



CITY OF WHITEHORSE
**Parks & Recreation
Master Plan**



Jane of all Trades
CONSULTING

RC + P E R C
strategies

BINNIE



FINAL DRAFT

** (The State of Parks and Recreation
Research Summary Report is
published under separate cover)*

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Executive Summary

Parks and recreation are a vital contributor to quality of life in Whitehorse, the ‘Wilderness City’. Annual surveys indicate that the public places a high value on the City of Whitehorse’s parks and recreation services and rates the City’s performance positively. Parks and recreation are no longer viewed as just “fun and games”; their role as cornerstones of individual, family and community development are generally recognized by society, validated by a growing body of research, and reflected in public sector investments.

The Process

The 2018 City of Whitehorse Parks and Recreation Master Plan set out to renew and confirm the City’s approach to delivering public leisure services. The Master Plan was developed over a six-month timeframe between December 2017 and June 2018 through the five-phase process shown below.



The Master Plan creates a blueprint for the City of Whitehorse over the next decade by establishing commitments and priorities in three key areas:

- **Service Delivery:** the structure and methods by which the City delivers parks and recreation services
- **Infrastructure:** future capital priorities for new and/or enhanced facilities and spaces
- **Programming:** potential focus areas and approaches for meeting resident needs

The Planning Context

Whitehorse is the capital of the Yukon Territory and home to 25,085 residents, about 70% of the territory’s total population. The city’s population is shifting, most notably towards increasing ethnic diversity and a higher proportion of senior citizens. While the Median Household Income is relatively high, costs of living are as well and disposable income levels may not be proportional.

City of Whitehorse parks and recreation delivery includes a **broad range of services** such as: facility operation; programming; community events; financial grants; community beautification; parks, playgrounds, trails, cemeteries maintenance; and third party rentals and bookings for both City and school facility spaces. The City partners with a broad array of non-profit and private organizations, leases land to recreational groups, and works formally and informally with other governments and user groups to both directly and indirectly provide quality recreation opportunities.

The provision of parks and recreation opportunities by the City of Whitehorse requires **significant ongoing investment and subsidy**. The City spent almost \$12 million dollars on parks and recreation in 2017 and generated just over \$4 million dollars in revenues (mostly in membership and programming fees). This high level of subsidy reflects the reality that many of the City's parks and recreation services — such as parks and community beautification — involve spontaneous, unstructured use and indirect benefits. Where fees are charged for programs and facility use, the City endeavours to maximize the public good with a sliding scale of cost recovery targets that prioritizes children, youth, and seniors.

Without question, **demand is growing for parks and recreation opportunities in Whitehorse**. Over 3,200 Canada Games Centre memberships were active in an average month during 2017, a near doubling since 2012. School bookings for user groups made under the Joint Use Agreement tripled between 2013 and 2017 to about 8,700 bookings. In total, the City processes over 38,000 facility bookings per year. A review of facility utilization data concluded that City facilities still have additional capacity, even though prime time slots are mostly subscribed to.

The City of Whitehorse presides over an **extensive parks and recreation asset base** — including its flagship indoor facilities and wide-ranging outdoor amenities — including parks, playgrounds, outdoor rinks, trails, etc. These City assets, combined with the many indoor and outdoor amenities provided by other governments and non-profit and private sector organizations, provide Whitehorse residents with a broad array of experiences and opportunities. While the Canada Games Centre is relatively new and in excellent condition, the City's other two indoor facilities — Takhini Arena and Mount McIntyre Recreation Centre — are 30+ years old and require upgrades and additional maintenance.

An estimated **500+ members of the public shared their input and ideas** with the City during the planning process. On the basis of survey results, Whitehorse residents prefer participating in outdoor, unstructured recreation experiences. Whitehorse residents recognize the value of parks and recreation at the broader community level, and they see the City as having primary responsibility for delivery. Residents are generally satisfied with the recreation opportunities available to them but many see a need for new and/or enhanced facilities and would support a tax increase to fund facilities.

Approximately **50 stakeholder organizations participated** in the planning process via online survey, interviews, and focus group discussions. The City received positive reviews for its community beautification efforts, family-friendly events, quality infrastructure, in-kind and funding assistance, front-line staff, and “whole of community” emphasis. User groups spoke to challenges in accessing sufficient facility time to deliver programming, or lacking appropriate facilities altogether. Other stakeholders shared concerns about arts and culture being under-represented, political interference, City programming creating competition, and underleveraged sport tourism opportunities. They expressed hopes for improved transparency and communication and continued efforts to ensure that City programs and infrastructure benefited the whole community and not just those who are already active and engaged.

Research and leading practice from across Canada points to a continuing trend of **low levels of physical activity**, particularly among youth, and growth in **spontaneous, unstructured recreation opportunities**. Aging infrastructure is a national concern, and municipalities are continuing to shift away from investments in single-purpose facilities to multi-use spaces complete with social amenities. In addition, there is an increased focus on the outdoor realm and active transportation, parks and outdoor spaces. Partnerships and alternative revenue sources are key strategies by which municipalities strive to deliver more with limited resources.

The Plan

The City's rationale for parks and recreation delivery — articulated through the Master Plan Foundations — is grounded in the belief that public leisure services are a vehicle in achieving socially worthwhile goals and objectives. The City aims to deliver three overarching benefits and associated service outcomes through its investment in parks and recreation.

Health and Wellness of Community

Health and Wellness of Citizens

Health and Well-being of Our Places and Spaces

The City's **Vision** for parks and recreation is as follows:

Citizens of Whitehorse enjoy accessible and quality year-round indoor and outdoor active living opportunities (programs, events and activities) that foster wellness, inclusiveness, and sustainability in a vibrant Wilderness City.

The City of Whitehorse's **Guiding Principles** include:

Diversity, Accessibility, Sustainability, Inclusiveness, Accountability, & Collaboration

Four focus areas, or **Key Strategic Directions**, will help the City prioritize its efforts over the next decade as follows:

- 1** **Key Strategic Direction #1** — Prioritize resources towards parks and recreation opportunities that promote access, inclusion and broad participation.
- 2** **Key Strategic Direction #2** — Maintain existing service levels by reinvesting in existing facilities and innovating to meet demand.
- 3** **Key Strategic Direction #3** — Strengthen the capacity of, and relationships with, user groups and partners.
- 4** **Key Strategic Direction #4** — Harness the potential of parks, open spaces, arts and culture to enrich and build pride in our community.

Twenty **Strategic Actions** will help the City to achieve progress towards its four Strategic Directions. The **Strategic Actions** are summarized as follows.

Action #1:

Continue to utilize a combination of direct and indirect delivery methods to provide recreation and leisure opportunities.

A Framework is provided in the Master Plan to help assist with decision making as to what the City should provide directly vs indirectly.

Action #2:

Continue to identify and address financial and related barriers to recreation.

Suggested ongoing tactics should include:

- Communicate funding opportunities utilizing City channels and high-visibility public spaces such as the Canada Games Centre.
- Focus promotions on no and low cost recreation opportunities in City facilities and park spaces.
- Identify “easy win” opportunities to reduce or eliminate the cost to participate in City programs without significantly impacting cost recovery.
- Undertake regular community engagement to identify financial barriers, potential solutions and the impacts/benefits of investment.
- Develop and/or grow partnerships and pilot projects with organizations delivering support services to populations that may face barriers — including single parent and/or low-income families, marginalized people, new Canadians, and Indigenous peoples.
- Work with existing organizations to support after school programming.

Action #3:

Animate outdoor parks and spaces by increasing both structured and unstructured opportunities, including:

- Increasing use of parks for City or partner operated programs such as summer camps, school holiday programming, fitness programming, etc.
- Integrating more social and recreational amenities into park spaces that encourage casual and spontaneous use.
- Creating a park programmer position focusing on City urban parks and outdoor spaces, and Robert Service Campground.

Action #4:

Continue to provide and support recreation opportunities that promote physical literacy and foster participation throughout all stages of life.

The opportunity “mix” needs to ensure that children, youth, adults and seniors at all ability levels are accommodated. Where possible, the City should also align the provision of opportunities with leading practices such as Sport for Life. Potential tactics to consider include:

- Ensuring that City recreation staff is adequately trained on key aspects of Sport for Life.
- Work with Sport Yukon to identify opportunities to connect recreation and sport in alignment with Long Term Athlete Development.
- Ensuring that the City’s allocation of space to groups and external program providers takes into account the importance of developing physical literacy capacity.
- In conjunction with the territorial partners, provide training and learning opportunities on physical literacy to Whitehorse-based non-profit groups and other relevant activity providers (daycares, etc.)

Action #5:

Strengthen and expand cross-sectoral relationships, collaborations and partnerships.

Focus areas for these relationships should include:

- Further using recreation and leisure as a mechanism to foster personal well-being;
- Addressing barriers that prevent or impact participation in recreation and leisure pursuits;
- Encouraging and promoting spontaneous recreation in city parks and facilities; and
- Identifying innovative partnerships to meet future activity and facility needs.

Action #6:

Improve communications with, and reporting to, user groups and the public.

Potential tactics that could be used to improve communications and reporting include:

- Development of a distinct visual identity for parks and recreation;
- Creation of a brief, highly visual annual report highlighting key progress against plans, City service delivery statistics (number of programs, registrations, bookings, groups served, new and recurring partnerships/initiatives, financial data, etc.) for promotion in City communications and the Canada Games Centre;
- Use of parks branded social media to share news, projects/initiatives and success stories; and
- Development of interactive virtual tools (e.g. mapping, activity finder) that can help facilitate increase use, access, and user convenience.

Action #7:

Work with partners and stakeholders to develop a City strategy for arts, culture, and heritage.

Potential focus areas for this strategy should include:

- Clarity around the City's optimal role in a thriving arts and cultural community;
- Identification of supporting organizational capacity and functions;
- Specific objectives and guidelines for public art (e.g. opportunities to further integrate into public spaces and facilities);
- Pursuing opportunities to incorporate more functional art in City parks and urban spaces;
- Identifying space and programming gaps;
- Opportunities to showcase arts, culture and heritage at City spaces; and
- Opportunities to integrate elements of physical literacy (sport and/or recreation) with arts and culture.

Action #8:

Action #8. Integrate more outdoor skills, nature-based, and wellness-oriented offerings into the City's programs by increasing in-house capacity and partnering with local organizations with related expertise.

Action #9:

Build capacity to fully assume a leadership and management role for the City's regional parks.

Potential tactics could include:

- Strengthening and expanding partnerships with non-profit organizations;
- Developing an internal parks planning function; and,
- Integrating the direction provided in the Regional Parks Plan and individual park management plans into annual capital and operations and maintenance work planning and budgeting.

Action #10:

Work cooperatively and collaboratively with territorial and local First Nation governments around areas of mutual interest.

Potential areas of focus for partnerships and collaborations related to parks and recreation should include:

- Implementation of the parks and recreation related Calls to Action identified by the Truth and Reconciliation Commission of Canada;
- Sport Tourism;
- Accommodation of high performance training in City facilities; and
- Supporting community organizations to build financial capacity and expand private sector partnerships.

Action #11:

Work creatively and cooperatively to address space and facility limitations.

Tactics to pursue include:

- Undertaking an external review of facility allocation policies and practices;
- Hosting an annual meeting with user groups to discuss facility space allocation decisions, identify challenges, and facilitate inter-group collaboration and problem solving;
- Adjusting facility fees to encourage more utilization of early morning and late evening time slots;
- Updating the Joint Use Agreement with Government of Yukon; and
- Exploring the potential for private sector spaces to help address facility needs (in partnership with other governments).

Action #12:

Continue to integrate parks and recreation considerations into City planning and development initiatives, with particular focus on:

- Protecting and/or mitigating impacts to valued parks and recreation amenities and experiences;
- Incorporating an end user and programming/activation “lens” into the design of urban spaces and amenities
- Maintaining accessibility to parks and recreation opportunities through the provision of open space, transit connections, etc. ; and
- Ensuring that walkability and active transportation is supported in urban and residential planning.

Action #13:

Review, update and/or develop City policy and supporting initiatives to optimize cost recovery and diversify funding for parks and recreation. Key areas of focus should include:

- A rates and fees structure that is aligned with cost recovery targets and based on maximizing access and equitability. The structure should recognize that all residents benefit from recreation and leisure regardless of factors such as age and nature of use (spontaneous vs. structured);
- Guidelines for naming and sponsorship that clarify which indoor and outdoor assets are appropriate for naming; and
- The development of a charitable giving program that encourages residents to support parks and recreation initiatives.

Action #14:

Implement a more robust lifecycle budgeting program.

