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# ACKNOWLEDGMENTS

The Rural Municipality of St. Andrews is located on Treaty 1 Territory, the traditional lands of the Anishinaabeg, Cree, Oji-Cree, Dakota, and Dene Peoples, and the National Homeland of the Red River Métis.

St. Andrews believes that recreation has the potential to break down barriers, unite residents, and create a strong and inclusive sense of community. Through the Recreation Master Plan, the RM is committed to building on this potential in the spirit of reconciliation.

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The St. Andrews Recreation Master Plan was developed with input from residents and a wide range of community stakeholders. The consultant team would like to acknowledge the valuable contributions from the Municipality's various recreation organizations and facility operators as well as St. Andrews residents for sharing your ideas and enthusiasm. Your participation in completing surveys, round-table conversations and facility tours helped shape this Master Plan.

A special thank you is extended to the RM of St. Andrews Council and Administration for supporting the public communications and offering strategic guidance throughout the study process.

February, 2023.

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# EXECUTIVE SUMMARY

Much like other municipalities in Manitoba, the RM of St. Andrews' recreation services delivery has been built on the tireless efforts of community members over decades. This Recreation Master Plan offers a series of recommendations and actions that are intended to modernize recreation service delivery in the municipality in a way that addresses the voice of the community.

The RM of St. Andrews is divided between North and South, with the City of Selkirk serving as a service centre and dividing line. The North is a collection of small urban settlement centres that connect to the communities on the west shore of Lake Winnipeg, and truly use the City of Selkirk as a service centre. The South has been primarily developed as a rural residential community of minimum 4 acre lots and although it doesn't have the same settlement pattern as the North – is most often referred to as "St. Andrews" and primarily uses the City of Winnipeg as its service centre.

The RM does not currently lead recreation, but instead makes every effort to support what is happening while generally staying out of the day-to-day operations of each facility.

Recreation is led and owned by volunteer groups throughout the RM. These groups represent a wide range of diverse organizational structures, governance sophistication, and operational challenges. Ultimately, volunteers are becoming burnt out and tired with concern over succession. Historically, volunteer groups got together with a united sense of enthusiasm to "build" and meet a need in the community. These groups would rally together to raise funds, encourage Council support, and develop a facility that they would continue to voluntarily operate. With many of these groups, the same volunteers that built the facilities remain in place (or their next generation) and are fatigued of what has become "their second job". Currently, there are initiatives to renew (Petersfield Hall and Curling Club), and/or build new facilities (Liss Road site) by several different groups.

Generally, the population is unaware that facilities and programming are not owned by the RM, and over 70% are comfortable in a modest increase of taxes if it was in support of improved recreation services, according to a community survey. This aligns with trends across Canada.

To modernize recreation services delivery for the RM, several systematic updates are proposed that will provide a higher level of resilience, support for facility development, and improvements to volunteerism. To do so, this study creates a base line and immediate steps which should be taken to support future decision making.

It is the recommendation of this study that there is support for the RM to move into a lead role in recreation services delivery. To do so, there are several actions that should be immediately taken to set the stage for long term success:

1. Recommendation 3.1.3 – Assist volunteer organizations by formalizing a Memorandum of Understanding (MOU) with each group to clearly define roles and responsibilities. This process should have the RM supporting each group in their governance, by-laws, and financial reporting to ensure the longevity of each group and their role in services delivery. By providing greater clarity through these agreements, the RM will efficiently and effectively support program delivery while alleviating volunteer effort.
2. Recommendation 3.1.1 / 3.6.1 – Purchasing software to assist with facility booking and volunteer management will help alleviate volunteer burnout. Additionally, data collected over time will assist in municipality-wide decision making on facilities and programs.
3. Recommendation 3.5.2 – There is a LOT going on in the RM, and so streamlining and customizing a comprehensive recreation-specific communications strategy should assist marketing and streamline efforts by both the RM and volunteers.
4. Recommendation 3.2.6 / 3.2.7 / 3.2.9 / 3.2.10 Facility Planning (Petersfield Hall/Curling Club/Dunhartwood – STACC – Liss Road Site) – Once an MOU has been established with each group, and based on “what if” scenarios as described herein, build support for the capital improvements to facilitate improved program delivery in both the North and South communities of the RM. Capital fundraising takes time, and these organizations should be prioritized early to meet short term facility development goals.
5. Recommendation 3.11 – Adopting the St. Andrews Trails Master Plan and the continued pursuit of capital funding to improve the network should prioritize accessibility and improved experience for all the residents of the RM of St. Andrews.

The critical recommendations (items 1-3 above) do have capital cost implications and will also require the involvement of your Recreation Services department. As the department currently has limited capacity, it is our recommendation to work closely with the existing RM resources to find appropriate skills in-house that can be augmented by contractors to complete each task most effectively. Once the tasks are completed, and with systems in place, the RM will be well positioned to be more proactive towards recreation services delivery.

# INTRODUCTION

1.0

# INTRODUCTION

## 1.1 Background

The RM of St. Andrews is an agricultural community which also features residential areas and seasonal cottages. The RM is adjacent to the Red River and is conveniently located in proximity to urban centres such as Selkirk and Winnipeg. Though recreation in St. Andrews is always alive and evolving, the municipality currently lacks a comprehensive planning document that assesses current needs to guide future decision-making and planning. As the municipality continues to develop, it is important that the RM’s recreation department addresses the increasing needs associated with this growth by ensuring that an effective Recreation Master Plan is in place, to guide the municipality into the future.

## 1.2 Purpose and Intent

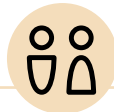
The RM of St. Andrews Recreation Master Plan (the Plan) is a guiding document that will provide direction and guidance for decision-making regarding the modernization of recreation service delivery over the next 5-20 years. It seeks to ensure a proactive approach is taken to managing changing conditions, addressing new and persistent challenges, and responding effectively to emerging opportunities in recreation. In turn, a greater degree of predictability can be provided to residents, community organizations, facility operators and other stakeholders who continue to invest time and resources into recreation in the RM, while also promoting the community’s shared aspirations for St. Andrews moving forward. The Plan has been developed by Scatliff+Miller+Murray, RC Strategies and the RM of St. Andrews based on a thorough analysis of background reports, facility visits and community/stakeholder consultation. The Plan intends to:

1. Define a shared vision for the continued growth and modernizing of recreation service delivery in St. Andrews;
2. Establish a set of Guiding Principles to align efforts and guide decision-making; and,
3. Identify corresponding recommendations and actions that align with the principles and help achieve the vision.

The Plan’s analysis and recommendations are based on the situation today and what is likely to happen, given the information available and provided by the stakeholders consulted.



Decision-makers can look to this Plan for guidance in making recreation service delivery decisions to ensure that a cohesive recreation system is being developed, one that addresses the needs and desires of all residents of St. Andrews.



Citizens can look to this Plan to see how their input has been used to shape the future of recreation in the Municipality. They can also refer to the Plan to ensure that recreation service is being delivered according to the guiding principles agreed upon in this Plan.



### 1.3 Planning Process Overview

The overall planning process was undertaken in three phases:

**PHASE 1: Discovery** - The objective of Phase 1 was to develop a comprehensive understanding of the RM's recreation context. During this phase, our team focused on data gathering and analysis to understand local demographics and growth projections, policies, funding, recreational needs, and potential development constraints.

**PHASE 2: Visioning** - The objective of Phase 2 was to develop an overall vision for recreation services delivery that will serve as a road map for municipal decision making, budgeting, and development. This was done by performing the necessary tasks to better understand the facilities, the policies, and the opportunities for recreation services delivery to achieve the community building aspirations of the Municipality.

**PHASE 3: Master Plan** - The objective of Phase 3 was to align the Recreation Master Plan with the overall project goals and objectives into an easy-to-use and succinct multi-year planning document.

Notably, community engagement played a key role throughout all project phases. As shown in Figure 1.1, the planning process commenced in the Fall of 2021 and was completed in the Winter of 2022; however, implementation of the Plan will continue well into the future.

### 1.4 Public Participation

The Plan was developed in accordance with an extensive community engagement process involving local residents, community organizations, recreation service providers, facility operators and RM staff. The engagement process was undertaken in five consecutive stages as the plan progressed.

Information collected throughout this collaborative engagement process was used to advance ideas and inform the development of this Plan in various ways, including, but not limited to:

- Identifying key issues, challenges, and opportunities as part of the situational analysis, both from the general community and targeted stakeholders;
- Shaping the Plan's vision and guiding principles; and,
- Contributing to the proposed policies and actions.

The stages included: (1) facility visits and stakeholder interviews, (2) community recreation survey, (3) public open house 1 + survey, (4) stakeholder follow-up meetings, and (5) public open house 2 + survey. Please refer to Appendix 2 for the full engagement report.

**FIGURE 1.1. PUBLIC PROCESS**



**SITE/FACILITY VISITS & STAKEHOLDER INTERVIEWS**

**13**  
SITES VISITED

The Consultant Team met with each recreation facility stakeholder group identified by the RM of St. Andrews as a key stakeholder in order to examine their facility needs now and in the future. The objective of the site visits and stakeholder interviews was to engage key actors for recreation in the RM of St. Andrews to identify challenges / opportunities for recreation and facilities, as well as define their vision and priorities for the future of recreation in St. Andrews. A total of 13 sites were visited and 15 different stakeholder groups were interviewed in the process.

**COMMUNITY RECREATION SURVEY**

**1420**  
RESIDENTS

An online community survey was conducted to develop a general understanding of St. Andrews residents' attitudes and opinions regarding recreation services in the RM of St. Andrews. Several of the questions allowed respondents to prioritize the development of new, improved or expanded recreation services and programming in general, as well as make suggestions about improvements to existing amenities and/or programs in the region. The survey generated responses from 526 households.

**PUBLIC OPEN HOUSE 1**

The first public open house was offered both virtually and in-person. The purpose was to gain community feedback on the plan's recently developed guiding principles, as well as present some of the research that had been done to date. Attendees were encouraged to ask questions and provide input by filling out a feedback survey. In general, the event saw a positive response to the guiding principles, and general interest in the project's findings to date.

