municipality**, but also to those projects led by not-for-profit groups and associations wherein public funds are required for the capital and/or ongoing operations of facilities.

The market feasibility and business planning process typically pre-empts decisions on investment and sourcing of capital well in advance of development; often up to two years prior. As such, timing for major facility development initiatives could take between two and four years in the making, recognizing the need for public engagement, concept planning, detailed planning and design, tendering and construction.

The following guidelines and thresholds will help the Municipality determine how and when to engage in feasibility analysis and for the justification of public funding support for recreation facility or park delivery.

As part of the framework, the following feasibility planning “triggers” describe the timing for initiating feasibility analysis and business planning. Market feasibility analysis and business planning could occur when one or more of the following criteria are met.

1. There is proven **community priority demand** for the facility, as defined in the State of Recreation Report and subsequent research (combining information regarding public and group input, comparative provision, trends, usage of existing facilities, and population growth).
2. The **current level of provision** of the facility/activity is in question in the Municipality.
3. The **life span of existing facilities** presented through Facility Condition Index.
4. **Public accessibility** (ability to utilize) of the facility.
5. **Potential costs savings** for the project due to partnerships and/ or grants.
6. Expected **economic impact** of the project.
7. **Conformance** of the project **with existing municipal strategic planning**.
8. Whether or not the **project is located on publicly owned or long term leased lands**.
9. The overall **capital cost** of the project as compared to others being contemplated.
10. The level of expected **operational cost recovery** achieved by the project.

If a combination of the aforementioned criteria are met, further feasibility analysis is warranted. As feasibility analysis requires public investment, the following general conditions for feasibility exploration should be adhered to.

- » There must be public engagement in the planning process, preferably 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 should 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 the broader regional/municipal strategic planning.
- » Business planning outlining capital partners, operating partners, sources of capital, capital amortization and projection of operating costs must be completed.



6.1.2 Design & Operating Considerations

The following considerations should be top of mind when contemplating sustaining existing or building new recreation infrastructure.

RECREATION, CULTURE & SOCIAL

Recreation, culture and social facilities and programs are relevant and significant contributors to quality of life in the Pass. Traditional perspectives regarding recreation being solely sports and physical activity; culture primarily encompassing creativity and artistic expression; and social being reactive efforts to right social maladies in the community have defined these three important components of quality of life as mutually exclusive. Although this is commonplace in Alberta communities, it cannot be ignored that **recreation, culture and social service facilities and spaces**, in their traditional senses, **share a number of common characteristics**:

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

As this is the case, the separation of recreation, culture and social facilities (including public libraries) and spaces should be avoided, especially when planning, designing and operating environments in which these activities can occur. This is not to suggest that cross-programming of recreation, culture, and social service activities should, or would, occur. It does, however, suggest that if the use of already limited public funds for recreation, culture, and social service infrastructure is to be optimized, the provision of environments that support and integrate these three vital components of municipal service provision as much as possible is necessary. This will further promote multi-purpose development and lead to cross pollenization and inclusion amongst traditionally separate user markets.

The concept of included elements for recreation, culture, and related social service activities in facility and space development and operations does not only hold true for the development of future new public facilities spaces, but it can also be applied to existing facilities and spaces. Opportunities to showcase local artists should be explored at existing traditional recreation and social service facilities in the municipality. Exposure to recreational pursuits, perhaps in themed performances or exhibits, should be hosted at existing traditional culture venues.



SPONTANEOUS & STRUCTURED ACTIVITIES

The popularity of spontaneous use recreation opportunities is well documented throughout the State of Recreation report. There has been a significant decline in structured recreation participation over the past 15 years. This is a trend generally in most municipal jurisdictions in Alberta. While this trend persists, there is an abundance of shift workers and citizens with busier lifestyles in the region and throughout the Province of Alberta; all of this has led to a need to increase the provision of spontaneous use recreation outlets for residents. The provision of traditional recreation facilities such as ice arenas has been focused on structured rental use, and thus a large portion of the population, those demanding spontaneous use outlets, have not been considered in major facility use allocations. Throughout the research conducted in developing this Plan, a **lack of spontaneous recreation and culture opportunities has been identified in the Pass.**

Prudent planning for recreation resources should consider both structured/scheduled use areas as well as unstructured/spontaneous use areas. Defining requirements and parameters around the planning and provision of traditionally scheduled use venues is relatively straightforward, as standards exist for most environments and there is an abundance of comparable facilities to look at in the Province and beyond.

Spontaneous use areas, however, are a relatively new concept, and the supply/demand relationship along with cost/benefit analysis of these areas is not as straightforward as is the case with structured programmable/rentable spaces. This is primarily due to the fact that capacities cannot be clearly identified for spontaneous use, the level of use of which participants would consider the facility to be “too busy”.

In this case, that being said, there are two main types of spontaneous users. The first is the spontaneous user who participates in the activity as his/her primary intent in visiting the respective facility. A user visits a major multiplex facility to use the fitness centre. The second is the user who participates in the activity even though it was not the initial intent in visiting the facility.

For example, a participant uses the fitness centre at the facility because she has to bring her/his child to play ice hockey. This user can also participate in other spontaneous use activities — e.g., the user visits the facility to use the fitness centre, but also uses the hot tub and walking track (secondary activities).

Recognizing that spontaneous users are comprised of both user types, planning for spontaneous use facilities should consider the following.

- » Spontaneous use areas provide users the opportunity to participate at irregular times, thereby enabling users to partake in physical activity or creative/social endeavors even if they cannot commit to signing up for a specifically scheduled team or program. Therefore, spontaneous use areas must provide optimal flexibility in hours of operation.
- » Spontaneous use activities are best offered in clusters depending on the type of activity and the adjacent facility amenities. Therefore, spontaneous use opportunities must be provided in clusters that work well together.
- » Spontaneous use activity-clusters must consider cross use and convenience to potential users. Clusters that seem to work well include, as examples:
 - Fitness/wellness and child minding;
 - Fitness/wellness and major scheduled use activity (i.e. arenas, field houses, etc.);
 - Fitness/wellness and therapeutic/program aquatics; and
 - Leisure skating and ice arenas.

Considering these points, it is apparent that many future spontaneous use spaces should piggy-back major programmable/rentable spaces. As well, many of the existing facilities that offer spontaneous use in the municipality may warrant expansion.

If these are included when considering expanding/enhancing existing facilities or developing new facilities the disparity between structured uses and spontaneous uses will be minimized.



STAND-ALONE VERSUS A MULTI-PURPOSE APPROACH

The tangible and intangible benefits associated with a multipurpose approach, or the “leisure mall” concept, are well documented and are discussed in the State of Recreation report. Economies of scale in facility and park operations, staffing, administration, purchase of supplies, contracted services, utilities and marketing have been proven in existing major multipurpose facilities and sites across Alberta. Many of these benefits have already been discussed in the Pass when contemplating a new major multipurpose facility.

