



To: Parks, Recreation and Cultural Services Committee

Date: January 11th, 2007

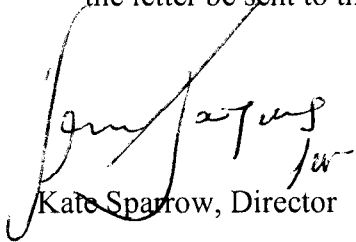
From: Kate Sparrow, Director of Recreation and Cultural Services

File: 06-2045-01/2007-Vol 01

Re: Sustainable Sport, Recreation and Physical Activity Infrastructure

Staff Recommendation:

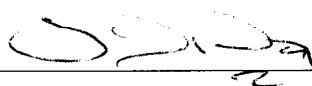
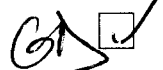
That a letter be written to the federal minister responsible for Sport, Recreation and Physical Activity, for the Mayor's signature, requesting a commitment to provide a significant national funding program for sport, recreation, and cultural infrastructure and that copies of the letter be sent to the ministers responsible for Finance, Health, Culture and the Arts.


Kate Sparrow, Director

Recreation and Cultural Services

(4129)

Att. (2)

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER		
		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES  <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

During the UBCM conference this past fall a delegation that included members of Council and senior City staff met with Stan Hagen, Minister of Tourism, Sport and the Arts and presented a position paper, "Investing in Healthy Communities through Recreation Infrastructure" (Attachment 1). The minister responded in a letter dated December 13th (Attachment 2) which included the following statement "I would encourage the City of Richmond to join with other municipalities to ensure Canada hears that such infrastructure is a priority for local governments." This report is a follow up to that encouragement.

Background

Recent planning in Parks Recreation and Cultural Services has identified a need for significant infrastructure investment in Richmond to address:

- Emerging needs in developing areas of the city.
- The changing community needs due to demographic shifts particularly due to an aging population and the ethno-cultural make-up.
- Aging infrastructure. Many facilities are reaching the end of their life or require significant major maintenance, upgrades or retro-fitting in order to be effectively operated and to meet community needs.

There is currently a tremendous amount of research being done and material being written about the looming "health crisis" associated with physical inactivity. Programs such as "Active Communities" and the Premier's initiative to increase physical activity "20% by 2010" are being implemented but quality facility infrastructure is needed to support the efforts. The British Columbia Recreation and Parks Association (BCRPA) states in its brief to the Minister:

"There is a direct connection between physical activity levels and the provision of well designed facilities, parks and trails. Therefore, the third crucial component is having a "system" of safe, functional and attractive indoor and outdoor facilities which meet local, community and regional needs. As the socio-demographic profile of the communities change and trends in preferences shift (i.e. leisure ice, trails), different uses must be designed for as well as the types of spaces (i.e. social spaces). Consequently it is not only the condition of BC's infrastructure but also the fit with current and future community needs."

During their annual conference in August, 2005, Federal/Territorial Ministers responsible for Sport, Physical Activity and Recreation recognized the link between physical activity levels and appropriate provision of recreation and sport facilities, parks, trails and active transportation corridors and identified sport and recreation infrastructure as their number one priority.

“Improved infrastructure will advance sport and physical activity in communities across the country while addressing critical health challenges and strengthening Canadian Communities”.

The Canadian Parks and Recreation Association (CPRA) and all of its provincial/territorial partners wholeheartedly endorsed this conclusion and have committed to working with government(s) at all levels to create an equitable and effective infrastructure program.

Analysis

While some of the community needs and facility conditions are unique to Richmond many exist similarly across the country. In Richmond the greatest needs are in response to growth and an ageing population. Furthermore, the change in the community and greater need for accessibility are becoming drivers for building upgrades and addressing the increase in sustaining our building capital.

Throughout Canada, facilities and building systems are ageing, and operating costs are becoming onerous due to outdated design, energy inefficiency and lack of funding to support appropriate maintenance levels. Many facilities are unattractive and do little to encourage people to participate in the healthy activities that are their purpose.

Historically, federal government parks and recreation infrastructure funding programs have encouraged additional investment at the provincial and municipal levels. With strong national provincial economies the opportunity now exists for a major investment program that can serve all of Canada well into the future.

