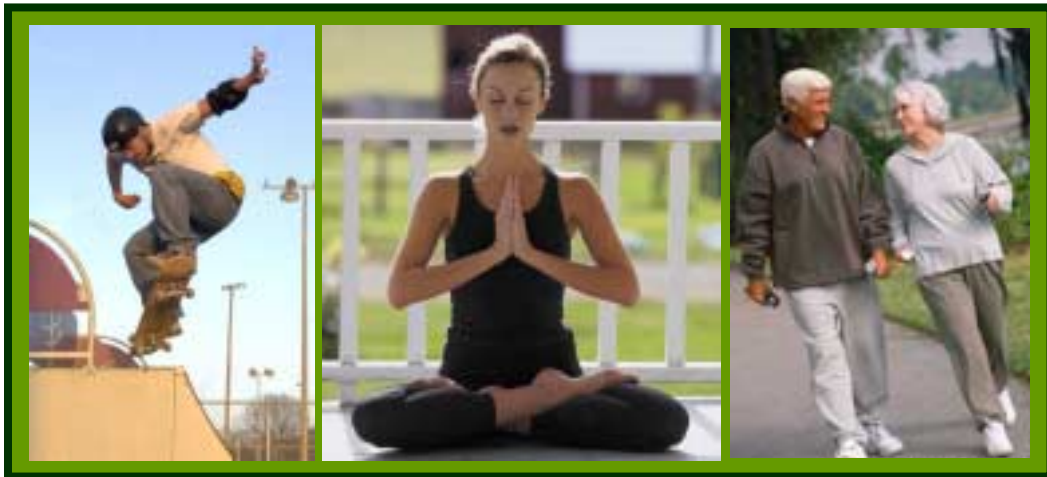


THE CORPORATION OF THE MUNICIPALITY OF POWASSAN



RECREATION ACTION PLAN



Final Report
June 2005

Prepared By:

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Ms. Nicky Kunkel
Deputy Clerk
The Municipality of Powassan
466 Main Street, Box 250
Powassan, Ontario
POH 1Z0

Dear Ms. Kunkel:

Re: Municipality of Powassan Recreation Action Plan

We are pleased to submit our final *Recreation Action Plan* for the Municipality of Powassan. This Plan is an important start for your Municipality as it moves to consolidate its public leisure resources to create an efficient and effective service delivery system. A number of the recommendations can begin immediately and in fact, we understand that several are now underway. Others will take more time. Over the course of the next year or so there are a number of transitional tasks recommended in this Plan.

It has been a pleasure working with you and I wish you all the very best in the future. Should you need further assistance with these or other initiatives we hope that you will not hesitate to call on us again.

Sincerely,

A handwritten signature in black ink that reads 'W. Donovan'.

Wendy Donovan, MA,
Principal

ACKNOWLEDGEMENTS

The Municipality of Powassan Recreation Action Plan was created under the direction of a Steering Committee, whose member's names are listed below. In addition, various staff and community members were instrumental in supporting the activities of this Plan. We wish to acknowledge these individuals for their support in the creation of this Plan.

Steering Committee Members:

- Christina Goulding, Councillor
- Dale Jardine, Trout Creek Community Centre Manager
- Mike Heasman, Sportsplex Manager
- Jill Faulkner, North Bay Parry Sound Health Unit
- Sherry Young, President Royal Canadian Legion
- Kim Boaro, Recreation Committee
- George Evers, Trout Creek Lions
- Nickey Kunkel, Deputy Clerk
- Joey Rainer, Summer Recreation Assistant

We also thank those community members who participated in the public meeting, who contributed their comments to the on-line survey and who provided their input through key informant interviews. Through the ongoing efforts of the community we hope this Plan will achieve its goals of increasing participation in active recreation, streamlining its delivery of recreation services and enhancing the benefits of those services to the entire community.

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1.0 INTRODUCTION

The Recreation Action Plan for the Municipality of Powassan outlines a service approach, goals and strategies:

- To increase participation in active recreation; and
- To improve the effectiveness and efficiency in delivery of these services by the Municipality.

The Municipality of Powassan, approximately 30 kilometres south of North Bay, was amalgamated in 2001 from the three former municipalities of Trout Creek, Powassan and South Himsworth, and has a combined population of 3,200.

The pre-amalgamation organizational structure, which included the Sportsplex Arena/Curling Board, the Trout Creek Community Centre Board, and a Recreation Committee providing programs and management of outdoor fields, the outdoor pool in the village of Powassan, a beach area and other outdoor recreation facilities, has remained unchanged. Staff resources include a full time manager (and other operational staff) for each of the arena facilities reporting to their respective Boards, a seasonal full time recreation co-ordinator, and seasonal program staff employed by the Town, with considerable support from the Municipality's Deputy Clerk. Municipal staff maintain the outdoor sport and recreation facilities. The Sportsplex is a partnership with the adjoining Township of Nipissing that contributes 25% of the annual operating deficit.

The operating structure, which reflects pre-amalgamation circumstances, may not be efficient. It may also not be effective in bringing the new communities together. On the other hand, there is evidence that the sense of ownership for these facilities has contributed to their success. This Plan will carefully consider these and other options in recommending new approaches to enhance operational efficiency and effectiveness.

The health and wellness of the Municipality's residents is an important issue for the Municipality and for this Plan, reflected in recent initiatives such as the 2003 "Get off the Couch Program". Physical activity is a leading contributor to general health, and the reduction of illness, and this Plan addresses barriers to increased activity and identifies strategies to increase activity across Powassan's population.

The Powassan Activity Plan is presented in four sections:

- 1.0 Introduction
- 2.0 Planning Context
- 3.0 Recreation Action Plan
- 4.0 Implementation and Monitoring

The Planning Context summarizes the context in which the Plan is prepared including population and socio-demographic profile, health trends, recreation service trends and best practices, the existing delivery system including programs, services and facilities. Finally, this section summarizes the consultation activities undertaken in the preparation of this Plan. Section 3.0 – The Recreation Action Plan outlines the strategies and recommendations designed to increase participation in active recreation and improve service delivery effectiveness and efficiency. Section 4.0 summarizes the recommendations, proposes a schedule for completing various recommendations, provide order-of-magnitude capital and operating cost implications of the Plan. This section also provides a number of methods to monitor physical activity participation. These activity-monitoring methods are taken from the Ministry of Tourism and Recreation Active 2010 Resource Manual prepared by dmA. At time of writing this manual is still in draft form and has not been formally released by the Province.

2.0 PLANNING CONTEXT

The planning context establishes the framework for preparing Powassan's Recreation Action Plan. At the community level, it describes the current situation in Powassan with respect to socio-demographic and health characteristics, activity levels, and availability and use of recreation facilities and programs. Local interest in, and potential for program and activity development is influenced by broader, social trends. Consequently, the wider context of recreation activity and lifestyle trends, and best practices in activity and program development, are also considered.

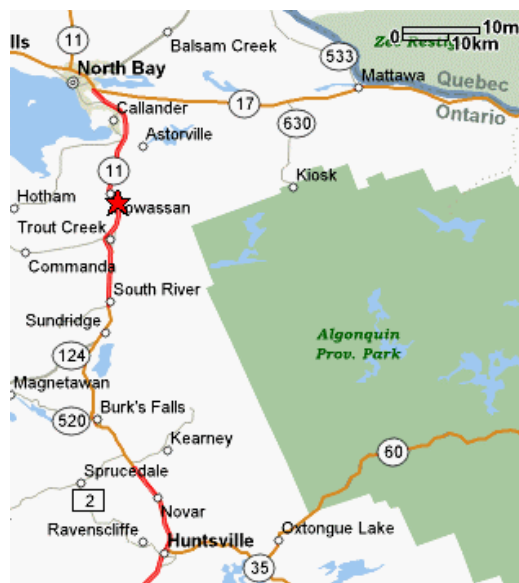
2.1 Population, Socio-Demographic Profile and Health Trends

Population and socio-demographic characteristics relevant to this study are based on Statistics Canada data and information provided by the Municipality of Powassan.

2.1.1 Geographic Context

Powassan is a rural community of just over 3,000 people, located about 30 kilometres south of the City of North Bay. The Corporation of the Municipality of Powassan was established in 2001 through the amalgamation of the Towns of Powassan and Trout Creek, and the Township of South Himsforth. The main population centre of the Municipality is the former Town of Powassan. Trout Creek forms a second, smaller population centre with a relatively large representation of retired residents. The remainder of the Town is largely farmland. Many residents travel to North Bay to work.

Figure 2.1: Location of the Municipality of Powassan



Due to its relatively recent amalgamation, the two former Towns of Powassan and Trout Creek are still strongly perceived as separate entities by residents and, to a large extent, still maintain the community structures and relationships that existed prior to amalgamation.

2.1.2 Population Characteristics and Growth

Over the past 7 years, Powassan's population has remained relatively stable. In 2001 the population totalled 3,252, a slight decrease from 1996 (1.8%). Population figures for 2003 indicated a 1% increase from 2001 to 3,278 persons¹.

The greatest proportion of Powassan's population (45%) is between the ages of 25 and 54 years. Table 2.1 shows that the age profile for Powassan is similar to that of the Province overall, with slightly more residents over the age of 55 years. The median age of the population in 2001 was 42.7 years, which was slightly older than the median of 37.2 years for the Province as a whole.

Table 2.1: Population Age Distribution

Age	Town of Powassan	Town of Trout Creek	Township of South Himsforth	(Municipality of Powassan)		Municipality of Powassan		Ontario
	1996	1996	1996	1996	1996 (%)	2001	2001 (%)	2001 (%)
Age 0-4	75	40	85	200	6%	150	5%	6%
Age 5-14	135	85	230	450	14%	410	13%	14%
Age 15-19	60	45	130	235	7%	210	6%	7%
Age 20-24	50	35	80	165	5%	150	5%	6%
Age 25-54	410	245	675	1,330	40%	1,310	45%	45%
Age 55-64	115	60	185	360	11%	395	12%	9%
Age 65-74	115	50	125	290	9%	295	9%	7%
Age 75 and Over	170	55	65	290	9%	335	10%	6%
Total	1,130	615	1,575	3,320	100%	3,250	100%	100%

Source: Statistics Canada, 1996 & 2001

Population projections are not available from the Municipality. Background information for the Official Plan suggests a slight overall decrease in population, and a population shift from Trout Creek and Powassan to South Himsforth, as people move to new developments in a more rural area. On the other hand, the services of more developed settings are generally preferred by adults retiring to small communities. Other studies suggest young adults are leaving the community for education or employment purposes. It is anticipated therefore that Powassan's population will continue to display a relatively older age profile, with higher representation among middle age and older adults.²

¹ Provided to the Municipality through MPAC.

² Information on future population was provided by the municipality.

2.1.3 Selected Socio-Economic Indicators

Participation in, and demand for, recreation is influenced by a variety of social and economic factors. The following points highlight a number of characteristics that will influence the Recreation Action Plan. Unless otherwise noted, data are from Statistics Canada for the Municipality of Powassan and Ontario.