Operationally, multipurpose facilities and sites have proven to be excellent in terms of staff efficiency. The large number of activities under one management system versus a separate management system for independent facilities provides cost reduction opportunities. Energy conservation with respect to the sharing of systems between the facilities and making use of cold and warm systems to develop energy transfers provides operational savings compared to stand alone facilities of a similar size.

Perhaps the most important aspect of multipurpose facility development, however, is both client/public satisfaction with the variety of activities available in the facility and how they enhance family cohesiveness, social connection, and quality of life. Users of multipurpose facilities have opportunities to partake in a variety of recreation activities (and perhaps cultural and/or social activities as well) while other family members and friends are conceivably using other portions of the facility. Multi-purpose facility use is further extended by the opportunities to not only partake in the recreation activity of choice but also share in other social activities such as food, retail and professional health services and common public/social gathering areas.

The overall capital cost of multipurpose facilities and sites is also expected to be less than the comparative cost of building a number of stand-alone facilities. The efficiencies of scale and the attractiveness of the size of multiplex projects to construction industry stakeholders have resulted in excellent bidding and construction services related to these types of projects. Several millions of dollars are typically saved on the overall capital construction compared to a series of stand-alone facilities.

Capital cost is, however, incurred within a two to three year period as opposed to being phased out over a number of additional years if carried out as separate projects. The disadvantages of the multipurpose all-in-one concept relate to the scale of the facility, its cost to construct and the amount of land that it occupies.

INVESTING IN THE SUSTAINABILITY OF EXISTING INFRASTRUCTURE

Considering that the Municipality currently has a wide variety of recreation facilities in which significant investment has been made, it is important to plan for maintaining existing infrastructure and sustaining existing services prior to developing new facilities on new sites. **Maintaining existing facilities first** will ensure that existing service levels are sustained and that programs currently subscribed to can continue to be offered. In considering the development of new facility components, if they 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 the multiplex approach at those sites, thereby enabling the benefits of this approach to facility development to be realized.

This strategy is based upon maintaining and expanding/enhancing existing sites where possible, prior to developing new facilities. Rationalization for this approach includes both protecting and enhancing existing infrastructure investments and ensuring that existing service levels and programs are sustained prior to offering new ones.

Life cycle budgeting/planning for recreation facilities and parks is important as the concept requires major capital maintenance to be allocated to annual operating budgets. Proper life cycle management suggests that facilities could be offered in perpetuity as ongoing investment and upgrades would be planned for and completed, avoiding overall facility deterioration. The concept of life cycle planning is not widely implemented by Alberta municipalities and is not extensively practiced by the Municipality.

A concept related to facility replacement budgeting is **facility amenity refreshment planning**. Amenity refreshment suggests that the program elements, such as leisure amenities in a swimming pool, have a functional shelf life shorter than the life spans of the facility envelope and mechanical systems. Some facilities require periodic reinvest to ensure functional use and pertinence.

REINVESTMENT, REPURPOSING & DECOMMISSIONING

Reinvesting is a way to protect past investment in facilities while sustaining existing service levels. That said, not all facilities warrant reinvestment, and in some cases, replacement or decommissioning may be the best strategic approach.

The repurposing of existing indoor and outdoor recreation and culture facilities has great potential for meeting the needs of expanding programs/activities as well as meeting the needs of newly introduced activities in the community. In order to effectively do so, facilities considered for repurposing must be analyzed in terms of exiting usage levels, the costs associated with sustaining existing services and the adaptability of the facility and/or space in accommodating a different use(s). The Albert Stella Memorial Arena is a great example of a repurposed facility as its initial use was that of an ice arena and curling rink and it was converted to an indoor field facility, gymnastics centre and indoor skateboard park.

Another option regarding repurposing is **consolidation** of existing facilities. This is applicable in municipalities that have more than one of a certain type of facility and that, if appropriate, utilization could be consolidated into one facility as opposed to multiple facilities. This would enable existing duplicate facilities to be repurposed or decommissioned and optimize public spending.

As even the most underutilized spaces in the Pass are valued by some residents, appropriate justification will undoubtedly be required to repurpose or decommission any existing public recreation facility. If a facility or space has been identified for potential repurposed use, the municipality must engage the local community, users of the facility, and the expertise required to assess opportunities associated with sustained or repurposed uses (architectural and engineering assessment).

The concept of **Facility Condition Index (FCI)** is a common tool for governments in assessing the potential of reinvestment in, or replacement of, a public facility. This approach is consistent with the approach taken by the Province of Alberta as well as the Alberta Recreation and Parks Association Infrastructure report. Currently the Municipality does not utilize FCI to assist in decision making. FCI measures the facilities physical state by presenting the required upgrade costs as a portion of the facility replacement costs.

