

## Appendix E

### Parks Decision Making Framework for Campbell River

In March 2006, the consultants led a key group of Council and community leaders in a workshop to define service objectives and a decision making framework for Parks in Campbell River.

The results of that workshop are recorded in this Appendix.

#### Foundation Statement

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

*The City will use parks and public open space as a vehicle for achieving certain publicly worthwhile goals and objectives; where such achievement clearly results in indirect benefit to all citizens.*

#### Goals

The following two goals add direction to and are consistent with the foundation statement above.

*To use parks to foster a sense of community identity, spirit, pride and culture.* Parks services in Campbell River can be used as a vehicle to connect local citizens more positively to their City and enhance their sense of comfort with it. Where such initiatives require City support, it will be considered in terms of the amount of public good created in relation to the cost to the taxpayers. The success of such initiatives will clearly benefit all citizens.

*To use parks to foster growth of individuals to become the best that they can be.*

Parks services in Campbell River can and do help individuals to grow physically, emotionally, morally and creatively and help them to be as good as they can be. Where City support is needed to ensure such success, it will be considered within the cost/benefit framework referred to above. Healthier, more responsible citizens will clearly benefit the entire community.

### **Service objectives**

The following twenty-four service objectives are consistent with the two goals described in the previous section. (They may be considered as specific public goods under which the goals can be measured.) All City parks initiatives directed toward achieving the two goals could be categorized under one or more of these twenty-four objectives.

It should be noted that all services referred to below must be accessible to all citizens of the City. Accessibility to City services physically and financially must be considered as a fundamental principle of all public services.

### ***Sense of Community***

#### **To Encourage Special Events and Celebrations**

Special events (e.g. carnivals, fairs, and the likes) can be contributed to a feeling of community identity and spirit. Therefore, the municipality should be involved in supporting special events to the extent necessary to ensure promotion of this objective.

#### **To Support Local Groups**

Local clubs, groups and agencies are and will be organizing and sponsoring parks services. The “people doing things for themselves” aspect of such groups is socially worthwhile and desirable. The City should support such groups in their efforts. Support may occur in a number of ways, including subsidized access to park facilities.

**To Facilitate Spectator Exposure To Sporting Events**

Community identity, spirit and culture can be fostered through the environment generated by spectators at athletic events. In such events, sport can be closely linked with community identity and pride. Because of this, opportunities should be provided for spectator experiences at athletic events. The City may have a role to play in ensuring such opportunities exist.

**To Facilitate Spectator Exposure To And Appreciation Of The Arts**

Artistic endeavours (both performing and visual) represent one of the most significant aspects of developing a culture in any community. Through exposure to the arts, local residents should develop a better understanding and appreciation of the cultural aspects of a community.

**To Facilitate Opportunities for Social Functions**

Because social functions are a valuable vehicle to use in developing community cohesion and identity, the City should strive to ensure that such opportunities exist.

**To Protect Community Natural Resources**

The protection of ecosystems and natural aesthetic features, vistas and natural phenomenon and the provision of public access to such features will contribute to a greater understanding of and pride in the community and, therefore, contribute to an enhanced sense of community.

**To Protect and Enhance Heritage Resources and Values**

The protection of heritage vistas, trees, artefacts, sites of significance to our first nations, and our historic marine values are important to current and future generations of City residents. Celebrating such assets and values helps to connect local citizens to their community in a unique way.

### **To Beautify The Community**

The extent to which a community is seen by its residents as being visually pleasing is directly related to the potential for creating community identity, spirit and culture. Therefore, to make a community more beautiful is a worthwhile social objective worthy of City support if necessary.

### **To Support Family Oriented Leisure Opportunities**

The family unit is an integral building block of community growth. Opportunities should be provided for families to pursue leisure as a family unit.

### **To Integrate Generations and Sub Groups Within Our Community**

Community growth can be fostered through increased contact between people of varying age groups within the community. The more contact and interchange between seniors and younger adults and children, the greater the potential for community growth. Therefore, in the provision of parks services, attempts should be made to provide such contact and interchange between seniors and younger residents with a view toward transmitting cultural heritage across the generations.

Community growth can further be fostered through an integrative mixing of various ethnic groups so that each better understands and appreciates the difference and strengths of the other. Multicultural recreation services can be used as a vehicle in making the community more cohesive.

Community growth can also be fostered by integrating various groups of people with special needs into mainstream programming. Whether individuals have physical, emotional or mental special needs, recreation can be used as a levelling and integrative force.

### **Economic benefits associated with public open space**

There are many examples of using our public open spaces for events that draw tourists who

contribute to our local economy. This helps everyone. There are also examples where our excellent parks system has created such a positive impression on visitors that they have been encouraged to return again or even permanently. Such benefits accrue to everyone in our community.