Lifecycle investment undertaken by the City will need to ensure that:

1. Adequate reserve funds exist to sustain service levels at existing facilities; and
2. Funds are available to adapt or retrofit spaces as community needs and dynamics evolve.

Action #15:

Develop and implement a facility refurbishment plan for Robert Service Campground, including considerations for:

- Creating a permanent year-round, multi-use facility;
- Accommodating a broader range of overnight guests;
- Maximizing local resident use and enjoyment;
- Interpreting the cultural, historic and ecological values of the site; and,
- Integrating the site into City and/or partner nature-based programming;
- Mitigating potential for human-wildlife conflicts.

Action #16:

Update the Trails Master Plan to ensure that Whitehorse-area trails continue to be developed and managed to the highest standards of user enjoyment and sustainability.

Potential focus areas for the updated Master Plan should include:

- Building community and financial capacity to maintain the official City trail network;
- User safety and risk management;
- Updated classifications for trail types and uses;
- Integration of interpretive and educational opportunities;
- Increased accessibility of trails for a broad user base; and
- Accommodating specialized trails.

Action #17:

Update the Cemeteries Master Plan.

Potential focus areas for the updated Plan should include:

- Assessing the overall capacity of the cemeteries inventory;
- Aligning the City's cemeteries with evolving demographics (cultural, religious, etc.); and
- Adjusting facility planning and service delivery to meet shifting demands.

Action #18:

Undertake regular assessments of parks and recreation assets and use the results to inform capital planning and lifecycle replacement.

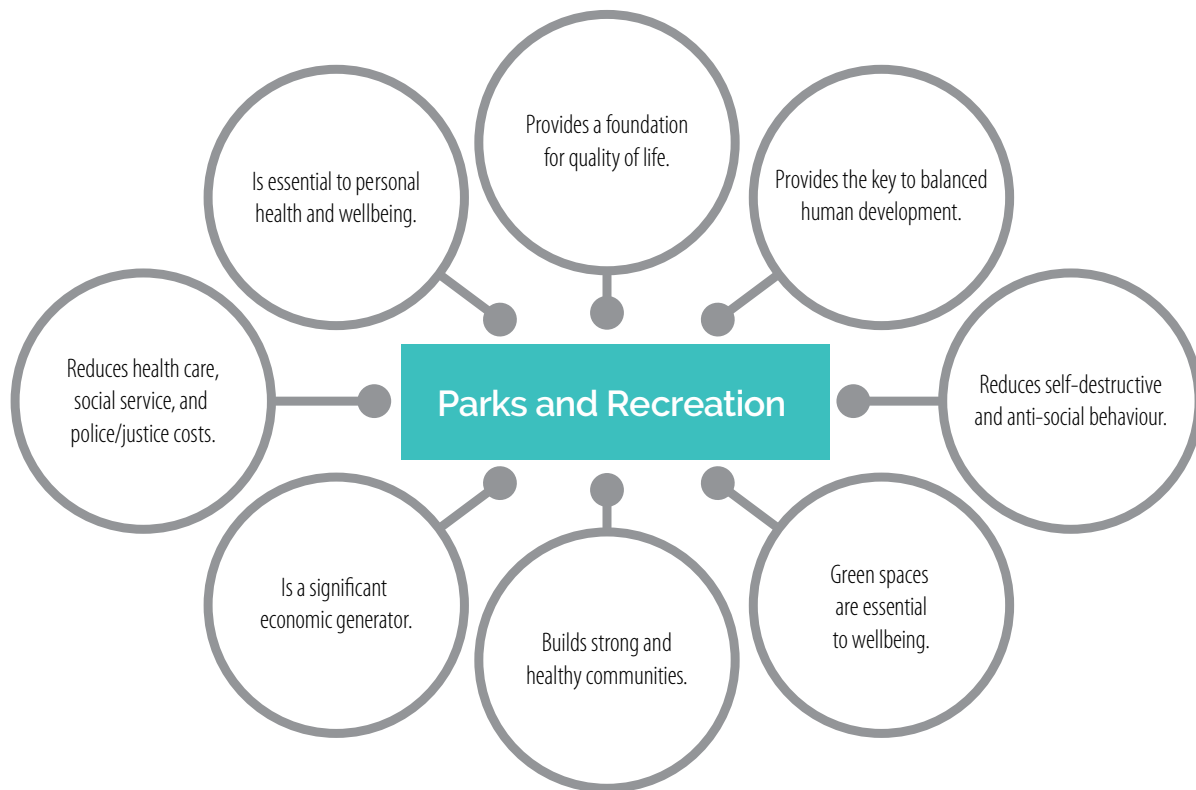
The following chart reflects a suggested timeframe for which assessments could occur.

Assessment Timeframe	Level of Assessment
As required	Legislated assessments
Annual	Basic assessment conducted by City staff.
Every 2–5 years	Architectural assessment
Every 5–10 years	Engineering assessment (full structural and mechanical review)

01 Introduction

Parks and recreation (P&R) are a key component of what makes communities vibrant and healthy. In the past, parks and recreation were sometimes viewed as secondary services — important, but not critical — by the public and local governments. In recent years there has been a major shift in this thinking and governments increasingly recognize that parks and recreation

opportunities provide significant community benefits that extend well beyond those experienced by direct participants or users of facilities and spaces. This shift has been underpinned by a growing body of research that clearly shows the linkages between parks and recreation and positive outcomes at the individual, family, and community levels.



In recognition of the importance of parks and recreation to quality of life for its residents, the City of Whitehorse set out to update its Parks & Recreation Master Plan in 2018. The previous plan was completed in 2007 and set out a 10-year implementation horizon. Whitehorse has grown and changed considerably since that time, and the 2018 master planning process provided an opportunity to re-examine and confirm the City’s role and approach in regards to parks and recreation and ensure that both are grounded in public needs, best practices, key trends, and organizational sustainability.

The Master Plan was developed over a six-month timeframe between December 2017 and June 2018 through the five-phase process shown below.

This plan document primarily focuses on the outcomes of Phases 3–5. The complete results from Phases 1 and 2 — Research and Community Engagement — are contained in a separate State of Parks and Recreation Report. Phase 1 and 2 content is provided in summary form in this plan document and readers are encouraged to refer to the background report for more detail.

★ **Final Plan** Adoption Early July 2018



How does a Parks and Recreation Master Plan Help Guide the Future?

The 2018 Parks & Recreation Master Plan creates a blueprint for the City of Whitehorse over the next 10 years by establishing commitments and priorities in three key areas:

- Service delivery: the structure and methods by which the City delivers parks and recreation services.
- Infrastructure: future capital priorities for new and/or enhanced facilities and spaces.
- Programming: potential focus areas and approaches for meeting resident needs.

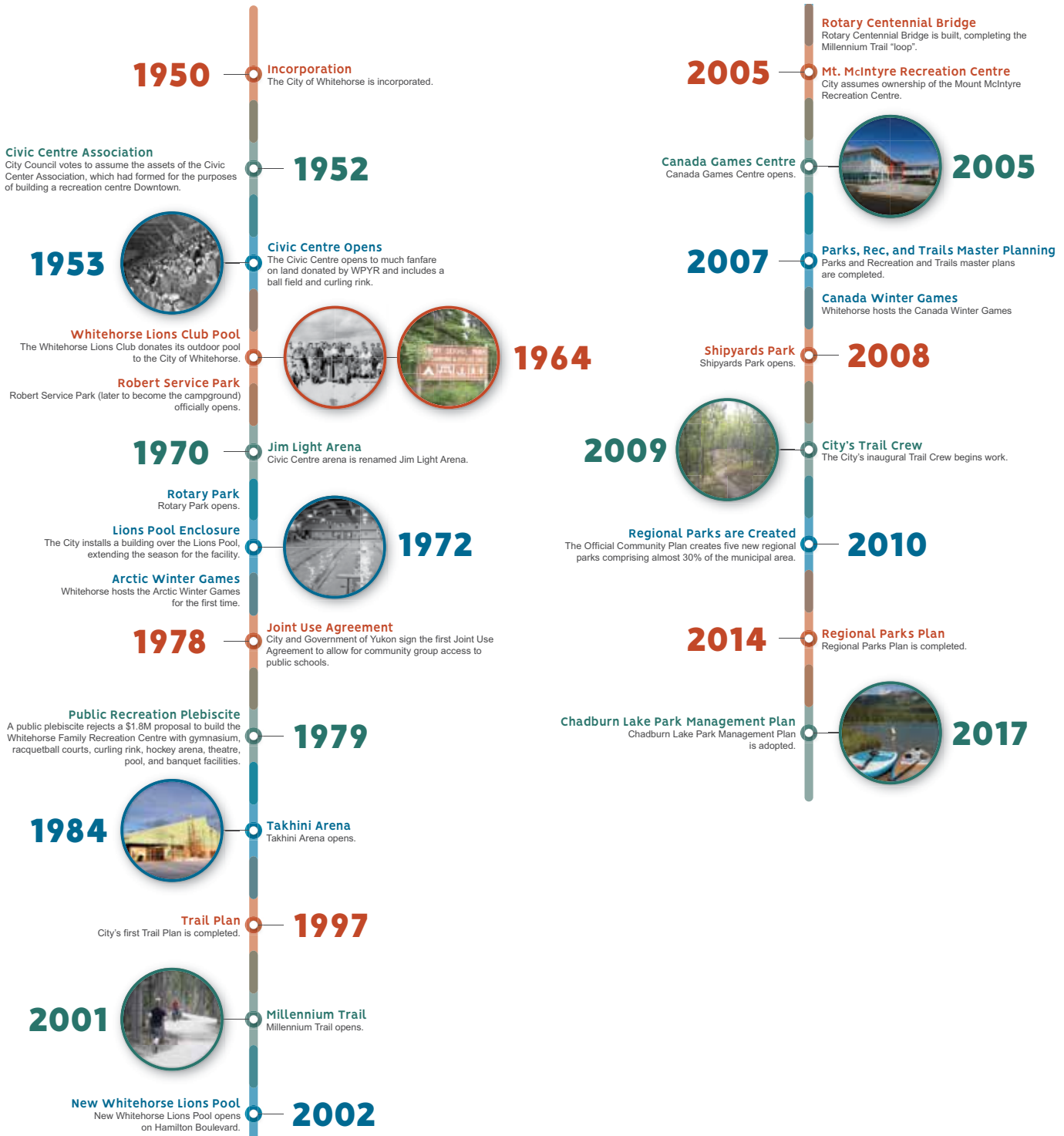
The Master Plan provides staff and Council with a point of reference that can help inform future decision making, set priorities and identify the resources that are required to both sustain and grow parks and recreation opportunities. To this end, the Plan contains a number of tools that can help ensure decisions regarding parks and recreation are made in an informed and transparent manner that aligns with demonstrated needs and optimizes benefits.

Key Achievements: 2007–2017

The 2007 Master Plan helped set the stage for a decade of City achievements in parks and recreation, including:

- Implementation of the 2007 Trail Plan, including neighbourhood-level planning and significant trail upgrades and new construction
- Expansion of City recreation programming and consolidation at the Canada Games Centre
- Expansion of the active transportation network
- Creation of five regional parks
- Updates and/or drafting of policy and regulation, including Special Event/ Recreation Grant policies, ATV and Snowmobile bylaws, Parks & Open Space Bylaw, and Trail Maintenance Policy
- Drafting of the Chadburn Lake Park Management Plan

History of Parks and Recreation in Whitehorse



The Planning Team referred to current and previous plans, policies and studies to understand both the current situation and historical context under which parks and recreation services have been provided and ensure alignment moving forward. These documents included the following:

City of Whitehorse Plans, Studies, Policies, etc.



- 2018 Downtown Plan (ongoing)
- Sustainability Plan 2015–2050
- City Council Strategic Plan (2017)
- Trail Plan — Amended Edition (2012)
- Parks and Recreation Master Plan (2007)
- Canada Games Centre and Indoor Facility Operations Policy
- Indoor Facilities Allocation Policy (in progress)
- Fees and Charges Bylaw
- Public Facilities Joint Use Agreement
- 2018–2021 Capital Expenditure Program

National Plans, Studies and Policies



- Parks for All: An Action Plan For Canada's Parks Community (2018)
- Policy and program considerations for increasing sport participation among members of underrepresented groups in Canada: A Literature Review (2016)
- Final Report of the Truth and Reconciliation Commission, Calls to Action (2015)¹
- A Framework for Recreation in Canada 2015: Pathway to Wellbeing (2015)
- Canadian Sport for Life (CS4L) and the Long Term Athlete Development Framework (LTAD)
- Canadian Sport Policy (2012)

Territorial Plans, Studies and Policies



- Department of Community Services Strategic Plan 2015–2020
- Department of Health and Social Services Strategic Plan 2014–2019
- Yukon Sport Action Plan 2015–2022



¹ The City of Whitehorse has developed an Action Plan on the pertinent Calls to Action from the Truth and Reconciliation Commission of Canada. This Plan, identifies how the City can help implement and align with the Calls to Action.