- The most significant difference between Ontario and Powassan households is that couple-only households (i.e., with no children) in Powassan comprise a larger proportion (35.2%) than they do province-wide (27.9%). Couple-only households are the largest proportion of all types of households in Powassan. Couple-households with children in Powassan comprise 31.6%, while provincially they represent the largest proportion by type at 32.6%. Household composition in Powassan reflects the relatively older age profile of the community.
- Although the employment rate in Powassan (59.8%) is lower than that for the Province as a whole (63.2%), local unemployment (4.7%) is below that for Ontario (6.1%). This is likely a reflection of a relatively larger retired population locally than provincially.
- The employment profile of Powassan residents differs from that of Ontario's population in several industries and occupations. Larger proportions of Powassan residents work in manufacturing/construction (25.1%) and agricultural and resource-based industries (6%) than Province-wide (22% and 2%, respectively) than in more urban areas of the Province. A noticeably higher proportion of Powassan residents are employed in health and education (21.3%) than Province-wide (15.1%). Occupations within the above-noted industrial sectors show similar patterns. A larger proportion of local residents (23.2%) are employed in trades and related occupations than Provincially (14.1%); 5.3% of Powassan residents work in primary industry, compared to 2.7% of Ontario's population; 5.6% of local residents are employed in health occupations, compared to 4.8% Province-wide.
- Powassan's median family income for couple families in 2001 was \$55,868 compared to \$66,476 for Ontario. Not surprisingly, the median income for lone parent families (\$27,364) was lower than for those headed by couples, and was also lower in Powassan than for the Province as a whole (\$33,724).

Powassan, therefore, is a small, relatively stable community. It comprises a somewhat older, retired population with some diversity in employment across sectors related to agriculture, primary industry, education and health. Income is somewhat lower in Powassan than across the Province. At the same time, the cost of living is lower relative to Ontario's major, urban centres. Lower incomes, therefore, are offset by variables such as lower housing costs etc.

Income is an important consideration in terms of ability to pay for recreation and leisure programs and low income is commonly cited as a barrier to increased participation. Although not specific to Powassan, statistics indicate that women in the North Bay and District Public Health Unit with incomes of less than \$27,000 were less likely to access recreation services and programs for children than were women with

incomes over \$36,000³. Mothers in northern Ontario with a family income of less than \$27,000 are 3 to 4 times more likely to report barriers such as cost of accessing programs, transportation or inconvenient locations than those in the two higher income categories⁴. Consequently, issues of affordability and access to recreation opportunities may be of particular concern to lone parent families in Powassan.

2.1.4 Health Trends in Powassan

The health of Powassan residents will affect their interest, and ability to participate, in recreation activities. Key health indicators for residents of the North Bay and District Health Unit, which includes Powassan, are listed below.

- The incidence of death from **heart disease** is higher among residents in the North Bay and District Health Unit than Province-wide: 346.3 persons per 100,000 population annually in the District compared to 267.1 for the Province.⁵
- **Smoking rates** among residents in the North Bay and District Health Unit exceed those for Ontario: in 2001, 43% of adults 35 to 44 years of age in the Health Unit were 43% smoked compared to 30% in Ontario overall. Smoking rates among teens aged 12 to 19 years in the Health Unit were 22.7% compared to 16.6% in Ontario in the same year⁶.
- The North Bay and District Health Unit ranks as the 7th most **overweight** district in Ontario: 37.6% of all individuals are overweight (BMI of 25.9-29.9) and 19.6% are obese (BMI of 30.0 or higher); 38.2% of adults aged 20 to 64 years in the District are overweight (BMI higher than 27.0), compared to 32.6% in the Province. Proportionately more men than women in the North Bay and District Health Unit are overweight, and males represent the 4th most overweight group in Ontario (47.2% are overweight and 19.3% are obese). District females comprise the 16th most overweight group in the Province (28.4% are overweight and 19.8% are obese)⁷. Northern Ontario females (age 12-19) display a significantly higher proportion of obese individuals (21.2%) compared to the Province at 15.4%⁸.
- **Nutritionally**, 66.8% of individuals age 12 years and over in North Bay and District Health Unit over consumed less than five servings per day vegetables and fruit in 2001, compared to 61.5% in the Province overall⁹.
- 4.2% of residents in the North Bay and District Health Unit area suffer from **diabetes**, which is below the provincial figure of 4.6%. Locally, diabetes among females (5.7%) is noticeably more prevalent than among males (2.3%).¹⁰

³ Northern Ontario Perinatal and Child Health Survey Consortium. (December 2003). Determinants of Child Health in Northern Ontario.

⁴ Northern Ontario Perinatal and Child Health Survey Consortium. (December 2003). Determinants of Child Health in Northern Ontario.

⁵ Statistics Canada. (1996). Vital Statistics – Death Database.

⁶ Statistics Canada (2001). Community Health Surveys, 2000-2001.

⁷ Jedwab, J. (April 2005). Most Active Ontarians and those Carrying the Most Weight in the Province's Cities. Association of Canadian Studies. See <http://www.acs-aec.ca/Polls/Ontario-Physical%20Activity%20and%20Obesity.pdf>

⁸ Northern Health Information Partnership. (June 2003). The Northern Ontario Child and Youth Health Report.

⁹ Statistics Canada. (2002). Canadian Community Health Survey, Health Indicators, vol. 2002, no. 1.

- Reports of *pain or discomfort* that affect daily activities for residents in the North Bay and District Health Unit are proportionately lower than for the Province as a whole: 79.5% of District residents have no reported pain or discomfort, compared to 83.6% provincially; 5.0% have some pain but it does not affect activities, compared to 3.9% provincially; 12.2% have pain or discomfort that prevents a few activities, compared to 9.2% provincially; and 5.4% have discomfort that prevents most activities compared to 3.2% provincially.

Although these data are not specific to Powassan (they reflect the North Bay region as a whole), they suggest a need for health related interventions to improve the quality of health among area residents, and that improvements are desirable. Increasing physical activity can reduce the incidence of obesity, which can be a contributing factor to other serious health conditions including heart disease and diabetes. Increasing physical activity levels in Powassan, therefore, will contribute to health benefits.

2.2 Activity and Lifestyle Trends¹¹

Activity and lifestyle trends form the broader context for preparing Powassan's Recreation Activity Plan. Collectively, these trends shape current interest in, and demand for, certain types of recreation activities. In most municipalities, local demand reflects a combination of these influences and community-specific variables.

2.2.1 Statistics on Participation in Physical Activity

The 2002 Physical Activity Monitor of the Canadian Fitness and Lifestyle Research Institute¹² provides a profile of participation in physical activity in Ontario. According to this study, as many as 57% of Ontario residents were insufficiently active for optimal health benefits. This represents a rise in participation since the early 1990s, when 1994 inactivity levels were at 62%. As shown in Table 2.2, the most popular physical activities for adults over 18 were walking for exercise, gardening, and swimming.

¹⁰ Statistics Canada. (2003) Canadian Community Health Survey, Health Indicators.

¹¹ Activity and participation trends are from the consultant's secondary source research files.

¹² See <http://www.cflri.ca> for benchmarking studies.

Table 2.2: Most Popular Activities for Adults 18yrs+

	Top 10 activities	Percent
1	Walking for exercise	85
2	Gardening, yard work	79
3	Swimming	59
4	Home exercise	54
5	Social Dancing	51
6	Skating	31
7	Bowling	26
8	Weight training	25
9	Baseball, softball	24
10	Bicycling	22

For Ontario children aged 5 to 17 years, almost two-thirds are not sufficiently physically active for optimal growth and development. Boys are more likely than girls to meet the optimal guideline for physical activity, and the difference is more pronounced among teens where almost twice as many boys as girls meet the physical activity guidelines. The most popular physical activities for children 5 to 17 years of age were playground activities*, swimming, walking, and bicycling, as shown in Table 2.3.

Table 2.3: Most Popular Activities for Children 5-17 yrs.

	Most Popular Activity	Percent
Children 5-17, rank		
1	Swings, slides, teeter-totters*	93
2	Swimming	87
3	Walking	86
4	Bicycling	78
5	Tobogganing, other winter activities	77
6	Skating	70
7	In-line Skating	46
8	Running, jogging	46
9	Basketball	45
10	Soccer	45

* Includes only 5-12 year olds

In 2003, population in the North Bay and District Health Unit ranked the **9th most inactive region** in Ontario: 50.4% were physically inactive. Females were more inactive than the population as a whole (55.1% inactive) - ranking the 7th most inactive region in Ontario. Males were less inactive, with 45.5% reporting physical inactivity, and ranking the 16th most active region¹³.

Only 29.2% of females, age 12 to 19 years, in the North Bay and District Unit, reported engaging in physical activities where energy expenditures were at least 3.0 kcal/km/day¹⁴.

¹³ Jedwab, J. (April 2005). Most Active Ontarians and those Carrying the Most Weight in the Province's Cities. Association of Canadian Studies. See <http://www.acs-aec.ca/Polls/Ontario-Physical%20Activity%20and%20Obesity.pdf>

¹⁴ Northern Health Information Partnership. (June 2003). The Northern Ontario Child and Youth Health Report.

2002 data show the following physical activity levels for both males and females over the age of 12 in the North Bay and District Health Unit: 52.1% were active to moderately active and 43.3% were inactive.¹⁵

Once again, these data are not specific to Powassan. It is unlikely, however, that local residents' activity levels are significantly different from these, particularly given comparable levels of inactivity Province-wide. These data suggest, therefore, that physical activity levels among Powassan residents are lower than is desirable for health benefits and that there is considerable potential to increase active participation.

2.3.2 Activity Participation Trends

Participation in recreation activities changes as demographics change, as new technologies and opportunities emerge, and as lifestyles adjust to societal pressures and change, the exposure to new ideas and opportunities, and the availability of facilities and resources. Activities that were once popular may not be as popular now or in the future. Table 2.4 highlights general activity trends in Ontario that are expected to influence the development of this Plan. Not all of the activities noted are those that Powassan residents engage in, for reasons such as facility availability, distance to programs etc. Similarly, Powassan residents may participate in activities not noted here. Collectively, however, each of the three "streams" describes a group of activities with some common attributes¹⁶ that are driving the direction of interest and participation. Demand for activities listed in the "increasing interest" group - or new ones with similar characteristics - is anticipated to be the focus of program/activity development in the foreseeable future.

¹⁵ Statistics Canada. (2002). Canadian Community Health Survey.

¹⁶ Please note not all activities display all characteristics that are noted at the bottom of each column. These summaries are intended to display a trend.