**STAKEHOLDER FOLLOW UP MEETINGS**

**10**  
STAKEHOLDER GROUPS

The purpose of the follow-up stakeholder meeting was to present the findings and recommendations for the St. Andrews Recreation Master Plan, and to gather feedback and insights from key stakeholders prior to finalizing the plan. The meetings included a presentation of the Plan's recommendations to date, as well as a discussion tailored to the recreation service provider and their programming.

**PUBLIC OPEN HOUSE 2**

The second public open house was designed to present the Draft Master Plan and its key recommendations to the general public for review and consideration. The event was offered at both the Clandeboye Community Centre as well as the St. Andrews Community Centre, and was offered virtually for anyone who could not attend. Following the second public open house, the final report was completed. In general, the response from the public and all stakeholders was positive, reflecting support for recreation services, quality of service, and support for further recreation development.

## 1.5 How to Read This Plan

This Plan is broken down into four (4) main sections. The following provides an overview of the general structure and scope of each section to assist users in effectively using this Plan.

### 1.0 Introduction

Provides a brief background and contextual information related to the need for this Plan and its intended outcomes, as well as an overview of the planning process and the Recreation Master Plan Document.

### 2.0 Plan Framework

Establishes the guiding principles and key strategic directions for recreation in the RM of St. Andrews, which serve as a framework for the supporting actions in Section 3.0.

### 3.0 Recommendations & Strategies for Recreation Development

Defines a series of actions, classified according to the key strategic priorities, to support the vision and guiding principles set out in Section 2.0.

### 4.0 Implementation

Outlines various measures for the ongoing implementation of this Plan, including alignment between its guiding principles and the supporting policies and directions.



Indicates what we heard from this project's household community recreation survey.

# **PLANNING FRAMEWORK**

2.00

# PLANNING FRAMEWORK

Given the central role that recreation plays in St. Andrews, the RM is tasked with sustaining community satisfaction and meeting expectations for recreation delivery. The RM has the opportunity, through this Master Plan, to establish a vision for recreation delivery that allows everyone to participate in recreation opportunities. The following framework illustrates how the strategies in this plan align with the Municipality’s broader vision for recreation.

**FIGURE 1.2. PLANNING FRAMEWORK**



## 2.1 Guiding Principles

The guiding principles were developed in collaboration with the RM of St. Andrews leadership and community, and are intended to encourage RM-wide collaboration between communities, as well as strengthen municipal responsibility for recreation development in the RM. These principles should form the basis for recreation policy and decision making in order to ensure consistency and alignment with the RM’s vision for recreation.

The principles are based on the findings of the Situational Analysis, which provides an overview of the current state of recreation in the Municipality, including the planning context within which recreation is delivered, the current service delivery model, an inventory of recreation assets, and a summary of what we heard about recreation from stakeholders and the public. For more information, please refer to Appendix 1 for the full situational analysis.

FIGURE 1.3. GUIDING PRINCIPLES

### Partnerships & Engagement



The RM of St. Andrews will encourage collaboration between the RM and private sectors, neighboring municipalities, community organizations, and the public at large to inform all agreements that help establish the development of new parks, facilities, and programs that ensure that the recreation delivery system is meeting the needs of the community.

### Recreation as Community Building



The RM recognizes that each community in St. Andrews is unique and therefore has their own specific needs when it comes to recreation. The RM will explore how recreation services delivery can help strengthen the overall community fabric through building social ties between neighbors, as well as how it can be optimized to spur economic development in accordance with the Development Plan.

### Celebrate your Strengths



The RM of St. Andrews is a large municipality that has many existing natural, cultural, and ecological assets that support recreation. The RM will prioritize and celebrate its existing and emerging strengths, to deliver and support exceptional recreation opportunities for the community.

### Accessibility & Affordability



The RM of St. Andrews will support the development of recreation facilities, parks, and services that provide inclusive recreation opportunities, to ensure that all residents can participate and share equally in the benefits of recreation.

### Sustainability



The RM of St. Andrews will ensure that both long-term economic and environmental viability and sustainability will be prioritized in the planning and development of new parks, recreation facilities, and services.

### Efficiency & Effectiveness



The RM of St. Andrews will make every effort to streamline processes and optimize its role in being both effective and consistent in recreation services delivery across all communities with a strong and efficient communications strategy.

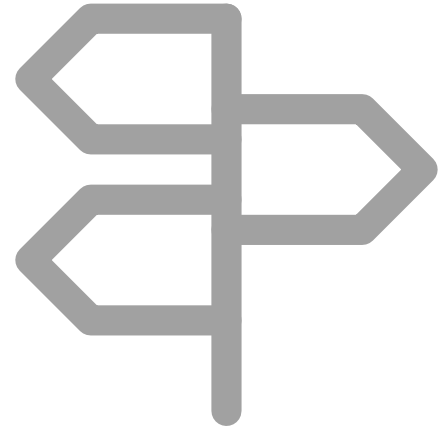
### Supporting Community Resources



The RM of St. Andrews recognizes and acknowledges the tremendous level of effort given by volunteer-based service providers to the delivery of recreation programs and services and will provide opportunities to support and build volunteer capacity in the community through the strengthening of volunteer organizations.

## 2.2 Key Strategic Directions

Throughout the planning process, several key challenges, and opportunities in terms of recreation were identified to be addressed in the Master Plan. While there is general satisfaction within the community regarding recreation offerings, the planning process revealed some opportunities that can be pursued to further enhance the overall recreation system in St. Andrews. These helped form the following key strategic directions for recreation (listed in order of how they appear in the document, not according to priority). These directions guided the focus of the recommendations that form the core of the Recreation Master Plan in Section 3.0.



### 1.0 RM to take a Leadership Role in Regional Recreation Delivery

It has become evident that while some recreation services can be efficiently delivered at the neighbourhood or community level, others might rely on a regional approach to succeed. Therefore, the RM should seek opportunities for better servicing and funding models by formalizing partnerships with regional neighbouring municipalities and community organizations in order to expand program delivery to RM residents and share resources. These partnerships should also support the provision of accessible community space in each settlement centre through collaborative community use of school strategies, collaborations with independent community centres in neighbouring communities, re-purposed recreation facilities, and/or a regional multi-purpose facility. Agreements should be reviewed on a regular basis to allow for flexibility in response to shifting trends in recreation and the optimization of land use and facilities.

### 2.0 Optimize Current and Future Investment in Recreation Infrastructure

The RM of St. Andrews is home to a variety of quality recreation facilities that include community halls, sports facilities, museums and several open green spaces. Most of these facilities are not owned or operated by the Municipality, but rather by non-profit community organizations, for-profit businesses, or other levels of government. As the majority of recreation infrastructure within the RM is currently in relatively good condition, a specific recreation facilities assessment is not recommended at this time for any specific building. However, it is important that the RM continues to support recreation service providers and monitor facility conditions in order to optimize their investments, as well as ensure that any facilities that do require renovations do not enter into an under-funded infrastructure cycle, resulting in a decline in facility use and/or decrease in revenue.



### **3.0 Ensure that Everyone Benefits from Recreation Services**

Every resident of St. Andrews should have access to safe, inclusive, and creative recreation activities, regardless of their social, cultural, or economic circumstances. In recent years, recreation has become increasingly difficult to access for many people, particularly due to high costs of equipment, gas, and use of facilities. This is a common trend seen across many municipalities in Canada, and one that is preventing many families from participating in recreation activities and programs. In addition, recreation should be accessible to all and inclusive of those with limited mobility. Through participation in structured and/or unstructured recreation activities, the communities of St. Andrews can, and will, develop a strong level of physical literacy and social well-being, allowing all residents to live to their full potential in a healthy, supportive environment. As well, the long-term benefits of recreation activities will situate RM as a leader for inclusion and accessibility.

### **4.0 Expand Existing and Encourage New and Diverse Programming**

Traditional recreation service has focused largely on organized sport and purpose-built facilities. The RM should continue to identify programming opportunities to support varying interests in recreation—in addition to organized sports—across the RM. Trends that we see across Canada have consistently indicated how passive recreation opportunities through the provision of safe access to quality green space is the area of recreation services delivery that is in highest demand. In addition, consultation with the St. Andrews community has indicated that there is a strong desire for more casual, informal, and self-directed activities within the RM. Support from the RM can help these volunteer-led organizations continue to deliver quality recreation services.

## **5.0 Connect the Community through Enhanced Communications**

Common amongst municipalities across the country, the aftermath of the COVID-19 pandemic has resulted in a slow uptake in registration for youth sports and activities. In an effort to recover these numbers, the RM should seek to enhance their communications by acknowledging the societal shift towards digital infrastructure, while also recognizing those who prefer to stay offline. Effective communication between residents, community and volunteer organizations, and facility operators across all St. Andrews communities requires the recognition and use of a wide range of tools that can help promote recreation opportunities throughout the RM and to surrounding areas, where appropriate.

## **6.0 Support and Empower Community Recreation Groups**

Volunteers are the backbone to the St. Andrews Recreation Community. The community facilities and organizations that deliver most of the recreation services and programming in St. Andrews are operated entirely by volunteer community members and require substantial time commitment. Building on the foundation of the existing efforts and best practices across the province, the RM should ensure that the Recreation Department supports volunteer service providers in order to build volunteer capacity, allowing them to be equipped with the tools needed to provide the best quality recreation services to St. Andrews residents .

## **2.3 Actions and Recommendations for Recreation**

Established through community and stakeholder engagement, inventory and analysis, and an overall assessment of the RM's recreation service delivery, the actions and recommendations in the following chapter are the priorities for the provision of recreation services and amenities. The actions and recommendations are designed to enable the RM to invest in its future growth, build new partnerships, and improve access to recreation for everyone. They have been developed with feedback from regional partners, facility operators and program providers, and RM administration as well as the community at large, and are in alignment with the Plan's guiding principles for recreation.