To this end Richmond has been encouraged by the provincial minister responsible for Tourism, Sports and the Arts as well as the British Columbia Recreation and Parks Association, to send a message to the Government of Canada in regards to the priority of sport, recreation and cultural facility investment. Copies of the letter should be forwarded to Richmond Members of Parliament and the Provincial Legislative Assembly, Provincial Ministers responsible for Sport, Physical Activity, Finance, Culture and the Arts, the British Columbia Recreation and Parks Association and the Canadian Parks and Recreation Association.

Financial Impact

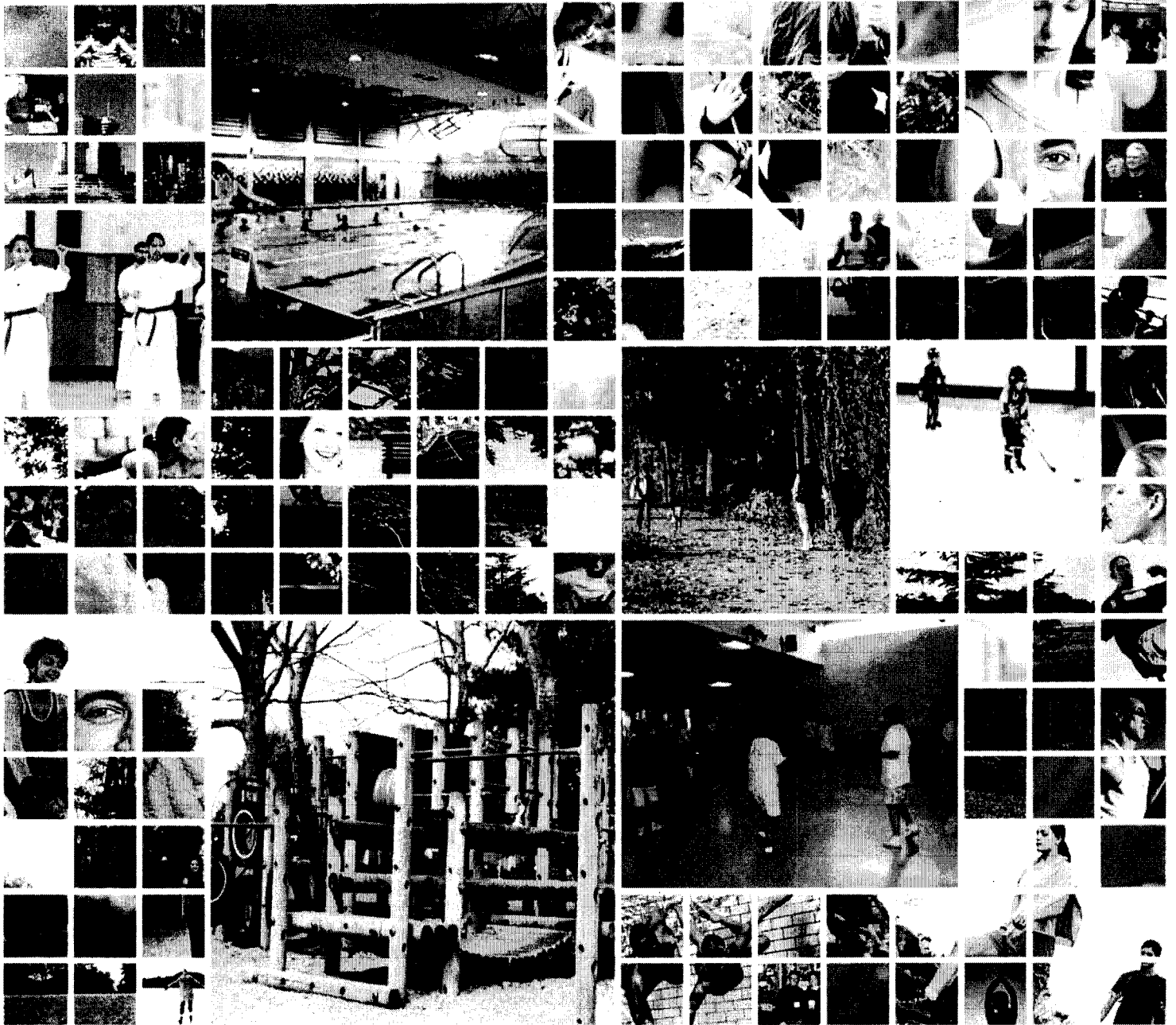
None

Conclusion

A letter from the City of Richmond to the Governments of Canada requesting a commitment to provide significant funding for sport, recreation and cultural infrastructure will add to the encouragement from other cities across Canada and provide a clear message about this priority of municipal government.