Table 2.4: Activity Trends

Interests that are Increasing	Interests that are Stable	Interests that are Declining
<ul style="list-style-type: none"> • Therapeutic aquatics & activities • Instructional aquatics at learn-to-swim level, recreational swimming • Adult recreational hockey, in-line hockey, box lacrosse, sledge hockey • Women's/girls hockey • Recreational basketball, volleyball (beach) • Unstructured fitness activities • Family based activities • Indoor and outdoor soccer • Golf, gardening • Hiking, walking • Running/jogging • Skateboarding, BMX, rollerblading • Unstructured court activities • Extreme sports • Participation in cultural activities • Home based entertainment 	<ul style="list-style-type: none"> • Instructional swimming advanced • Synchronized and competitive swimming • Minor hockey • Curling • Football, softball, tennis 	<ul style="list-style-type: none"> • Competitive hockey for males • Figure skating • Organized baseball
<p><i>Activities that are flexible, social and health focused, inclusive, or new and exciting.</i></p>	<p><i>Activities that are considered fundamental skills, social and recreational, rather than competitive.</i></p>	<p><i>Activities that are highly structured, expensive and competitive, that limit socialization or that are exclusive.</i></p>

2.3.3 Lifestyle Trends Affecting Participation

- **Time and Energy Deficit:** According to the Canadian Fitness and Lifestyle Research Institute's 2002 Physical Activity Monitor survey, lack of time (75%), energy (64%) and motivation (62%) are the most frequently noted barriers to physical activity participation among Canadians.
- **The Changing Nature of Work and Family Dynamics:** Households with two working parents and single parent families are more common today than in the past, suggesting that demand for after-school, evening and weekend programs and activities may increase. Trends and influences in work patterns such as job sharing, part-time employment, under-employment, and early retirement, suggest that daily or weekly schedules for leisure participation may be expanded. Leisure providers will have to increasingly target their facility schedules and marketing approaches to attract and accommodate these varying market segments.
- **Aging and Physical Activity:** Older aged adults are being encouraged by health care professionals to get active based on research that suggests individuals with healthy weights and higher levels of physical activity are more likely to maintain independence and a high quality of life into old age, and are correspondingly less likely to use the health care system.¹⁷

¹⁷ Colman, R. (2002). *The Cost of Physical Inactivity in Nova Scotia*. Retrieved from <http://www.qpiatlantic.org/pdf/health/inactivity.pdf>

- **Market Segmentation of Seniors:** On the whole, the next generation of seniors will have more disposable income, better health, and less interest in long-term work commitments and obligations than the current generation of seniors. The Boomer Project¹⁸ⁱ notes that those born between 1946 and 1964 will focus on: how they look and feel, income and independence, enhancing their home, life and leisure and travel and exploration. These trends will directly impact their preferences for recreation, leisure and social programming and services at the community level.
- **Youth:** Youth have always been an important and influential consideration for recreation services. Increasing social pressures, family structure changes, access to financial resources, and the impact of the media make this a population segment that will voice their needs in the community.
- **Volunteering:** Volunteer Canada's National Survey on Giving, Volunteering and Participating, identified a 32% decrease in the number of Ontario residents that volunteered between 1997 and 2000. Twenty-five percent of Ontario residents volunteered an average of 165 hours each according to the same survey. The nature of volunteering has also changed, including an increase in mandatory volunteering (school mandated volunteer work, workfare, etc.); importing management practices from the corporate and public sector to evaluate volunteer performance and outcome; the professionalization of "volunteer management"; volunteer boards that must act as supervisors and planners; and volunteer development initiatives to recruit and retain volunteers for longer periods of time¹⁹.
- **Declining Interest in Team Sports:** An overall decline in interest for many minor team sports mirrors a demographic shift in the proportion of young people (those likely to participate in team activities) compared to previous generation²⁰. The decline in interest has been partially offset for the short term by the growing participation by women and girls in sports, which traditionally have been dominated by males. To some degree, this trend can be expected to reduce demand for certain types of facilities but as the recent explosive growth in soccer suggests, it will vary by activity and community size.

¹⁸ Matt Thornhill, The Boomer Project, www.boomerproject.com

¹⁹ Volunteer Canada. (2000) *Trends in Volunteerism*. Retrieved from www.volunteer.ca/volcan/eng/volincan/

²⁰ Foote, D.K. (1996). *Boom, Bust and Echo* (discussion about the decline in traditional team sports)

2.4 Best Practices and Emerging Initiatives²¹

2.4.1 Improving Physical Activity Levels

Across Canada there have been a variety of campaigns and initiatives aimed at improving physical activity levels with the view of improving overall health. Some of the programs of relevance to this study are noted, including the Municipality of Powassan's "Get Off the Couch" campaign. This is not intended to be an exhaustive list, but simply a sampling of what is currently available²².

Active 2010

Less than half (about 48%) of Ontario residents exercise three or more times a week (the minimum recommendation for good health). The Government of Ontario recently launched a new campaign designed to increase physical activity participation levels by 10% among youth and adults by 2010²³. The 2010 Physical Activity Action Plan²⁴ is intended to provide resources and support to municipal decision makers and community-level organizations. Initiatives include: developing a social marketing campaign, expanding human and financial resources to support Active 2010 initiatives, increasing participation in sport and physical activity in Ontario schools, strengthening the capacity of leaders at the community level to plan and deliver quality and safe physical activity programs, supporting the revitalization of community infrastructure that supports physical activity participation, and continued monitoring of physical activity patterns.

Get Off the Couch

In May 2003, prior to the introduction of Active 2010, the Municipality of Powassan implemented its "Get Off the Couch" Campaign in an effort to motivate community residents to become more active. The Recreation Development Fund funded this Campaign for one year; however the municipality has continued the program with the revenue collected from the initial campaign.

The purpose of the Campaign was to develop a recreation program for the enjoyment of all residents in the community regardless of age, location, physical limitations and income. Groups that participated in the Campaign included: the Powassan Agricultural Society, Seniors for Seniors, Trout Creek Senior Friendship Club, Sportsplex Board, Trout Creek Community Centre Board, Recreation Committee, Accessibility Committee, Royal Canadian Legion, and the local elementary schools. Program partners took part in the Campaign by offering programs, suggestions as well as discounted/free facility rentals.

²¹ Best practices are identified on an ongoing basis through the consultant's work in the field, and from secondary sources.

²² The examples provided are taken from the Ontario Physical Activity Plan: Towards an Active 2010. The Province has only recently launched funding for activity based plans and examples from smaller communities than those provided are not yet readily available.

²³ Province of Ontario. (2004). *Ontario Physical Activity Plan: Towards an Active 2010*.

²⁴ Government of Ontario. (2004) *The Government of Ontario's Sport and Physical Activity Strategy*. Retrieved from: <http://www.tourism.gov.on.ca/english/sportdiv/physical/active2010.htm>

The Campaign met and surpassed its expectations, strengthening recreation for the municipality and local organizations. Participation was listed as a key area for improvement, and a major limiting factor for program development in Powassan was lack of appropriate indoor facilities.

***In motion* Campaign**

The *In motion* Campaign is a health promotion strategy of the Saskatoon Health Region with a focus on community-wide involvement in physical activity. Its goal is to have all of the citizens in a community include regular physical activity into their daily lives for health benefits. It is based on partnership building, increasing community awareness, and focusing on target areas to measure successes. *In motion* uses a detailed 10-step approach to creating a health promotion strategy, including a process beginning with establishing a common vision, building community partnerships and resulting in an implementation strategy to increase physical activity levels. The strategy also includes the tools to establish a system of communications and to develop a marketing plan. An evaluation plan is used to measure the community's success and progress.

Other Physical Activity Promotional Strategies

Across the country communities and organizations are mobilizing to create strategies to encourage and promote regular physical activity among residents. Some of these include the Active Edmonton Campaign, Toronto-Get Your Move On, Ottawa-Heart Beat, Stepping Out Moncton, and Active Halifax. The majority of these strategies identify target populations, involve a variety of community and health promotion partners, are built around a strong vision, and include promotion, advocacy, education, and activities and goals targeted to different population groups.

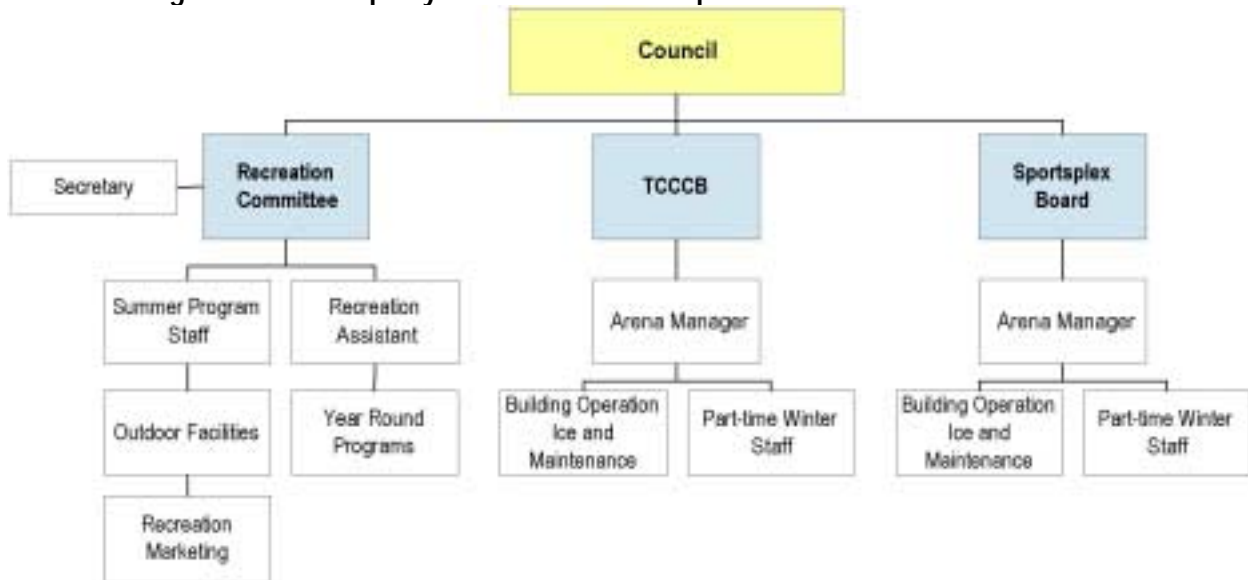
2.5 Delivery of Recreation Services in Possawan²⁵

This section describes the current structure by which community recreation services are provided in Powassan, and identifies characteristics of the delivery system that exist, in large part, because of the recent amalgamation of three municipalities to form the Municipality of Powassan.

2.5.1 Municipal Structure

Powassan's municipal organization in the delivery of recreation services is illustrated in Figure 2.2. Three standing committees of Council – the Recreation Committee, the Trout Creek Community Centre Board and the Sportsplex Board are the municipal bodies responsible for recreation service delivery. The two boards are parallel structures from the pre-amalgamated municipalities.

Figure 2.2: Municipality of Powassan Municipal Recreation Services Structure



- **The Recreation Committee** comprises one Councillor and four members at large. This Committee is responsible for overall management direction for outdoor fields, the outdoor pool, the beach area and for programs.
- **The Trout Creek Community Centre Board (TCCC)** comprises two Councillors and seven members at large. The Board is responsible for the building and its operations. Staff of the Trout Creek Community Centre Board are employees of the Board. The facility is currently financially self-sufficient with revenues achieved from facility rentals and various fundraising activities, notably Lions Bingo.

²⁵ Information presented in the section was provided by the Municipality, and supplemented by interviews and discussions with municipal staff, elected representatives and key informants.

- **The Sportsplex Board** is a joint venture between the Municipality of Powassan and the Township of Nipissing. Nipissing Council is represented on the board and it includes two members at large. The Board is responsible for the building and its operations including staffing. The Sportsplex's annual operating deficit is funded by the two municipalities with the Township of Nipissing contributing 25% and the Municipality of Powassan 75%.
- A Recreation Co-ordinator (currently seasonal full time) is employed by the Municipality with responsibilities for programming including swim instruction, summer camps etc. This position is a recent one, intended to enable the Municipality to move beyond facility provision and operation alone. With the introduction of Get Off the Couch (see Section 2.4.1), program staff was needed to ensure its operation and continued development. A number of staffing approaches have been tried over the past few years although none has proven the optimal solution for continuity and effective support for program and activity development. The position has also been temporary or seasonal and responsibilities associated with this role have been assumed by other municipal staff when the position is not active.
- The Municipality's Deputy Clerk has assumed many responsibilities related to recreation service delivery including liaison with the Recreation Advisory Committee and management of various studies and plans relevant to recreation services.
- Volunteers also provide many of the recreation services available to Municipal residents including operation of two seniors' centres, and considerable fundraising activities.

2.5.2 Volunteer Organizations

Volunteers are heavily involved in providing recreation programs, activities and services in Powassan, and many of the programs and activities listed in Section 2.6 are run by community volunteers. Volunteers are involved in program development, operation, fundraising and facility maintenance activities (e.g., trail grooming).