### **Community health and wellness**

Our parks and public open spaces can and do contribute to the overall health and development of our community. They act as a vehicle for community development, volunteerism and pride. This benefits the entire community.

### ***Individual Growth***

#### **To Foster and Promote Fitness and Overall Well Being**

Fitness, in this context, is used broadly as a synonym for wellness, and refers to mental and emotional, as well as physical fitness. The fitness level of every resident of the community should be increased at least to a pre-determined minimum level with opportunities available for progress beyond this point.

#### **To Foster and Promote Pre-School Leisure Opportunities**

An opportunity should exist for every pre-school aged child to participate with other children in a variety of leisure experiences, in order to:

- Expose the child to social settings
- Foster gross motor development
- Provide a generally happy and satisfying atmosphere where growth can occur
- Teach basic safety skills and attitudes
- Celebrate their natural creative tendencies

#### **To Foster and Promote Basic Leisure Skill Development in Leisure Pursuits For School Aged Children**

A wide variety of leisure pursuits in such areas as sport and outdoor nature oriented skills, and

hobbies, should be identified, and basic skill level instruction in each should be provided for school aged children in order to:

- Provide exposure to skills which may form the basis for enjoying lifetime leisure activities
- Contribute to gross motor and fine motor physical development
- Provide social settings in which social, moral and emotional growth can be fostered
- Provide the basis for leisure education (i.e. the teachings of the benefits of and wise use of leisure time).

#### **To Foster and Promote Advanced Leisure Skill Development in Leisure Pursuits for School Aged Children**

Opportunities should be provided for those children who wish to further develop their interest and skills in a wide variety of leisure pursuits beyond the basic level.

#### **To Foster and Promote Social and Leadership Opportunities For Teens**

The maturing from youth to adult which occurs during teenage years is often a critical time in the life of an individual. It is also a time which individual difficulties may result in severe social problems. Hence, opportunities should be provided for teens to:

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

**To Foster and Promote Basic Leisure Skills in Leisure Pursuits for Adults**

Opportunities should be provided in a wide range of leisure endeavours and hobbies for adults who wish to be exposed to such endeavours and learn some basic skills in each.

**To Foste Promote Advanced Leisure Skills in Leisure Pursuits for Adults**

Opportunities should be provided for those adults who wish to further develop their interests or abilities in a wide variety of leisure pursuits.

**To Foster and Promote Leisure Opportunities For Seniors**

Opportunities should be provided for senior citizens to participate in the leisure activities of their choice in order to:

- Maintain overall fitness levels
- Maintain social contacts and continue to be involved in social environments
- Provide a continuing sense of worth and meaning of life through continuing personal growth

**To Interpret The Environment**

Opportunities should be provided for every local resident to learn about, understand, relate to and experience all aspects of his/her environment.

**To Create Opportunities for Reflection and Escape from Daily Pressures**

Often growth can occur through escape, reflection, contact with nature and relaxation in a serene natural environment. Because of this, opportunities should be provided for residents to experience nature.

**To Educate Individuals About the Wise Use of Leisure Time**

All residents should be generally educated as to the best use of leisure time and the benefits

(e.g. growth and fulfillment) that accrue  
therefrom.

## ***Individual Growth and Community Growth***

### **To Communicate about all Leisure Opportunities Available in the City**

The city should ensure that all local citizens are aware of all leisure opportunities that are available to them and how to gain access to each opportunity. Without this, the City could be good at everything above, and yet still fail due to lack of awareness.

In order to achieve the above, the City will provide leadership and coordination where necessary. It may also provide services directly where no other agency is able or willing to provide the service and the need is great. The City will also monitor the infrastructure necessary for success in achieving the above objectives. For example, an effective communication system is necessary so that all citizens are aware of the leisure opportunities that are available in Campbell River and how to get access to them. Therefore, the City might provide leadership and coordination in creating such a system.

### ***Service Delivery Process***

Although this document is meant to provide long term direction within which to provide public leisure services, each year it will be important to adjust and fine tune priorities and services. The following steps suggest how this short term planning should occur.

### **Evaluate Services**

The City should first inventory each of the services it now provides (e.g. sportsfields, gardens, trails, passive parks, neighbourhood parks), and catalogue them under the twenty-four service objectives each is responsible for achieving. **Figure One** provides a basis for that assessment.

Before budget preparation each year, staff would use a table such as that illustrated to document the extent to which each of its services actually contributes to the objectives. Instead of simply putting an “x” in the box to indicate whether or not a service meets an objective, a three point weighting scale could be used to show whether the service contributes in a “modest”, “moderate” or “major” way. Completion of this chart will show where the City’s resources are currently being allocated.

One point is particularly worthy of note. A service which contributes to only one objective is not automatically less important or effective than a service which contributes to many objectives. Consideration must also be given to the cost of the service, how many other services are directed at the same objective, the priority of the objective, and the extent to which the service meets the objective.