02 Current Delivery Context

Overview of Whitehorse

Known as the ‘Wilderness City’, Whitehorse is an increasingly connected and sophisticated Northern capital situated amidst stunning natural surroundings. Ninety-four percent (94%) of residents surveyed for the City’s 2017 Citizens’ Survey indicated that Whitehorse is a great place to live.

As of 2016, 25,085 residents call Whitehorse home, representing 70% of the total population of the Yukon. An additional 1,809 residents live in outlying areas to Whitehorse. 18% of residents identify as Aboriginal and 29% of the city’s immigrant population arrived between 2011 and 2016. 2016 Census results showed that the highest percentage growth of any age group was in the 65+ category. Median after tax income for Whitehorse

households is 33.3% higher than the Canadian average; however, costs of living are high and disposable income may not be proportional.

WHITEHORSE POPULATION CHARACTERISTICS	
Population (2016)	25,085
Overall Growth (2011–2016)	7.8%
Gender Distribution	50.5% female, 49.5% male
Average Age	37.9 years
Average Household Size	2.9 members
Median Household Income	\$81,768 (after tax)



City Parks and Recreation Delivery

The City of Whitehorse's provision of parks and recreation (and related) services uses a combination of direct and indirect delivery methods. Parks and recreation delivery falls under two separate departments within the City organization: Recreation & Facility Services and Parks & Community Development, as follows:

Parks & Community Development

- Management and operations of all City owned parks
- Booking of outdoor spaces
- Trails planning, development, maintenance and partnerships
- Playgrounds maintenance and management
- Cemeteries maintenance and management
- Operation of Robert Service Campground
- Administration of the City's Festival and Special Event Grant
- In-kind assistance to community and corporate events
- Community beautification initiatives

Recreation & Facility Services

- Management of City indoor recreation facilities (Canada Games Centre, Takhini Arena, Mount Mac)
- Direct delivery of recreation and leisure programs (e.g. fitness, aquatics, wellness)
- Administration of the City's Recreation Grant
- Organization and hosting of community events (New Year's Eve, Halloween)
- Facilitating the indirect delivery of recreation and leisure programs via:
 - » Rentals and bookings for City operated indoor recreation facilities
 - » Tenant and lease agreements for space at City facilities
 - » Bookings at local schools for user groups

DIRECT VS. INDIRECT DELIVERY

Direct delivery: P&R opportunities (programs, events and other activities) planned and executed by City staff.
Examples: swimming lessons, summer camps, fitness programs at the CGC, etc.

Indirect delivery: P&R opportunities that the City supports through the provision of facility time and/or financial/in-kind support but which are primarily planned and executed by community organizations.
Examples: minor/adult hockey, cross-country skiing, swim club, etc.

Partnerships

The City also engages in a variety of partnerships to provide, or enhance the provision of, recreation and leisure opportunities. These include:

- **Sponsorship agreements** — for facility and amenity naming (e.g., ATCO Olympic Ice)
- **Lease agreements** — for City land for facilities (e.g., Mount Sima) and/or space within City-run facilities (e.g., Whitehorse Curling Club at Mount McIntyre Recreation Centre)
- **Reciprocal agreements** — with senior levels of government (e.g., Joint Use Agreement with Yukon Department of Education for community group use of schools)
- **Program based agreements** — for delivery of programming with third parties
- **Memorandums of Understanding** — with other governments and user groups to support the designation and maintenance of City trails and other outdoor space use
- **Grants** — one-time or ongoing grants to support community based recreation organizations

Investments in Parks & Recreation

As with many City services, the provision of parks and recreation opportunities in Whitehorse requires a significant ongoing investment and subsidy. The table below provides an overview of the recent and projected revenues and expenditures for both City parks and recreation departments.

Recreation and Facility Services (R&FS) sets a target of approximately 40–50% cost recovery on its programs and oversees the membership-based Canada Games Centre and City parks and recreation services which provide a direct benefit to individuals. Parks and Community Development (P&CD) focuses on the provision of outdoor community amenities and spaces and supports the use of these spaces for events and functions.

A key differentiating factor between R&FS and P&CD is the revenue potential associated with each area. As is reflected in the chart, R&FS has the ability to recover some costs through admissions and program fees. However, the nature of P&CD (largely spontaneous use, no fee to access) is such that revenue opportunities are limited.

	2017 Actual		2018 Provisional		2019 Provisional	
	R&FS	P&CD	R&FS	P&CD	R&FS	P&CD
Revenues	\$3,962,674	\$161,185	\$3,660,781	\$163,602.78	\$3,660,781	\$166,057
Expenses	\$8,226,603	\$3,623,675	\$8,681,179	\$3,678,030	\$8,836,424	\$3,733,201
Cost Recovery	48%	4%	42%	4%	41%	4%

In setting and enforcing its fee structure for City programming, community group use, and corporate use, the City endeavors to maximize the public good and adhere to principles of fairness and transparency. The City targets 100% cost recovery for some programs, such as those geared to adults and/or offered by commercial providers. Child, youth, and senior programming has a target of 50% cost recovery.

The City's Reserve Bylaw ensures that some funds are set aside for capital upgrades and facility replacement; however these funds are unlikely to cover the full extent of the City's parks and recreation asset base.

INDOOR

City of Whitehorse Owned & Operated

Facility / Amenity	Description
Canada Games Centre	
Whitehorse Lions Aquatic Centre	<ul style="list-style-type: none"> • 25-metre pool with 8 lanes • Leisure pool with water features and lazy river, an indoor waterslide, a hot tub, a steam room and a sauna
Northwestel Arena	<ul style="list-style-type: none"> • NHL sized arena
ATCO Arena	<ul style="list-style-type: none"> • Olympic sized arena
Leisure Ice	<ul style="list-style-type: none"> • Recreational skating
Coca-Cola Fieldhouse	<ul style="list-style-type: none"> • Artificial turf flooring
Powerade Flexihall	<ul style="list-style-type: none"> • Hardwood flooring
Wellness Centre and Studio	<ul style="list-style-type: none"> • Fitness centre • Multipurpose studio
Dasani Running Track	<ul style="list-style-type: none"> • 215 metre walking/running track
Child play area	<ul style="list-style-type: none"> • Indoor playground
Meeting rooms	<ul style="list-style-type: none"> • Accommodate both business and social gatherings • 4 rooms with total 80 person capacity
Takhini Arena	
Ice arena	<ul style="list-style-type: none"> • NHL sized arena with 1,535 seats
Mezzanine	<ul style="list-style-type: none"> • 100 banquet seating capacity
Mount McIntyre Recreation Centre	
Grey Mountain Room	<ul style="list-style-type: none"> • 160 banquet seating capacity, rented for community use
Shipyards Park	
Frank Slim Building	<ul style="list-style-type: none"> • Located within Shipyards Park • Fireplace Room/washrooms open to the public daily • Food concession services

Owned and/or Operated by Third Parties

Facility / Amenity	Description
Mount McIntyre Recreation Centre*	
Wax Room	<ul style="list-style-type: none"> • Support space for cross-country skiing
Curling rink/lounge	<ul style="list-style-type: none"> • 8 sheets of ice • Members lounge
Other Notable Facilities	
Climbing/Bouldering Walls	<ul style="list-style-type: none"> • 5 walls at local schools and Yukon College
Fine and Performing Arts Spaces	<ul style="list-style-type: none"> • 2 dance studios, public art/pottery studio, Yukon Arts Centre, Guild Hall
Youth Spaces	<ul style="list-style-type: none"> • Numerous non-profit run youth spaces (none are full-time)
Gymnastics Facility	<ul style="list-style-type: none"> • Polarettes Club gymnasium
Fitness Spaces	<ul style="list-style-type: none"> • Several private facilities
Local Schools	<ul style="list-style-type: none"> • Classroom/gymnasium spaces

*City owned but leased to third parties

OUTDOOR

City of Whitehorse Owned and Operated

Facility / Amenity	Description
Outdoor Rinks	~ 30 outdoor skating rinks throughout city
City-Level Parks	<ul style="list-style-type: none"> • Shipyards Park <ul style="list-style-type: none"> » Festival space » Amphitheatre » Toboggan hill » Skating and/or paved loop » Gazebo and firepit » Food services » Large lawn space • Rotary Peace Park <ul style="list-style-type: none"> » Splash park » Playground » Fitness equipment » Gazebo » Beach volleyball courts » Boat launch » Food services » Large lawn space
Outdoor Fitness Stations	• Five locations
Toboggan Hills	• Many neighbourhoods; Shipyards Park has a community hill.
Playgrounds	• ~ 35 playgrounds throughout the city
Dog Facilities	• Off-leash park in the Downtown
Paved Trails	• ~ 30 km of paved multi-use pathways
Unpaved/ Natural Surface Trails*	• ~ 700 km of local and neighborhood trails *~ 200–250 km are (or will be) designated official City trails
Robert Service Campground	• Includes 68 tent sites, day use area, bathrooms and a concession
Local Water Bodies (Schwatka, Chadburn, Long lakes & Yukon River)	• Boat launches and Day Use Areas
Regional Parks	• Five regional parks designated in the 2010 Official Community Plan
Mountain Bike Skills Park*	• Features include tabletop jumps, skinnies, teeter totters, and drops

*City receives some maintenance assistance from non-profit partners

Owned and/or Operated by Third Parties

Facility / Amenity	Description
Community Gardens	• Community gardens in Downtown and Valleyview. Others under development.
Ball Diamonds	• Eight (Pepsi Softball Centre and Robert Service Way)
Dog Facilities	• Canine agility dog training facility
Sports Fields (rectangular)	• Sport fields located at most public schools
Ski Trails	• Mount McIntyre Recreation Centre and biathlon facility
Skateboard Park	• Located next to Millennium Trail and F.H. Collins
Alpine Skiing	• Mount Sima offers beginner to advanced downhill ski runs, high-speed quad, day lodge, summer activities
Disc Golf Courses	• Two courses (Mount McIntyre Recreation Centre and Yukon College)
Tennis Courts	• 3 courts at Mount McIntyre Recreation Centre
Gun Ranges	• 2 (biathlon and general use) on Grey Mountain
Broomball Rink	• 1 in Takhini North
Motocross Track/Mud Bog Area	• Robert Service Way



The Planning Team undertook a review and analysis of utilization data for the City’s arenas, aquatics facility, and fieldhouse, as well as membership and admissions overall. Highlighted below are key findings.

- On weekdays, Prime Time ice was utilized at 80% of capacity and on weekends Prime Time ice is utilized at 75% of capacity.
- Prime Time utilization of the ice sheets at the Canada Games Centres (ATCO and Northwestel) are higher than at the Takhini Arena.
- A total of 6,418 participants were registered in City recreation programs, 44% of them in aquatics.
- The number of Canada Games Centre memberships has steadily increased over the past six years. Over 3,200 memberships were active in any given month during 2017. This is nearly double the monthly average in 2012.

Access to school spaces is critical to successful programming for many users. Between 2013 and 2017, school bookings made by the City under the Joint Use Agreement with the Government of Yukon almost tripled, from 2,911 bookings to 8,677. This is in addition to the 30,000 or so bookings for space in City-operated facilities and spaces that City staff process each year.¹

The City of Whitehorse defines Prime Time as all day during weekends and early mornings (opening to 6 a.m.) and 3 p.m. to midnight on weekdays.

¹ The City has processed about 30,000 bookings a year at City facilities since 2010. This represents a significant increase from pre-Canada Games Centre volumes, which were around 6000 annually.