Facility Condition Index =

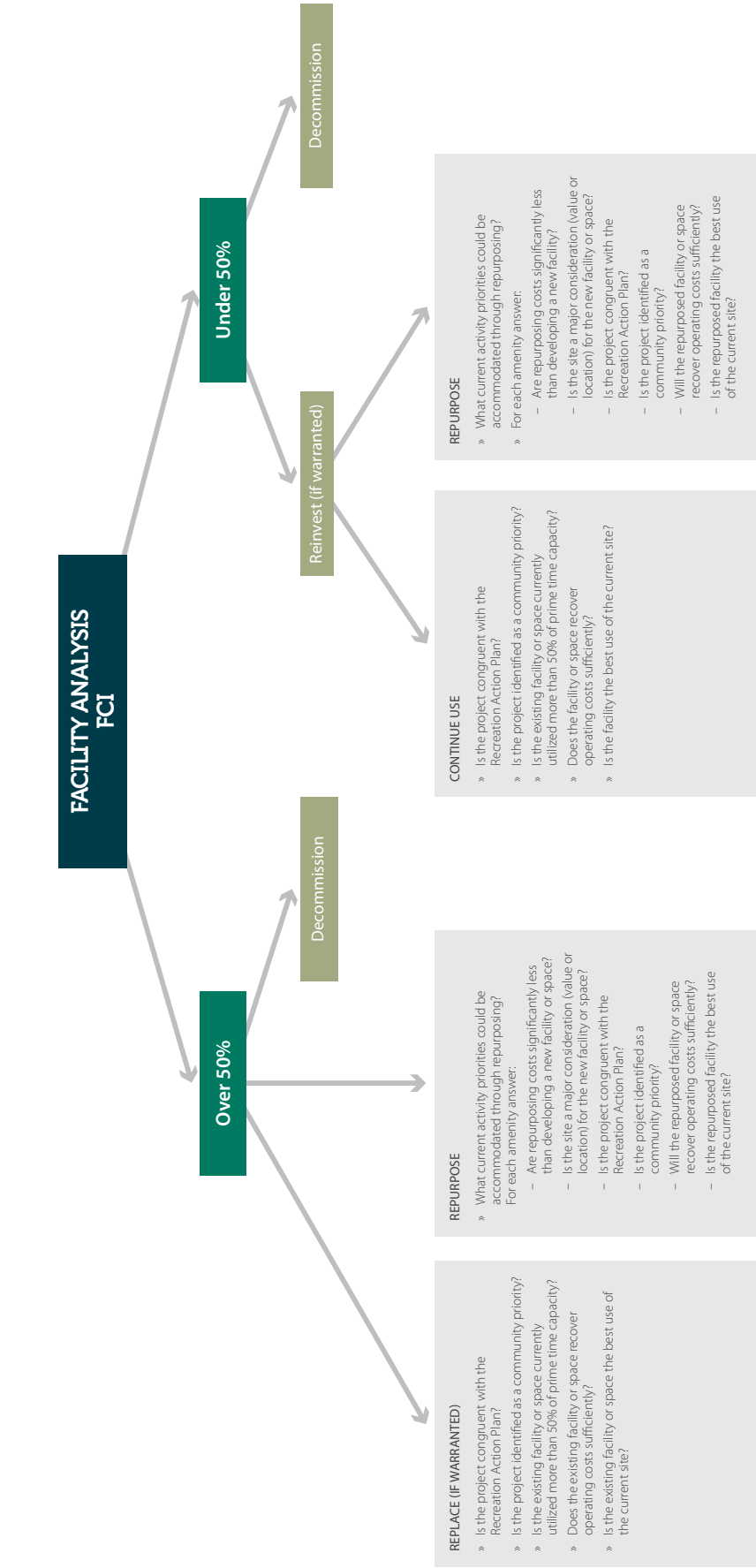
Cost of Required Upgrades ÷ Replacement Value of Facility

Once information is collected and the FCI is identified, administration and Council must consider the costs and benefits associated with reinvesting, repurposing or decommissioning versus new construction and make a move forward decision.

It should be noted that this approach is dependent upon the Municipality having facility assessment data outlining the required investment to sustain existing facilities. Currently, the data outlined in the 2011 Facility Assessment report does not directly answer these questions



The following framework can assist with the decision making process.



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

In order to implement the approach and analyze projects, the questions posed need to be answered by either administration, community members or a combination thereof. One way of engaging the public and community partners in decision making is for the Municipality to utilize the **existing Parks and Recreation Authority** to recommend action every time the future decommissioning or repurposing of a major recreation resource (replacement value of \$1M or beyond) is being contemplated. The Authorities have a holistic perspective of broad community need and include representation from impacted residents or groups as well as those groups or residents that may not have their needs met if major reinvestment in an existing facility is to occur. The Authority would utilize the decision making framework presented and would rely on municipal staff for assistance in providing necessary information. The future of the Albert Stella Memorial Arena is a prime example of an imminent decision regarding reinvestment, repurposing or decommissioning that must be made in the near future seeing as though the 2012 facility assessment indicated it was beyond its useful life.

Much of the recreation infrastructure either currently provided, or being contemplated, by the Municipality is situated on large parcels of land. For this reason, site acquisition for major recreation infrastructure development must be planned well in advance of actual facility development (in the case of new or replacement facilities).

This is the case whether land are acquired through the land development process or through outright purchase by the municipality. In the event that lands are acquired through the land development process, land allocated to major recreation facilities should comprise no more than 50% of overall municipal reserves allocated to recreation and parks so as not to create an imbalance in the provision of different types of recreation infrastructure.

For these reasons, **it is necessary for the municipality to plan siting for major recreation facilities at least 10 years (and beyond in many cases) prior to actual infrastructure development for major recreation infrastructure.**



6.2 The Future of Recreation Infrastructure

The following discussion revolves around existing and potential new elements of recreation infrastructure in the Pass. It is important to note that this is not meant to present the overall plan priorities for infrastructure which will be discussed in latter sections.

6.2.1 Trails

The Crowsnest Pass community has developed an extensive system of recreational trails, both within and adjacent to the municipality. Research conducted for the Master Plan reinforced that trails are very popular with local residents. Two-thirds (66%) of respondents to the household survey said their household used the non-motorized trails in the community. Forty-eight per cent (48%) indicated the walking/hiking trail system is a top five priority (this made it the highest priority).

COMMUNITY TRAILS

The trails within the municipality are non-motorized, in accordance with local by-laws. The primary trail in the Crowsnest Pass is the Community Trail that connects the communities within the Pass from Hillcrest to beyond Coleman. Most of the trail is paved, with some gravel and natural surface segments. A few sections follow local roads to make connections. The Community Trail has excellent way finding/interpretive signs, viewpoints, benches, garbage receptacles and modern pedestrian bridges across all major streams. Development of the Community Trail was strongly supported by numerous sponsors in cooperation with the Municipality. Maintenance of the Trail is the responsibility of the Municipality of Crowsnest Pass.

In Blairmore, there are formalized mountain bike trails near Powder Keg Ski Hill. The local mountain bike club (UROC- United Riders of Crowsnest) has completed a Master Plan that proposes expansion of the mountain bike trail system. Development and maintenance of the bike trails is lead by the Club.



Northwest of Coleman are the Allison-Chinook Creek trails. These trails are on provincial public lands and used for cross-country skiing, snowshoeing, hiking and mountain biking. The Crowsnest Pass Cross Country Ski Association, with the active support of the Municipality, operates and maintains the trails.

Several hiking trails start at trailheads in the Crowsnest Pass and lead to nearby viewpoints (e.g. Ironstone Lookout, Turtle Mountain), scenic waterfalls (e.g. Rainbow Falls, Star Creek Falls) and historic sites (e.g. Chert Quarries, Lille.) The hiking trails are typically user-maintained.

At the Frank Slide Interpretive Centre the Government of Alberta maintains historic interpretive trails.

REGIONAL TRAILS

In the areas north and south of the Crowsnest Pass are extensive trail systems for Off-Highway-Vehicles (snowmobiles, quads, motorcycles), as well as mountain biking and hiking. These trails are very popular with local residents and attract many tourists to the Crowsnest Pass. Although of great importance to the local community, the Regional trails are primarily located outside Crowsnest Pass.

Most of the Regional trails start at trailheads or staging areas along the boundary of the Crowsnest Pass. (e.g. Atlas, McGillivray, York Creek Staging Areas). The trails are generally located on provincial public land outside the Crowsnest Pass, within the adjacent municipalities of MD of Ranchlands and MD of Pincher Creek.