As in most Ontario communities, Powassan is also faced with a diminishing volunteer base as residents' discretionary time is depleted due to work and family responsibilities. Discussions with key informants generally indicated difficulties in recruiting new volunteers and concern over volunteer "burnout" among those who are active. As the currently active volunteer base ages, there is also a concern regarding its replacement. This is an issue across the community, but will be particularly important in Trout Creek where volunteers are both older and heavily involved in fundraising activities that are essential to the continuation of recreation services at the Community Centre. Similar to the municipal structure for service delivery, the community supports two parallel volunteer structures in the former Towns of Powassan and Trout Creek. It is reasonable to expect that, to some degree, this situation has "diluted" the potential strength of a municipal-wide volunteer base by duplicating efforts to provide the same programs in each location. Together, therefore, the general decline in volunteerism and the duplication of existing volunteer efforts will likely continue to undermine Powassan's volunteer base for recreation program/activity development.

2.6 Existing Recreation Facilities, Programs and Activities²⁶

Table 2.5 profiles recreation facilities in Powassan using the following indicators:

- **Provision levels** for the Municipality as a whole, expressed as one facility per number of residents. 2001 population figures were used to calculate each ratio.
- **Average utilization levels** were established based on the current use of facilities that are scheduled. A rating of **AC** (at capacity) indicates that, on average, 90% of available timeslots are utilized for the facility type. A rating of **NC** (near capacity) means that between 70-90% of all timeslots are utilized. Finally, a rating of **UC** (under capacity) suggests that fewer than 70% of all timeslots are utilized.
- **Comparable service ratios** have been identified, where appropriate, for similar sized municipalities in Ontario. These service ratios are an average from 61 municipalities with populations less than 10,000²⁷. These ratios represent per capita supply levels for the year 2002.

Table 2.5: Core Facility Provision

Facility Type	Total Municipal Facilities in Powassan	Average Utilization Level (2003-2004)	Powassan's Service Ratio (2001: 3,252 population)	Comparable Service Ratio (less than 10,000 population)
Indoor Ice Surfaces	2	NC	1:1,626	1:5,043
Outdoor Artificial Ice Surfaces	1	-	1:3,252	N/A
Softball Diamonds [Lit (2); Unlit (0)]	2	UC	1:1,626	1:3,063
Soccer Fields [Lit (0); Unlit (1)]	1	UC	1:3,252	1:2,754
Meeting Rooms	4	-	1:813	1:2,185
Community Halls	2	UC	1:1,626	N/A
Outdoor Pools	1	NC	1:3,252	N/A
Tennis Courts	1	-	1:3,252	1:2,601
Mobile Skateboard Park	1	-	1:3,252	N/A
Playground Structures	3	-	1:1,084	N/A
Golf Course	1	-	1:3,252	N/A
Outdoor Athletics Track [Lit (0); Unlit (1)]	1	-	1:3,252	N/A
Curling Ice Surface	1	UC	1:3,252	1:6,690
Seniors Rooms/Centres	2	NC	1:1,626	N/A

In addition to the facilities listed above, Powassan supports a trail system comprising snowmobile, cross-country skiing, and hiking and cycling trails.²⁸ Five snowmobile trails cross portions of the Municipality, totaling approximately 40km. Other trails total approximately 14km, all of which are located on privately owned land. Eight kilometers are accessible for a day-use fee or seasonal pass. The remaining 6.1km is

²⁶ Facility inventory is based on supply and use data provided by staff, supplemented by site visits by the consultant.

²⁷ dmA Planning & Management Services (2002). Municipal Recreation Facility Inventory Study.

²⁸ Information on trails is from the *Municipality of Powassan Trail Master Plan*, FRi Ecological Services and the Recreation Brochure

The Pines Trails and includes both marked and unmarked portions. A private golf course, High View, is also located in the municipality.

As the tabled information indicates, with the exception of soccer fields and tennis courts, Powassan is well supplied with recreation facilities, using a population-based comparison. Additionally, a number of facilities are underused. As noted in Section 2.6.1, organized ball has been discontinued, while soccer participation is growing. Facility use levels can be expected to reflect these ongoing shifts, and may offer opportunities to reorient existing facilities, as is the case now in which ball diamonds are being used as soccer fields.

Arena use is also below capacity. The Trout Creek Arena is only used 40 hours per week, of which 25 hours comprise practice time for teams from North Bay. Use of the Sportsplex Arena is closer to capacity, with a total of approximately 50 hours of prime time use per week. This finding is not surprising, given that Powassan's population base is too small to support two arenas.

2.6.1 Physical Recreation Activities/Programs

The following tables summarize the active recreation programs opportunities available in Powassan. Table 2.6 lists organized, instructional programs/activities and Table 2.7 shows activities that are unstructured for drop-in, spontaneous and/or individual participation. Table 2.8 lists special events and tournaments. These tables are not intended to include all available leisure opportunities in Powassan. Other, more passive leisure activities such as the two Fall Fairs and Dickens Christmas are also part of the supply and some of these events offer opportunities to participate in active recreation (e.g., races at the Fall Fairs). For the purposes of the Activity Plan, however, the review focuses on identifiable, ongoing active recreation programs and opportunities.

Table 2.6: Organized/Instructional Activities Available in Powassan²⁹

Organizations/Programs	Group(s) Served	Season(s) of Operation
Powassan Soccer Club	CY, MF	Summer
Powassan Curling Club	CYAS, MF	Fall, Winter
Powassan and Area Figure Skating	CYA, MF	Fall, Winter
Powassan Horticultural Society	AS	Year-round
Powassan Lions Swimming Pool swim lessons	All age groups, MF	Summer
Powassan Minor Hockey Association	CY, MF	Fall, Winter
Old Timers Hockey (Trout Creek & Sportsplex)	Adults/Male	Fall Winter
Ladies Hockey (Trout Creek & Sportsplex)	Adults/Female	Fall/Winter
South Himsforth Cross-Country Ski Club	All age groups, MF	Winter
South Shore/Restoule Snowmobile Club	All age groups, MF	Winter
Trout Creek Martial Arts (Kickboxing)	YA, MF	Spring, Fall
Walking Club	All age groups, MF	Spring, Summer
Seniors for Seniors (exercise class)	S, MF	Fall, Winter, Spring, Summer

C= Children Y = Youth A = Adults S = Seniors; M = Males F= Females

Table 2.7 Unstructured/Individual/Drop-in Activities Available in Powassan

Activity	Group(s) Served	Season(s) Offered
Ball Hockey	YA, MF	Spring
Badminton	AS, MF	Winter
Volleyball	A, F	Spring, Fall
Skateboarding	Y, MF	Spring to Fall
Archery	Y, MF	Spring
Tennis	YAS	Spring to fall
Dances	Y, MF	Fall to Spring
"Come out and Play"	CY, MF	Summer
Cross-Country Skiing	All age groups, MF	Winter
Yoga	YAS, MF	Spring, Fall
Bocce	S, MF	Spring to Fall
Shinny Hockey	CYA	Winter
Public skating	All age groups, MF	Fall, Winter
Public swimming (pool)	All age groups, MF	Summer
Public swimming (beach)	All age groups, MF	Summer

C= Children Y = Youth A = Adults S = Seniors; M=Male F=Female

Powassan offers a wide range of programs, including a variety of opportunities to participate both in organized activities and spontaneously. Although figures on participation trends were not available for this study, information gathered through interviews and discussions with community members suggest that local participation is in keeping with broader trends, with declines in activities such as figure skating and organized ball (this program has been discontinued), relative stability in boys' minor hockey, some growth in female and adult recreational hockey participation, and noticeable increases in minor soccer. Table 2.8 on indicates the special events held over the past year at both the Trout Creek Community Centre and the Sportsplex, as well as those sponsored by the Legion and Town wide activities.

²⁹ Organized ball has been discontinued, as least temporarily, due to declining participation.

Table 2.8 Tournaments and Special Events

Sportsplex Tournaments & Events	Trout Creek Community Centre Tournaments & Events	Legion Sponsored Events	Town-Wide
<ul style="list-style-type: none"> ▪ NDHL wind up tournament (Minor) ▪ Family Tournament (adult) ▪ Old Timers/Men's Tournament ▪ NOHA tournament of Champions ▪ Booster club Bingo 	<ul style="list-style-type: none"> ▪ Winter Carnival ▪ New year's Family Day ▪ Bingo ▪ Drop in hockey 	<ul style="list-style-type: none"> ▪ Fitness Equipment ▪ Darts (bi-weekly) ▪ Baseball Tournament (August) ▪ Drop in Cribbage/Euchre ▪ Bingo ▪ Annual Golf tournament 	<ul style="list-style-type: none"> ▪ Maple syrup festival ▪ Dickens Christmas ▪ Powassan Agricultural Fall Fair ▪ Trout Creek Agricultural Fall Fair ▪ Lions Fish Fry ▪ Anglers and Hunters Fish Fry

The annual operating costs (net deficit) to the Municipality for recreation services is approximately \$200,000, half of which is related to the Sportsplex. This annual deficit does not include Municipal costs related to parks maintenance, or to other staff (e.g., the Deputy Clerk) who contribute significant hours to recreation services. This also does not include capital budget items.

2.7 Public Participation Program Results

The public participation program for the Activity Plan comprised an on-line community forum, key informant interviews and a public meeting at which participants were able to discuss issues and concerns, and submit written comments. The results of these activities are presented below.

2.7.1 Public Meeting

The Public Meeting held on April 28th, 2005 at the Trout Creek Community Centre, attracted 28 residents. Based on addresses participants came from Trout Creek, the former village of Powassan, and from the rural community. The consultant presented a half hour overview of the planning process, followed by an opportunity for participants to ask questions. Participants noted their attendance on a sign-in sheet and were provided an opportunity to complete one of two comment forms. One form was directed to organizations that use the Municipality's recreation facilities, and asked for information related to future demand, current use, and organizational needs. The other was a more general comment form for residents at large. Five comment forms were received from organizational users, and five from residents.

Comment forms provided to individuals representing sport or recreation organizations asked them to indicate whether they anticipated their group's growth or decline, as well as issues and barriers they experienced. Responses were received from organizations offering public skating (for all ages), shinny hockey, and youth hockey. With the exception of the group providing shinny hockey for those under the age of 12, all indicated that existing facilities met their need for ice time. Responding groups noted the need to expand their volunteer base. Also noted was the need for programming for seniors and lower income families, development of the trail network, and the better use of existing facilities (e.g., schools and the South Himsworth Community Centre). Respondents also noted that the Municipality could be helpful in

promotion of their activities. Several respondents had more specific concerns including: low revenue from April to August (Sportsplex); increasing cost of hockey (Powassan Minor Hockey Association).

General comment forms submitted by participants at the public meeting asked individuals to identify activities in which they currently participate, things they would like to do more, barriers to participation and ways in which the Municipality might help. Returned comment sheets identified:

- Activities in which respondents would like to begin participating include yoga, country dances, dancercise, dance classes, tai chi, badminton, curling, trail activities, cycling groups.
- Activities in which respondents would like to participate more often include exercise classes, theme parties/dances, walking, cross-country skiing.
- Facility improvements that could help residents become more physically active included a fitness centre with shower facilities, for individual workouts; walking trails with maps, signage, easy accessibility; enhanced outdoor facilities (i.e., shuffleboard, badminton, volleyball courts, horseshoe pitches, lawn bowling).
- Program/service improvements that could help residents become more physically active included holding theme dances/parties to bring community together; more activities/programs in Trout Creek; more planned activities; catering to small groups in local facilities; low/no fees or "pay-as-you-go, where possible; host community-wide slo-pitch tournament, open to surrounding communities; offer activities with age-specific appeal; offer incentives (e.g., a fitness t-shirt) to get involved; host a "municipal/community challenge" incorporating local amenities (e.g., cross-country skiing, skating, snow shoeing).
- Key issues and concerns related to increasing physical activity levels among residents included lack of proper facilities/trails, apathy, getting youth involved.