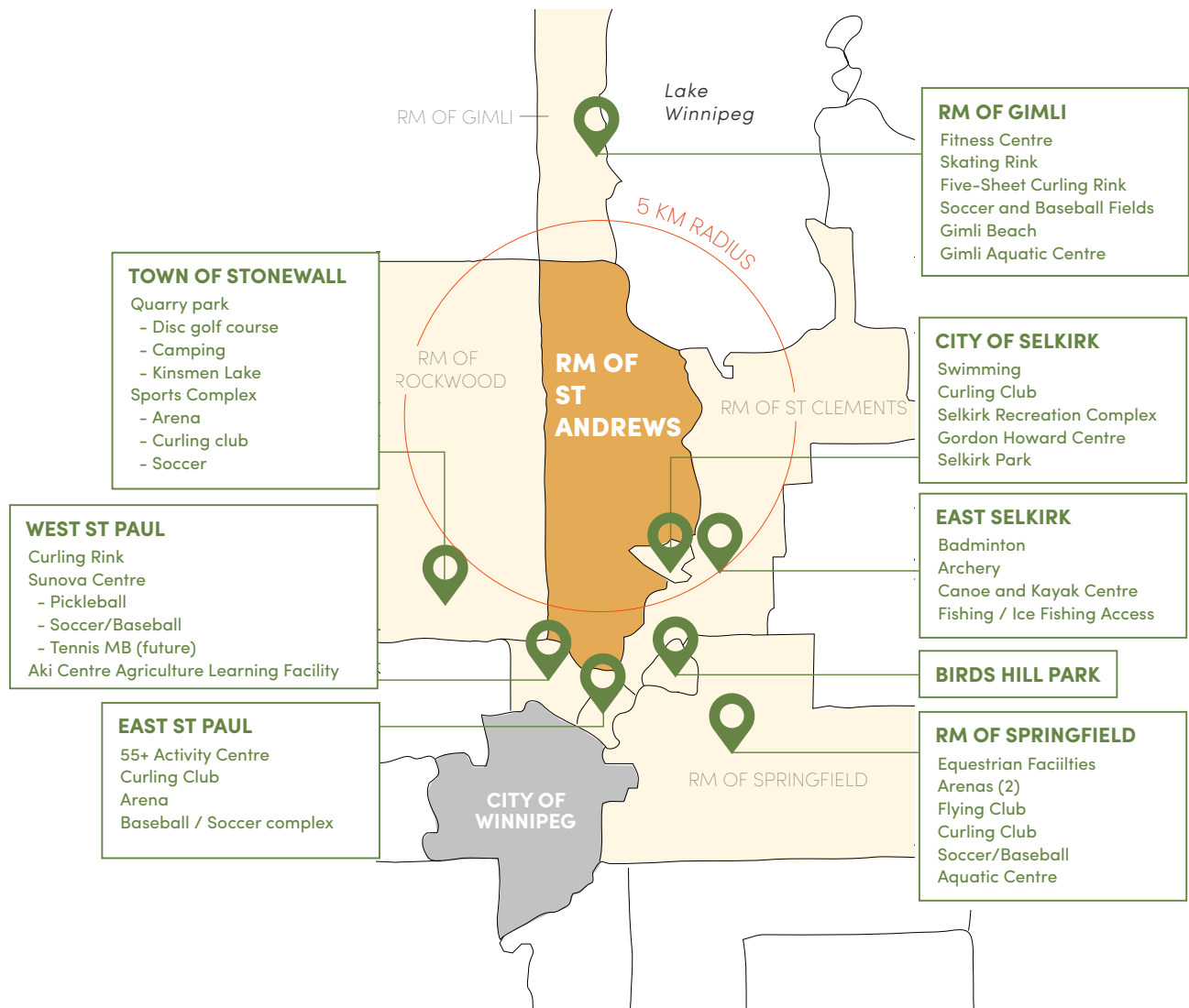


# **STRATEGIES FOR RECREATION DEVELOPMENT**

3.0

# 3.1 RM TO TAKE A LEADERSHIP ROLE IN REGIONAL RECREATION SERVICES DELIVERY

FIGURE 3.1 REGIONAL RECREATION INVENTORY

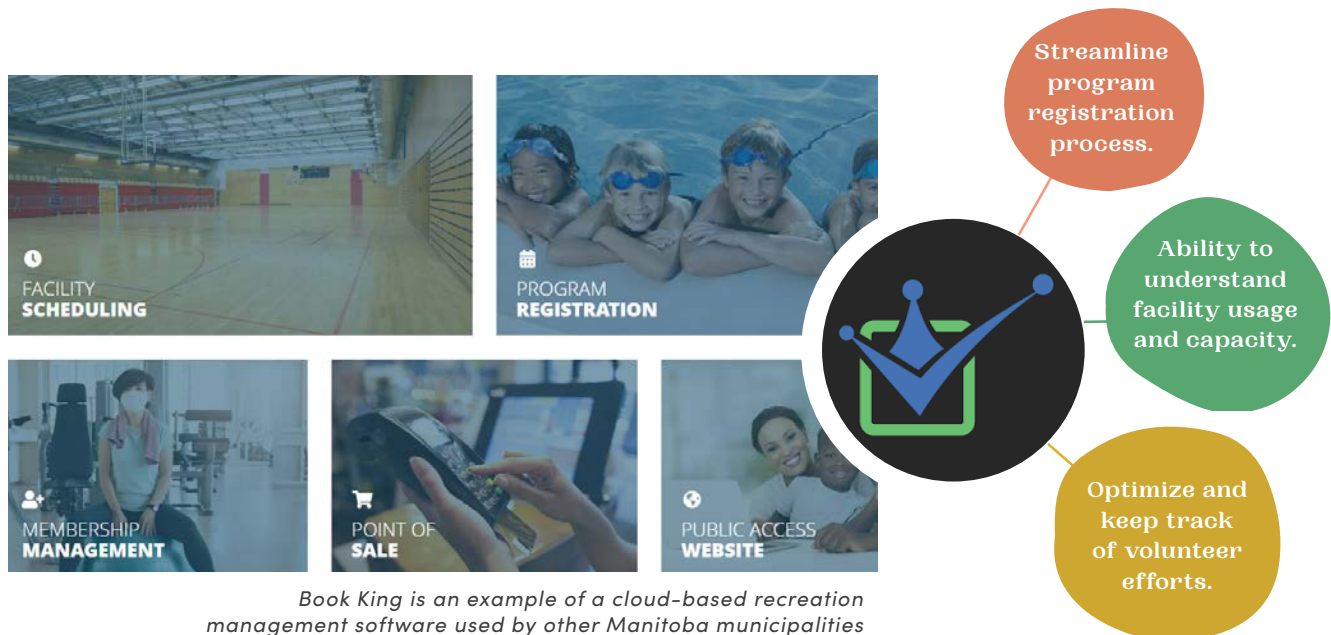


### 3.1.1 Improve the RM’s annual reporting system by purchasing appropriate booking software

It is imperative that the RM develop an improved annual reporting process for its own operations and in support of all recreation service providers. This should be done through the purchase and implementation of a cloud-based booking software to act as an all-in-one recreation management tool, as has been initiated by the RM’s Recreation Department. Considerations should be made for a software that:

- Is designed specifically for parks and recreation;
- Allows for comprehensive and convenient tracking of all facilities and programs through a reporting process that includes membership information, facility usage (times, number of individuals), rates, volunteer hours and more as required; and,
- Is compatible with software used by neighbouring municipalities and other Provincial sporting associations, to better facilitate information sharing at a regional level.

Implementing this type of management software will enable the RM of St. Andrews to streamline program registration processes by enhancing the RM’s ability to track facility usage data and capacity, as well as optimize volunteer efforts. By tracking this information on a continuous basis, the RM will be better positioned to understand needs, demands and trends in order to support all aspects of recreation programming, be equipped with the necessary information to secure grant funding, offset volunteer effort and reporting, and negotiate regional partnerships that include larger, provincial organizations (e.g. the Petersfield Curling Rink currently uses Curling Manitoba software for this purpose).

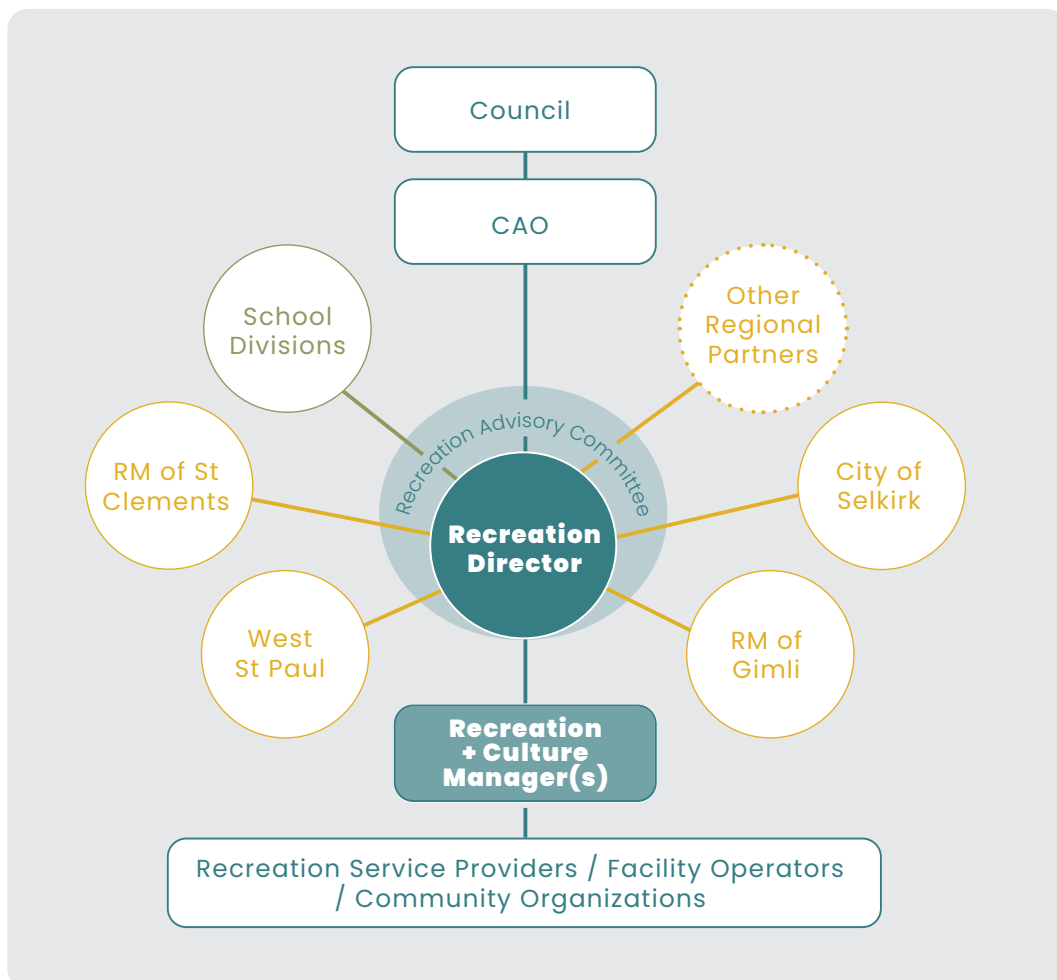


### 3.1.2 Redistribute roles and responsibilities within the recreation department

The majority of recreation services in St. Andrews are facilitated by various community groups and operated almost entirely by volunteer community members, requiring significant time commitments. The primary goal of the RM's recreation department should be to enable these community-based organizations to function successfully by:

- Providing consistent reporting requirements, governance support, and accountability;
- Avoiding the duplication of efforts;
- Assisting in asset management and capital grants; and,
- Leveraging community and volunteer resources.