Vern Jacques
Manager, Projects and Programs

VJ:vrj



Investing in Healthy Communities through
 Recreational Infrastructure
 Submission to the BC Recreation and Parks Association
 to the Ministry of Tourism, Sport and the Arts.

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NOVEMBER 9TH, 2005

Investing in Healthy Communities through Recreation Infrastructure

Background

At the Federal, Provincial and Territorial Ministers' annual conference held August 4 and 5, 2005 the Ministers responsible for Sport, Physical Activity and Recreation identified sport and recreation infrastructure as their number one priority.

They also directed officials to develop the parameters for a long-term national strategy to improve sport and recreation infrastructure by November 2005.

Contributing to British Columbia's Response

To support a national strategy that is informed, strategic and relevant to each region, the British Columbia Recreation and Parks Association (BCRPA) has mobilized to advance the agenda. It is well positioned to assist with British Columbia's response.

It represents virtually every community in the province as well as professionals and volunteers from a range of sectors including: recreation, health, sport, parks environmental and facilities sectors.

BCRPA is completing a three-phase Community Recreation Facilities Assessment Study (See attached Phase I Inventory) and soon will have unique, quality data on the current state of indoor and outdoor facilities in the province.

It is with this knowledge, community-based representation, expertise, and passion for our communities that BCRPA offers this information to support BC's deliberations on the National Infrastructure Renewal Strategy.

Our briefing addresses:

1. Critical Elements of Healthy and Active Individuals and Communities
2. The State of BC's Sport and Recreation Facilities
3. Guiding Principles for a National Framework



Improved infrastructure will advance sport and physical activity in communities across the country while addressing critical health challenges and strengthening Canadian communities!

1. Critical Elements of Healthy and Active Individuals and Communities

Healthy, active people who are positively interacting with other members of the community enhance not only their individual lives but the social fabric of the community.

A province comprised of vibrant and thriving communities is an attractive region to work, live, invest in and visit². It is more economically viable because proactive health strategies reduce the costs related to health care, support services, justice and increase productivity.³

There are three components to creating healthy and active individuals and communities.

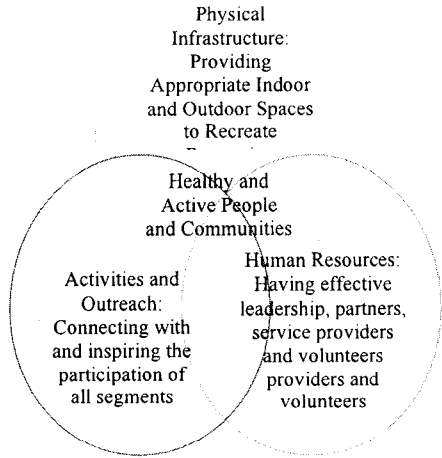
The first critical element is accessible activities located close to where people live and work. They must be designed, marketed and delivered in a way that inspires the active and engages those with barriers to participation (i.e. language, gender, mental, physical, visual, confidence, emotional, financial, etc.).

The data clearly shows that people who recreate are physically healthier than those who do not⁵.

Even more compelling is that the incidence of common and preventable risk factors relating to disease and death (i.e. physical inactivity and unhealthy eating) is on the rise for those who are vulnerable. Therefore, it is particularly important to target this group.

In addition to being physically healthier and living longer, those who are active have the confidence to explore new interests, build skills, feel more competent, have an outlet for stress, create new friendships, and develop lifelong attributes of fair play and team building⁶.

Healthy and Active Individuals and Communities:



There is nothing more expensive than bad health!
Marilyn Henner⁴

The second component is the key people in the community (municipal staff, partners, other service providers, the private sector and volunteers) who design, provide, and lead these activities. Each is governed by different values and philosophies on who they target, the experiences they provide, and the degree of revenue generation. While each has an important role to play, it has long been recognized that the primary delivery system needs to be at the municipal level.