2.7.2 On-Line Survey

A brief survey on the Municipality's web site provided residents with an opportunity to respond to questions regarding household activity levels and barriers to activity participation. The on-line survey was advertised in the local paper, on the Municipal web site, at the public meeting and during key informant meetings. The on-line survey generated 9 responses with the following points highlighted:

- Most respondents were adults, although a few were teens.
- Those who participated in team sports were most active in these activities in the winter, while those who hike and walk are least active during the winter months.
- Those respondents who do not feel they are sufficiently active to stay healthy noted that other commitments were a contributing factor, although cost, and lack of a participation partner were also noted.
- Activities that respondents would be interested in include: canoeing, kayaking, hiking, rock climbing, ball hockey, soccer, swimming, martial arts, baseball, , volleyball, skating, cross country skiing, weight lifting, aerobics, biking, walking/running, tennis, and ultimate Frisbee.
- A majority of respondents participate in recreation outside Powassan, largely in North Bay.
- Home-based physical activity (e.g., exercycles, tread mills, weights etc.) was also noted.
- Transportation was noted as a barrier by some respondents.

- Respondents suggest better promotion of available opportunities for participation, trails that link to Kate PaceWay, providing transportation from neighbouring communities to Powassan, providing after school programs, setting targets/goals, promoting family style activities, and more dances as activities they would like to see provided in Powassan.

2.7.3 Key Informants

Individual interviews were held with 12 representatives of the community and public sector organizations such as local public health providers, educators, elected officials, representatives of the two community boards, and municipal staff who could provide the consultants with insight to issues relevant to this Plan. A list of key informants is included in the appendix to this report. Some of the highlights and themes identified by key informants include:

- Better and more creative use of facilities including school facilities, arenas during the non-ice season, use of the South Himsworth Community Centre, replacement of unused Trout Creek diamond with tennis or soccer facility, seniors' centres etc.
- There is a need for leadership on the part of the Municipality to assist and focus opportunities including increasing community volunteer capacity, finding and supporting leaders and program instructors.
- The reality of ownership and different histories in the formerly separate municipalities and the need to find efficiencies as well as respect these traditions.
- The need for better communication, efficiency and effectiveness across recreation groups.
- The shrinking volunteer base and its impact on fundraising initiatives and service provision.
- The need to focus more program direction and support on the older adult population.
- Accessibility, related to transportation and to financial accessibility are issues for some residents, particularly (as it relates to transportation) for those in rural areas. Transportation is an issue for seniors and youth without their own transportation. Opportunity to develop creative programming that accommodates transportation issues is important.

2.7.4 Previously Reported Public Interest in Programs/Activities

In the fall of 2003, the Municipality surveyed students at local elementary schools to determine their interests in recreation programs. Fifteen activities of interest were identified, with the most popular being: artic cat team, indoor soccer, archery, mountain bike demo, ultimate Frisbee, volleyball clinic and dances.

In July of 2002, a recreation survey was mailed to all residents of the Municipality (1,600 households). Although only 16 responses were received, the information received indicated the potential for facility improvements in cleanliness and wheelchair accessibility³⁰. Suggestions for improved programs/activities included more for seniors, more non-competitive sports, summer arena use for ball hockey/rollerblading, aerobics, sports skills development/instruction, biking, all purpose trails, and better advertising.

³⁰ This comment is related to the Sportsplex. The Trout Creek Community Centre is fully accessible.

A number of these themes were reiterated during the public consultation program for this study, including interest in indoor soccer, ball hockey, aerobics, biking, trail development, summer arena use, more activities for seniors, and dances.

2.7.5 Consultation Summary

Several consistent themes run through each of the consultation activities. Participants recognized the need for operational and management efficiencies, and were sensitive to the need to make creative use of existing resources. At the same time, there is ownership of existing services and distinct communities and an understanding that these have to be respected, at least with respect to time and appropriate transition. Participants in a number of consultation activities noted the need to find ways to make the community think as a single entity.

Cost of programs was certainly a barrier to participation for some. More problematic than cost, seems to be the issue of transportation, e.g., for seniors during winter months, and youth after school. There has been strong reliance on volunteers for service delivery, facility management, and for fundraising. The volunteer base is shrinking for several reasons. The most significant reason may be that these are largely youth serving facilities and, with fewer local children and youth – and therefore their parents – available to volunteer, there is less volunteer activity around the operation and financing of these facilities. A majority of the ice hours used at the Trout Creek Community Centre are by North Bay teams, although participants may be residents of Powassan.

There is clearly a need for support in building community capacity, whether this is in developing partnerships, finding program leaders, supporting volunteers, or communicating opportunities.

With respect to increasing physical activity spring, summer and fall provide opportunities for residents to hike, walk, garden etc., and a number of participants noted that they are quite active during those months. Winter creates more problems for active living, except for those involved in winter sports.

Table 2.9: Summary of Community Interests/Suggestions for Increasing Opportunities for Physical Activity in Powassan³¹

New/Expanded Program/Activity Interests	Facility Improvements to Support Activity Development	Organizational Support for Development	Municipal Administrative Improvements
<ul style="list-style-type: none"> ▪ Theme dances (country, Latin, disco) ▪ Dancercise/exercise/aerobics ▪ Weight-lifting ▪ Indoor soccer, lacrosse, ball hockey ▪ Swimming ▪ Yoga, martial arts ▪ Beach volleyball, tennis, baseball, Ultimate Frisbee, badminton ▪ Curling, skating, lawn bowling ▪ Canoeing, rowing, kayaking ▪ Trail activities (cycling, walking, hiking); cross-country skiing ▪ After school programs ▪ Activities for youth; more for mid-teens; more structured activities for young teens (e.g., skateboard clinics) ▪ Planned activities; tournaments ▪ Seniors programs; family programs ▪ More drop-in, low cost, fun programs (e.g., floor hockey, bocce, skating) ▪ Facility-less program/activity development (e.g., walking) ▪ Running/walking/cycling clubs ▪ Incorporate "community service" component (e.g., public gardening projects, trail repair/grooming) 	<ul style="list-style-type: none"> ▪ Trail signage, accessibility ▪ Fitness/exercise facilities for solo workouts/gym; health club ▪ Increased access to public school facilities; open Powassan P.S. gym ▪ Trail (at least to soccer field); trail link to Kate Paceway; bike trails ▪ Regulation size soccer field ▪ Facilities for fitness should be non-smoking ▪ Storage for equipment (e.g., mats, soccer, baseball, hockey etc.) ▪ Small fitness facility in South Himsworth Community Centre (cardio, weight equipment, showers) ▪ More creative use of available facilities; use of arenas during off-season for indoor sports (e.g., soccer, walking track) to increase revenue ▪ Soccer, tennis facilities in Trout Creek ▪ Nets, field lining spray for soccer ▪ Volleyball sand pit in Trout Creek Park ▪ Improved access/transportation from Trout Creek to Powassan ▪ Use Sportsplex upper hall as gym ▪ Need for recognized recreation centre ▪ Shuffleboard, badminton, volleyball 	<ul style="list-style-type: none"> ▪ Assistance with advertising & promotion ▪ Volunteer recruitment and development ▪ Assistance to those who would like to participate (e.g., financial or volunteer incentive) ▪ Better advertising of low profile, low cost sports/activities (e.g., badminton, tennis, yoga etc.) ▪ Marketing within municipality through monthly/quarterly newsletter ▪ Marketing the economic "spin-offs" of weekend tournaments ▪ Market availability of facilities for outside rental ▪ Develop leaders, among all age groups/among youth ▪ Develop partnerships ▪ Build "community" with teen, children involvement ▪ Constant promotion of physical activity ▪ Need to develop targets/goals (e.g., community challenge) ▪ Offer small incentives 	<ul style="list-style-type: none"> ▪ Consolidation of services (e.g., one arena only) ▪ Need full-time recreation staff/director to ensure program continuity, recognition by community ▪ One recreation board for the entire community with balanced geographic representation ▪ Need for more formal planning process for recreation that listens to all needs in the community, evaluates options, initiates programs, monitors success etc.

³¹ Please note these are not the comments of the consultants. They have been taken from responses to the on-line community forum, key informant interviews, comment sheets from public meeting. No attempt is made to verify the accuracy of these comments. They have however, been accurately recorded from consultation input.

3.0 RECREATION ACTION PLAN

The Recreation Action Plan for Powassan addresses two issues. First, it will identify ways to increase residents' participation in physical activities. Secondly, the Plan will provide strategies to enhance and improve recreation service delivery. Some of the issues that emerged in the preparation of this Plan are consistent with those of most small rural communities – transportation, finding financial resources with a small population base, providing services and programs for a dispersed population. Other issues are common to amalgamated communities and, of course, made more difficult when there are large distances between population centres. For municipal recreation services in small communities amalgamation has not brought the same cost savings that are possible in other service sectors, a point that often comes as a surprise to elected officials, administrators and the community. Pre-amalgamation, recreation in many small communities was entirely or largely volunteer-led. Post-amalgamation, the critical mass of facilities, advisory boards, management boards, parks and facilities, often creates a need for a different model, including staff, to manage the system efficiently and effectively, resulting in a cost increase rather than decrease. In our experience, it is also common for amalgamation to have implications for community volunteers, further exacerbating the cost of providing these services.

It is important to note that some of the issues experienced in Powassan are coincidental with amalgamation, but not necessarily the result of that process. For example, volunteerism is down across the country. Reasons for the decline in volunteer resources are varied and run the gamut of: working and commuting parents, an aging population, a decline in the number of children (parents who volunteer with their children's teams being one of the largest recreation volunteer groups), retirees with greater affluence who travel or who continue to work part-time, new residents less connected to their communities, expectations/insurance and liability issues, to name a few contributing factors. All communities, amalgamated or not, are experiencing financial constraints.

On a positive note, the Municipality of Powassan has a number of strong points that will serve it well as it moves to structure its recreation services to support greater efficiency and service effectiveness, including increasing the activity levels of its residents. In undertaking this Plan, the Municipality has been proactive in a service area that is important to the quality of life and the health of its citizens. Discussions with key informants and participants at the public meeting, and with the Plan's Steering Committee, provided considerable evidence of flexibility, willingness to look forward and not back, and commitment to the new community. While showing signs of vulnerability with respect to future strength of volunteers, existing volunteers and their commitment to their communities provides a positive basis for growth in this sector, if it receives some support. Finally, there are no issues with respect to recreation services, or even resources, that will put undue pressure on the new system as it emerges (e.g., no unusually difficult youth issues, no significant pockets of poverty). Consequently, the Municipality is well positioned to build on its strengths and address signs of weakness before they move forward.

This section of the Plan will recommend a service delivery structure and approach to improve operational efficiencies and enhance services. It will provide a strategy to find efficiencies in existing facilities. Program priorities and opportunities will be identified within the context of the service structure. Finally, this section of the Plan will identify marketing tools and monitoring processes to assist with the implementation of the Plan's directions.

This section of the Plan is organized in the following manner:

- Guiding Principles – broad concepts that outline the values that will guide the Municipality's delivery of recreation services.
- Organizational Direction – discussion of overall organization approach, followed by implications and recommendations for staffing, roles and responsibilities of boards and committees, as well as for staff; discussion of transition initiatives; recommendations for administrative and policy initiatives.
- Facility Direction – discussion and recommendations related to use of existing facilities and, where appropriate, future use and new development.
- Program Priorities and Opportunities – identification of priority program initiatives to respond to gaps and identified need.
- Implementation and Monitoring – this section will discuss marketing and communication initiatives, partnership development and monitoring activities. At a high level, this section will also identify capital and operating cost implications of the plan.