Volunteers and user groups (e.g. Quad Squad, Crow Snow Riders) do most of the upgrading and maintenance of the Regional Trails in cooperation with the Government of Alberta.

The South Saskatchewan Regional Plan under preparation by the Government of Alberta (2013/14) identifies the need to prepare comprehensive and integrated recreation and access plans for the Castle and Livingstone areas, in cooperation with aboriginal and other communities, stakeholders and partners. The Castle and Livingstone areas are adjacent to the Crowsnest Pass to the south and north respectively.



TRAIL ISSUES

Although the Crowsnest Pass has an excellent system of trails, there are always issues that could be addressed to make the system better. Community stakeholders identified the following concerns during the planning process.

- » Residents want more trails to connect between communities and within the communities,
- » Maintenance of trails needs improvement, especially in winter,
- » The trail between Bellevue and Frank Slide Interpretive Centre does not meet the same standard as most of the Community Trail,
- » Some residents want motorized access for OHVs through the municipality to reach regional trails,
- » There is a leadership vacuum for development, upgrading and maintenance of the regional trails and staging areas adjacent to the Municipality. Enhanced trails are important for tourism development in Crowsnest Pass.

It is recommended that the Municipality of Crowsnest Pass continue to make trail operation, enhancement and expansion a priority to serve local residents, visitors and tourists. Following are some specific trail priorities.



AN ACTION PLAN FOR COMMUNITY TRAILS IN THE CROWSNEST PASS

- » Continue to support volunteer trail groups in the operation of existing trails and in their upgrading and expansion ambitions. Included in this is coordinating the formation of a Trails Advisory Group, potentially as a sub-committee of the Sport and Recreation Committee.
- » Extend the Community Trail west to ultimately connect to the Allison-Chinook Trails.
- » Ensure the mountain bike trails near Powder Keg Ski Hill are connected into the community trail system.
- » Develop and implement standards for trail development and maintenance (e.g. width, surface types, winter maintenance). Where necessary, improve the standard of existing trails to meet the proposed standard.
- » Investigate options for developing additional loop trails within communities to complement the linear Community Trail. Local residents will enjoy the option of walking/biking around their community as well as connecting to adjacent communities.
- » Maintain the current Non-motorized by-law within Municipality. Past experience with motorized use in Crowsnest Pass (and other Alberta towns) has shown neighbourhood conflicts where motorized use is permitted in urbanized areas.
- » Consolidate the efforts of volunteer trail groups via interagency meetings or as a standing committee of the Parks and Recreation Authority
- » Consider preparing a long term Trails Master Plan to provide direction on community trails, including linkages to regional trails.

AN ACTION PLAN FOR REGIONAL TRAILS ADJACENT TO THE CROWSNEST PASS

- » Actively participate in access management planning for regional trails, as recommended by the Government of Alberta in the South Saskatchewan Regional Plan.
- » Continue to support development and operation of trailheads and staging areas located within the municipality. Formalize trailhead locations for popular hiking trails.
- » Lead promotion of trails as a major tourism attraction in the Region.
- » Investigate connection of local trails to other municipalities through the Crowsnest Valley (e.g. Lundbreck, Pincher Creek, Sparwood)
- » Promote formation of a Regional Trails Advisory Committee to work closely with adjacent municipalities; provincial agencies and volunteer groups on future trail development and management.



6.2.2 Pass Powderkeg Ski Hill

The Pass Powderkeg Ski Hill is a major regional attraction and a key asset in the Municipalities asset inventory. The amenity is utilized by residents and visitors and is commonly thought to have tremendous future potential. The ski hill was a top community priority, based on the research conducted in the State of Recreation report and 36% of household survey respondents claimed utilization of the ski hill over the past 12 months. There is a Master Plan that indicates future development plans for the site, including expanded lift and trail systems and indoor amenity facilities, and intends to position the area as a year round resort. The vision statement for the facility is as follows:

"Pass Powderkeg is a community focused, family ski area that offers a high quality skiing and snowboarding experience. As improvements are made to the layout and operation over time, the area will gradually expand its offering to become a well balanced and integrated year-round facility. While continuing to cater to the recreation needs and expectations of the local and regional residents, the area will gradually expand their market to include day visitors from more distant origins."



PASS POWDERKEG SKI HILL ISSUES

Currently the ski hill is limited in meeting its overall program goals due to the current lift system and other infrastructure limitations. Although the hill is meeting the needs of both local and regional residents, in order for the entire resort to garner more utilization, and drive enhanced regional tourism and profile, upgrades outlined in the Master Plan are required.

The following objectives and action items have been taken from the 2012 Master Plan:

- » Upgrade the existing lift and trail system in an incremental, economically viable fashion;
- » Increase the amount of beginner terrain;
- » Improve the mix of skiing with an emphasis on a fun, family oriented experience;
- » Bring all facilities into balance;
- » Respect the natural environment and setting, acknowledging that this a baseline attraction to Pass Powderkeg;
- » Preserve the opportunity to incorporate resort residential accommodation for development at some point in the future;
- » Explore the opportunity to facilitate further expansion of the skiing terrain;
- » Ensure that Pass Powderkeg is developed as an economic driver to the benefit of the residents of Crowsnest Pass in a fully sustainable fashion (socially, culturally, environmentally and economically).

As per the 2012 Master Plan, there are two major phases to development at the resort. Although the Master Plan outlines, in detail, the tasks associated with Phases 1 and 2, estimated capital costs for Phase 2 are not included. Estimated capital costs for Phase 1 are \$3.5M (of which \$500,000 will be fundraised).

AN ACTION PLAN FOR THE PASS POWDERKEG SKI HILL

- » Attain capital and operational cost estimates for the development of Phase 2 as defined in the 2012 Master Plan.
- » Once these estimates are defined, prioritize Phase 2 development in relation to other potential projects as per the prioritization model provided in latter sections of this report.