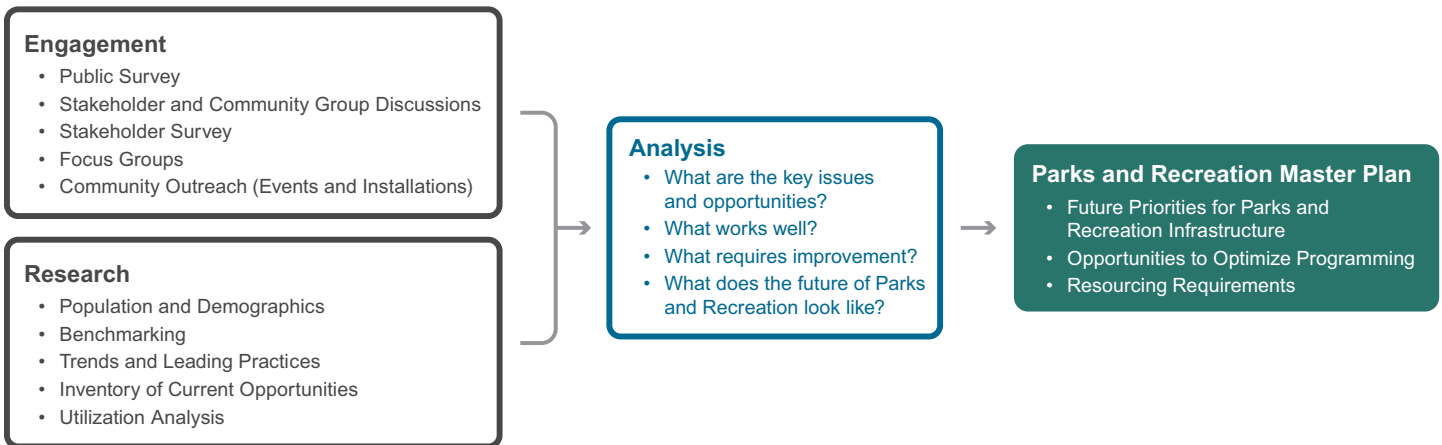
03

Research and Engagement Summary







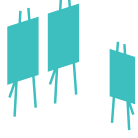
The following section provides a summary of the results of community engagement and trends/best practices/benchmarking research undertaken by the Team. The complete findings from the engagement and background research phases of the planning process are contained in a separate State of Parks and Recreation report that supports the Plan.

The Role of Engagement and Research in Informing the Master Plan

A sound Master Plan relies on an understanding of the current context for City parks and recreation delivery — both from the internal City perspective and the external viewpoint of its partners and end users. It also requires the cross-referencing of Whitehorse parks and recreation realities with the broader context of key trends, best practices, and service provision outside of the territory. Both engagement and research results fed into the analysis of key issues and opportunities, subsequent visioning, and ultimately the Master Plan itself, as illustrated in the graphic below.



Master Plan Engagement Summary

Method	Responses / Participation
Household Questionnaire (Public Survey) 391 responses	
One-on-One Interviews 6 interviews	
Community Group Questionnaire 29 responses	
Parks & Rec “Jam” (Focus Groups) 35 attendees	
Parks & Rec “Jam” (Open House) 20 attendees	
Sport Yukon Member Session ~ 25 attendees	
Canada Games Centre Installation Input ~250 comments	

What We Heard: Public

Over 500 people shared their input and ideas with the City through an online survey, open house, and participatory installations. The following is a snapshot of results.

Current Patterns of Participation...

Top 5 Most Popular Activities

1. Hiking (74%)



2. Camping (73%)



3. Walking/jogging (71%)



4. Wildlife watching/
nature appreciation (55%)



5. Community events (55%)



The objective of engagement was to gather a diversity of perspectives and viewpoints from city residents, user groups and stakeholders on the current situation — including levels of satisfaction, what is working well, and areas that require improvement — as well as future needs and desired areas of focus. Engagement was focused in three key directions:

- Interviews with key government partners and/or umbrella organizations;
- Public outreach, including installations, an event, and online survey; and
- Parks and recreation group outreach, including an online survey, focus group sessions, etc.

Community engagement took place over a month-long period from February 14 to March 15, 2018. The table above summarizes the engagement methods and levels of participation.

Motivations and Barriers to Participation

The main motivating factors for household participation are physical health/exercise (89%), fun/entertainment (86%), and to relax/unwind (60%). Being unaware of opportunities (31%), overcrowded facilities (28%), and hours of operation (27%) are the top barriers to participation.

Motivations

Physical health/exercise
(89%)



Fun/entertainment (86%)



To relax/unwind (60%)



Barriers to Participation

Unaware of opportunities
(31%)



Overcrowded facilities
(28%)



Hours of operation (27%)



Top 3 Most Used Indoor City Spaces

1. *Aquatic Centre (CGC)*



2. *Fitness Centre (CGC)*



3. *Walking/Running Track (CGC)*



Top 5 Most Used Outdoor Spaces

1. *Unpaved/natural trails*



2. *Paved trails*



3. *Shipyards Park (summer)*



4. *Local waterbodies*



5. *Rotary Park*



Values and Perspectives...

Whitehorse residents recognize the value of parks & recreation.

91% of respondents strongly agree that parks and recreation are important to their quality of life and that the community as a whole benefits.

The City is viewed as having primary responsibility for parks & recreation.

87% of respondents strongly or somewhat agree that the City of Whitehorse should have the primary responsibility. Only 54% of respondents strongly or somewhat agree that community groups should.

Residents are generally satisfied with recreation opportunities.

81% are very or somewhat satisfied with indoor recreation opportunities and 85% are very or somewhat satisfied with outdoor opportunities.

More facilities and spaces should be developed now and in the future.

78% of respondents see a need for new and/or enhanced facilities or spaces (indoor and/or outdoor) to be developed now and in the future. 69% support (to some extent) a tax increase to fund facilities they would use, and 54% support (to some extent) an increase for facilities they would not use.

New Infrastructure Should Respond to Community Needs/Demand.

57% of respondents believe that a facility project should be a higher priority if it responds to community demands/requests. Current supply (36%) and multi-use (33%) also rated highly.

Hopes for the Future...

Top 5 Most Desired New Indoor Facilities/Spaces

1. Climbing gyms (53%)



2. Youth centres (23%)



3. Court sport spaces (22%)



4. Fitness/wellness facilities (19%)



5. 25m swimming tanks (19%)



Top 5 Most Desired New Outdoor Facilities/Spaces

1. Campgrounds (32%)



2. Walking/cycling paved pathways (29%)



3. Mountain bike trails (27%)



4. Nature/interpretive trails (25%)



5. Day use areas (25%)



Programming Improvements

More convenient schedule/longer hours (38%), different skill levels available (37%), and more frequent offerings (34%) were the top suggestions.

New Programming Priorities

Wellness programming should be more readily available for teens and adults, as should outdoor-based programming (nature interaction and outdoor skills) for youth and teens.

What We Heard: Stakeholder Groups

The Team heard from an estimated 50 or so parks and recreation stakeholders through an online survey, open house, focus groups and other sessions. The following is a snapshot of results.

What's Working...

The City's efforts to enhance the public realm are highly valued and have a broad benefit.

The City was applauded for its efforts to create and maintain quality public spaces that boost community pride and help retain and attract workers and families to Whitehorse.

The City does a great job of hosting family-friendly events.

The Whitehorse event calendar is brimming with options but the City events were seen as accessible and appealing to the entire community — most importantly families.

Whitehorse "punches above its weight" with its recreational infrastructure.

Whitehorse has an impressive diversity and quality of recreational facilities that contribute not only to wellness but act as a springboard to high performance training and major event hosting.

City staff is seen as accessible and friendly.

User groups commended both front-line staff and management for being helpful, professional, and accessible. 88% of groups surveyed indicated they were very or somewhat satisfied with their experience working with the City.

City funding and in-kind support for parks and recreation is invaluable.

The Special Events and Recreation grants and the City's in-kind contributions to large-scale events were cited as being invaluable support for some groups.

The City is open to new programming partnerships.

Some stakeholders felt that the City is open to new and innovative partnerships with other Whitehorse recreation programmers and providers.

The City caters to the diverse needs of the whole community.

The City thinks about and programs for the full diversity of resident ages and abilities in the community.

What Needs Improvement...

Insufficient access to facilities is a major challenge.

It is difficult for groups to secure sufficient time to meet their programming needs. 54% of groups surveyed expect to grow, and the remainder expect to maintain their numbers.

Arts, culture & heritage are seen as undervalued and unrepresented in the City's organization.

Arts, culture, and heritage are viewed as the "poor cousins" to sport and stakeholders encouraged the City to take a broader view of what fits under the parks and recreation umbrella.

A lack of appropriate facilities and enabling City legislation is another key barrier.

Increasing age and marginal quality of facilities is an issue for some groups while others lack an appropriate facility altogether or are inhibited by City regulations (i.e. Snowmobile Bylaw). 69% of surveyed groups feel their needs are “somewhat” met, and 17% indicated that facilities do not meet their needs at all. 79% felt there is a need for new and/or enhanced facilities.

Public spaces are underleveraged and some need special attention.

The City should integrate parks and recreation opportunities into the full spectrum of urban and natural spaces and additional attention is needed to maximize utilization and enjoyment existing spaces — including public washrooms, safety patrols, and improved waterfront and trail signage.

Some City policies are viewed as creating inequity and competition.

The City’s 50% cost recovery target for its own programs creates unfair competition; some groups feel “doubly hit” with the City’s policy to priority fund programs with low/no participant fees.

Whitehorse’s potential for sport tourism is not being fully realized.

While Whitehorse has some major sport events under its belt, there is much more work to do and City administration and Council need to get on board, ideally in partnership with the Government of Yukon.

Youth are a high priority and more could be done to service them.

Youth need to be prioritized in recreation-related decisions and the quality of programming for youth needs to be high to ensure a positive experience that helps set a strong life foundation.

Better communication, transparency and a partnership mindset is desired.

Some groups feel the City does not communicate very well with them and that it needs to adopt more of a partnership and problem-solving mindset with citizens and user groups.

Support for and inclusion of Indigenous people is closely tied to relationship building.

More support for Indigenous sport is needed, along with an overall shift to land-based traditions and Indigenous representation in City parks and recreation.

There is too much political “interference” and community input is not given enough weight.

Recent Council decisions have been unpopular with some and citizens and user groups should have more influence.

There is work to do in ensuring inclusiveness and accessibility to the whole community.

City facilities and programming cater more to those who are already active and the City should carefully consider its role and objective for those sectors of the community who are not.

What We Know: Research Findings

The Team undertook desktop research into national participation patterns, trends, and leading practices — as well as service provision levels in similar-sized jurisdictions to Whitehorse. The following is a snapshot of results.

Physical Activity & Wellness Levels/Preferences...

- Indicators of physical activity across all age groups continue to be concerning. Only 9% of Canadian children and youth get the 60 minutes of heart-pumping activity they need each day.
- National levels of obesity have remained generally consistent over the past 10–15 years despite the resources governments have dedicated to promoting healthy lifestyles and physical activity.
- The highest proportion of Canadians prefers non-competitive sports or activities.
- Participation in sport is directly related to household income levels. Cost of enrollment and equipment are the Top 2 barriers to participation in sport for 3–17 year olds in Canada.
- The demand for spontaneous, unstructured recreation options continues to grow.

Service Delivery Trends & Leading Practices...

Social Inclusion — Recreation has a valuable role to play in helping to ensure that all children and adults are able to participate as valued and contributing members of society and barriers between different socioeconomic, cultural, age and ethnic groups are reduced and/or eliminated.

Partnerships — Partnerships with other public sector agencies and the non-profit and private sectors continue to be a vital part of sustainable parks and recreation delivery for municipalities.

Evolving Volunteerism — While overall levels of volunteerism have remained relatively stable, there are trends towards fewer hours per volunteer, expectations of work-related experience, and hours being concentrated among a small percentage of volunteers (primarily youth and seniors).

Increasing Focus on Physical Literacy — An increased focus on fundamental movement skills development — entrenched in the Canadian Sport for Life (C4SL) and Long-Term Athlete Development (LTAD) models, equips individuals for lifelong participation.

Facility Allocations — Best practices for facility time allocation emphasize transparency, user group involvement, and actual current requirements versus historical/traditional allocations.

Increasing Focus on Sport Tourism — Participation in Canada's \$6.5 billion dollar sport tourism industry is being used by some municipalities both as an economic generator and effective tactic to leverage capital funding for new facilities.

Infrastructure Trends...

Aging Infrastructure — Sport and recreation facilities across Canada are in poorer condition than other municipal infrastructure and almost 1 in 2 need repair and/or replacement.

Multi-Use Spaces — Designing facilities to accommodate multiple activities keeps families recreating together and adaptable and re-configurable spaces maximizes space flexibility and use.

Integrating Indoor & Outdoor Environments — Planning indoor facilities to complement their host site and link to adjacent outdoor amenities (e.g., plazas, art, etc.) and the broader community parks and trail system.

Revenue Generating Spaces — Use of lease and short-term rental spaces in recreation facilities to help generate revenues needed to sustain existing operations and fund expansion and/or renovations.