**FIGURE 3.2 PLANNING FRAMEWORK**





<b>Current Role of the Recreation Department:</b>
Operation and management of RM owned recreation facilities
Grant Writing for RM recreation-related projects
RM-wide recreation events (i.e. Community BBQ)
Insurance and emergency funding
Promotion of recreation opportunities through the RM's website and monthly recreation newsletter
Management of Community Services Ambassador Program

<b>Current Role of Recreation Service Providers:</b>
Operation and management of community owned recreation facilities
Direct programming
Community-wide recreation events
Funding and grant applications
Promotion of recreation opportunities through respective organizations
Volunteer recruitment and retention

Moving forward, the department should consider reviewing all roles and responsibilities as they relate to recreation including, but not limited to, administration, funding, communications, programming, facility management and upkeep, to ensure that they are adequately supporting recreation in the RM as a whole.

With increased program demands and evolving recreation facility requirements, ensuring the stability of the department is crucial. By clearly defining these roles and responsibilities, the department can ensure organizational resilience, leading to a succession plan that helps to proactively deal with future personnel requirements. For example, the roles and responsibilities of the recreation coordinator may include, but are not limited to, tasks such as:

- Attending monthly board meetings with community recreation groups on a quarterly, bi-annual, or annual basis,
- Assisting with program registration through the RM's booking software,
- Assisting with municipality-wide program advertising / communications, and
- Coordinating grant writing for the community centres with RM staff.

It is important to ensure that individual skills and experience are taken into consideration when onboarding staff and volunteers, as the roles and responsibilities of each team member should reflect their skillset, and contribute to the expertise of the Recreation Department as a whole. This is an important first step to ensure continuity and adaptability to inevitable change, and should be reviewed frequently.

### **3.1.3 Establish Memorandum of Understandings (MOU's) to formalize partnerships in recreation service delivery**

Partnerships in recreation can be extremely beneficial for a municipality but require the right systems for execution. The RM of St. Andrews has many dedicated community groups that organize and deliver recreation programming throughout the municipality in facilities that they own and operate. These organizations all operate at varying levels of sophistication and governance, often leading to confusion between groups in terms of responsibilities.

Moving forward it is critical that the RM take a lead role in assisting each organization (in large part, to protect each organization) in the development, or ratification of their governance structure and relationship with the RM. This MOU must also be established with any new partnerships that may be considered. The MOU must be tailored to each organization and recognize the roles and responsibilities of the RM as well as those of the recreation service provider.

By establishing this agreement, the RM will require annual reporting that will assist in all aspects of recreation master planning, as well as to create a transparent and supportive relationship between the volunteers within the community. The drafting and negotiation of these agreements may be managed in-house or contracted out in order to ensure that these are completed within the first year of the Recreation Master Plan.

This agreement must spell out all reporting requirements including the registration of board members and the preparation of annual financial reports (audited or unaudited), up to date governance structure and by-laws. By doing so, the RM is able to support the long term succession and transference of knowledge over time.

**FIGURE 3.3 SAMPLE MEMORANDUM OF UNDERSTANDING**



**MEMORANDUM OF UNDERSTANDING: RM of St. Andrews Recreation Facility Management Partnership**

This Memorandum of Understanding (MOU) is in effect as of \_\_\_\_\_ (Date) \_\_\_\_\_.

**BETWEEN**

**The RM OF ST. ANDREWS** of 500 Railway Avenue, Clandeboye, Manitoba (hereinafter referred to as **“The RM”**)

**AND**

\_\_\_\_\_ Name \_\_\_\_\_ of \_\_\_\_\_ Address \_\_\_\_\_ (hereinafter referred to as **“Recreation Service Provider”**)

This memorandum of understanding (MOU) sets out the terms and understanding between The RM and Recreation Service Provider with respect to the (maintenance of Facility X/Use of School X for Activity X/Etc.).

**1. Background**

As per the strategies for recreation development in the RM of St. Andrews Recreation Master Plan, all new and existing partnerships between The RM and community facilities or recreation service providers shall be formalized through the drafting of an MOU.

The X Soccer Fields, located at X, are owned by the RM, and used by Organization X and Organization Y for youth recreational programming. The Recreation Service Provider will be responsible for maintaining the soccer fields on behalf of the RM for the duration of the MOU’s term.

**2. Purpose**

This MOU is essential to outline the partnership and obligations of **The RM** and in fulfilling the facility management needs of the \_\_\_\_\_

**3. Responsibilities**

**The RM** undertakes to

1. Example: provide the following supplies and equipment for maintenance purposes: field striping paint, striping paint machine, lawn mower, gasoline, pesticides, and netting for goal posts.
2. Etc.

Some examples of collaborative approaches to developing these memoranda of understanding include:

### **Promotional**

This approach is based on the coordinated marketing of regional recreation assets that are available to residents, but also have the capacity to draw visitors to the RM. The RM should actively explore opportunities to partner with organizations outside its borders to promote these assets, where appropriate. An example of this could be partnering with Manitoba Cycling to promote River Road and other future trails in St. Andrews as top cycling destinations in Manitoba.

### **Collaborative**

This approach uses coordinated information sharing, possibly with organizations based outside the RM and including capacity building supports to all recreation stakeholder groups. An example of this could include exploring regional partnerships with neighbouring municipalities in order to reduce strain on St. Andrews facilities. Several sports programs in the RM of St. Andrews have seen an increase in participation over the last year and are expected to rise even more in the coming years, post-pandemic. In many cases, the program's respective recreation facilities are already being used to their full capacity, and therefore are not able to accommodate all registrants within St. Andrews, leading to the sharing of facilities in neighbouring municipalities. In fact, many organized outdoor sports are currently largely served by facilities outside of the RM. St. Andrews and Selkirk recently merged their youth baseball programming, with all teams playing in Selkirk. Though the development of new facilities in St. Andrews is being considered, the RM should continue to seek and establish these partnerships where appropriate, in order to reduce the strain on both facilities and volunteer time, as well as reduce scheduling conflicts.

### **Coordinated Planning**

This approach uses consistent policy development related to the allocation of recreation facilities and spaces, and associated user fees. An example of this includes formalizing relationships with local schools, not limited to those within municipal borders, by means such as engaging them in heritage and culture through the St. Andrews Heritage Centre, with the possibility of offering a school credit. The RM should also consider marketing underused community facilities for school recreation programming that could offer a "gym class credit".

### **Cost sharing**

This approach uses fixed amounts or deficit sharing of operating costs based on utilization, per capita amounts, proportion of populations, agreed upon amounts, or assessment base. An example of this could include formalizing Petersfield as a curling hub for the RM and surrounding municipalities. Currently, many residents from surrounding municipalities go to Petersfield to use the curling facility. The RM should consider formalizing relationships with these municipalities to help offset operational costs of the facility, or to assist with the funding of improvements to the existing facility.

### **Shared Service Provision**

This approach uses formal agreements between two or more cities or municipalities that could include having staff and other supports dedicated to regional matters (either within each partner municipality or through jointly funded shared staff) and/or jointly funding recreation facilities, spaces, and services. One example is the RM's agreement with the Gaynor Family Library in Selkirk. With over 3,500 residents actively using the library in 2022, St. Andrews is the highest-represented municipality that use the library's programming. The library also promotes the St. Andrews Heritage Centre, drawing in tourism and participation from across the province.

### **3.1.4 Establish a recreation advisory committee**

Recognizing that recreation needs are unique between all communities, the RM should take an active role in connecting the various recreation organizations in St. Andrews and encourage their collaboration through the establishment of an ad hoc Recreation Advisory Committee. Designed to assist the Recreation Director with the review, development, and quality of recreational and cultural services, the Committee should include representatives from each community and stage of life, including youth, to provide feedback on current issues, coordinate programming efforts, and collaborate on new recreation initiatives and program promotions across the community. The Recreation Department should aim to meet with the committee on an annual basis at a minimum, to ensure that needs across the RM are being met, and that future plans align with community wishes. In addition, by increasing this inter-community communication and ensuring that all groups work together, the RM will be better positioned to provide forward-thinking and community driven solutions.

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### **3.1.5 Create a more user-friendly approach to annual operational grant applications**

Based on feedback received through stakeholder consultation, many community organizations and recreation service providers feel that they are underfunded, yet struggle to apply for their annual RM operating grants due to limited skills and resources coupled with inconsistent application processes. The RM should consider simplifying the grant application process for recreation service providers in such a way that does not require a complete re-application each year, resulting in more time and effort from volunteers for recreation programming, rather than funding applications (consider embedding and tracking through MOU).

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### **3.1.6 Support community organizations' pursuits of external funding (capital or operational)**

The COVID-19 crisis created considerable uncertainty in terms of recreation funding and priorities from Federal and Provincial Government sources. While new infrastructure stimulus programs may be implemented as part of pandemic recovery efforts—and could include parks and recreation as a focus—it would be irresponsible to predict what, if any, funding programs might be available in the near term. Therefore, the RM should explore all available funding sources for the recreation department, including, but not limited to, a portion of the cash-in-lieu payment.

The RM should also ensure that funding and grants are accessible and comprehensive for all recreation service providers, by continuing to regularly reviewing recreation grant offerings at the Provincial and Federal level and sharing this information with community organizations, especially those who have signed MOUs with the RM, thus empowering them to apply for all opportunities that are available to them. Some examples of available funding include the Building Sustainable Communities Grant, Accessibility Grants, as well as the Arts, Culture and Sports Grant. Lastly, the RM should also continue to provide assistance, such as Letters of Support, where municipal partnerships or support is required or beneficial.