6.2.3 Aquatics

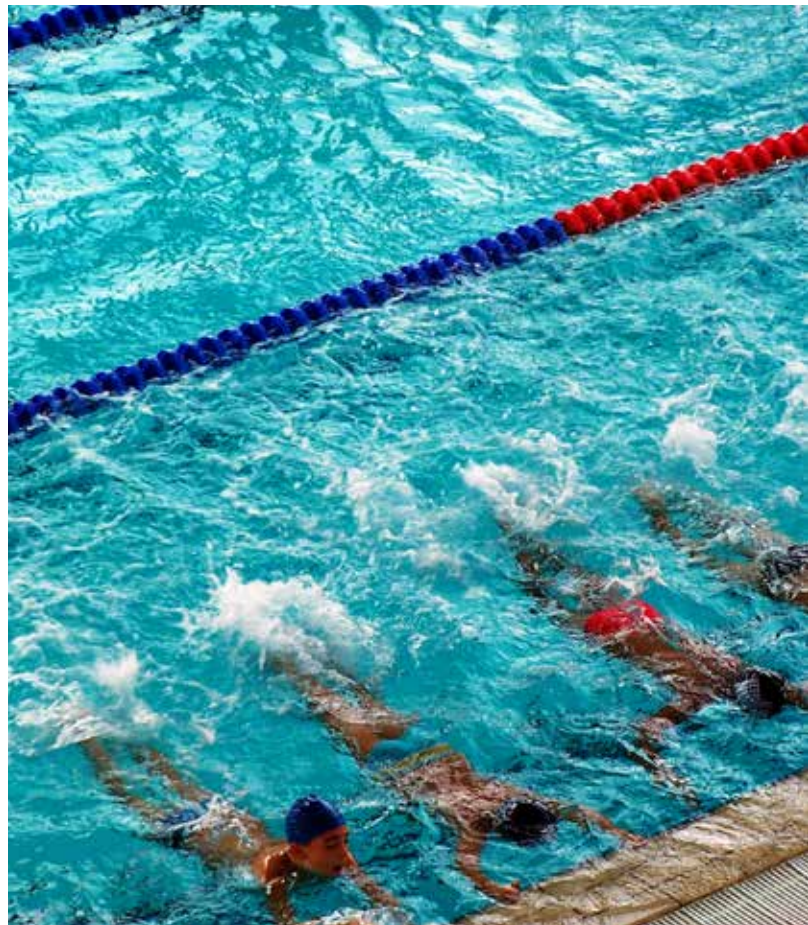
The Pass Community Pool has been serving the population of the Pass since 1972. The pool is utilized during the summer months by residents and visitors. Aquatics facilities were the top indoor priority of household survey respondents and were a high overall community priority for future focus. 41% of household survey respondents claimed use of the pool over the past 12 months.

AQUATICS ISSUES

The 2014 assessment of the Pass Community Pool suggests a required \$1.257M in upgrades are need in the short to mid-tem. Facility replacement is estimated at \$1M for the indoor building and \$3M² for the pool itself (plus demolition costs). Since the reinvestment expenses are less than 50% of Replacement costs (\$1.257M/\$4M = 31%), reinvestment is recommended.

AN ACTION PLAN FOR AQUATICS IN THE CROWSNEST PASS

- » Utilizing the Facility Condition Index analysis, reinvest in the pool.
- » Replace the Pass Community Pool in the long-term with an indoor pool development.



2 As estimated in 2014 dollars, +/- 20%.

6.2.4 Albert Stella Memorial Arena

The Albert Stella Memorial Arena was built in 1959 and upgraded in 1976. The initial intended use of the facility was as an indoor ice arena and curling rink. The facility was repurposed to include an indoor field facility, indoor skateboard park and indoor gymnastics facilities over the past number of years. Usage of the facility is diverse and is almost year round (the facility is not insulated so use during the coldest winter months is prohibited).

Indoor field facilities are a top community priority for future focus and 11% of household survey respondents claimed they visited or utilized the facility in the past 12 months.

ALBERT STELLA ISSUES

The Albert Stella facility was assessed in 2011 as being at the end of its useful lifecycle. Since then, limited investment has been made to sustain the facility and it continues to be utilized by a variety of local groups.

The assessment indicated that the replacement value of the facility would be approximately \$8M (2011) and suggested that reinvestment in the facility was not a viable option. That being said, a detailed review of how reinvestment in the facility could be facilitated was not presented in the 2011 assessment. More recent replacement estimates for the facility are \$12M (2014 dollars, +/- 30%).

The 2014 ASMA facility assessment suggests that the facility requires upgrades in the order of \$4.465M plus fees. As facility replacement is estimated at \$12M (2014) the Facility Condition Index is not over 50% therefore the recommended course of action is to reinvest in the facility (vs. building new).

AN ACTION PLAN FOR THE ALBERT STELLA MEMORIAL ARENA

Reinvest in the existing facility (or alternative options) to sustain existing activity provision service levels.



6.2.5 Sports Complex

The Sports Complex was built in 1980 and serves community needs for indoor ice, curling and dry land special events (summer). The facility was utilized by 41% of households in the past 12 months and does not require significant investment to sustain existing service levels now and 10+ years into the future according to the 2012 assessment study.

SPORTS COMPLEX ISSUES

Sustaining the existing level of service in the Sports Complex is paramount as the facility is the centre for community wide activity in ice sports and special events. Currently the facility is utilized in the winter for ice sports and dry land use in the summer. During the regular ice season, approximately October to April, the facility is utilized by a variety of ice users including the ice hockey, figure skating and curling.

AN ACTION PLAN FOR THE SPORTS COMPLEX

Ongoing life cycle investment in the facility is suggested, as per the 2011 assessment report.



6.2.6 MDM Community Centre

The MDM Community Centre was originally constructed in 1962 as a school. In 2004 the facility was taken over by the Municipality and since then community use of the facility has occurred. Facility components most heavily utilized by the community include the gymnasium, classrooms and multipurpose areas. Portions of the facility are also leased to the community stakeholders including post-secondary education providers and health sector agencies. Of total household survey respondents, 35% indicated they had visited the MDM Community Centre in the past 12 months.

MDM COMMUNITY CENTRE ISSUES

The MDM Centre is a valuable community resource and will require investment in the future to sustain existing operations. Although the facility is well utilized, capacity exists to increase utilization. Expanded use of this resource should be sought by the municipality, with the realization that should the Albert Stella facility be decommissioned, relocation of the some/all of the activities currently being provided there may have to occur in the MDM facility on a short term, and potentially long term, basis.

AN ACTION PLAN FOR THE MDM COMMUNITY CENTRE

- » Continue to provide the facility for community use and reinvest in it to sustain existing service levels as outlined in the 2011 assessment report.
- » When determining the feasibility of reinvesting in or replacing the Albert Stella, consider relocated some/all of the activities to the MDM Centre (or other alternative locations) if possible.



6.2.7 Sports Fields

There are a number of sports fields, including ball diamonds and rectangular fields, located across the municipality of varying quality and type. Of total household survey respondents, 13% stated use of sports fields. Although sports fields were not a top community priority outlined in the State of Recreation Report, the provision of ball diamonds and rectangular field is a common amenity in Alberta municipalities.

SPORTS FIELDS ISSUES

Currently most of the ball diamonds and rectangular fields in the Pass are located sporadically around the municipality. The level of quality and maintenance of these facilities differs and, with the exception of the Hillcrest Ball diamond complex, there are limited areas where tournaments can occur (multiple fields on one site, associated amenities, etc.). The Hillcrest Ball Diamond complex is a community initiated project that is partially completed. It includes tournament hosting amenities and multiple diamonds suitable for adult softball but could be retrofitted to accommodate multiple age groups and variations of the sport.