There is a direct connection between physical activity levels and the provision of well designed facilities, parks, and trails. Therefore, the third critical component is having a “system” of safe, functional, and attractive indoor and outdoor facilities which meet local, community and regional needs. As the socio-demographic profile of communities change and trends in preferences shift (i.e. leisure ice, trails), different uses must be designed for as well as the types of spaces (i.e. social spaces). Consequently, it is not only an issue of the condition of BC’s infrastructure but also the fit with current and future community needs.

2. The State of BC’s Sport and Recreation Facilities

Despite the foundational role that our sport and recreation infrastructure plays in developing and sustaining healthy people and communities, virtually every community throughout BC is challenged by its aging facilities. This situation is undermining the ability of many communities to attract and house activities and services to support healthy and active lifestyles. In the context of several important calls to action to improve physical activity levels of British Columbians (i.e. goals of the BC Sport and Physical Activity Policy, “20 % by the year 2010”) closing the divide between the state of BC’s facilities, adequate and appropriate facilities, and increasing access to them by the underserved is even more critical.

Municipal governments are closest to the people; they are likely ore flexibly, more quickly and more effectively to the needs to respond m of the community in the matters of recreation.⁷

The Community’s Perspective:

The centre is very important and I couldn’t live without it.

It provides a sense of community and a way to get to know the community.

It determined where I will live.

It helps you get through the tough times and lifts you up.

The centre provides new experiences I wouldn’t get a chance to have.

I get to meet people - otherwise I’d be lonely.

It’s a great place to get to know people and re-connect as I move into a new phase of life.

I’ve developed camaraderie from taking a class for a long time, in fact we have a “sisterhood”.

It provides a new experience for new Canadians.

It’s the community hub.

THE CHALLENGE

The data compiled by BCRPA on arenas, pools, and curling rinks show that the majority (72%) are 25 years old or older (see chart to the right)⁸. By 2010, most will be in this category. It is estimated that these facilities represent a total capital investment of \$3,350,000,000.⁹ Although an assessment and cost analysis has not been undertaken, it is a fact that older buildings ongoing maintenance to prevent them from falling into disrepair and that those costs rise with age.

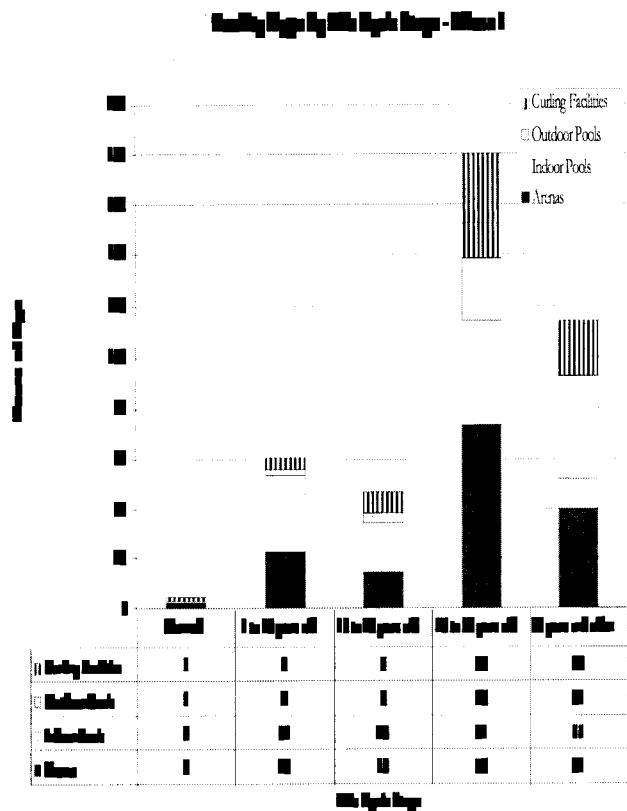
THE OPPORTUNITY

Communities throughout BC are fortunate to have a number of well-established indoor and outdoor municipal recreation facilities. These facilities enable hundreds of thousands of British Columbians to participate in formal and informal leisure activities. Collectively, these facilities represent the single largest citizen participation mechanism in BC.

The tremendous number of people that currently utilize indoor and outdoor facilities (and the potential to reach the inactive and vulnerable) combined with the significant benefits to recreation (ranging from reduction in disease and death to a quality lifestyle and social connections) represent an opportunity that justifies further investment. Without the investment to date, it is staggering to think what the cost to the health care system, the social fabric of the community, and individuals' quality of life would be.