Social Amenities — Inclusion of gathering, meeting and spectator spaces to enhance the user experience, broaden the user base, and increase visitation during off-peak hours.

Providing Quality Parks & Outdoor Spaces — Spending time in natural surroundings has a demonstrable positive impact on individual wellbeing, particularly among children and youth.

Active Transportation — Active transportation is both a component of a community parks and recreation infrastructure and a critical component of sustainability.

Leading Practices in Park Design — Include maximizing safety & accessibility to all ages and abilities, inclusion of support amenities (washrooms, Wi-Fi, seating, etc.), new/innovative play features, native & functional plantings, and public art.

Benchmarking Results

The Planning Team undertook a review of other similar sized communities in western Canada. Generally speaking, Whitehorse provides the majority of recreation facilities and amenities at a similar level, with artificial turf fields, outdoor pools, and rubberized outdoor tracks being gaps.

The Strategic Components of the Master Plan

The following sections (Section 4–6) outline a strategic roadmap for the future delivery of parks and recreation opportunities in Whitehorse. The graphic below illustrates the various components of this roadmap.

Vision

Citizens of Whitehorse enjoy accessible and quality year-round indoor and outdoor active living opportunities (programs, events and activities) that foster wellness, inclusiveness, and sustainability in a vibrant Wilderness City.

Benefits

Benefit #1: Health and Wellbeing of our Community #1

Benefit #2: Health and Wellbeing of our Citizens

Benefit #3: Health and Wellbeing of our Places and Spaces

** The benefits have associated service outcomes that reflect core areas, or “business lines” for Parks and Recreation service delivery*

Guiding Principles

Diversity

Accessibility

Sustainability

Inclusiveness

Accountability

Collaboration

Key Strategic Directions (Priority Focus Areas)

Key Strategic Direction #1

Prioritize resources towards parks and recreation opportunities that promote access, inclusion and broad participation.



Key Strategic Direction #2

Maintain existing service levels by reinvesting in existing facilities and innovating to meet demand.



Key Strategic Direction #3

Strengthen the capacity of, and relationships with, user groups and partners.



Key Strategic Direction #4

Harness the potential of parks, open spaces, arts and culture to enrich and build pride in our community.



Strategic Actions

** The Strategic Actions enact the Strategic Directions. In many cases, the Strategic Actions align with multiple Strategic Directions*

Action #1: Continue to utilize a combination of direct and indirect delivery methods to provide recreation and leisure opportunities.

Action #2: Continue to identify and address financial and related barriers to recreation.

Action #3: Work to further animate outdoor parks and outdoor spaces by increasing both structured and spontaneous opportunities.

Action #4: Continue to provide and support recreation opportunities that promote physical literacy and foster participation throughout all stages of life.

Action #5: Strengthen and expand cross-sectoral relationships, collaborations and partnerships.

Action #6: Improve communications with, and reporting to, user groups and the public.

Action #7: Work with partners and stakeholders to develop a City strategy for arts, culture, and heritage.

Action #8: Integrate more outdoor skills, nature-based, and wellness-oriented offerings into the City’s programs by increasing in-house capacity and partnering with local organizations with related expertise.

Action #9: Build capacity to fully assume a leadership and management role for the City’s regional parks.

Action #10: Work cooperatively and collaboratively with territorial and local First Nation governments around areas of mutual interest.

Action #11: Work creatively and cooperatively to address space and facility limitations.

Action #12: Continue to integrate parks and recreation considerations into City planning and development initiatives.

Action #13: Review, update and/or develop City policy and supporting initiatives to optimize cost recovery and diversify funding for parks and recreation.

Action #14: Implement a more robust lifecycle budgeting program.

Action #15: Develop and implement a facility refurbishment plan for Robert Service Campground.

Action #16: Update the Trails Master Plan.

Action #17: Update the Cemeteries Master Plan.

Action #18: Undertake regular assessments of parks and recreation assets and use the results to inform capital planning and lifecycle replacement.

Action #19: Continue to work with non-profit groups, community associations and residents to ensure that neighborhood park spaces and local trail networks are developed and maintained to an optimum standard.

Action #20: Base future capital investment for parks and recreation infrastructure on tools and protocols that will continue to ensure that decision making is transparent, informed and focused on maximizing the overall public benefit achieved through investment.

04 Master Plan Foundations

Master Plan Foundations

Outlines a rationale for why the city invests in parks and recreation.



Key Strategic Directions

**Overarching priority/focus areas for 2018-2030.*



Strategic Actions

**Suggested actions that help further the Key Strategic Directions and other priorities identified through the research and engagement.*

WHAT ARE THE MASTER PLAN FOUNDATIONS?

This Master Plan Foundations are intended to provide a rationale for continued investment in parks and recreation by identifying “outputs” or benefits that result from an ongoing investment in these essential services. The Key Strategic Directions and Strategic Actions presented in forthcoming sections are intended to help the City realize these outputs and benefits.



A Vision for Parks and Recreation in Whitehorse

Citizens of Whitehorse enjoy accessible and quality year-round indoor and outdoor active living opportunities (programs, events and activities) that foster wellness, inclusiveness, and sustainability in a vibrant Wilderness City.

Philosophy — The Benefits-Based Approach

Traditionally communities have used a demand-based model to govern their investment in parks and recreation facilities and programs. Recreation interests and needs were fairly basic and predictable and usually sport activity driven. This has shifted to a needs based approach, which is more benefits driven.

The benefit-based approach evolved from the concept that recreation is an integral part of personal and community wellness and that policy and investment is needed to support the ongoing provision of recreational opportunities. It takes a more holistic approach premised on the concept that through the provision of recreation and leisure services, there are both direct and indirect benefits that accrue to the community as a whole as well as to the users of the services themselves. The provision of municipal leisure services can be justified as a public “good” because there are individual health and community wellness benefits that are consistent with the fundamental goals of municipal governance.

The benefits-based approach is by nature broader, more inclusive and adaptable to change. It is still responsive to community driven and personal recreation needs but places more focus on deriving long-term health and wellness outcomes that flow from a more holistic approach.

Public leisure services are a vehicle in achieving certain socially worthwhile goals and objectives; where achieving them clearly demonstrates and results in indirect benefit to all citizens which are independent and more important than the direct benefit to users.

Why the City Invests in Parks and Recreation

The delivery of parks and recreation services by the City Parks and Recreation is motivated by the pursuit of three broad benefits, each of which is consistent with local needs and the National Recreation Framework. These benefits include:

1. **Health and Wellness of our Community:** Use the delivery of public leisure services to connect people to communities of geography and interest, reduce isolation and foster community capacity.
2. **Health and Wellness of our Citizens:** Use the delivery of public leisure services to further the growth and development of all individuals, helping them to be the best that they can be.
3. **Health and Wellness of our Places and Spaces:** Use public leisure indoor and outdoor assets to deliver on the above two goals but also ensure they respect principles of civic and environmental stewardship, advocacy and overall sustainability.

The fulfillment of the first benefit entails movement along a “growth continuum” that involves first establishing community identity, then developing community spirit, and finally achieving a sense of community culture. In the best and most “evolved” examples, the citizens of a community are drawn together by their participation in positive leisure experiences.

The second benefit is premised on the idea that participation in recreational or leisure activities contributes directly to the mental, physical, social, moral and emotional development of each individual resident. Persons involved in such positive experiences are more likely to contribute positively and are less susceptible to influences detrimental to the self and the community as a whole.

The third benefit relates to the first but also adds the notion of the importance of the environment and built assets and the fact that they require stewardship and (in the case of infrastructure) reinvestment.

Each of the benefits has a series of associated service outcomes — in effect, the core “lines of business” for the City in its day-to-day delivery of parks and recreation. All departmental activities directed toward fulfilling those broad benefits — whether they be in the areas of parks and open spaces management, indoor leisure facility management or programming — should achieve one or more of these service outcomes.

It should be noted that the following three overarching Benefits and the service outcomes associated with them are consistent with the previous Master Plan, but have been refreshed and aligned with the 2015 National Recreation Framework.

Benefit #1: Health and Wellbeing of our Community

- **Access to Special Events and Celebrations:** special events contribute to community identity and spirit, connecting people to their community in a positive way; the City’s role is to organize some events and participate in those organized by others to foster community identity, spirit pride and culture.
- **Empowered Local Groups:** local groups, clubs and associations are active in organizing and supporting leisure opportunities, empowering people to create their own opportunities; the City’s role is to support these groups through access to facilities, technical advice, funding, promotion, etc. (e.g. Festival and Special Event and Recreation grants, facility booking assistance, Active Living Guide, etc).
- **Spectator Experiences at Sporting Events:** the environment at sporting events can help promote a sense of community identity, spirit and culture, much in the manner of old-style pep rallies; the City’s role is to ensure access to opportunities appropriate for all sectors of the community.
- **Spectator Experiences at Arts Events:** similarly, performing arts events and visual arts installations are key contributors to a city’s culture, imparting a recognizable flavor to the community; the City’s role is to provide opportunities for all citizens to come into contact with such experiences (e.g. Arts in the Park).
- **Opportunities for Social Interaction:** spontaneous, informal gatherings and more organized social functions are a key way in which community identity and cohesion are developed in all cultures; the City’s role is to ensure citizens are aware of the range of cultural, sport and social opportunities that exist. This is done by providing accessible meeting places, affordable rents, publishing community service guides and providing support to volunteer organizations either directly or indirectly (e.g. provision of City-level park spaces).

Benefit #1: Health and Wellbeing of our Community (continued)

- **Family-Oriented Leisure Opportunities:** the family unit — however it is composed — is a basic building block of any community; the City's role is to provide opportunities and support for families to engage in leisure pursuits as a unit (e.g. Canada Games Centre).
- **Social Inclusion and Celebration of Diversity:** a healthy community is one in which people of all ages, genders, races, abilities, and cultures find a common thread which binds them together, while recognizing and celebrating their differences; the City's role is to provide opportunities and support for interaction and exchange and ensure inclusion (e.g. Millennium Trail).

Benefit #2: Health and Wellbeing of our Citizens

- **Fitness and Overall Well-being:** this objective refers to a holistic wellness of the mental, the emotional and the physical — the whole person; the City's role is to provide a range of leisure opportunities that appeal to all residents enabling them to achieve a minimum level of wellness no matter what their financial resources, skill or disability levels are.
- **Pre-school Leisure Opportunities:** pre-school-aged children need to interact with other children to ensure social advancement, develop their motor skills, express creativity and learn basic safety practices and attitudes; the City's role is to ensure that such opportunities exist for every child (e.g. neighborhood playgrounds).
- **Basic Leisure Skill Development for School-aged Children:** it is during the school years that children learn the attitudes and develop the interests which can form the basis for lifelong participation in leisure pursuits; the City's role is to provide opportunities for all school-aged children to establish this "can do" foundation (e.g. summer camp programs).
- **Advanced Leisure Skill Development for School-aged Children:** some school-aged children will begin to show a preference for or display skills in given leisure areas; the City's role is to assist clubs to build the necessary coaching capacity by offering courses, providing access to facilities to allow advanced and specialized training, facilitating skill competitions and promoting the opportunities available.
- **Social Opportunities for Teens:** the adolescent years are a vulnerable, pivotal time in an individual's development where they begin to determine what kind of person they wish to be; the City's role is to provide safe opportunities for exploring alternatives, dealing with pressures and developing positive lifestyle habits and attitudes.
- **Leadership Opportunities for Youth:** the time to start fostering the self-confidence and leadership skills for future leaders in our community starts around age six and continues through the teens. The City can use parks and recreation services to help young people to gain those skills and support other organizations that also do that. This is also achieved by assisting clubs and organizations in their efforts to provide training that builds coaching capacity and organizational leadership skills.
- **Basic Leisure Skills for Adults:** increasingly, active adults are looking for opportunities to engage in new or different leisure activities in pursuit of a healthier, better-rounded lifestyle; the City's role should be to ensure opportunities for adults to explore and to establish competency in a variety of leisure activities (e.g. lesson and introductory programs).
- **Advanced Leisure Skills for Adults:** whether engaging in a new activity or rediscovering an old interest, some adults will wish to improve their personal skills in their chosen pursuits; the City's role is to assist clubs and organizations to provide opportunities for those who wish to increase their proficiency to challenge their skills and ability by supporting coaching clinics, co-sponsoring events and subsidizing competitions etc. (e.g. coaching certification, Senior Games)

Benefit #2: Health and Wellbeing of our Citizens (continued)

- **Leisure Opportunities for Seniors:** involvement of senior citizens in leisure activities is key to maintaining overall fitness levels, maintaining social contacts and support networks, and providing a continued sense of worth and usefulness; the City's role is to provide opportunities for all seniors to participate in the leisure pursuit of their choice.
- **Awareness of Leisure Benefits:** an understanding of how participation in leisure activities builds communities and how it contributes to the growth and lifelong wellness of individuals is key to ensuring meaningful and sustainable participation; the City's role is to communicate these benefits and make clear the positive cumulative impact of individual efforts (e.g. seasonal Active Living Guides)
- **Awareness of Leisure Opportunities:** effective and timely communication of opportunities facilitates awareness, encourages participation and ensures sustainability of leisure facilities and programming; the City's role is to establish and maintain a system of notification and information which is accessible, readily available and reliable (e.g. City website, Canada Games Centre social media).
- **Thriving Volunteerism:** participation in community-based leisure activities can model and teach appropriate behavior as well as encourage additional involvement and responsibility; the City's role is to encourage and support volunteerism to the greatest extent possible because the future viability of many leisure opportunities depends upon continual volunteer regeneration (e.g. annual City Volunteer Awards Program).