The provision of a ball diamond and rectangular field appropriate for community/school use is commonly provided by Alberta municipalities on a neighborhood or community basis. This would suggest that there should be one ball diamond and one rectangular field in each Pass neighborhood (i.e. Hillcrest, Blairemore, etc.). That being said, a major trend in sports field provision is including a number of fields/diamonds on one site to accommodate centralized league and tournament play and minimize conflicts with adjacent residents (i.e. parking, errant balls, etc.). **Current usage levels do not suggest additional sports fields or ball diamonds are required at this point in time.**

AN ACTION PLAN FOR SPORTS FIELDS IN THE PASS

- » Target provision of one rectangular field and one ball diamond in each Pass neighborhood.
- » Focus on full build out of the Hillcrest Ball diamond complex.
- » Look to develop a centralized site for rectangular field league and tournament play somewhere in the municipality.

6.2.8 Multipurpose Facility

A major multipurpose facility has been discussed in the community for a number of years. There is even a volunteer group that has been formed to pursue the development of such facility. Although resource limitations of the municipality will likely prohibit the development of a multipurpose recreation facility in the short term, the following considerations for multipurpose facility development are important.

A significantly sized parcel of land will be required for development. Acquisition of this land should begin immediately, as accumulating large parcels of land can take years, if no parcels of at least 20 acres in the community exist. Further to siting the facility, should the indoor facility needs of the Pass Powderkeg Resort be met through community multipurpose facility development siting adjacent to the ski hill will be required.

Potential multipurpose facility elements could include:

- » indoor or outdoor aquatics, especially if the existing Pass Community Pool is decommissioned
- » indoor field facilities and other spaces currently offered in the community, especially if the existing Albert Stella is decommissioned
- » banquet and chalet facilities associated with Phase 2 of the Pass Powderkeg Master Plan

AN ACTION PLAN FOR A MULTIPURPOSE FACILITY

- » Once details surrounding the future of the Pass Community Pool and the Albert Stella are further identified, and assuming that one or both of those facilities does not warrant reinvestment and will be decommissioned, a feasibility study for a multipurpose facility should be facilitated.



6.2.9 Other Recreation Infrastructure Elements

The municipality is involved in the provision of a number of other pieces of recreation infrastructure including a number of specialty outdoor amenities (mountain bike park, BMX track, tennis courts, playgrounds, etc.), general parks and open spaces, indoor skate park, indoor playground, indoor climbing wall and gymnastics facility and seniors centres.

Much of the parks and open spaces throughout the community are valued and utilized. Playgrounds are well utilized in each community (up to 29% of participating household claimed use of Pass playgrounds) as are other specialty amenities such as the BMX track (13%), tennis courts (12%) and mountain bike park (28%). These parks and open space amenities must be maintained and invested in to sustain existing service levels.

The indoor skate park (8% of household claiming utilization over the past 12 months), climbing wall (11%), indoor playground (8%) and gymnastics facilities are utilized and should continue to be offered in the community. As some of these amenities are currently offered at the Albert Stella, should the facility be decommissioned or replaced, relocating some of the activities to the MDM Community Centre may be required (where able).

The two Seniors Centres in the Pass are also utilized, with 12% of residents claiming visitation. These facilities should also be maintained and invested in to ensure longer useful lifespans, especially considering the older demographics in the community.

Although the municipality does not directly provide fitness and wellness facilities, there are two private sector providers of these facilities in the Pass. These types of facilities are desired by residents (identified as a top community priority) and existing privately operated facilities should be considered when the municipality promotes and markets current recreation opportunities available to residents and visitors (as discussed in previous sections of this Plan).

AN ACTION PLAN FOR ALL OTHER RECREATION INFRASTRUCTURE

- » Maintain and invest in existing parks, open spaces and facilities where appropriate to sustain existing service levels.
- » Consider relocating some of the activities in the Albert Stella should the facility be closed for any period of time.
- » Promote all recreation amenities, including private sector fitness facilities, when presenting recreation opportunities to residents and visitors.



6.3 Potential Project List

In regards to the discussion surrounding current and potential future recreation facilities and spaces, the following list of projects and associated information has been compiled.

These projects have been identified throughout the planning process but have not yet been prioritized based on municipal government considerations.

POTENTIAL PROJECT	DESCRIPTION	COMMUNITY PRIORITY RANK	ESTIMATED CAPITAL COSTS	ESTIMATED OPERATING IMPACTS
NEW TRAIL LINKAGES	Outlined as per the discussion on trails	1	\$250,000 *	\$(50,000)
PASS POWDERKEG PHASE 1	As per the Ski Hill Master Plan	1	\$3,500,000	\$—
PASS POWDERKEG PHASE 2	As per the Ski Hill Master Plan	1	\$7,500,000 *	\$(150,000)
OUTDOOR POOL REINVESTMENT	As per the outdoor pool assessment (to be completed)	4	\$1,250,000	\$—
OUTDOOR POOL REPLACEMENT	Replacing the existing facility with a more modern outdoor pool with program and leisure elements	4	\$4,000,000 *	\$—
INDOOR POOL	Developing a new indoor pool with modern program and leisure elements and decommissioning the outdoor pool	2	\$20,000,000 *	\$(750,000)
ALBERT STELLA REPLACEMENT	Developing a new facility to house the existing activities facilitated at the current facility	3	\$12,000,000 *	\$—
ALBERT STELLA REINVESTMENT	As per the facility assessment	3	\$4,465,000 *	\$—
HILLCREST BALL DIAMOND COMPLETION	As per the initial intent for the area including additional diamonds and completing site amenities (building, etc.)	8	\$500,000 *	\$—
RECTANGULAR FIELD COMPLEX	Developing a new multi-field complex, similar to the Hillcrest facility, for rectangular field sports	7	\$1,500,000 *	\$(200,000)
YOUTH CENTRE	Developing a new formal youth centre space	3	\$3,000,000 *	\$(150,000)

* Estimates provided for study purposes. These should be considered +/- 30% and were not developed by engineers or architects.

6.4 Prioritization Model

The following project prioritization model, has been developed to adjudicate the potential projects previously identified and rank

them according to the merits of each in regards to a defined list of municipal decision making criteria.