3.1 Guiding Principles

Guiding principles are broad concepts that outline the values that guide the Municipality's delivery of recreation services.

1. Recreation services in the Municipality of Powassan will be provided in a manner that builds human and financial capacity in the community.
2. Recreation services in the Municipality of Powassan will be provided in a manner that enhances the sense of connectivity and community pride across the Municipality.
3. Recreation services in the Municipality of Powassan will be provided through partnerships with community organizations and other public sector providers.
4. Recreation services in the Municipality of Powassan will focus on enhancement of the community's physical and social health and wellness.

The four guiding principles have contributed to the directions and recommendations outlined in sections 3.2 through 3.4. The first principle is designed to guide the Municipality's actions and structures to achieve the most with community volunteers and individuals, businesses, and partners who can contribute time and

resources to the Municipality's recreation services. The second principle promotes activities that will heighten the sense of "one community" and bring different areas of Powassan together to promote the benefits and opportunities of their community. The third principle directs the Municipality to pursue partnerships wherever possible, rather than providing services directly or alone. Finally, the fourth principle focuses the Municipality's recreation resources and services on those initiatives that contribute to physical and social health and wellness, rather than other directions (e.g., tourism, economic development, environmental management etc.) that may also be the focus of municipal services in larger municipalities.

3.2 Organizational Direction

The current recreation service delivery structure incorporates all components of the former municipalities, resulting in a duplication of services and inefficient use of staff time and resources. The existing structure(s) are not well placed to support the needs identified in this Plan including:

- Need for supportive structures to attract and retain volunteers;
- Need for resources to build partnerships with other service providers;
- Need for communication (e.g., among similar groups, across the whole Municipality, availability of facilities etc.);
- Need for advertising support for community organizations;
- Need for assistance to attract program leaders and instructors;
- Need to find efficiencies within the system so that resources can be directed to areas of need or opportunity.

The current organizational structure - staffing distribution and job responsibilities, board and advisory committee distribution and responsibilities, lack of connectivity of various community organizations to each other and to staff, and the separated nature of recreation financial resources (among the Municipality and two arena boards) - is not conducive to successfully responding to these needs. Nor can the Municipality address other service and activity objectives effectively without better integration of its delivery system.

The overall direction of this Plan with respect to organization is to integrate both arenas and all staff complement within the municipal structure, with staff reporting directly through the municipal administration to Council. The Plan recommends that the Sportsplex Centre Board, the Trout Creek Community Centre Board, and the Recreation Advisory Committee be combined into one Recreation Advisory Committee that has two broad responsibilities (1) to provide formal opportunities to the community at large to have input to the municipal recreation services, and (2) to use this input to bring a community voice to major initiatives related to recreation. This input is advisory only, with staff reporting not to the Committee but through the administrative structure, as do other staff. The overall service and program direction includes two major functions (1) community development, and (2) facility management.

The following sections outline these roles in greater detail.

3.2.1 Directions – Boards and Advisory Committees

The current system includes the Board of Management for the Sportsplex, the Trout Creek Community Centre Board, and a Recreation Advisory Committee responsible for recreation services excluding the two arenas. The Trout Creek Community Centre currently operates without any annual tax funding, due to strong fundraising by the community. There are some concerns that the volunteer base may not be able to sustain this level of support in the future. The Sportsplex receives approximately \$100,000 annually from municipal taxes, 25% from the Township of Nipissing and 75% from Powassan.

Given the Municipality's population, the desire to strengthen the connectivity within the whole community, and most importantly, the need to find efficiencies and enhance responsiveness of recreation services, this Plan recommends that the Municipality move toward one advisory committee related to recreation.

This committee should be advisory in nature (not an incorporated Board) with input to such things as establishing capital budget priorities, policy development and planning initiatives. Most significantly, this committee should reflect the voice of the community. While committee members should be chosen to ensure that all areas of the Municipality are represented, as well as various ages and recreation interests, members should view their responsibility as to the community as a whole. Typically, on committees such as this, it is preferable for Members of Municipal Council to sit as non-voting members, or if as a voting member, then not as chair of the committee. All committee members should reflect the broad needs of the community, and not a special interest position.

The Committee should be appointed to coincide with the Council term, with interested participants responding to an advertisement and completing a brief questionnaire outlining their interests and relevant experience. This process is consistent with other municipal-wide committees in most communities and we expect in Powassan as well. Requirements for committee membership could include:

- Municipal resident³²
- Interest in recreation's benefits
- Geographic balance
- Ability to focus broadly, not on a single interest area

Discussion with representatives of the existing Boards supports the notion that duplication of services is neither efficient, nor an effective way to operate. The transition process will take some time. It will be important to maintain the positive elements of the volunteer commitment related to existing boards and community organizations. Efficiency and service effectiveness can be best achieved by consolidating existing boards and committees into a single entity.

³² One member should be a representative of the Township of Nipissing Council as long as that Township continues to contribute to the ongoing operating costs of the Sportsplex.

- Recommendation 1:** Effective with the beginning of the 2007-2010 Council term, a single Recreation Advisory Committee should be established. The Committee should be responsible for providing input to Municipal Council, through staff, on such items as the recreation budget, facility and park development, and planning initiatives related to recreation. The Recreation Advisory Committee should also assume a major role in gathering input on these issues from the community at large through such activities as an annual recreation information meeting.
- Recommendation 2:** Over the next 18 months, the current arena boards and the recreation advisory committee should meet to prepare a draft by-law and other tools to support the transition needs and issues related to dissolving existing boards, addressing staffing issues.
- Recommendation 3:** As soon as the transitional activities (i.e., establishment of a single recreation advisory committee and dissolution of existing arena management boards) have been completed the Sportsplex and the Trout Creek Community Centre should become full responsibilities of the Town of Powassan. Staff responsible for these facilities should become staff of the Town (see recommendations 4 through 11). Within the new structure "Friends of" groups should be created for both the Sportsplex and Trout Creek Community Centre to maximize financial contributions to the ongoing successful operation of these facilities.

3.2.2 Directions – Staffing

While the staff of the both the Sportsplex and the Trout Creek Community Centre are not Municipal staff, this report makes recommendations related to staff using the following assumptions:

- Within the current system (both arena boards, as well as the Municipality) there are two full-time supervisory or management level staff attached to the arenas;
- Within the current system, there is approximately 1/3 FTE position connected with the delivery of summer program services in 2005;
- Within the current system, there is approximately 1/3 FTE staff allocation to recreation services through the position of Deputy Clerk;
- This complement does not include other FTE, part-time, or seasonal staff connected to the arenas, pool or summer programs.
- This does not include Municipal staff who may be involved in parks maintenance activities.
- Notwithstanding that staff of the arena boards are not municipal staff, this Plan addresses the arenas, and the boards. Further, finding efficiencies in the current system is one of two purposes of this Plan. Therefore staff associated with the operation of arenas will be treated as municipal complement for the purpose of staffing recommendations.
- When this Plan discusses staff it is based on complement or FTE, and not with respect to a specific staff position or person.

Across the system there are now approximately 2 and 2/3 FTE in management/supervisory or recreation program positions. With appropriately placed and skilled staff, the recreation responsibilities of a municipality of this size, with the number of facilities, program and service needs identified, can be managed by two full time supervisory/management level staff. Most municipalities integrate management of two or more single pad arenas, as well as a number of other indoor and outdoor facilities, through one facility manager. The following recommendations would establish one FTE as a Recreation Facility Manager.

Recommendation 4: The Municipality should establish a position of Recreation Facility Manager with responsibilities for overall facility operations of both arenas and other indoor and outdoor recreation facilities. The focus of this position is facility operation and maintenance, and not programming or support to volunteers and groups that might use these facilities.

Recommendation 5: Part-time, and seasonal facility and parks operation staff associated with the two arenas should report to the Recreation Facility Manager.

Recommendation 6: A job description for the position of Recreation Facility Manager should be prepared, reflecting responsibilities related to operations and consistent with the expectations of the guiding principles.

This Plan is not an organizational review, and insufficient information and scope make it difficult to address the reporting structure in more detail. If the Municipality adopts the recommendations related to staffing, it will need to consider the overall reporting and staffing structure for positions recommended in this Plan. Based on the recommendations related to changes to the arena boards, and anticipating those changes will not take place until January 2007, the intervening time can be used to consider alternatives and implications for existing staff, prepare job descriptions, and post and undertake a hiring process.

The second position is new to the Municipality. To provide adequate support to volunteers, to build partnerships, enhance communications and services, to foster development of human and financial capacity across the Municipality and a sense of connectivity and community pride, the Municipality of Powassan should create a position with responsibility for **community recreation development**. For the purpose of this Plan this position will be referred to as the: Community Recreation Manager. Whether or not the Recreation Facility Manager reports to this position (in which case it would be a Director position) or these positions both report to an existing Director and work very closely together, must be further explored with respect to the overall municipal administrative structure. As noted previously, this level of detail is beyond the scope of this Plan. With the exception of title and reporting structure, however, the following roles and responsibilities of this position should include:

- **Community Development** - support to community recreation groups including group initiation and development, assistance with issue resolution, support to groups that provide community social and recreation special events, volunteer recognition and training, and assistance in recruiting and training recreation program staff. In this capacity, this position would work with other organizations and sectors in Powassan to develop community based programs and services to meet identified needs such as after school programs, youth programs, senior programs etc.
- **Liaison and Support to the Recreation Advisory Committee**
- **Policy Development** - related to community volunteers and to recreation programs and services.
- **Program Services** - with the exception of summer programs and staff connected to the outdoor pool and beach, this position is not viewed as one that will provide direct programs. Rather, where a specific program need is identified, this position should work with an appropriate community organization e.g., a parent's council, a senior's group, to develop appropriate program services. Understandably, groups may have differing levels of ability to hire, train, and supervise staff. An appropriately skilled individual, however, can bring the appropriate level of support, and work with community groups and organizations to transfer, over time, these skills and responsibilities. It takes a skilful balance to provide the appropriate level of direct management and not find oneself the direct operator of a community-based program. In many respects, direct program provision is easier than developing community capacity and commitment. However, if the Municipality assumes responsibility for direct program delivery it will not be contributing to building community capacity, and may lose rather than build its important volunteer base.

Recommendation 7: The Municipality should create a position of Community Recreation Manager with responsibility for community development, liaison with the Recreation Advisory Committee, recreation policy development, and program services as described above.

Recommendation 8: Part-time, and seasonal program staff currently associated with the programs at the outdoor pool and beach should report to Community Recreation Manager.

Recommendation 9: In advance of preparing a job description for the Community Recreation Manager, the Municipality must confirm: the relationship of this position to the Recreation Facility Manager, and the reporting relationship of this position to other positions within the administration. To do this effectively, the Municipality should undertake a more focused organizational review.

Recommendation 10: A job description for the Community Recreation manager, reflecting responsibilities noted in this Plan, and considerations of the preceding recommendation, should be prepared. The responsibilities envisioned in this recommendation are not that of an entry-level position. When filling this position, the Municipality should look for an individual with strong group facilitation experience as well as strong recreation program skills, investing the position with the appropriate skill set to guide organizations and groups, to monitor service success, and to ensure that programs and services are safe, and reflect the potential benefits of recreation. The Community Recreation Manager will work directly with many of the groups that use the indoor facilities and, therefore, the position should be structured to work closely with the Recreation Facility Manager, if not in a linear reporting fashion, then as co-positions within a single department.

Recommendation 11: Many of the responsibilities that fall to recreation staff are administrative in nature and administrative support should be allocated to these two positions.