### 3.1.7 Invest in recreation service delivery

The table below compares spending per capita on recreation with other nearby Rural Municipalities.

**FIGURE 3.4 2017 OPERATING BUDGETS FOR RECREATION + CULTURAL SERVICES**

RM / CITY / TOWN	% OF TOTAL OPERATING BUDGET	\$ VALUE	\$ VALUE PER CAPITA
RM of St Andrews	3.4%	\$469,000	\$39.00
RM of St Clements	2.50%	\$304,000	\$28.00
RM of Springfield	2.90%	\$819,000	\$53.00
RM of Rockwood	7.40%	\$578,000	\$74.00
RM of East St Paul	7.00%	\$891,000	\$95.00
RM of Rosser	3.40%	\$137,000	\$100.00
RM of West St Paul	7.90%	\$554,000	\$103.00
City of Selkirk	13%	\$2,969,000	\$298.00
Town of Stonewall	29.20%	\$1,643,000	\$342.00

Source: Province of Manitoba Capital Region (PMCR)

Compared with surrounding Rural Municipalities, the RM of St. Andrews spends less per capita on recreation than almost all its neighbours. Although methods for tracking recreation funding from municipality to municipality are wide-ranging, affecting financial reporting, St. Andrews should nonetheless recognize and understand how investment in public recreation contributes to quality of life and the local economy. The RM should pursue strategies to boost the impact of those investments to support the RM’s broader economic development objectives. Over the long term, the RM should aim to triple its recreation spending per capita, in line with the practices of similar municipalities. The community survey indicates that 74% of RM residents would be willing to pay additional property taxes for improved recreation facilities.

We have heard from multiple recreation service providers that autonomy for the community centres themselves is important. However, with rising costs of living, increased demand for recreation, and declining numbers of volunteers this can be difficult to achieve with limited resources. The RM should consider reviewing and increasing annual operations and maintenance budgeting to reflect inflationary changes, facility age, and to keep up with the expected level of quality of recreation services (annually at this time). The RM should also formalize emergency relief funding in order to bolster resilience amongst community organizations. Prior to implementing changes in recreation budgeting, the RM should ensure a complete understanding of the recreation landscape by considering all data collected through the administrative tasks of: implementing a booking software (Recommendation 3.1.1), reviewing the roles and responsibilities (Recommendation 3.1.2), establishing MOU’s (Recommendation 3.1.3) and meetings with the Recreation Advisory Committee (Recommendation 3.1.4).

### 3.1.8 Develop parkland policies for the long term

Investment in public parkland has many benefits. Public parkland can serve to enhance a municipality's image, its ecological diversity, social cohesion, the health of its residents, and provide an overall increase in quality of life. Furthermore, a well-developed parklands system is good for a municipality's bottom line. Beyond contributing to increased private property values and tax base, investment in public parkland can serve to enhance a municipality's reputation, and in turn, its ability to attract new residents, businesses, and visitors. The RM of St Andrews does not currently recognize the ownership of any parklands within its geographic boundary.

As a result of the societal shift towards a more holistic view of wellness, as well as the desire for more spontaneous leisure activities, there has been a growing demand for more parks and open space. Parks provide residents with the opportunity to safely connect with nature in order to recharge and maintain emotional, physical, and psychological well-being. There is significant potential for residential growth and development opportunities to flourish in the short term. Therefore, as the community continues to grow, a balanced and well-distributed parks and open space system should be established to serve all parts of the RM and maximize access for all residents. In most municipalities, new development considers 10% land dedication (or cash in lieu) to public reserve / parks space. As it stands the RM does not have any policies on parklands and/or the interconnectivity of parks within the broader region.

Findings from community engagement reflect this trend, indicating that households in St. Andrews are prioritizing their physical health and exercise more than ever. In addition, 70% of households said their perception of the value of parks, trails and recreation has increased since the COVID-19 pandemic. However, many are unaware that the RM of St. Andrews does not currently manage any park spaces. Recognizing limited resources for operations and maintenance, considerations for the long-term should include policies that:

- Assist in future development, staffing expectations, and design considerations
- Support local volunteer owned, recreation facilities to improve existing park amenities and consider providing operations and maintenance support
- Ensure all new and existing neighbourhoods have access to adequate and appropriate green space
- Allow for flexible and accessible multi-generational elements such as fitness equipment along trails and in playgrounds, as well as opportunities for nature play.

#### DID YOU KNOW?

- **The RM of St. Andrews does not currently manage any park spaces.**
- **Organized outdoor sports (soccer, baseball, softball) are currently largely served by facilities outside of the RM.**



# 3.2 OPTIMIZE CURRENT AND FUTURE INVESTMENT IN RECREATION INFRASTRUCTURE

## 3.2.1 Prioritize and Implement an asset management strategy

The RM should work with facility operators (and possibly recreation services providers) to design and implement proactive asset management strategies for all facilities, including life-cycle maintenance strategies to anticipate and plan for when operating systems, equipment, and maintenance deficiencies will need to be addressed. This will help ensure that any facilities that do require renovations do not enter into an under-funded infrastructure cycle, resulting in a decline in facility use and/or decrease in revenue.

At the same time, the RM should also consider providing guidelines for facility decommissioning, ensuring that appropriate steps are taken that consider sustainability, costs, heritage, and commemoration.

Lastly, the RM should guarantee long-term commitment to asset management by ensuring adequate funding for the administrative task of updating and monitoring an RM wide asset management database to support local services providers.

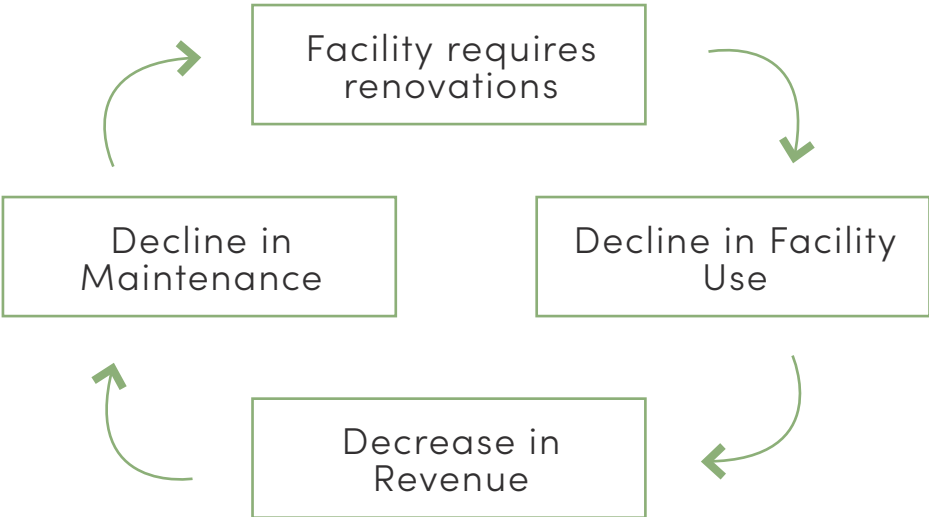


FIGURE 3.5 ST ANDREWS RECREATION FACILITY INVENTORY



RM OF ST. ANDREWS			
Schools (4)	Golf Course (2)	Outdoor Ice Surface (2)	Indoor Arena (1)
Community Hall/Rental Space (8)	Curling Rink (1)	Museum / Interpretive / Heritage Site (4)	X Country Ski Trails (1)
Outdoor Play Structure (3)	Soccer Pitch - full size (1)	Skate Park (1)	
Outdoor Picnic Shelter (1)	Soccer Pitch - mini (4+)	Baseball Diamonds (8)	

### 3.2.2 Maximize use of existing facilities

Using up-to-date data on facility usage and capacity through the appropriate booking software (Recommendation 3.1.2), the RM will work with organizations to understand and pilot opportunities to maximize the use of available facilities (e.g. community centres, halls, schools, etc.) for fitness and physical activity programs before the development of new recreation facilities are contemplated for development.

Though there is a variety of recreation, leisure and cultural programming being offered throughout the RM of St. Andrews, recent community engagement indicated that many of the RM's recreation facilities are not currently being used to their full potential. For example, the Riverview Age-Friendly Building in South St. Andrews and the Netley Community Centre in North St. Andrews are both currently under-used facilities with lots of available time for booking/programming. Using appropriate booking software (Recommendation 3.1.2), the RM will be able to support the advertisement of under-used facilities and solicitation of targeted service providers when community facilities have capacity to accommodate more programming and/or facility rentals, while limiting volunteer burden on operators. The RM should also assess where repairs or minor improvements are necessary to expand facility appeal to potential renters, and how MOUs can be used to codify relationships with current users of the spaces or establish new agreements for maintenance and operations (Recommendation 3.1.3).

Many of these facilities also feature desirable amenities such as commercial kitchens, as well as unique characteristics that might appeal to the film and/or media industry. Marketing these

rental opportunities could help generate income for community organizations, stimulate broader tourism, and promote interaction between the different communities throughout the RM, ultimately helping to bring the community together.



### 3.2.3 Incorporate facility development into existing recreation lands, where possible

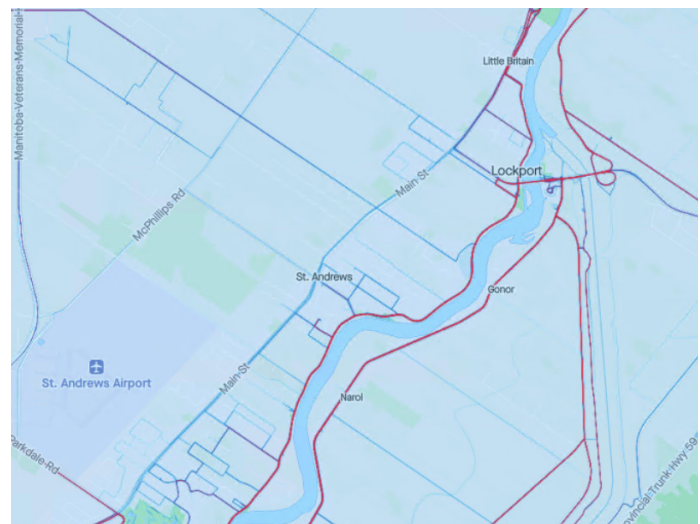
When new recreation facility development is being contemplated, the RM should prioritize incorporating facility development into existing recreation lands. St. Andrews' softball program is in its early stages, and interest will likely increase in the coming years. However, unsuitability of the STACC diamonds for older competitive play currently limits the possible expansion of the program. The construction of two diamonds suitable for competitive softball play at older age groups might be a solution, to keep pace with the expected growth of the program over the next 5 years. Prior to the construction of new diamonds, the RM should consider working with the School Division on the refurbishment of the STACC diamonds into two full sized diamonds (Recommendation 3.2.9), as well as the refurbishment of the existing diamond at the airport site. Upgrading existing facilities is not only a more cost-effective alternative to the development of new facilities, but also promotes the responsible environmental stewardship of parks, open spaces, and recreational amenities. Improving current facilities requires less building material, consumes less energy, and can be undertaken using a phased approach.