It is a pivotal time. As a result of BCRPA's leadership, by the end of the year, BC will have a comprehensive, current inventory of what comprises our municipal sport and recreation infrastructure. And, with construction and land costs on the rise, it is timely to put into place a process which includes:

1. An evaluation of the facilities' fit with the current and future demand.



2. An assessment of the condition of those facilities
3. A determination of the cost to upgrade or demolish; and
4. Opportunities to build the capacity within each community to do so.

With this information in place, BC will be positioned to effectively allocate funds to improve both the quality and the appropriateness of its infrastructure and to reduce the higher maintenance costs associated with old outdated buildings.

3. Guiding Principles for a National Framework

The third component of this briefing relates to the guiding principles for a National Framework. Presented below is a summary of the recommendations from BCRPA:

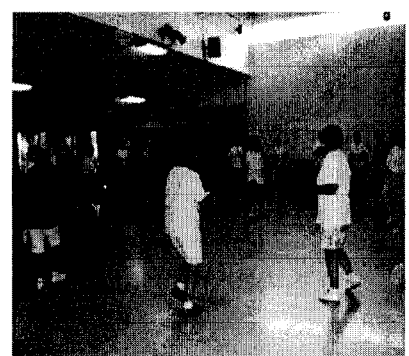
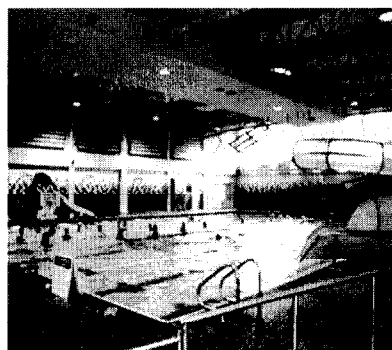
Overarching Considerations for the Program:

1. Distribute projects fairly and equitably throughout the province, with criteria to define “equity”.
2. Be responsive to current and future community and regional needs and demands.
3. Be framed within outcomes and outcome indicators and require results to be reported on.
4. Balance its focus on facilities that accommodate both sport and recreation activities, and land for parks, open space and trails.
5. Contain three complementary components: maintenance, adaptation, and development.
6. Be a multi-year initiative to facilitate effective facility planning.
7. Initially take into account the sport and recreation communities, as well as key industry stakeholders. And, as the Program evolves, its elements, criteria and parameters should be adjusted and refined in consultation with our sector.
8. Recognize the important role of municipalities in the provision and operation of indoor and outdoor recreation facilities. Consequently, the Program should be sensitive to several issues including the following factors:

- Municipalities are coping with competing capital priorities and are constrained by limited capital funds;
- Ultimately, the cost of facility operations will be absorbed by the local government and should be considered as part of its contribution to the Program;
- Most communities require assistance with both the development of new, and the rehabilitation of existing indoor and outdoor recreation facilities; and
- A locally initiated life cycle maintenance system is required to ensure that new or renovated facilities are adequately maintained.



9. Be inclusive, encompassing every environment that accommodates leisure, recreation, physical activity and sport endeavours. As such, the Program should cover built form in which traditional sports and physical activities occur (arenas, community centres, pools, etc.), outdoor environments that are increasingly popular with most target populations (trails, parks, etc.), and non-physical recreation venues such as youth centres.
10. Facilitate the consideration of new planning approaches, creative design features and the most up-to-date construction techniques into facility development and rehabilitation projects to enhance levels of physical activity and sport participation and to ensure physical accessibility.
11. Complement existing federal, provincial/territorial and local sport, physical activity, recreation and related initiatives (e.g. active transportation).



Specific Considerations:

The following table outlines more detailed recommendations that relate to specific Program components:

Component	BCRPA Recommendations	Rationale:
Funding framework	<ul style="list-style-type: none"> ◆ The Federal and Provincial governments to provide the larger share of the funding for planning and building capital projects. Municipal governments contribute land, facility operation costs, maintenance costs, lifecycle maintenance costs, programming and activity costs. 	<ul style="list-style-type: none"> ◆ The benefits of an equitable, efficient and responsive national infrastructure accrue to all levels of government. A shared funding model reflects the significant investment that municipal governments already contribute to sport, parks and trails Infrastructure.¹⁰ Currently, the requirement to have municipalities contribute equally to capital costs has severely impacted the timing for and the quality and quantity of facilities being built.
Rationale	<p>Information that supports the Project must include:</p> <ul style="list-style-type: none"> ◆ City/Regional Council project and budget approvals; ◆ An evidence-based plan that takes into account current and future regional and community needs, barriers, demands and trends; and ◆ A well designed community engagement process. 	<ul style="list-style-type: none"> ◆ The Project must be responsive to current and future community needs and current demand (i.e. actual usage). ◆ It must specifically address the barriers experienced by the inactive and the uninformed. ◆ The process of engagement will provide a foundation for reaching those who have not historically been served.
Eligible types of infrastructure projects	<p>Eligible projects include:</p> <ul style="list-style-type: none"> ◆ Sport and recreation facilities and spaces with the priority being user-based versus spectator based facilities; ◆ Parks, fields, open spaces and trails; and ◆ Other recreational infrastructure that meets the program objectives. 	<ul style="list-style-type: none"> ◆ User based facilities focus on active participation and therefore support healthier citizens. ◆ Parks, fields, open spaces and trails reflect the trend for citizens to highly value these informal experiences, the high level of usage, no-cost/low cost, the ability to be active while connecting with nature, and the use of trails as a non-vehicular transportation option.

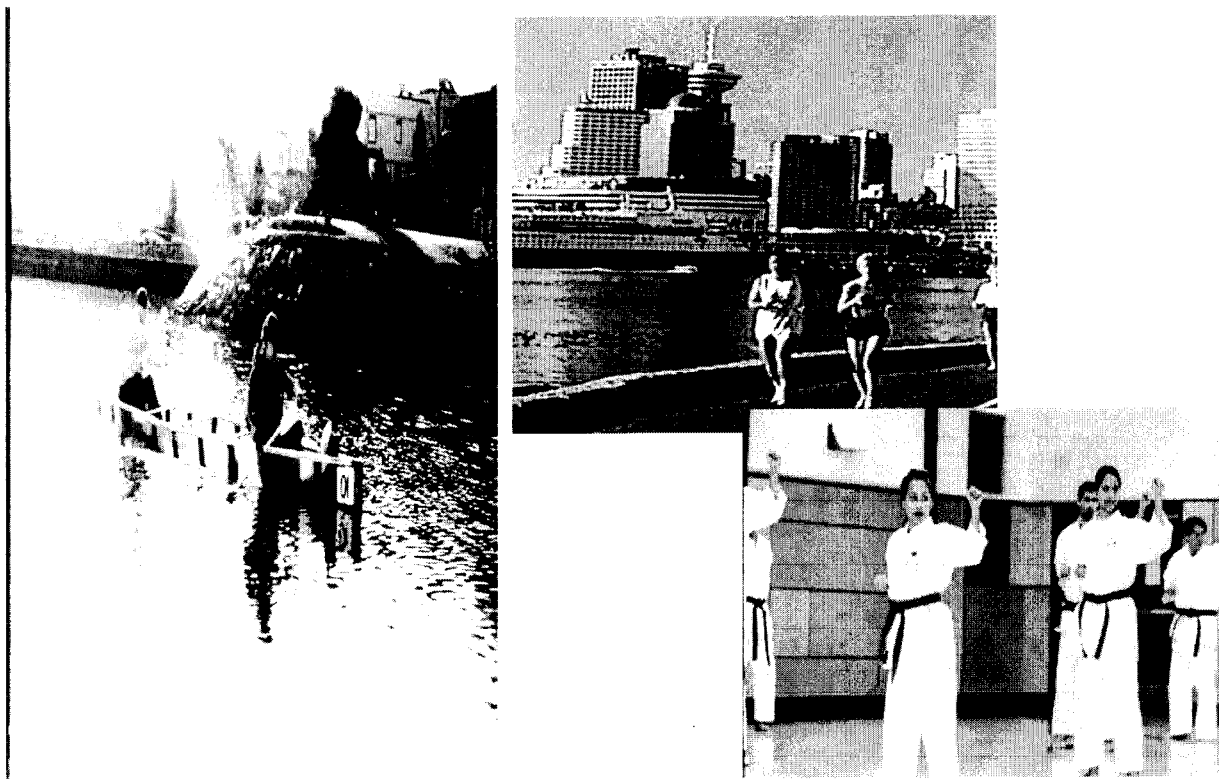
Component	BCRPA Recommendations	Rationale:
Objectives	<p>Successful Projects will:</p> <ul style="list-style-type: none"> ◆ Target all segments of the community and in particular the disadvantaged neighbourhoods, the vulnerable, the inactive and those who face barriers to participating; ◆ Contribute to physical, social, cultural, personal and economic development of the community; ◆ Provide indoor and outdoor venues for a well planned system of activities and services that meet a variety of interests (sports, leisure and recreational) and levels of competency; ◆ Be safe and accessible (i.e. be designed to removes barriers such as physical, visual, etc.); ◆ Be multi-purpose and flexible; ◆ Provide social gathering and meeting spaces; ◆ Provide for emergency responses during local major disasters; ◆ Provide adequate ancillary spaces (i.e. adequately sized family change rooms, storage, food services); and ◆ Foster community partnerships. 	<ul style="list-style-type: none"> ◆ It is important that all voices in the community form the basis of designing indoor and outdoor facilities. Such a foundation will better ensure the inactive and uninvolved are served as well as continuing to support those who are active. Through the engagement process, participants will feel greater ownership and the space will be more relevant to a broader range of people. ◆ Activities need to inspire a variety of interests and support a range of abilities. ◆ Activities must be accessible so that the service is perceived as reliable and is habit-forming. ◆ Multi-purpose and flexible spaces ensure the facility can accommodate a variety of activities now and into the future. ◆ Not having adequate ancillary spaces severely undermines the functionality and attractiveness of a facility. ◆ Partnerships will maximize benefits from the project, increase reach into community and leverage community resources.
Lifecycle Plan	<p>Project must:</p> <ul style="list-style-type: none"> ◆ include a lifecycle maintenance plan; ◆ build community capacity; and ◆ clearly demonstrate the proposed facility is sustainable. 	<ul style="list-style-type: none"> ◆ A lifecycle maintenance plan ensures that buildings will not slip into disrepair. ◆ Creating local knowledge on how to assess, plan and address maintenance issues will ensure greater responsibility and responsiveness.