Benefit #3: Health and Wellbeing of our Places and Spaces

- **Thriving Natural Resources:** the preservation of significant natural areas strengthens our environment, protects it for future generations and sustains life. The City has a lead role to play in environmental sustainability, especially in its natural open spaces, and should strive to balance ecological and wildlife considerations with recreational use (e.g. regional parks).
- **Protected Historic Resources:** the preservation of significant historic resources helps a community to feel attached to its past and understand their future. The City is ideally positioned to undertake such protection and interpretation.
- **A Beautiful Community:** the extent to which a community is seen by its residents to be visually pleasing is directly related to people's experience of their environment, pride of place and valuation of both public and private property; the City's role is to support beautification initiatives in the interest of making the community a more pleasant place to live, work and play on a day-to-day basis.
- **Reflection and Escape from Urban Form:** since time immemorial, people have sought solace and solitude — or fellowship — in the natural world to meditate or to heal; the City's role is to provide safe, accessible opportunities for residents to experience the restorative effects of nature.
- **Awareness/Understanding of the Environment:** day-to-day interaction with and understanding of the natural and built environments — which together form the human habitat — are important to wellness and help foster a deeper appreciation and experience of a person's surroundings; the City's role is to provide opportunities for every resident to learn about, understand and relate to the various aspects of their environment (e.g. interpretive signage programs).
- **Enjoyment of Public Art:** visual art on display for all to see, associated with civic sites or private structures help to connect people to our community and feel positive about it. The City can provide such

art and encourage others to provide it.

Benefit #3: Health and Wellbeing of Our Places and Spaces (continued)

- **Animated Indoor and Outdoor Spaces:** spaces that are used are supported and thrive to a greater degree than spaces which are underutilized and/or ignored. The City has a lead role to play in designing and maintaining spaces to be welcoming and attractive.
- **Sustainable Built Assets:** it is not appropriate to sustain and replace places that no longer meet real needs in our community. However, it is important to reinvest in needed spaces in a way that sustains both their physical form and the level of service they provide. The City's role is to protect existing municipal and tax payer investments and consider new investments in the context of fiscal, operational and environmental sustainability.

Guiding Principles

The following guiding principles reflect key value based principles that will bound the City's ongoing provision of parks and recreation opportunities.

Diversity — The City of Whitehorse recognizes the wide variety of recreational and leisure users and activities, and is committed to accommodating a diversity of activities in a healthy, safe and respectful manner.

Accessibility — The City of Whitehorse recognizes a need to ensure access to recreational and leisure facilities and programs for users of all abilities and economic means, and is committed to increasing opportunities for its citizens to enjoy the benefits that these resources have to offer.

Sustainability — The City recognizes its responsibility to provide leisure services in a manner that protects the financial, environmental, and social well-being of future generations.

Inclusiveness — The City of Whitehorse recognizes the importance of the recreational and leisure facilities and programs to residents and visitors alike and is committed to including the public in determining guidelines for community engagement, facility and program development, use and maintenance.

Accountability — The City of Whitehorse Parks and Recreation Master Plan recognizes that the provision of services needs to be accountable by ensuring that the City's investment and resource expenditure is transparent, justifiable and founded in maximizing public benefit.

Collaboration — The City of Whitehorse recognizes that the delivery of recreation and leisure opportunities is optimized when collaboration occurs. Fostering a collaborative environment maximizes efficiency, effectiveness and leverages skills and resources across the delivery system.

05 Key Strategic Directions

Master Plan Foundations

Outlines a rationale for why the city invests in parks and recreation.



Key Strategic Directions

**Overarching priority/focus areas for 2018-2030.*



Strategic Actions

**Suggested actions that help further the Key Strategic Directions and other priorities identified through the research and engagement.*

WHAT ARE THE KEY STRATEGIC DIRECTIONS?

Four Key Strategic Directions are presented in this section. These **Key Strategic Directions provide overall priority focus areas for the City in the delivery of parks and recreation opportunities from 2018–2030.** The City will continue to deliver on the service outcomes — its core lines of parks and recreation delivery — as a function of day-to-day service provision. The Strategic Actions presented in Section 6 build off of these Key Strategic Directions and provide more specific tactics to help achieve progress in these focus areas.



Four focus areas, or Key Strategic Directions, emerged from the results of engagement and research. These Key Strategic Directions provide guidance to the City in how to deliver more public good to the citizens of Whitehorse from parks and recreation investments.

1

Key Strategic Direction #1: Prioritize resources towards parks and recreation opportunities that promote access, inclusion and broad participation.

Research warns us of a growing gap between those who are active and experiencing the full benefits of recreation and those who are not. Stakeholder engagement reinforced that such a gap exists in our own community. Focusing limited resources on narrowing that gap will deliver more health and wellness outcomes than focusing resources on residents who are already sufficiently active.

This Strategic Direction does not suggest that more specialized or self-organizing groups and active residents are not important, but rather, it suggests that public investment in parks and recreation will achieve the greatest possible benefit by fostering maximum participation and/or engaging underserved populations. This requires a proactive effort to reduce barriers, be inclusive, and develop communications and promotional mechanisms that encourage those who are not active to get involved.

2

Key Strategic Direction #2: Maintain existing service levels by reinvesting in existing facilities and innovating to meet demand.

Meeting growing demands for facility space is a key challenge as the city continues to grow and new activity needs and preferences emerge. User groups identified facilities or space allocation as a primary need; the public also expressed a strong interest in new amenities. However, the City is the steward of a significant parks and recreation infrastructure asset base and these public investments will need to be protected. While new projects are likely to be desired in the future, and may have strong rationale and support, the City will need to ensure first and foremost that available resources are focused on sustaining existing infrastructure for which reinvestment is warranted.

The need to reinvest is expressed as a key policy initiative because lifecycle maintenance, although expensive, is often not visible or apparent to users, the general public or elected officials. Human nature predisposes the public towards viewing existing service levels as a given and wanting more. However, adding more at the expense of sustaining what already exists leads to long-term problems and lower satisfaction levels. Bridging the gap between facility supply and demand will require cooperation, creativity and adaptability among non-profit and public sector partners in the recreation delivery "web", and the City has a key role to play.

3

Key Strategic Direction #3: Strengthen the capacity of, and relationships with, user groups and partners.

Results of engagement indicate that residents see the City as having primary responsibility for providing parks and recreation in Whitehorse. In contrast, the City views itself as being an important part of a much larger delivery “web” that includes not-for-profit groups, the private sector, and other public agencies at the local and territorial level. It works with many other providers in the realization that partnerships are the foundation of successful, sustainable services.

The City often plays a reactive role, responding to service requests and project proposals, helping where it can. A more proactive approach is required in the future, one that clearly states that the City can't do everything and must prioritize its core responsibilities. This will require increased clarity around roles, policy work, and a more structured approach to responding to requests.

Fostering capacity among partner groups and supporting their efforts will help the City share in the delivery of parks and recreation and focus on its core mandate. It will also help ensure that parks and recreation organizations have the capacity to continue providing quality programs and activities that are aligned with community need.

4

Key Strategic Direction #4: Harness the potential of parks, open spaces, arts and culture to enrich and build pride in our community.

Quality, vibrant parks and open spaces are intrinsic to day-to-day life in a self-described “Wilderness City”. Results of community engagement show a clear inclination towards outdoor recreation in Whitehorse. The City's 2010 decision to create five regional parks encompassing approximately 30% of the municipal land area significantly shifted the scope and focus of City parks management from predominantly urban to a mix of urban and near-urban wilderness. The assumption of operations for the Robert Service Campground in 2018 marks another expansion to the City's role. The City has made great strides and will need to continue to direct energy and intention towards a full transition to its expanded, more diverse parks portfolio.

Similar to parks, arts, culture and heritage are instrumental to creating livable, inclusive, and memorable places and experiences. Arts, culture and heritage are perceived by some stakeholders as taking a “backseat” to sport. The City was encouraged to take a broad, inclusive view of recreation and connect more coherently as an organization to arts, culture, and heritage. The cross-pollination of arts, culture, and heritage with parks and open spaces through City programming and partnerships marks a tremendous opportunity.

06 Strategic Actions

Master Plan Foundations

Outlines a rationale for why the city invests in parks and recreation.



Key Strategic Directions

**Overarching priority/focus areas for 2018-2030.*



Strategic Actions

**Suggested actions that help further the Key Strategic Directions and other priorities identified through the research and engagement.*

WHAT ARE THE STRATEGIC ACTIONS?

The Strategic Actions presented in this section are intended to help further the Key Strategic Directions presented in Section 5 by providing suggested **tactical approaches and decision making tools / frameworks**. In addition to these actions, the City will continue to deliver on the service outcomes — its core lines of parks and recreation delivery — as a function of day-to-day service provision. It is important to note that while some of the Strategic Actions suggest changes or enhancements to current practices, other Strategic Actions are intended to re-embed current practices that work well.



The Strategic Actions identified in this section have been organized into two sub-sections:

Service Delivery: Refers to the structures and methods that the City utilizes to deliver parks and recreation opportunities.

Infrastructure: Refers to how the City provides the places and spaces that support recreation and leisure pursuits.

1

Prioritize resources towards parks and recreation opportunities that promote access, inclusion and broad participation.

2

Maintain existing service levels by reinvesting in existing facilities and innovating to meet demand.

3

Strengthen the capacity of, and relationships with, user groups and partners.

4

Harness the potential of parks, open spaces, arts and culture to enrich and build pride in our community.

Service Delivery Actions

Action #1:

Continue to utilize a combination of direct and indirect delivery methods to provide recreation and leisure opportunities.

The following framework should be used to help determine the best delivery method for providing a service.



BENEFITS OF ACTION #1

- Aligns the provision of opportunities with the best delivery method.
- Ensures a balance in delivery methods that maximizes efficiency and effectiveness.



Action #2:

Continue to identify and address financial and related barriers to recreation.

Suggested ongoing tactics should include:

- Communicate funding opportunities utilizing City channels and high-visibility public spaces such as the Canada Games Centre.
- Focus promotions on no and low cost recreation opportunities in City facilities and park spaces.
- Identify “easy win” opportunities to reduce or eliminate the cost to participate in City programs without significantly impacting cost recovery.
- Undertake regular community engagement to identify financial barriers, potential solutions and the impacts/benefits of investment.
- Develop and/or grow partnerships and pilot projects with organizations delivering support services to populations that may face barriers — including single parent and/or low-income families, marginalized people, new Canadians, and Indigenous peoples.
- Work with existing organizations to support after school programming.



Benefits of Action #2

- Increased community and social benefit from the City’s investment in parks and recreation.
- Further maximizes inclusivity and the personal benefits of participation in recreation and leisure.



BENEFITS OF ACTION #3

- Further positions parks and open spaces as vital community recreation, leisure and social gathering assets.
- Leverage the capacity of existing parks and open spaces to provide affordable and accessible recreation and leisure opportunities.
- Meets community demands for spontaneous recreation and leisure.

Action #3:

Animate outdoor parks and spaces by increasing both structured and unstructured opportunities, including:

- Increasing use of parks for City or partner operated programs such as summer camps, school holiday programming, fitness programming, etc.
- Integrating more social and recreational amenities into park spaces that encourage casual and spontaneous use.
- Creating a park programmer position focusing on City urban parks and outdoor spaces, and Robert Service Campground.

Action #4:

Continue to provide and support recreation opportunities that promote physical literacy and foster participation throughout all stages of life.