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### 3.2.4 Build on the success of River Road as a walking, cycling and leisure destination

River Road is known as a jewel in the community, and considered one of St. Andrews' major recreational strengths according to a 2021 community consultation. Currently, the St. Andrew's Heritage Centre partners with local businesses to offer biking tours along River Road. In addition to formalizing a potential partnership with Manitoba Cycling (Recommendation 3.1.3), as well as heritage and interpretive signage (Recommendation 4.1.1) the RM should support the continued promotion of River Road as a safe destination for recreation and leisure both for locals and to draw in visitors from surrounding regions and beyond.



*Data from the Strava App shows significant use of River Rd by walkers, runners and cyclists.*

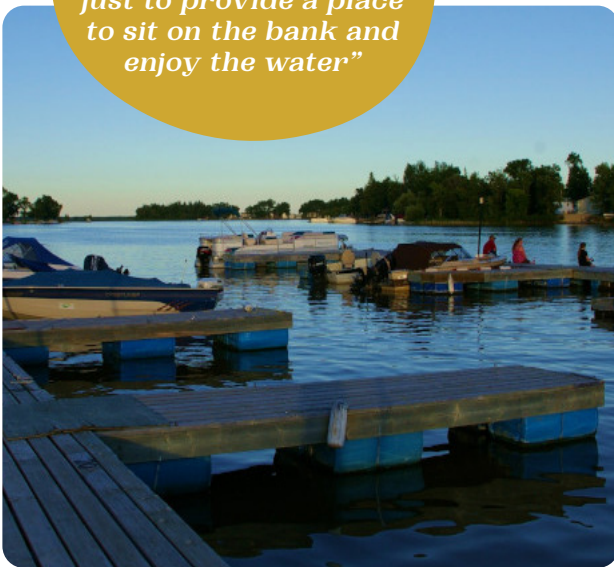
### 3.2.5 Celebrate Lake Winnipeg & all waterways

The RM has a beautiful natural landscape – understanding how these assets support recreation activities for residents is a key element in delivering successful recreation services in St. Andrews. There is no question that a major strength in terms of recreation for the RM is its close proximity to Lake Winnipeg, particularly in the central and northern communities, which offers opportunities for aquatic programming such as swimming, canoeing and kayaking. In addition, the Red River in the South and Netley Creek in the North are beautiful natural assets that provide opportunities for the community to connect with the water.

Results from the 2021 St. Andrews Community Recreation survey indicated that households felt that swim lessons were one of the top priority programs for the RM to pursue. Additionally, swim lessons was one of the top programs that households said they needed in the RM, and an indoor pool was one of the top indoor facility priorities. Given the high capital and operating costs associated with indoor pool facilities, and the proximity to Selkirk Community Pool, the development of a new indoor pool in the RM of St. Andrews would not be feasible or advisable. Working with regional partners, the RM should consider this proximity to Lake Winnipeg as a way to provide summer season aquatic programming, where possible, as well as seek opportunities for a paddling dock and/or boat launch.



*“The waterways provide so many things we can do, from fishing to boating and just to provide a place to sit on the bank and enjoy the water”*



### 3.2.6 Consider the decommissioning of Dunhartwood Hall

Site visits in the Fall of 2022 found that the indoor facility at Dunhartwood Hall is in a state of disrepair, and surviving solely off one renter, the Interlake Co-op Nursery School. In considering the recreation guiding principle of sustainability, repairing the building in its current state would not be a practical investment for the RM in terms of recreation infrastructure. Rather, the RM should focus their efforts on the relocation of the nursery school, to accommodate the decommissioning of the current building and site. This consideration should be made in tandem with the expansion of Petersfield Hall as the replacement location for the Nursery School (Recommendation 3.2.7), and development potential for the site should be considered. The RM should act as facilitator throughout this process and engage with the organizations to determine how best to support them. This may include limited financial support in the form of a one-time grant.



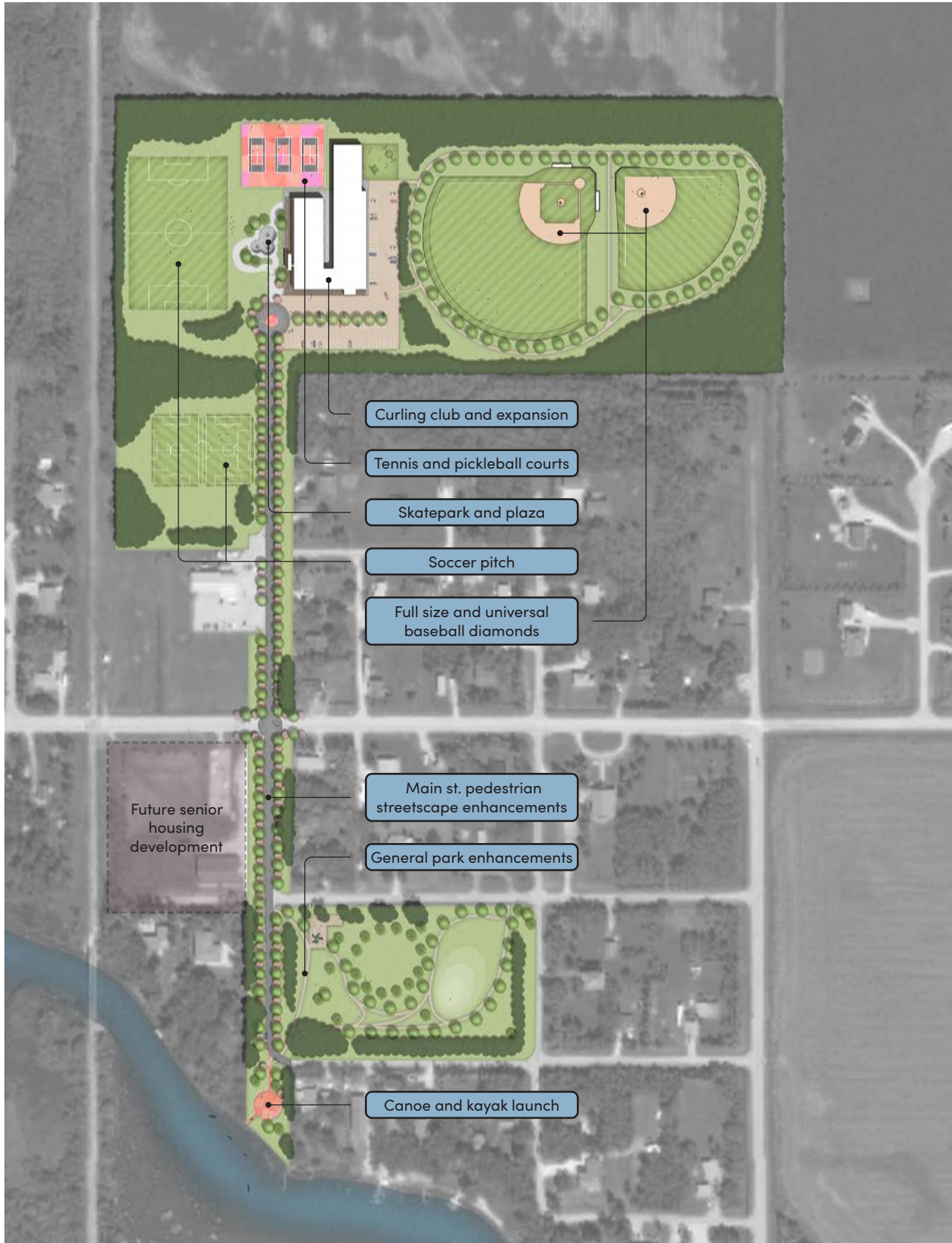
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### 3.2.7 Support the expansion & amalgamation of Petersfield Hall with the Curling Club

Petersfield Hall is well used and offers a variety of programming. However, the facility is currently in need of significant capital investment. The RM should support existing plans to design a multi-use facility that would merge the Hall into the existing Curling Club facility in order to meet the needs of central and North St. Andrews families. Priority for facility development should reflect the extent to which facilities are flexible and adaptable to accommodate changing community leisure needs over time. Surrounding recreation providers have voiced their support, with the Clandeboye & District Recreational Association (CDRA), Petersfield Community Club, Petersfield Curling Club and the Interlake Co-op Nursery School (currently located at Dunhartwood Hall) all agreeing to be partners. Further, if the Dunhartwood Hall proceeds with the decommissioning of their facility (Recommendation 3.2.6), the Interlake Co-op Nursery School would move to this new facility. Keeping in mind that new development will be subject to further engagement, considerations for a new multi-use facility in Petersfield should include:

- Accommodating a wide variety of programming (including but not limited to pickleball),
- Recognizing the history of the original Petersfield Hall and the people that built it,
- Decommission the entire Petersfield Hall site (rebuild facilities at the Curling Club site and open up lands for development), and
- Becoming a regional catalyst for partnerships that would see Petersfield as a regional hub for curling (and more), and therefore draw in users from surrounding municipalities.

FIGURE 3.6 PETERSFIELD RECREATION HUB VISION



### 3.2.8 Support plans to upgrade Petersfield’s Mallard Park

Mallard Park is a well-used recreation amenity for residents and visitors that hosts a variety of events from summer markets to weddings and special events. Though the park is not owned by the RM, its current condition is significantly challenged by volunteer labour and has potential as a gateway to the community. Based on site visits and consultation with stakeholders, potential upgrades to Mallard Park should include, but are not limited to:

- Improved accessible washrooms and picnic areas,
- Storage for various markets,
- Interpretive signage about its history.