4. Recommendations:

BCRPA is fully committed to working with government to create an equitable, efficient and responsive National Infrastructure Renewal Strategy. It is positioned to assist and understands this investment will ultimately support healthy and active individuals and communities. In this spirit, we offer the following recommendations:

That the Ministry consider the information provided here and integrate it with other sources to form BC's response to the Federal, Provincial, and Territorial Ministers in sport and recreation in November, 2005.

1. That the Ministry adopt a rationale for sport, recreation and parks infrastructure that recognizes its essential value in the creation of healthy, active, interdependent citizens, and cohesive communities.
 2. That the Ministry consult on a regular basis with BCRPA.
 3. That the BCRPA be utilized for the accumulation of data and the development of strategies for sport, recreation and parks infrastructure that have national and provincial relevance, and that appropriate resources be provided for this purpose.
-



Acknowledgements

The following members of BCRPA assisted in the development of the present submission:

1. Susan Mundick, General Manager, Vancouver Board of Parks and Recreation; President, BCRPA
2. Suzanne Allard Strutt, Chief Executive Officer, BCRPA
3. Sharon Meredith, Manager, BCRPA
4. Ross Milnthorp, Director of Leisure Services, City of Terrace
5. Kevin Pike, Director of Parks & Community Services, District of West Vancouver
6. Darryl Condon, Architect & Principal, Hughes Condon Marler: Architects
7. David Roach, Vice-President, CanonDesign
8. Chris Nelson, Principal, Recresynthesis Consulting Inc.
9. Rudy Roelofsen, Facility Development Manager, City of Vancouver
10. Charles Parkinson, Director, Ministry of Tourism, Sport and the Arts
11. Jennifer Wilson, Consultant

Investing in Healthy Communities through Recreation Infrastructure
BC Recreation and Parks Association

References:

¹ Conference of Federal-Provincial/Territorial Ministers Responsible for Sport, Physical Activity and Recreation – Press Release, August 5, 2005.

² The City of Humbolt's "Economic Impact of Leisure Services in Humbolt - 2000" concludes that there are significant economic benefits to communities as a result of recreation services. For a community with a population of 5,600, the new money brought into the community from recreation services was \$842,405 for property values and \$2,737,817 for business sales.