The opportunity “mix” needs to ensure that children, youth, adults and seniors at all ability levels are accommodated. Where possible, the City should also align the provision of opportunities with leading practices such as Sport for Life. Potential tactics to consider include:

- Ensuring that City recreation staff is adequately trained on key aspects of Sport for Life.
- Work with Sport Yukon to identify opportunities to connect recreation and sport in alignment with Long Term Athlete Development.
- Ensuring that the City’s allocation of space to groups and external program providers takes into account the importance of developing physical literacy capacity.
- In conjunction with the territorial partners, provide training and learning opportunities on physical literacy to Whitehorse-based non-profit groups and other relevant activity providers (daycares, etc.)



BENEFITS OF ACTION #4

- Aligns the City’s investment in recreation and related opportunities with leading practices.
- Promotes residents’ lifelong participation in physical activity and wellness pursuits.
- Ensures that space allocation is balanced and that City facilities provide a benefit to residents across the lifespan.

THE STAGES

within the basic Long-Term Athlete Development framework

Awareness and First Involvement

To engage in sport and physical activity, individuals must be aware of what opportunities exist for them, and when they try an activity for the first time, it is critical that the experience is positive.



Active Start

From 0–6 years, boys and girls need to be engaged in daily active play. Through play and movement, they develop the fundamental movement skills and learn how to link them together.



FUNDamentals

In the FUNDamentals stage, participants develop fundamental movement skills in structured and unstructured environments for play. The focus is on providing fun, inclusive, multisport, and developmentally appropriate sport and physical activity.



Learn to Train

Once a wide range of fundamental movement skills have been acquired, participants progress into the Learn to Train stage leading to understanding basic rules, tactics, and strategy in games and refinement of sport specific skills.



Train to Train

Athletes enter the Train to Train stage when they have developed proficiency in the athlete development performance components (physical, technical-tactical, mental, and emotional).



Train to Compete

Athletes enter the Train to Compete stage when they are proficient in sport-specific Train to Train athlete development components (physical, technical-tactical, mental, and emotional).



Train to Win

Athletes in the Train to Win stage are world class competitors who are competing at the highest level of competition in the world (e.g. Olympics, Paralympics, World Championships, World Cups or top professional leagues).



Active for Life

Individuals who have a desire to be physically active are in the Active for Life stage. A participant may choose to be Competitive for Life or Fit for Life and, if inclined, give back as a sport or physical activity leader.



Action #5:

Strengthen and expand cross-sectoral relationships, collaborations and partnerships.

Focus areas for these relationships should include:

- Further using recreation and leisure as a mechanism to foster personal well-being;
- Addressing barriers that prevent or impact participation in recreation and leisure pursuits;
- Encouraging and promoting spontaneous recreation in city parks and facilities; and
- Identifying innovative partnerships to meet future activity and facility needs.



BENEFITS OF ACTION #5

- Leverages expertise and resources in the community.
- Creates alignment and efficiencies in the human services sector.
- Results in the identification and implementation of opportunities that will result in a healthier and more vibrant community.

Action #6:

Improve communications with, and reporting to, user groups and the public.

Potential tactics that could be used to improve communications and reporting include:

- Development of a distinct visual identity for parks and recreation;
- Creation of a brief, highly visual annual report highlighting key progress against plans, City service delivery statistics (number of programs, registrations, bookings, groups served, new and recurring partnerships/initiatives, financial data, etc.) for promotion in City communications and the Canada Games Centre;
- Use of parks branded social media to share news, projects/initiatives and success stories; and
- Development of interactive virtual tools (e.g. mapping, activity finder) that can help facilitate increase use, access, and user convenience.



BENEFITS OF ACTION #6

- Demonstrates transparency.
- Further communicates successes, benefits and justifies investment.
- Encourages participation and engages residents in parks and recreation.

Action #7:

Work with partners and stakeholders to develop a City strategy for arts, culture, and heritage.

Potential focus areas for this strategy should include:

- Clarity around the City's optimal role in a thriving arts and cultural community;
- Identification of supporting organizational capacity and functions;
- Specific objectives and guidelines for public art (e.g. opportunities to further integrate into public spaces and facilities);
- Pursuing opportunities to incorporate more functional art in City parks and urban spaces;
- Identifying space and programming gaps;
- Opportunities to showcase arts, culture and heritage at City spaces; and
- Opportunities to integrate elements of physical literacy (sport and/or recreation) with arts and culture.



BENEFITS OF ACTION #7

- Ensures diversity of opportunities.
- Fosters cultural capacity and creativity in the city.
- Recognizes the importance of well-rounded skill development.



BENEFITS OF ACTION #8

- Maximizes the use and meaning of outdoor spaces.
- Recognizes the importance of outdoor skills in a wilderness-oriented city.
- Ensures that the City has capacity to meet public interest for expanded program offerings.

Action #8:

Integrate more outdoor skills, nature-based, and wellness-oriented offerings into the City's programs by increasing in-house capacity and partnering with local organizations with related expertise.

Action #9:

Build capacity to fully assume a leadership and management role for the City's regional parks.

Potential tactics could include:

- Strengthening and expanding partnerships with non-profit organizations;
- Developing an internal parks planning function; and,
- Integrating the direction provided in the Regional Parks Plan and individual park management plans into annual capital and operations and maintenance work planning and budgeting.



BENEFITS OF ACTION #9

- Positions the City in a leadership role.
- Sustains Regional Parks as a critical outdoor recreation and leisure space.

Action #10:

Work cooperatively and collaboratively with territorial and local First Nation governments around areas of mutual interest.

Potential areas of focus for partnerships and collaborations related to parks and recreation should include:

- Implementation of the parks and recreation related Calls to Action identified by the Truth and Reconciliation Commission of Canada;
- Sport Tourism and the role and capacity of City facilities and staff in hosting events;
- Accommodation of high performance training in City facilities; and
- Supporting community organizations to build financial capacity and expand private sector partnerships.



BENEFITS OF ACTION #10

- Creates alignment in the delivery system.
- Leverages expertise and resources.

Action #11:

Work creatively and cooperatively to address space and facility limitations.

Tactics to pursue include:

- Undertaking an external review of facility allocation policies and practices;
- Hosting an annual meeting with user groups to discuss facility space allocation decisions, identify challenges, and facilitate inter-group collaboration and problem solving;
- Adjusting facility fees to encourage more utilization of early morning and late evening time slots;
- Updating the Joint Use Agreement with Government of Yukon; and
- Exploring the potential for private sector spaces to help address facility needs (in partnership with other governments).



BENEFITS OF ACTION #11

- Works to maximize the use of existing facilities and spaces.
- Creates alignment and collaboration within the delivery system around key issues related to facilities and spaces.



BENEFITS OF ACTION #12

- Ensures that parks and recreation interests are considered and integrated where appropriate.
- Maximizes the use and quality of public spaces.
- Ensures that new development integrates a parks and recreation “lens”.

Action #13:

Review, update and/or develop City policy and supporting initiatives to optimize cost recovery and diversify funding for parks and recreation. Key areas of focus should include:

- A rates and fees structure that is aligned with cost recovery targets and based on maximizing access and equitability. The structure should recognize that all residents benefit from recreation and leisure regardless of factors such as age and nature of use (spontaneous vs. structured);
- Guidelines for naming and sponsorship that clarify which indoor and outdoor assets are appropriate for naming; and
- The development of a charitable giving program that encourages residents to support parks and recreation initiatives.

Infrastructure Actions



BENEFITS OF ACTION #14

- Supports sustaining existing service levels.
- Ensures that the City can best react to new trends and emerging demands.

Action #12:

Continue to integrate parks and recreation considerations into City planning and development initiatives, with particular focus on:

- Protecting and/or mitigating impacts to valued parks and recreation amenities and experiences;
- Incorporating an end user and programming/activation “lens” into the design of urban spaces and amenities
- Maintaining accessibility to parks and recreation opportunities through the provision of open space, transit connections, etc.; and
- Ensuring that walkability and active transportation are supported in urban and residential planning.



BENEFITS OF ACTION #13

- Provides a clear and transparent rationale for how parks and recreation are funded.
- Aligns funding mechanisms with public benefit and identified needs.

Action #14:

Implement a more robust lifecycle budgeting program.

Lifecycle investment undertaken by the City will need to ensure that:

1. Adequate reserve funds exist to sustain service levels at existing facilities; and
2. Funds are available to adapt or retrofit spaces as community needs and dynamics evolve.

Action #15:

Develop and implement a facility refurbishment plan for Robert Service Campground, including considerations for:

- Creating a permanent year-round, multi-use facility;
- Accommodating a broader range of overnight guests;
- Maximizing local resident use and enjoyment;
- Interpreting the cultural, historic and ecological values of the site; and,
- Integrating the site into City and/or partner nature-based programming;
- Mitigating potential for human-wildlife conflicts.



BENEFITS OF ACTION #15

- Ensures that the Campground is sustained and optimized into the future.
- Recognizes trends and the evolving nature of how residents use campgrounds and outdoor gathering spaces.

Action #16:

Update the Trails Master Plan to ensure that Whitehorse-area trails continue to be developed and managed to the highest standards of user enjoyment and sustainability.

Potential focus areas for the updated Master Plan should include:

- Building community and financial capacity to maintain the official City trail network;
- User safety and risk management;
- Updated classifications for trail types and uses;
- Integration of interpretive and educational opportunities;
- Increased accessibility of trails for a broad user base; and
- Accommodating specialized trails.



BENEFITS OF ACTION #16

- Responds to community needs for trails.
- Helps ensure that the trail network is safe, accessible and able to accommodate a variety of uses.
- Identifies future needs and demands for trail experiences.

Action #17:

Update the Cemeteries Master Plan.

Potential focus areas for the updated Plan should include:

- Assessing the overall capacity of the cemeteries inventory;
- Aligning the City's cemeteries with evolving demographics (cultural, religious, etc.); and
- Adjusting facility planning and service delivery to meet shifting demands.



BENEFITS OF ACTION #17

- Ensures that the City's cemeteries are best positioned to meet short, mid and long range needs

Action #18:

Undertake regular assessments of parks and recreation assets and use the results to inform capital planning and lifecycle replacement.

The following chart reflects a suggested timeframe for which assessments could occur.

Assessment Timeframe	Level of Assessment
As required	Legislated assessments
Annual	Basic assessment conducted by City staff.
Every 2–5 years	Architectural assessment
Every 5–10 years	Engineering assessment (full structural and mechanical review)



BENEFITS OF ACTION #18

- Ensures that adequate information exists to inform future planning and budgeting prioritization.
- Reduces the risk of major facility failure and mitigates unforeseen issues.

Action #19:

Continue to work with non-profit groups, community associations and residents to ensure that neighborhood park spaces are developed and maintained to an optimum standard.

When planning or enhancing these spaces, the following considerations should be prioritized.

- User safety and risk management;
- Accessibility (e.g. linkages to community via trails and pathways)
- Diversity of opportunity across the parks network (ensuring that there is a mix of broad appeal amenities in some spaces and amenities targeted to specific age groups in other spaces)
- Community character and aesthetics
- Ease of maintenance



BENEFITS OF ACTION #19

- Maximizes appeal and utilization of neighborhood park spaces.
- Ensures sustainability through quality and appropriate design.



BENEFITS OF ACTION #20

- Ensures that major capital investment is based on sound logic, need and viability.
- Embeds a transparent and consistent process into City decision making for parks and recreation.
- Identified key priorities and focus areas to drive major capital investment.

Action #20:

Base future capital investment for parks and recreation on structured decision-making tools that will ensure transparency, due diligence, and the optimization of public benefit.

Provided in the appendices are suggested decision making tools that can be used to help undertake future prioritization and capital planning.