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### 3.2.9 Expand and renovate the STACC grounds to further serve as a community recreation hub

The community of South St. Andrews currently lacks a formal ‘heart of the community’. The St. Andrews Community Centre (STACC) is in a prime location that serves as a recreation hub for the community of South St. Andrews. The facility itself offers ample programming, from a well-used ice surface to yoga and other recreation and leisure activities, and the RM should build on this success. In addition, the 2021 community recreation survey showed that STACC is the most used recreation facility within the RM on a weekly basis. Adjacent to the Community Centre is St. Andrews School, as well as the Heritage Centre, River Road, and the Riverview Building, all offering their own unique programming. The recently completed multi-use trail is also nearby and offers the potential to connect to other key recreation destinations, including the Airport soccer fields, Larters Golf and Country Club, as well as any future development at the Liss Road site.

To realize the potential of the STACC site, the RM should consider improvements where feasible. Examples of possible upgrades to the STACC grounds include:

- Integrating a multi-use splash pad and off-season community space adjacent to the current facility. This could successfully address the community’s desire for an outdoor aquatic facility, and would make a great addition to RM as a whole, enhancing St Andrew’s position as a regional centre for recreation.
- Moving (and paving) the outdoor rink surface to accommodate various uses in the warmer seasons (e.g. pickleball, basketball, etc..)
- Formalize a joint-use agreement with the adjacent school, as a formal agreement may allow for expanded use of existing outdoor facilities and establish the basis for future partnerships on new facility development (e.g. potential outdoor facility upgrades to optimize field quality).



Recognizing recreation as a central element in the RM's identity and taking advantage of the already existing cluster of recreation facilities, infrastructure, and community amenities surrounding the STACC, there is a significant opportunity to focus future recreation development efforts through the creation of a municipal Recreation Hub. Further, based on the 2021 STACC Community Survey Report, a number of residents indicated the desire for a multi-purpose approach to recreation at the Club, such as expanding its facilities to include a splash pad. Leveraging the RM's existing recreation assets, the Recreation Hub concept is in part a branding and marketing statement, but also an opportunity to focus strategic recreation investments, enhance community partnerships, and generate economic development by strengthening the RM position as a regional recreation centre for tournaments, community festivals, and all-season outdoor recreational activities.

**FIGURE 3.7 STACC RECREATION HUB VISION**



**FIGURE 3.8 A VISION FOR THE LISS ROAD LANDS**



### 3.2.10 Consider future redevelopment of the lands at Liss Road

The RM of St. Andrews acquired approximately 80 acres of land located on Liss Road near the St. Andrews Airport. The currently vacant land provides opportunities for recreation-based development. Any development on the Liss Road site will be a significant capital investment, and requires that the RM fully understands the needs for the facility and ensures its long-term viability and sustainability. Firstly, recent engineering reports indicate that the site requires significant drainage considerations prior to any development. Secondly, before the development of new recreation facilities on this site, due diligence from the RM will be required regarding the site's operational management, and who will be responsible for its maintenance and upkeep. MOUs establishing a framework with stakeholders for the long-term management of all proposed amenities should be a priority for the RM. Lastly, if developed, the Liss Road site will be the first park development to be owned and operated by the RM. Therefore, the RM must implement municipal parkland policies (Recommendation 3.1.8) providing regulatory oversight.. Ultimately, until this entire framework is in place, the RM should refrain from any detailed site planning or development activities on the site.

As St. Andrews continues to build on recreation, it is important to consider amenities in neighbouring RM's, cities, and towns to more accurately identify where the demand lies, and where St. Andrews can bring something unique to the region that is not offered elsewhere. At the same time, the RM should ensure that before new facility development is contemplated, similar existing facilities must be used to their capacity (Recommendation 3.2.2).

Potential options for redevelopment (all of which will require parking and other infrastructure) include the following:

**Baseball & Soccer Facilities** – Stakeholder consultation has shown that there has been an increasing demand for both baseball and soccer facilities within the community of South St. Andrews. Currently, the soccer program in South St. Andrews operates solely out of the fields located at the airport site, which offers one full sized field, and one ¾ sized field. However, they are rarely used at this scale due to the overwhelming demand for mini fields to accommodate the Timbits registration, driving the older age groups to play either in Lockport (60% regulation sized field), or elsewhere outside of the RM. A storage facility, which includes a canteen is also planned to be located the airport site. Additionally, the baseball programming in South St. Andrews currently operates out of Lockport school (at no cost). Due to a lack of adequate facilities, they have recently merged their programming with Selkirk in order to accommodate demand. However, it is notable that 2/3 of the players on this merged team come from St. Andrews. The RM is also currently in the process of upgrading an existing baseball diamond at the airport site to help accommodate growing demand. To meet future demands for soccer and baseball within South St. Andrews, 2 full sized soccer fields and one fourplex baseball facility could be considered at the Liss Road site.

**Mountain Bike Facility / Cycle Cross Course** – Global trends are showing an increase in ‘risk and adventure’ recreation, as well as lifetime pursuits. Responses from the community survey show that this trend is also present in St. Andrews. As well, according to the 2021 St Andrews Community Recreation Survey, cycling/mountain biking was one of the top outdoor activities that households said they participated in on a regular basis, and trail activities such as biking was the top recreation activity that households currently do elsewhere that they would prefer to do in St. Andrews. Developing a mountain bike facility or cycle cross course at the lands on Liss Road would respond to community demand and offer a regional amenity that would attract visitors from surrounding municipalities.

**Disc Golf Course** – Stakeholder consultation has shown that in the last few years, there has been an increased desire for more outdoor facilities for passive recreation. What was once a niche sport, Disc Golf has recently exploded in popularity due to the pandemic. The sport is known for being extremely accessible and is now often being played throughout all four seasons. In Winnipeg, the sport has become so popular that many are looking to drive outside the city in search of a course to play. Developing a disc golf course on the Liss Road lands would not only provide an accessible, passive recreation option for St. Andrews residents, but it could also draw people from surrounding areas, promoting broader tourism for the RM.



*“[there is] a shortage of soccer facilities, baseball diamonds, a gymnasium for basketball.”*



*“Promote cycling in St Andrews. Perhaps a mountain bike or cyclocross course for all to use.”*



*“I think if there was a [disc golf] course in St. Andrews it would draw folks from the city to the area regularly.”*

### 3.2.11 Build the St. Andrews Trails Master Plan

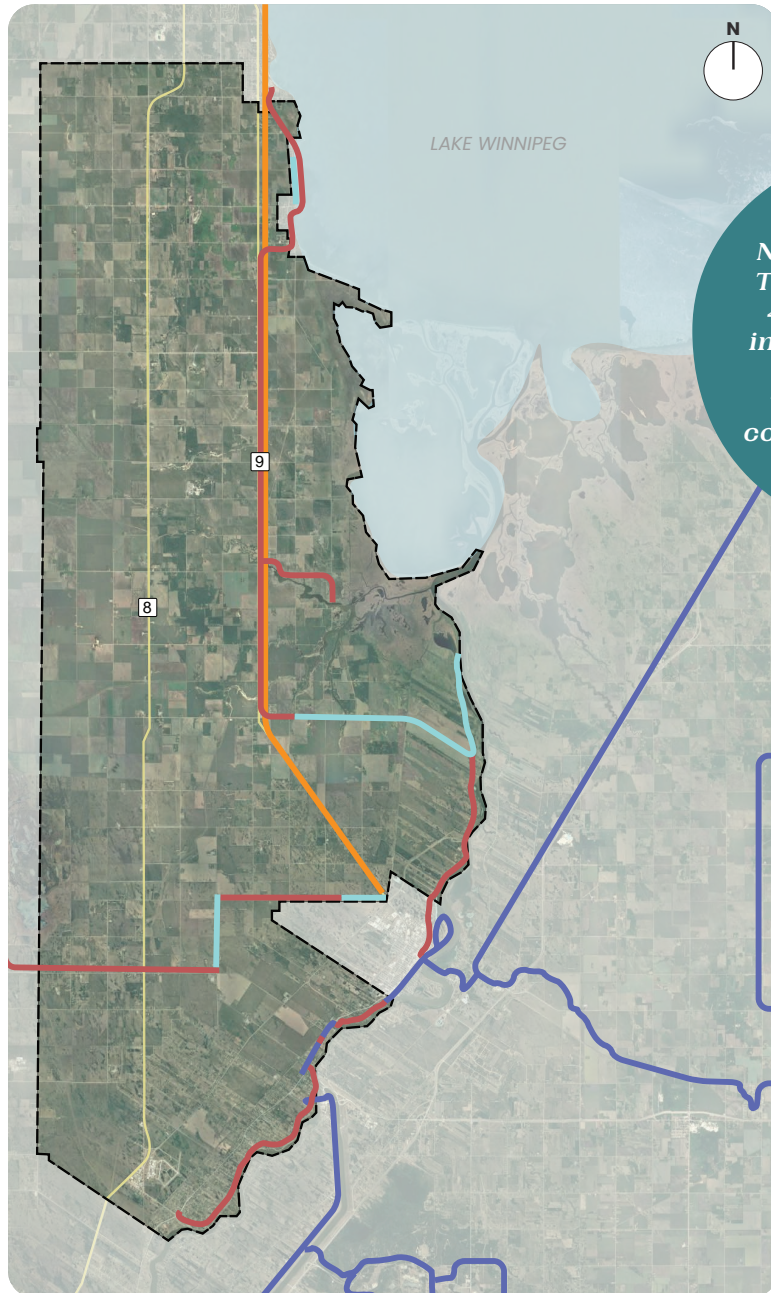
We heard from the community that residents of St. Andrews are eager to get outside and get active through walking, hiking, and biking. According to the 2021 Community Recreation Survey, more than half of St. Andrews households who participated said that trails were one of their top facility priorities. This is common throughout municipalities across Canada and has only been amplified by the recent COVID-19 pandemic. The RM has a beautiful natural landscape that can be made more accessible to meet this desire. As well, recent history has taught local governments that Canadians value outdoor spaces for the positive effects on health and well-being. Parks and trail networks support citizens to lead active lifestyles while nurturing community cohesion.