CRITERIA	METRICS				WEIGHT
Life span of existing facilities	3 points: The existing facility will be decommissioned within 2 years or is not currently offered in the Municipality.	2 points: The existing facility will be decommissioned within 3 – 5 years.	1 point: The existing facility will be decommissioned within 5 – 10 years.	0 points: The existing facility is not nearing the end of its useful life.	3
Overall operating cost	3 points: The project estimated operating costs are better than break even on an annual basis.	2 points: The project operating costs are between \$0 and (\$50,000) annually.	1 point: The project operating cost are between (\$50,000) and (\$100,000) annually.	0 points: The project operating costs are greater than (\$100,000) annually.	3
Economic impact	3 points: The activity or space will draw significant non-local investment into the community and will give the community provincial, national and/or international exposure.	2 points: The activity or space will draw significant non-local investment into the community.	1 point: The activity or space will draw moderate non-local investment into the community.	0 points: The activity or space will not draw non-local investment into the community.	1
Overall capital replacement cost	3 points: The anticipated project capital cost is less than \$1M.	2 points: The anticipated project capital cost is between \$1M and \$2.5M.	1 point: The anticipated project capital cost is \$2.5M and \$5M.	0 points: The anticipated project capital cost is more than \$5M.	3
Community demand	3 points: For identified priority "1" projects.	2 points: For identified priority "2 and 3" projects.	1 point: for identified priority "3, 4 and 5" projects.	0 points: For identified priority "6" or higher projects.	3
Public accessibility	3 points: Provides unlimited access to the general public.	2 points: Provides limited access to the general public.	N/A	0 points: Not accessible to the general public.	3
Cost savings through partnerships or project specific grants	3 points: Partnership and/or project specific grant opportunities exist in development and/or operating that equate to 50% or more of the overall project cost.	2 points: Partnership and/or project specific grant opportunities exist in development and/or operating that equate to 25% – 49% or more of the overall project cost.	1 point: Partnership and/or project specific grant opportunities exist in development and/or operating that equate to 10% – 24% or more of the overall project cost.	0 points: No potential partnership or project specific grant opportunities exist at this point in time.	3
Current provision in the region (within a 30 minute drive)	3 points: Project would add completely new activity to recreation in the region.	2 points: Project would significantly improve provision of existing recreation activity in the region.	N/A	0 points: Activity is already adequately provided in the region.	2
Conformance with municipal strategic direction	3 points: Project implements and/or conforms with Council adopted written policy/plan (inc. Recreation Master Plan).	2 points: Project conforms with an established departmental policy/plan (inc. internal business/strategic plans).	N/A	0 points: Project does not conform to established policy/plan.	2

6.4.1 Scoring & Project Prioritization

Taking the project identified and scoring each based on the criteria presented, the following list of ranked projects is suggested. It should be noted that it would be ideal to develop all identified projects but due to budget and resource limitations and constraints,

there is no guarantees than any of the project outlined will come to fruition. This list is meant to help municipal decision makers allocate future funding and resources as/if they become available.

PROJECT	CRITERIA									SCORE	RANK
	LIFE SPAN OF EXISTING FACILITIES	OVERALL OPERATING COST	ECONOMIC IMPACT	OVERALL CAPITAL COST	COMMUNITY DEMAND	PUBLIC ACCESSIBILITY	COST SAVINGS THROUGH PARTNERSHIPS OR GRANTS	CURRENT PROVISION IN THE REGION (WITHIN A 30 MINUTE DRIVE)	CONFORMANCE WITH MUNICIPAL STRATEGIC DIRECTION		
New trail linkages	0	2	1	3	3	3	0	2	0	40	2
Pass Powderkeg Phase 1	1	3	2	1	3	2	0	2	0	40	2
Pass Powderkeg Phase 2	1	0	3	0	3	2	0	3	0	33	8
Outdoor pool reinvestment	2	3	1	2	1	2	0	2	0	37	4
Indoor pool	3	0	1	0	2	2	0	2	0	28	10
Albert Stella reinvestment	3	3	1	1	2	2	0	3	0	42	1
Hillcrest Ball diamond completion	1	3	1	3	0	2	0	2	0	34	6
Rectangular field complex	3	0	1	2	0	2	0	2	0	28	10
Youth centre	3	0	0	1	2	3	0	2	0	31	9

The following chart summarizes the results of the discussed analysis and associated scoring. As can be seen, the top priorities are reinvestment in the Albert Stella Memoria Arena, trails, and Phase 1 of the Ski Hill Master Plan.

RANKED LIST OF PROJECTS	
ALBERT STELLA REINVESTMENT	1
NEW TRAIL LINKAGES	2
PASS POWDERKEG PHASE 1	2
OUTDOOR POOL REINVESTMENT	4
HILLCREST BALL DIAMOND COMPLETION	5
PASS POWDERKEG PHASE 2	6
YOUTH CENTRE	7
INDOOR POOL	8
RECTANGULAR FIELD COMPLEX	8









Impacts

7.0



7.0 Impacts

The following capital and operating cost implications have been developed based on the strategic actions outlined in this Plan. The intent of the estimates is to provide decision makers with order of magnitude cost implications to future decision making with the realization that future development of major facilities and costs associated with sustaining existing infrastructure is yet to be defined.

Although municipalities typically bear the highest proportion of costs related to public recreation provision, as outlined in the State of Recreation report, it is important to note that there are a number of funding sources available to support capital costs and operating costs of facilities and spaces. These funding sources include sponsorship and advertising, government grants and user fees. Detailed funding strategies for specific projects are beyond the scope of this Master Plan but the following consultation results suggest the is willingness to pay for future recreation infrastructure development if community needs are better met.

- » 62% of household survey respondents support an increase in annual property taxes to ensure community recreation needs are better met.
- » 67% of household survey respondents support an increase in facility user fees to ensure that community needs for recreation are better met.
- » 68% of groups surveyed support some level of increase to user/ rental fees to ensure that community needs for recreation are better met. However concern was expressed that an increase in fees could result in decreased registration/participation. Groups also indicated that any increase would need to be justified and have tangible benefits.