³ The BC Healthy Living Alliance's document entitled "The Winning Legacy" states that "much of the chronic disease burden in the province is preventable by addressing the four risk factors of tobacco, physical inactivity, unhealthy eating and being overweight or obesity". It estimates that these risk factors cost the BC economy approximately \$3.8 B annually and undermines productivity. In the World Health Organization (WHO) Report entitled Preventing Chronic Diseases, Canada will "lose \$9 billion from premature deaths". It also concluded that chronic disease hinders economic growth and reduces the development potential of countries. On an optimistic note, the same report recognized the progress that Canada is making to reduce chronic disease, that from 1970 to 2000 more than 1 M cardiovascular disease deaths were averted and Canada is thought to be "sort of a role model" for many countries.

⁴ Marilu Henner is a well-known actress, the author of New York Times and national bestselling books on health and healthy lifestyles and for more than twenty years she has championed a vigorous, healthy lifestyle and inspired millions of people.

⁵ The BC Healthy Living Alliance's document entitled "The Winning Legacy" states that 20% or more of the case of type 2 diabetes, stroke, coronary heart disease, and colon cancer result simply from a sedentary lifestyle. This fact was recently underscored by WHO's ground breaking report which states that "Of the more than two million Canadians who will die from chronic diseases during the next 10 years, about half will suffer needless deaths because they've smoked too much, exercised too little and ate unhealthily". The analysis released in September 2005 projects that in the next decade, deaths from chronic diseases will increase by 15 per cent in Canada and most strikingly, deaths from diabetes will soar by 44 per cent.

⁶ Community members consistently report these benefits and specific examples are documented in the recently prepared Needs Assessments for Britannia Community Centre and Kerrisdale Community Centre prepared by Jennifer Wilson Consultants Ltd. and Points of View Research.

⁷ National Recreation Statement, 1987 (See Appendix II)

⁸ Phase II focuses on parks and fields and is just being complete now. Phase III is conducting an inventory senior and youth spaces and community halls.

⁹ 2004, BCRPA Facility Assessment Study – Phase I Inventory of pools, arenas, and curling rinks.

¹⁰ Capital and operating costs associated with the provision of recreation infrastructure is significant. For example Oceanside Place in the National Regional District had a capital cost of \$12 million and current operating costs (net of revenue) of \$543,900 annually.

APPENDIX II – NATIONAL RECREATION STATEMENT

TO: MAYOR & EACH COUNCILLOR
FROM: CITY CLERK'S OFFICE

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	DAW	
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	WS	

pc: Cathy Carlile
for information



DEC 13 2006

Ref: 13409

Dec 13/06 KS

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Members of Council
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

Dear Councilors:

I appreciated the opportunity to meet with your delegation at this year's UBCM Convention in Victoria. I was interested to hear about your community and hope that you and other members of your local government enjoyed a productive and successful convention.

Thank you for your brief on "Sustainable Sport, Recreation and Physical Activity Infrastructure," which I have now shared with team members in the Ministry of Tourism, Sport and the Arts' (Ministry) Tourism Division, and Sport and Recreation Division. I commend the City of Richmond in showing incredible leadership in their long term planning. I am interested in ensuring the sustainable growth of tourism and recreational activity in this province, and can assure you that the Ministry will continue its efforts to advocate to the federal government the need for sport/recreation infrastructure funding. I would encourage the City of Richmond to join with other municipalities to ensure Canada hears that such infrastructure is a priority for local governments.

As discussed at the meeting, 2008 is British Columbia's time to honour the past and celebrate the future. BC2008 recognizes 150 years of rich cultural diversity, community strength and far-reaching achievements since the founding of the Crown Colony of British Columbia in 1858. I encourage you to visit our website at www.bc2008.gov.bc.ca, to register for our newsletter so we can keep you up to date on developments on how you can get your community involved. Let me also remind you that in his UBCM speech, Honourable Gordon Campbell, Premier, announced that the Government of British Columbia is investing \$20 million for community Spirit Squares; these squares will be the legacy of the BC2008 celebrations. We look forward to working with you over the coming months to bring this celebration to life.

Thank you for visiting the Capital, and for taking the time to meet with me.

Sincerely,

A handwritten signature in black ink, appearing to read "Stanley B. Hagen".

Stanley B. Hagen
Minister