As with the restructuring of the Recreation Advisory Committee, there are a number of tasks that must be undertaken before restructuring the staffing component of the organization. There may be existing staff contracts to be considered. Certainly these positions will require, if not additional costs to the tax base funding directed toward recreation, then a reallocation. Job descriptions, and a review of how these positions fit with the overall Municipal administrative structure, is required. It is anticipated, therefore, that these positions would be implemented in 2006 at the earliest and perhaps not until 2007 when the arena boards are restructured.

3.3 Program Direction – Priorities and Opportunities

Participants in this Plan identified a fairly limited number of service gaps. The most significant needs dealt with support needs such as support to volunteer recruitment, and support in promotion and communication, which are dealt with in the preceding section. While participants identified a number of program and activity interests (please see the list of interests in Table 2.8), the most commonly noted program needs were for additional programs for seniors and for children after school.

Seniors from both the Golden Sunshine and the Trout Creek Seniors Friendship Clubs noted that their facilities could accommodate a much wider variety of programs but they had had difficulty finding and retaining instructors, and in advertising programs they had tried to offer. Several seniors noted that programs during the spring, summer and fall may be less popular because many seniors have other activities and commitments including vacations, garden and farm work. A few noted that, while winter was a time when such activities would be welcome, transportation is a problem for some seniors.

The other group identified as in need of additional recreation programs was children, during after school hours. Mr. Courshane, Principal of St. Gregory Elementary School felt there were significant opportunities to develop an after school program at that school, with funding potentially available through the Royal Bank if sponsored by an incorporated parent's group. The availability of the school, and the presumed availability

of a willing parent's group, if supported by Municipal staff who could assist the school in developing such a program, seems an definite opportunity to develop a much needed program.

Other programs and activities in which individuals expressed interest included indoor soccer, lacrosse, ball hockey, indoor track, floor hockey, and skating (for a complete list please see table 2.9). Each of these activities can be accommodated during the off-ice season in the arenas. The only organization noting a lack of time was a group offering shinny hockey for children under 12. As neither arena operates at capacity, it would appear that with some rescheduling suitable ice time for this activity could be provided. The relative proximity of the area schools to the two arenas also suggests that, if not currently well used during non-prime time by schools, additional usage by schools could be pursued.

In short, there appear to be many opportunities, as well as willing volunteers and partner organizations to initiate these opportunities. What appears to be lacking are the appropriately positioned and skilled staff to work with the community to develop these opportunities. Staff skilled in the operation of a facility may not have the appropriate skills, or time, to work with community organizations to apply for grants, hire and train program staff, develop appropriate programs etc., and, for this reason, the community development position noted above is critical to achieving the Municipality's program and service objectives.

One of the objectives of this Plan was to identify marketing initiatives to increase participation. While communication of events and opportunities through traditional channels (e.g., a biannual insert in the local paper, notices in the indoor facilities, inserts to tax bills etc.) is appropriate and should, of course, be undertaken, this does not seem to be an issue that will be addressed solely by increased marketing. Even after amalgamation Powassan is a small community, geography aside. The real issue is the absence of a unifying municipal department, and staff with responsibility for working with the community to develop and promote these programs and services. This is not a job that can be undertaken by someone working within or tied to a specific building. The most effective marketing will come from the presence of staff with the ability and skills to engage the community, develop community capacity and support community initiatives. This type of support will be far more worthwhile than marketing initiatives alone.

Recommendation 12: The Community Recreation Manager should initiate partnerships with other public sector organizations, including schools, the regional health department, and community groups to provide appropriate programming for priority groups including seniors and children. Programs such as the Provincial *High Five* Program (children's programming), *SummerActive*, *Ontario Partnership for Active Youth*, and other active living initiatives should be used to guide and enhance the Municipality's programs and services.

Recommendation 13: The Community Recreation Manager should work with the Recreation Facility Manager to identify opportunities to enhance use and scheduling of existing facilities.

Recommendation 14: Working with community organizations the Community Recreation Manager should develop a data-base of recreation program instructors, and work with these instructors and organizations to schedule, advertise and structure programs identified by the community as program interests. The Community Recreation Manager should support these program initiatives in the role of community development, not as a direct service provider.

Recommendation 15: Working with community organizations and service providers, the Community Recreation Manager should develop promotional vehicles including biannual insert in local papers, or local advertising boards to promote recreation opportunities supported by the Municipality and its partners.

Participants identified transportation and cost of programs as two barriers to participation. Time to participate was also identified and is typically the most significant reason for non-participation. This appears to be particularly the case when programs for adults are scheduled for busy summer, spring and fall months. Transportation is a difficult issue for a rural community to address. A weekly seniors' brunch at T.J.'s Restaurant in Trout Creek is very well attended and we understand is an outing combined with a weekly bingo at the Community Centre. Seniors car-pool to this event, making this a good day to schedule physical activities at the centre.

Busing for children and youth is a problem for those living in rural areas. While it is not within the Municipality's purview to address school busing, after school programs or programs during school hours that make good use of facilities such as the arena can add to the roster of physical activity for children and youth.

3.4 Facility Direction

Table 2.8, column 2, summarizes the facility improvements participants in this Plan identified. A recurring theme was the need to make better use of existing facilities. These suggestions are all good ideas and many can be pursued within the existing structure with limited effort. For example, the Province has now reinstated financial support for community use of school gyms. With communication of opportunities and support to manage the scheduling of evening after-school use of school gyms, these facilities may become available to community organizations. Other suggestions will take more work and investigation, and may need to wait until a restructuring of responsibilities is complete. The recommendations below are assigned to the staff position that, when instituted, will be the appropriate one to take responsibility. Where these recommendations can be pursued in the short term by existing staff, this is strongly supported by this Plan. Not all the suggestions of the community may be financially viable, although most seem reasonable from a needs perspective. Some, such as non-smoking fitness facilities and use of the local school gyms, may reflect a need for better advertising of opportunities and existing experiences.

Others including use of the South Himsforth Community Centre for meeting, program and fitness space should be considered. Recent changes to regulation 170 (re: potable water) have relaxed earlier directions making the future use of this facility more realistic.

Support for a trail signage system should be evaluated against the guidelines contained in the Trails Master Plan³³, which indicate avoiding development on private lands, and concentrating trail development on the east side of the Municipality. At the very least, agreements with various landowners (both public and private) would be required to implement a coordinated signage program. Again, communication would support the community's understanding of limitations and restrictions.

The long-term retention of both arenas for as ice arenas does not appear to be feasible. As noted earlier, available ice-time is not used to capacity, and comprises a considerable level of non-local use. At the same time, there is interest in programs and activities that can be provided in an arena type space (e.g., indoor soccer, box lacrosse, ball hockey, walking track etc.). Conversion of indoor arenas to other uses is not a new idea, although it is one that is gaining momentum. Conversion to indoor soccer space that can also be used for bocce, lawn bowling, walking track, golf lessons and practice, as well as the activities noted above is not difficult. The community of Onaping Falls (now part of Greater Sudbury) converted its ice arena a number of years ago. The facility now includes fitness, squash courts, an indoor walking track and other recreation facilities. The range of conversion possibilities is large. Cost of redevelopment will be contingent on degree of conversion required. At such time as the Trout Creek Community Centre ice facility required significant capital upgrade, or earlier if residents wish, the Municipality should undertake a structural and cost assessment of alternative uses. Alternative uses should be determined through consultation with the community. Ice use would then be consolidated at the Sportsplex. This initiative will increase the range of activities available to residents in Trout Creek and provide additional incentive for travel between Trout Creek and Powassan to access the different programs offered at each location.

Recommendation 16: The Municipality should consult with private landowners and public bodies responsible for trail development in Powassan to investigate the feasibility of a joint trail signage program.

Recommendation 17: The Municipality should communicate plans to develop future trails, as per the Trail Master Plan, and should consider opportunities to incorporate requests emerging in this study (e.g., use trails to connect recreation facilities, and establish a link to the Kate PaceWay, etc.).

Recommendation 18: The Sportsplex Board, with their staff, should immediately assess opportunities to expand use of the arena during the non-ice season, including program options noted in this Plan (Table 2.8). Further, it should be the ongoing responsibility of staff responsible for the management of this facility to maximize its use during all seasons.

³³ *Municipality of Powassan Trail Master Plan*, FRi Ecological Services.

- Recommendation 19:** At such time when the Trout Creek Community Centre arena requires significant capital development to retain it as an ice facility, an assessment of the viability of transferring all local ice use to the Sportsplex should be undertaken and the Trout Creek Community Centre arena assessed for its structural viability to be used as a non-ice facility, consistent with the needs and interests of local community organizations wishing to use the facility.
- Recommendation 20:** Assess opportunities to use the South Himsworth Community Centre to support meeting space and other suitable activities, and convert the South Himsworth ball diamond to a soccer pitch³⁴.

³⁴ At time of preparing the final report we understand this recommendation is currently underway.

4.0 IMPLEMENTATION

Table 4.1 Implementation Plan

Recommendation	Schedule for Implementation	Capital Cost Implications	Operating Cost Implications
Recommendations Re: Organizational Structure			
<p>Recommendation 1: Effective with the beginning of the 2007-2010 Council term, a single Recreation Advisory Committee should be established. The Committee should be responsible for providing input to Municipal Council, through staff, on such items as the recreation budget, facility and park development, and planning initiatives related to recreation. The Recreation Advisory Committee should also assume a major role in gathering input on these issues from the community at large through such activities as an annual recreation information meeting.</p>	<p>Discussions should commence immediately, with work begun on a terms of reference or municipal by-law establishing a Recreation Advisory Committee prepared by September of 2006. This should be used to advertise and recruit Committee Members.</p>		<p>This initiative will have a positive impact on operating costs by reducing municipal staff time to deal with multiple boards.</p>
<p>Recommendation 2: Over the next 18 months the current arena boards and the recreation advisory committee should meet to undertake a process, prepare a draft by-law etc., that will accommodate the transition needs and issues related to dissolving existing boards, addressing staffing issues, etc.</p>	<p>See above</p>		<p>No additional costs</p>
<p>Recommendation 3: As soon as the transitional activities (i.e., establishment of a single recreation advisory committee and dissolution of existing arena management boards) have been completed the Sportsplex and the Trout Creek Community Centre should become full responsibilities of the Town of Powassan. Staff responsible for these facilities should become staff of the Town (see recommendations 4 through 11). Within the new structure "Friends of" groups should be created for both the Sportsplex and Trout Creek Community Centre to maximize financial contributions to the ongoing successful operation of these facilities.</p>	<p>See above</p>		<p>No additional costs. Ice or other rental revenue currently accruing to the arenas will accrue to the Town. Friends of Groups should be incorporated with responsibility for fundraising through bingos etc. It will be the Town's responsibility to maximize rental usage.</p>
<p>Recommendation 4: The Municipality should establish a position of Recreation Facility Manager with responsibilities for overall facility operations of both arenas and other indoor and outdoor recreation facilities. The focus of this position is facility operation and maintenance and not programming or support to volunteers and groups that might use these facilities.</p>	<p>Discussions with existing Boards should begin immediately with respect to implications for existing Board staff.</p>		<p>Assume that this position can be covered within current staff complement and therefore increase in operating budget will reflect salary differential.</p>