Figure F-1

Service / Benefits Matrix

Service Objective		Neighbourhood Parks	Waterfront Trails	Other Trails	Sports Fields	Community Parks	Protected Areas	Garden Areas
Community Growth								
1.	Special Events							
2.	Support for Local Groups							
3.	Spectator Sports							
4.	Spectator Arts							
5.	Social Interaction							
6.	Protection of Natural Res.							
7.	Protect Heritage Values							
8.	City Beautification							
9.	Family Opportunities							
10.	Integrate Sub-Groups							
11.	Economic Benefits							
12.	Community Well Being							
Individual Growth								
13.	Fitness and Well Being							
14.	Pre-school Opportunities							
15.	Basic Skills for Children							

16.	Advanced Skills for Children							
17.	Social Opportunities for Teens							
18.	Basic Skills for Adults							
	<b>Service Objective</b>	<b>Neighbourhood Parks</b>	<b>Waterfront Trails</b>	<b>Other Trails</b>	<b>Sports Fields</b>	<b>Community Parks</b>	<b>Protected Areas</b>	<b>Garden Areas</b>
19.	Advanced Skills for Adults							
20.	Leisure for Seniors							
21.	Interpret Environment							
22.	Reflection/escape							
23.	Educate About Leisure							
	Individual and Community Growth							
24.	Communicate Opportunities							

### ***Prioritize Service Objectives***

The second step in the annual priority setting exercise would be to prioritize the objectives. This should be a City responsibility as part of the budget and the Business Plan process because it deals with overall City priorities. After reviewing the completed inventory chart outlined in **Figure One**, City may decide that a few of these objectives are not as well served as others. It may set the attainment of these objectives as higher priorities for the coming year. This, of course, would have an impact on budget considerations and may require that new resources be added to meet new objectives, or that resources be shifted from those objectives which are already being met.

In subsequent years, the City may decide that earlier defined priorities are now relatively well served in relation to other objectives and that new priorities have emerged.

Figure F-2

## Areas Which Most Need to be Improved

Foster Sense Of Community	Score	Rank
Special Events	6	7
Support to Community Groups	7	4.5
Spectator Sports	0	
Exposure to and appreciation of the Arts	3	
Social Functions	1	
Protecting Natural Resources	8	3
Protecting Heritage Resources and Values	6	7
Beautify the Community	16	1
Opportunities for Family Units	4	
Mixing Generations	4	
Economic Benefits	1	
Community Health and Wellness	7	4.5

Foster Growth Of The Individual	Score	Rank
Fitness/Well Being	4	
Preschool Recreation Opportunities	3	
Basic Leisure Skills for School Aged Children	1	
Advanced Leisure Skills for School Aged Children	2	
Social Opportunities for Teens	4	
Basic Leisure Skills for Adults	0	
Advanced Leisure Skills for Adults	0	
Recreation Opportunities for Seniors	2	
Interpreting the Environment	1	
Reflection/Escape	3	

Leisure Education	6	7
Communicating opportunities	11	2

This Parks Strategic Plan provides recommendations for how to reposition parks and public open spaces in Campbell River to deliver more benefits in the eight areas listed in the second column in Figure Two.

### ***Working Towards High Priority Objectives***

The above chart represents local decision-makers' prioritization of improvements required in achieving the twenty-four service objectives.

The final step would be to render the City's activities more effective as meeting the twenty-four objectives. To do this, the City would review the inventory chart (***Figure One***) from each of the two axes independently.

To start, the separate rows of the chart, each representing a service objective, should be analyzed with a view toward more effective strategies for achieving each objective.

For example, the City might brainstorm new ideas for achieving a specific objective. Then it might estimate costs and benefits of each item on the list, prioritize them and implement only those that are the most cost effective. At the end of the year an evaluation process would reveal that success or lack thereof in achieving a specific objective. The costs of the strategies could then be weighted against the benefits, and adjusted during the following year to delete those that are least effective and where appropriate, initiate new strategies.

It would be necessary to analyze each of the existing services that are assigned columns on the chart. The City might, for example, "discover" through the inventory process that a particular program or service was involved in a major way in achieving two objectives, in a moderate way in achieving three others, and in a minor way in achieving two more. With

some thought it would be possible to develop low or no cost strategies for:

- Moving some of the modest or moderate symbols up to the major category.
- Reducing costs of achieving the objectives.
- Achieving new objectives with the same program.

In the final step, all suggestions for developing or adjusting existing services would be developed into budget proposals showing their cost/benefit in terms of achieving objectives. The final budget review and approval process would also be based on this more structured cost/benefit approach.

## Conclusion

***The City Should:***

**Use the model described herein or a version of the corporate priorities setting model to set priorities and evaluate existing parks services on an annual basis.**



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