Connecting to Other City Plans

The Master Plan acknowledges the numerous capital and operational parks and recreation commitments that the City has made through other neighbourhood or area-specific plans in recent years. These commitments include (but are not limited to) the following:

- Completion of the paved escarpment trail and formalization of a City trail network in the Downtown (2018 Downtown Plan)
- Arts and cultural programming in the Downtown core and potential installation of family-friendly amenities (such as a playground) in Shipyards Park (2018 Downtown Plan)
- Extension of the waterfront trail to Tlingit Street, creation of a waterfront park, and enhanced trail connections to the surrounding escarpment (2018 Marwell Plan)
- Potential visitor amenity and trail enhancements at Ear Lake (2018 Robert Service Way Planning Study)
- Expansion of the paved trail system and creation of an All Ages and Abilities cycling network (2018 Cycling Master Plan)
- Enhancements to day use areas and shoreline parking in the Schwatka and Chadburn Lake areas (2017 Chadburn Lake Park Management Plan)
- Trail improvements and new construction in the Takhini, Range Road, Porter Creek, and Whistle Bend areas (2016 Trail Plan for the area)
- Linear park and potential creation of a City flagship park at “The Point” (2014 Range Road North Neighbourhood Plan)
- Construction of a new staircase to the escarpment from Downtown South (2011 Downtown South Plan)



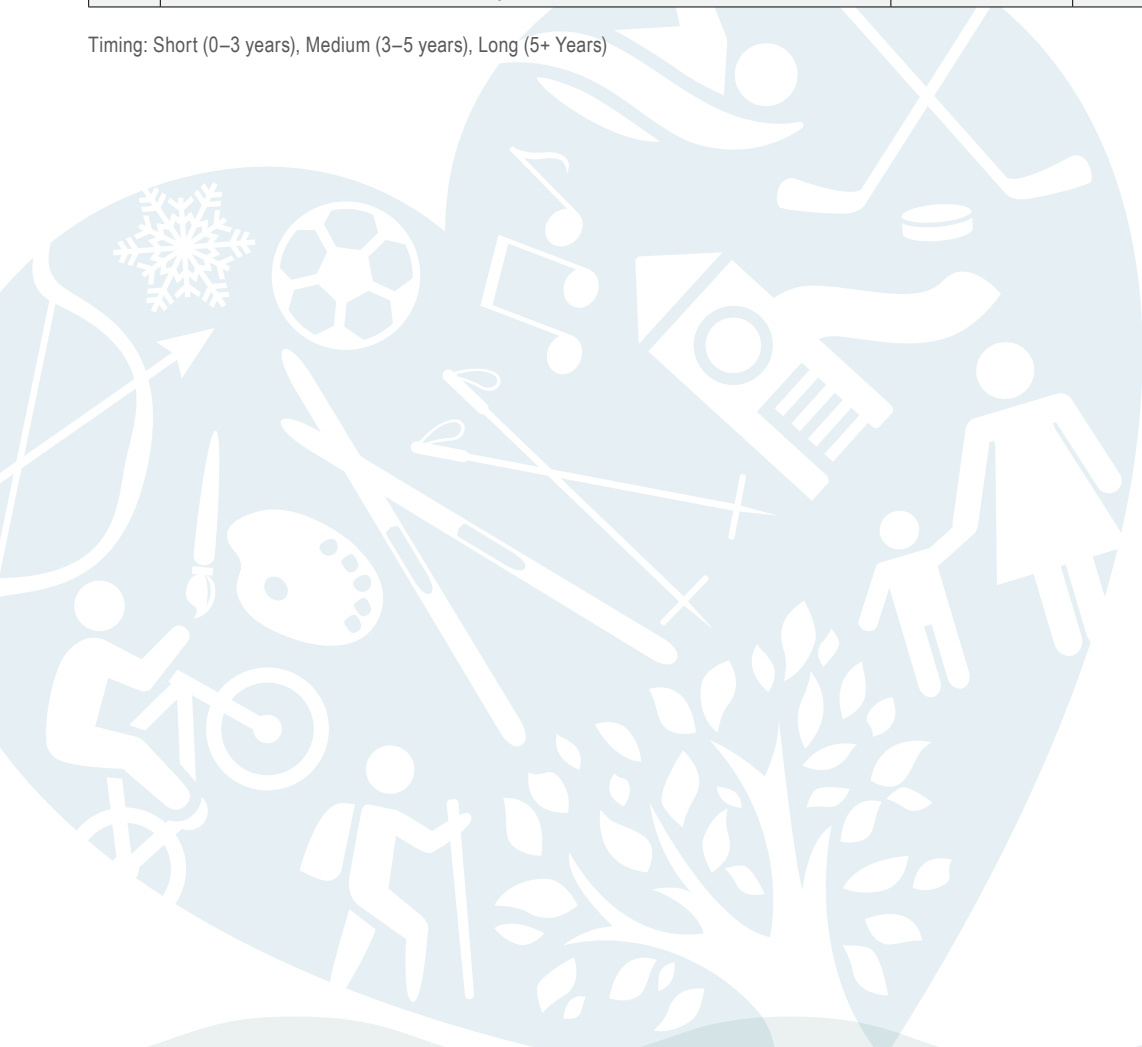
07 Implementation

Overall Implementation Timing and Prioritization

	Action	Timing	Project Based Resources Required	Human Resources Required
1.	Continue to utilize a combination of direct and indirect delivery methods	Ongoing	None	City
2.	Continue to identify and address financial and related barriers to recreation	Ongoing	None	City
3.	Work to further animate outdoor parks and outdoor spaces	Short and medium	\$50,000–\$100,000/yr	City
4.	Continue to provide and support recreation opportunities that promote physical literacy and foster participation throughout all stages of life	Ongoing	None	City
5.	Strengthen and expand cross-sectoral relationships, collaboration, and partnerships	Ongoing	None	City
6.	Improve communications with, and reporting to, user groups and the public	Short to medium	\$100,000–\$150,000	City/ External
7.	Work with partners and stakeholders to develop a City strategy for arts, culture, and heritage	Medium	\$50,000	External
8.	Integrate more outdoor skills, nature-based, and wellness-oriented offerings into the City’s programs by increasing in-house capacity and partnering with local organizations with related expertise	Medium to long	\$100,000/yr	City/ External
9.	Build capacity to fully assume a leadership and management role for the City’s regional parks	Short and medium	To be determined	City
10.	Work cooperatively and collaboratively with territorial and local First Nation governments around areas of mutual interest	Ongoing	None	City
11.	Work creatively and cooperatively to address space and facility limitations	Short and medium	\$40,000	City/ External
12.	Continue to integrate parks and recreation considerations into City planning and development initiatives	Ongoing	None	City

	Action	Timing	Project Based Resources Required	Human Resources Required
13.	Review, update and/or develop City policy and supporting initiatives to optimize cost recovery and diversify funding for parks and recreation	Short to medium	\$40,000	City/ External
14.	Implement a more robust lifecycle budgeting program	Short	None	City
15.	Develop and implement a facility refurbishment plan for Robert Service Campground	Short to medium	\$1.2m +	City/ External
16.	Update the Trails Master Plan	Short	\$75,000	External
17.	Update the Cemeteries Master Plan	Medium	\$40,000	External
18.	Undertake regular assessments of parks and recreation assets and use the results to inform capital planning and lifecycle replacement	Ongoing	\$75,000	City/ External
19.	Continue to work with partners to ensure that neighbourhood park spaces are developed and maintained to an optimum standard	Ongoing	None	City
20.	Base future capital investment to parks and recreation infrastructure on tools and protocols	Ongoing	None	City

Timing: Short (0–3 years), Medium (3–5 years), Long (5+ Years)



Appendix A:

Framework for City Infrastructure Investments

The City will inevitably need to make infrastructure investments during the life of the Master Plan that are not specifically identified as Strategic Actions. This high-level framework — consisting of City Priorities and Facility and Amenity Strategies — supports the implementation of Action #20 and assists the City in answering the question, “Is this is a good fit?”

OVERARCHING CITY PRIORITIES FOR PARKS AND RECREATION CAPITAL INVESTMENT (2018–2020)



The City will focus investment on...

- Projects that sustain, enhance, or refresh current infrastructure.
- Projects that support multi-generational activities.
- Projects that result in spaces that are multi-use and adaptable.
- Projects that demonstrate long-term operational viability and sustainability.
- Projects that address identified needs and gaps.
- Projects that align with the philosophical and strategic priorities of the City (as outlined in the Master Plan and other key strategic documents).



Facility and Amenity Strategies

At a broad level, the Master Plan emphasizes reinvestment in existing facilities. At a more detailed level, the City will apply four different strategies to the consideration of new capital infrastructure during the life of the plan. These strategies include:

Sustain the Current Level of Provision — Maintain the current level of provision by investing in existing facilities and replacement when/if necessary.

Consider Enhancing the Current Level of Provision — Enhance the current level of service through investment in new, incremental facilities.

Consider Supporting Through External Partnership Requests — These projects may not be initiated by the City, however the tools provided in the Master Plan should be used to further assess and rank partnership requests from external organizations.

Develop with Community Growth — Develop the facility / amenity type is lockstep with ongoing population and/or development growth.

Indoor and Outdoor Facility and Amenity Strategies

Type	Sustain the Current Level of Provision	Consider Enhancing the Current Level of Provision	Consider Supporting Through External Partnership Requests	Develop with Community Growth
Indoor				
Ice arenas	✓			
Aquatics facilities	✓			
Fitness centres				✓
Single-purpose Indoor infrastructure			✓	
Indoor field and gymnasium type facilities	✓			
Dedicated youth and seniors spaces			✓	
Indoor child playgrounds	✓			
Walking/running tracks	✓			
Multi-purpose meeting and activity spaces	✓			
Arts and cultural facilities			✓	
Outdoor				
Natural surface trails		✓		
Paved surface trails		✓		
Campgrounds and day use areas		✓		
Sport or activity-specific fields and/or facilities			✓	
Playgrounds		✓		✓
Youth/teen-oriented spontaneous use amenities		✓		
Outdoor boarded rinks				✓
Neighbourhood park spaces				✓
Major community park spaces		✓		
Water sports and access facilities / amenities			✓	

Appendix B:

Framework for Third Party Infrastructure Investments

As Whitehorse continues to grow and evolve there will continue to be wide-ranging demands for new parks and recreation infrastructure from organizations external to the City. At times, the City of Whitehorse will be required to respond to requests for infrastructure support and/or partnerships. The following framework provides guidance to both third party organizations and the City in evaluating the suitability of these requests. Furthermore, it allows the City to prioritize where multiple concurrent requests have been made and limited funds and capacity are available. This framework may be further refined and/or adapted by the City. **The criteria outlined in the framework reflect both key values identified throughout the Master Plan and practical considerations that will need to be balanced when contemplating new projects.**

Criteria	Lower Likelihood of City Support	Higher Likelihood of City Support
Alignment with City Plans	The facility/amenity type does not closely align with Key Strategic Directions of the Master Plan and/or does not help to fulfill commitments made in other City plans	The facility/amenity type closely aligns with multiple Key Strategic Directions of the Master Plan and/or helps to fulfill commitments made in other City plans
Demand	The facility/amenity type is not identified as a Top 15 priority in the Master Plan public survey and substantial need/demand is not otherwise demonstrated	The facility/amenity type was identified as a Top 5 priority in the Master Plan public survey and/or substantial need/demand is demonstrated via other means (needs assessment, etc.)
Operational Sustainability	The facility/amenity type is projected to require a significant ongoing City subsidy	The facility/amenity type is projected to generate net income and/or there is little to no subsidy required from the City
Capital Cost	The capital cost contributions required of the City for the facility/amenity type are significant	The capital cost contributions required of the City for the facility/amenity type are minimal to none
Community Benefit (Participatory)	The facility/amenity type is targeted at a specific age category and/or skill level with no or minimal broader appeal	The facility/amenity type will provide benefit to all ages and ability levels
Community Benefit (Economic)	The facility/amenity type will draw minimal or no non-local spending to the community	The facility/amenity type will draw significant non-local spending to Whitehorse
Financial Accessibility	Cost to access the facility/amenity type and participate is deemed likely to be a barrier for some residents	The facility/amenity type will be free to access and require only minor participant investment in equipment, etc.

Criteria	Lower Likelihood of City Support	Higher Likelihood of City Support
Availability of Partnerships or Grants	Partnerships and grants are expected to fund <25% of the City's capital contributions to the project (if those are significant)	Partnerships and grants are available to fund 75%–100% of the City's capital contributions to the project
City Capacity	The facility/amenity type is anticipated to require additional City human resources capacity	The facility/amenity type is not anticipated to require additional City human resources capacity
Third Party Capacity	Third party proposing facility does not demonstrate exceptional organizational capacity (governance, stability, fundraising, partnerships, memberships, previous accomplishments, etc.)	Third party proposing facility demonstrates exceptional organizational capacity (strong governance, stability, fundraising, partnerships, memberships, previous accomplishments, etc.)
Current Opportunity Provision	The facility/amenity type would duplicate an existing opportunity that is sufficiently provided	The facility/amenity type would add a completely new recreation opportunity in the community



Appendix C: Framework for Major Capital Project Development

Major capital projects require a higher level of scrutiny and due diligence, both from the City and any third parties requesting City support. The following framework provides guidance for undertaking major capital projects in a logical, incremental fashion. The information outputs at each step in the process can help the City evaluate third party requests using the framework provided in Appendix B.

Project Development Framework