Recommendation	Schedule for Implementation	Capital Cost Implications	Operating Cost Implications
<p>Recommendation 5: Part-time, and seasonal facility and parks operation staff associated with the two arenas should report to the Recreation Facility Manager.</p>	<p>Consistent with the previous recommendation.</p>		<p style="text-align: center;">No additional costs</p>
<p>Recommendation 6: A job description for the position of Recreation Facility Manager should be prepared, reflecting responsibilities related to operations and consistent with the expectations of the guiding principles.</p>	<p>A job description should be prepared and the position posted within 12 to 18 months.</p>		<p style="text-align: center;">No additional costs</p>
<p>Recommendation 7: The Municipality should create a position of Community Recreation Manager with responsibility for community development, liaison with the Recreation Advisory Committee, recreation policy development, and program services as described above.</p>	<p>This is a new position with entirely new responsibilities. It is, however, reflected in the existing complement and should be implemented at the same time as the Facility Manager position.</p>		<p style="text-align: center;">Assume that this position can be covered at least in part within current staff complement and therefore increase in operating budget will reflect salary differential.</p>
<p>Recommendation 8: Part-time, and seasonal program staff currently associated with the programs at the outdoor pool and beach should report to Community Recreation Manager.</p>	<p>Consistent with preceding recommendation.</p>		<p style="text-align: center;">No additional costs.</p>
<p>Recommendation 9: In advance of preparing a job description for the Community Recreation Manager the Municipality must confirm: the relationship of this position to the Recreation Facility Manager, and the reporting relationship of this position to other positions within the administration. To do this effectively, the Municipality should undertake a more focused organizational review.</p>	<p>Discussions can begin immediately upon receipt of this Plan.</p>		<p style="text-align: center;">No additional costs.</p>

Recommendation	Schedule for Implementation	Capital Cost Implications	Operating Cost Implications
<p>Recommendation 10: A job description for the Community Recreation manager, reflecting responsibilities noted in this Plan, and considerations of the preceding recommendation, should be prepared. The responsibilities envisioned in this recommendation are not that of an entry-level position. When filling this position, the Municipality should look for an individual with strong group facilitation experience as well as strong recreation program skills, investing the position with the appropriate skill set to guide organizations and groups, to monitor service success, and to ensure that programs and services are safe, and reflect the potential benefits of recreation. The Community Recreation Manager will work directly with many of the groups that use the indoor facilities and, therefore, the position should be structured to work closely with the Recreation Facility Manager, if not in a linear reporting fashion, then as co-positions within a single department.</p>	<p>A job description should be prepared and the position posted within 12 to 18 months.</p>		<p>See previous related comment. This position is more specialized than any existing position and depending on current salaries, whose review was not part of this Plan, there may be a need to increase salary. This is however, not known at this time or necessarily the case.</p>
<p>Recommendation 11: Many of the responsibilities that fall to recreation staff are administrative in nature and administrative support should be allocated to these two positions.</p>	<p>Consistent with timing and discussions related to preceding recommendations.</p>		<p>Assume this can be found within existing complement.</p>
Recommendations Re: Program Priorities			
<p>Recommendation 12: The Community Recreation Manager should initiate partnerships with other public sector organizations including, schools, the regional health department, and community groups to provide appropriate programming for priority groups including seniors and children. Programs such as the Provincial <i>High Five</i> Program (children's programming), <i>SummerActive</i>, <i>Ontario Partnership for Active Youth</i>, and other active living initiatives should be used to guide and enhance the Municipality's programs and services.</p>	<p>This recommendation would be covered by the job description for this position.</p>		<p>It should be anticipated that the new programs and services will increase costs somewhat. However this can and should be offset by supporting program grants, fees, and community benefits.</p>
<p>Recommendation 13: The Community Recreation Manager should work with the Recreation Facility Manager to identify opportunities to enhance use and scheduling of existing facilities.</p>	<p>As above</p>		<p>No additional costs</p>

Recommendation	Schedule for Implementation	Capital Cost Implications	Operating Cost Implications
<p>Recommendation 14: Working with community organizations the Community Recreation Manager should develop a data-base of recreation program instructors, and work with these instructors and organizations to schedule, advertise and structure programs identified by the community as program interests. The Community Recreation Manager should support these program initiatives in the role of community development, not as a direct service provider.</p>	As above		No additional costs
<p>Recommendation 15: Working with community organizations and service providers, the Community Recreation Manager should develop promotional vehicles including biannual insert in local papers, or local advertising boards to promote recreation opportunities supported by the Municipality and its partners.</p>	As above		Costs can be covered by advertising.
Recommendations Re: Facilities			
<p>Recommendation 16: The Municipality should consult with private landowners and public bodies responsible for trails in Powassan to investigate the feasibility of a joint trail signage program.</p>	Should begin as soon as reasonable after appropriate staff resources are in place.	To be determined after further consultation	
<p>Recommendation 17: The Municipality should communicate plans to develop future trails, as per the Trail Master Plan, and should consider opportunities to incorporate requests emerging in this study (e.g., use trails to connect recreation facilities, and establish a link to the Kate PaceWay, etc.).</p>	As per Municipality of Powassan Trail Master Plan	As per Trail Master Plan	
<p>Recommendation 18: The Sportsplex Board, with their staff, should immediately assess opportunities to expand use of the arena during the non-ice season, including program options noted in this Plan (Table 2.8). Further, it should be the ongoing responsibility of staff responsible for the management of this facility to maximize its use during all seasons.</p>	Should begin immediately.		No additional costs. Expected that additional revenues would be generated by these initiatives.

Recommendation	Schedule for Implementation	Capital Cost Implications	Operating Cost Implications
<p>Recommendation 19: At such time when the Trout Creek Community Centre arena requires significant capital development to retain it as an ice facility, an assessment of the viability of transferring all local ice use to the Sportsplex should be undertaken and the Trout Creek Community Centre arena assessed for its structural viability to be used as a non-ice facility, consistent with the needs and interests of local community organizations wishing to use the facility.</p>	<p>The Municipality should review both the need for this arena as an ice arena and its need for future significant capital expenditure now, and develop a transition plan for the facility's use.</p> <p>This recommendation does not recommend shutting down the Trout Creek Community Centre. The recommendation is designed to maintain the fiscal and service viability of the Trout Creek Community Centre by being proactive in finding alternate uses. Nothing in this recommendation has implications for land. Should future developments have implications for land the Town must discuss initiatives with the Agricultural Society.</p>	<p>\$10,000 to \$25,000 (depending on scope) to confirm future use potential, and structural capacity to accommodate reconstruction, identify capital development costs and operating costs. This cost does not include costs of decommissioning ice plant.</p>	<p>No additional costs although will involve staff time.</p>
<p>Recommendation 20: Assess opportunities to use the South Himsworth Community Centre to support meeting space and other suitable activities, and convert the South Himsworth ball diamond to a soccer pitch.</p>	<p>Currently underway.</p>	<p>\$100,000 - \$150,000 for field, including demolition of existing diamond. This assumes existing lights can be used to create lighting at soccer pitch.</p>	<p>Staff time.</p>

4.1 Implementation and Monitoring

The foregoing implementation table indicates that the Plan can be implemented with capital costs in the order of \$150,000 to \$200,000 not including capital development costs of repurposing the Trout Creek Arena, or the South Himsworth Community Centre. Capital costs do not include a trail signage program, the feasibility of which requires additional investigation by the Municipality. No capital cost for conversion of the Trout Creek Community Centre have been identified. These should be assessed by a structural assessment and when the type of future usage is better known through focused consultation with the community.

Minimal additional operating costs are noted. This Plan assumes that these costs can be found within the current system, although this will require a reorganization of current expenditures. There is the potential for new revenue-generation through program/activity development. Actual operating costs will be confirmed as the Plan is operationalized. A key component of the Plan's implementation will be the hiring of a Community Recreation Manager. It is anticipated that this will be a pivotal point in the potential for community-based growth in activity participation, and the development of supports including partnerships, coordinating facilities/schedules, volunteer development, and promotion of programs/activities. Similarly, the consolidation and separation of arena uses will provide the facility base to offer a considerably broader range of community-wide indoor programming.

4.2 Monitoring the Implementation Plan

Table 4.1 identifies a short schedule for implementation. Organizational recommendations should be completed first and within a two-year time frame. Recommendations related to trail development and signage should be in keeping with the trails master plan. Support for that Plan and its implementation will come from the restructuring of the staff positions.

Reuse of the Trout Creek Arena should be considered at the time when significant capital retrofit is required to maintain the existing ice plant or other major development related to its safe use as an ice arena. Prior to repurposing that facility discussions should be held (these can be held immediately) with the community to confirm usage needs and options.

Reuse of the South Himsworth Community Centre now appears possible with changes to the Provinces potable water regulation 170. Some participants suggested this building be used as a fitness centre. It is however, somewhat removed from both centres of population and there are more appropriate places for fitness classes within these centres. At time of writing this report the Town is pursuing usage options with a number of community groups.

It is advisable for the Municipality to review progress of these recommendations every six months, and make adjustments, as required. It is important to note, however, that certain recommendations are aimed to coincide with dates such as the next Municipal election, which represents an externally fixed deadline. Although the completion dates for other recommendations may offer more flexibility for adjustment, the

sooner all of the recommendations are put in place, the sooner the community will be able to gauge the success of the Plan in increasing participation in active recreation, and improving service delivery effectiveness and efficiency.

4.3 Monitoring Activity Participation

Within the overall implementation plan, activity participation levels will also need to be monitored to determine if expanded opportunities to become active are, in fact, generating and sustaining higher participation rates. It is also anticipated that this component of the Plan will continue to operate after completion of the “infrastructure” components in the first two years. The following outlines the steps to identifying targets and measuring success in generating increased participation.

- 1) Establish realistic targets for increasing physical activity – The Municipality must identify opportunities to introduce new programs/activities in view of community demand and available facilities. For example, Powassan’s Sportsplex appears to offer an immediate opportunity to introduce new activities in the ice-out season. Given available resources, the Municipality must determine which activities of interest can be offered at the Sportsplex, and develop targets for the number and types of programs to be provided, numbers of participants, program hours, etc. The targets of related activities such as promotion/advertising must also be sufficiently detailed to allow measurement of their success in attracting participants.
- 2) Identify measures to be used to gauge success in meeting targets – There are two types of information that can be gathered: 1) Increased opportunities for physical activity resulting from recommendations in the Plan. These are changes in the “environment” in the community that support physical activity. In Powassan, a new trail link or increased promotion of available programs would represent supportive changes in the environment. These changes may not lend themselves to quantifiable measures of increased participation, but qualitative information can be gathered to gauge their success. 2) The number of people participating, the number and type of new programs, additional program hours, etc. introduced as a result of the Plan. These are direct, quantifiable measures. New programming at the Sportsplex could be measured using these types of indicators.

- 3) Compare measures to targets – The measures may reveal that targets were not met or were exceeded. In instances where targets are exceeded, the Municipality may need to identify ways in which to accommodate higher levels of participation. In instances where targets are not met, the reasons this occurred are critical to making the correct revisions to the Plan. Less than anticipated participation in a new program, for instance, could be a result of insufficient promotion, lack of transportation, scheduling conflicts etc. and does not necessarily indicate lack of demand or interest in participating.
- 4) Make changes based on results of evaluation – Revise the Plan according to the results of the monitoring program.

As noted above, there is likely potential for the Sportsplex to accommodate expanded activity immediately, and the Municipality is currently investigating the possibility of introducing a number of programs such as indoor soccer, flag football, 3-on-3 basketball, judo, mountain biking and Ultimate Frisbee. Monitoring mechanisms, therefore, are required in the short-term. As some of the Plan's other recommendations are implemented, additional program/activity growth will be incorporated in the monitoring program. It may take a number of years, however, to be able to identify sustained changes in physical activity or actual health impacts.

Conducting these evaluations on an annual basis is advisable. This is a reasonable cycle for documenting program statistics and other information that describe initiatives arising from the Plan. It also corresponds to the cycle for setting priorities, budgets and allocating resources for the upcoming year.