7.1 Service Delivery Capital & Operating Budget Implications

#	SERVICE DELIVERY INITIATIVES	SHORT TERM CAPITAL (1 – 3 YEARS)	SHORT TERM OPERATING (1 – 3 YEARS)	MID TERM CAPITAL (4 – 8 YEARS)	MID TERM OPERATING (4 – 8 YEARS)	LONG TERM CAPITAL (9+ YEARS)	LONG TERM OPERATING (9+ YEARS)
VISION, MISSION AND GOALS							
1	Develop a collective vision for the Municipality and its operating Authorities (i.e. meeting facilitation, etc.)	\$ 5,000		\$5,000		\$5,000	
POLICY							
2	Refine existing policies as outlined (conducted by administration)	N/A					
3	Develop new policies as defined (conducted by administration)	N/A					
PROMOTIONS & MARKETING							
4	Develop and maintain complete inventory of recreation opportunities within the Region (i.e. develop and manage database)	\$ 5,000	\$ 2,500		\$ 2,500		\$ 2,500
5	Create and implement a marketing and promotions plan for recreation in the Region (i.e. invest in key message development and delivery in the community)	\$15,000	\$ 5,000		\$ 5,000		\$ 5,000
VOLUNTEER GROUP SUPPORT							
6	Sustain and enhance support to volunteer groups (i.e. incremental to existing efforts)		\$ 5,000		\$ 5,000		\$ 5,000
7	Increase communication with volunteer groups (i.e. relationship building, meeting attendance, etc.)		\$ 2,500		\$ 2,500		\$ 2,500
USAGE STATISTICS							
8	Gather usage statistics for all recreation facilities (i.e. software, protocols, etc.)	\$15,000	\$ 5,000		\$ 5,000		\$ 5,000
REGIONAL COST SHARING							
9	Engage potential regional partners in decision making (conducted by administration)						
PROGRAMMING							
10	Monitor programs and community demands (i.e. incremental to existing efforts)		\$ 5,000		\$ 5,000		\$ 5,000
TOTAL Service Delivery Initiatives:		\$40,000	\$25,000	\$5,000	\$25,000	\$5,000	\$25,000

7.2 Infrastructure Capital & Operating Budget Implications

MAJOR INFRASTRUCTURE INITIATIVES

PROJECT	HIGH PRIORITY (SHORT TERM)	LONG TERM
ALBERT STELLA MEMORIAL ARENA	\$4.465M	
NEW/ENHANCED TRAIL LINKAGES	\$0.250M	\$1.5M
PASS POWDERKEG MASTER PLAN: PHASE 1	\$3.5M	
HILLCREST BALL DIAMOND COMPLEX COMPLETION		\$0.5M
PASS POWDERKEG MASTER PLAN: PHASE 2		\$7.5M
YOUTH CENTRE SPACES (NEW)		\$3.0M
INDOOR POOL FACILITY (NEW)		\$20.0M
RECTANGULAR FIELD COMPLEX (NEW)		\$1.5M
Subtotal	\$8.215M	\$34.0M

The above noted major infrastructure initiatives assume that regular lifecycle maintenance programs are in place to sustain existing facilities and spaces.

Operating cost estimates for new infrastructure projects also need to be considered. The following chart outlines expected annual operating subsidy requirements for the new projects identified.

PROJECT	ANNUAL ESTIMATED COSTS	
	LOW	HIGH
YOUTH CENTRE SPACES (NEW)	\$150,000	\$250,000
INDOOR POOL FACILITY (NEW)	\$750,000	\$1,000,000
RECTANGULAR FIELD COMPLEX (NEW)	\$100,000	\$200,000
NEW/ENHANCED TRAIL LINKAGES	\$5 / linear metre	\$7 / linear metre

Operating impacts for reinvestment in existing facilities are expected to be similar to existing operating costs and may even reduce existing costs through efficiencies achieved with new structures and technologies.



Implementation

8.0

8.0 Implementation

The provision of recreation facilities and services in the Crowsnest Pass enhances quality of life for both residents and visitors. The Municipality of Crowsnest Pass and its operating Authority partners play an active role in operating, maintaining and programming recreation facilities and spaces so that residents have opportunities available to them. The intent of this Plan is to enhance the provision of municipal recreation services so that the broad benefits of recreation can further be achieved in the Pass and surrounding region.

This Plan has been developed based on broad public engagement, due diligence and compilation of varying levels of internal and external qualitative and quantitative information. Needs identified and planning guidelines and management tools contained herein are built upon the inputs of many different stakeholders and represent a balanced approach to meeting needs with available public resources.



The key recommendations associated with Plan implementation as they relate to recreation service delivery are summarized as follows:

KEY SERVICE DELIVERY ACTION ITEMS

1. Develop a collective vision for services, facilities, and programs.
2. Develop policy in areas including, but not limited to, fees and charges, facility use, sponsorship and naming, rental and ice and field allocation.
3. Develop a detailed promotions and marketing plan for Pass Recreation including publicly funded, not for profit and privately provided opportunities.
4. Implement the promotions and marketing plan to enhance the promotion of recreation opportunities through existing and new forms of media including social marketing, the municipal website, local newspapers and the development of a leisure guide.
5. Support local volunteer recreation opportunity groups through continuing to offer subsidized facility access as well as volunteer training, volunteer recruitment and retention, strategic planning and ongoing communication.
6. Collect detailed facility and park utilization information for promotional and performance measurement purposes.
7. Pursue regional cost sharing relationships with adjacent municipalities.
8. Continue to administer and support recreation programming in the community while focusing on the program areas identified.

KEY INFRASTRUCTURE ACTION ITEMS

1. Sustain existing facilities and service levels, where warranted by existing and expected utilization, prior to building new facilities.
2. Consider the following when investing in and programming existing and new spaces:
 - Providing more spontaneous use recreation opportunities
 - Consolidating recreation, social and arts and culture amenities on single sites
 - Developing a multipurpose facility when existing facilities require replacement
 - Life cycle budgeting for existing and new facilities
3. Utilize the Facility Condition Index and the associated decision making framework for deciding to reinvest in, decommission or repurpose existing facilities and spaces.
4. Conduct assessments of the Albert Stella Memorial Arena and the Pass Community Pool to determine necessary immediate renovation requirements.
5. Support and consolidate the efforts of volunteer based trail (regional and community) user groups via communication through the development of a trails master plan, the hosting of inter-agency meetings, or creating a standing committee of the Parks and Recreation Authority.
6. Utilize the project prioritization framework periodically (reassess market conditions every 3 years) provided to focus future investment in existing and new infrastructure.
7. Based on 2014 market assessment, in the order presented and when funding becomes available:
 - **High Priorities:**
 - Reinvest in the Albert Stella Memorial Arena or a alternative option as per the building assessment
 - Reinvest in the Pass Community Pool as per the pool assessment
 - Facilitate Pass Powderkeg Phase 1 as per the existing ski hill Master Plan.
 - Pursue the various trail connection and enhancement opportunities identified.
 - **Future Considerations:**
 - Complete the Hillcrest Ball Diamond Complex as per the original vision for the site.
 - Pursue Pass Powderkeg Phase 2 as per the existing ski hill Master Plan
 - Pursue the development of Pass youth centre facility
 - Pursue the development of a rectangular field complex.
 - Pursue the development of an indoor pool.



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

This plan includes recommendations for the Municipality considering the needs and desires of other delivery stakeholders and the general public. As the Plan is based upon research conducted in 2013-2014, revisiting it as time passes will be required. Measuring progress of Plan recommendations and changing focus as Plan elements are achieved will be key in keeping the Plan relevant and further the recreation agenda in the Pass. Annual reporting is a must in ensuring the Plan is implemented and revisiting the Plan every five years is also recommended.



10 YEAR PLANNING CYCLE