As a result, a comprehensive Trails Master Plan is underway for the RM of St. Andrews to support the long-term development of a multi-use trail network that delivers new and improved walking and cycling infrastructure and connects communities within the RM and beyond. The Trails Master Plan includes, but is not limited to, considerations for:

- Creating a safe connection for active transportation users between recreation 'hubs' in Petersfield. These include Petersfield Hall, Curling Club and Campground sites.
- Establishing a series of active transportation loops with varying distances that connect major recreation hubs in South St. Andrews, such as St. Andrews Community Center, St. Andrews Rectory, Larter's Golf Course, St. Andrews Airport, and the potential future development lands at Liss Road.



**FIGURE 3.9 ST ANDREWS EXISTING TRAILS**



*According to a National Survey by Trans Canada Trail, 40% of Canadians increased their trail use in 2021, and 72% say they will continue to use trails post pandemic.*

**LEGEND**

-  Limestone Pathway
-  Asphalt Pathway
-  Trail Opportunity
-  Trans Canada Trail
-  Highway

## 3.3 ENSURE THAT EVERYONE BENEFITS FROM RECREATION SERVICES DELIVERY

### 3.3.1 Prioritize accessibility & recognize recreation for life

The RM must make an effort to reduce barriers to entry by acknowledging the varying levels of sports and recreation, with a range of skill requirements and resources. Considering St. Andrews' significant aging population as well as those with mobility issues, facilities should be barrier-free in design, strategically located to serve the public, and operated in an efficient and effective manner to ensure that all residents can participate and share equally in the benefits of the RM's parks, recreation facilities, and services.

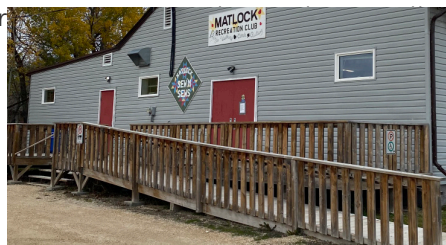
Many organizations have taken steps to increase accessibility to facilities through the addition of ramps, accessible washrooms and automatic doors. These efforts make recreation opportunities open to a wider range of participants. Facilities that are currently in need of accessibility upgrades include the St. Andrews Community Centre and Petersfield Hall. The RM should consider applying for accessibility grants in order to ensure these facilities are designed to meet the necessary requirements.

Although accessibility is commonly thought of in terms of financial or physical access - there are also many other elements of design that can make a space or program more accessible to all people, such as:

- Public washrooms close to outdoor recreation amenities
- Changing tables in all washrooms (regardless of gender)
- Instructions or wayfinding signage in easy-to-understand graphics or languages besides English that are frequently spoken in the area



Clandeboye Community Centre



Matlock Recreation Club



Little Britain Community Club

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### 3.3.2 Negotiate with regional partners on the consideration of waiving non-resident fees for neighbouring recreation facilities

To limit new facility development costs, the RM shall seek opportunities to formalize partnerships with neighbouring municipalities (Recommendation 3.1.3) in exchange for shared use of facilities and/or a lump fee paid by the RM. An example to pursue could include allowing St. Andrews residents to have a discounted admission fee to use the Selkirk pool, in exchange for a yearly contribution from the RM towards the facility.

### 3.3.3 Create a pilot fee subsidy program for low-income households

The RM should take initiative to advertise and explore potential means for affordable recreation, including seeking out partnerships with organizations that help provide those with lower annual incomes the necessary funds to register for recreation programs (subject to eligibility requirements). Current examples include:

- Kidsport Grants – 500\$ per year per child for low-income families
- Canadian Tire Jumpstart Grants – Individual Child Grants and Community Development Grants
- Manitoba Camping Association Sunshine Fund – Up to 700\$ to help children attend camp
- Recreational Opportunities for Children (ROC) program – specifically designed for families currently accessing Employment and Income Assistance

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### 3.3.4 Advertise and support equipment rentals, swaps and donations

The need for equipment can be a major barrier preventing families from trying a new sport or program for the first time, or continuing to participate in them as their children age and require new equipment. The RM should consider establishing an equipment rental, swap and donation program, providing residents who may not have enough resources with the opportunity to rent, trade or pick up donated equipment to help lower the cost to participate. In addition, the program should be heavily advertised throughout the RM and online so that all residents are aware and have the opportunity to participate.



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### 3.3.5 Consider how the RM may support the provision of discounted admissions to nearby regional destinations

Based on community consultation, it is evident that St. Andrews residents value the RM's regional destinations. According to the 2021 St. Andrews Community Recreation Survey, the majority of households indicated that they visit destinations such as Oak Hammock Marsh and Lower Fort Garry National Historic Site either monthly, or once or twice per year. The RM should seek approaches to providing discounted admission fees, to make these regional recreation destinations more accessible and affordable to St. Andrews residents.



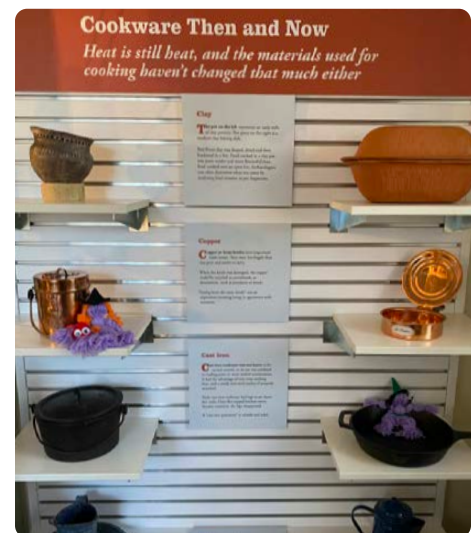
## 3.4 EXPAND EXISTING AND ENCOURAGE NEW AND DIVERSE PROGRAMMING

### 3.4.1 Recognize & support the role that heritage and culture plays in recreation

The RM should recognize and support the role that heritage plays in recreation and continue to support programming for the Kennedy House and St. Andrews Heritage Centre. Earlier this year and following a 6-year closure, St. Andrews has seen the reopening of the grounds of Captain Kennedy house, a much-loved historic building that is often visited by locals and is considered a tourist attraction for visitors. In addition, this past summer has shown the highest visitation numbers at the Heritage Centre in the last five years, with yearly numbers expecting to double. These are some of the most celebrated community spaces and most-visited facilities, and have become connectors/destinations for trail systems.

Although the Heritage Centre already offers a variety of programming including, but not limited to, gardening workshops, educational presentations, porch performances, and group tours, the RM should also consider expanding its heritage offerings across the entire municipality, to include the following:

- Engage the broader tourism industry (i.e. Red River North Tourism, Travel Manitoba, etc.) to promote heritage in St. Andrews and draw in visitors from across the province and country.
- Explore ways to showcase and bring heritage programming to all communities of St. Andrews. Examples include bringing the “traveling trunk” to group homes and seniors centres across the RM. Importantly, the RM should consider promoting the history of St. Andrew’s central and northern communities and explore ways to link this historical context to local passive recreation opportunities such as interpretive signage, and self guided walking or paddling tours.

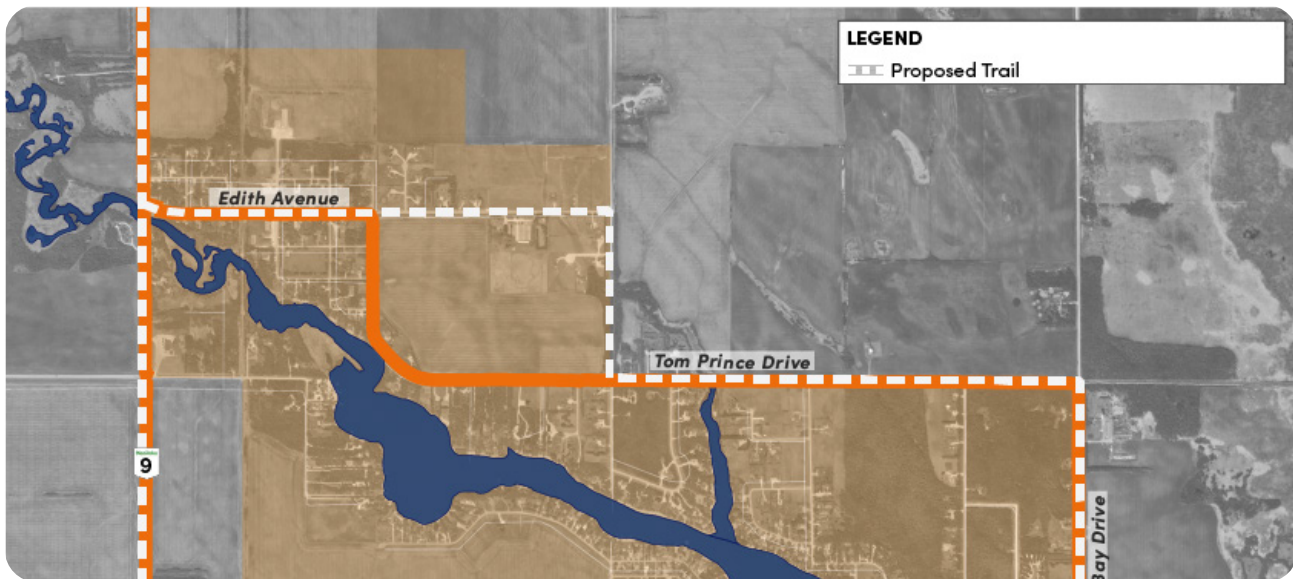




### 3.4.2 Continue to engage and collaborate with Indigenous communities on heritage and culture within the community.

St. Andrews is home to a significant Indigenous population. According to the 2021 Census, 14% of the RM’s residents identify as Indigenous. St. Andrews should explore how opportunities for Indigenous participation in recreation can be expanded, in collaboration with local Indigenous communities. For example, increasing the amount of material relating to Indigenous history in the library, supporting interest in heritage and genealogical research, could be a way to engage communities as part of the overall recreation strategy. Partnering with Indigenous knowledge keepers to facilitate learning about indigenous culture is another opportunity for collaboration.

The RM could also consider the naming or renaming of prominent sites and landmarks to celebrate Indigenous culture and heritage. Tom Prince Drive, located in Petersfield, is named after the well-known Indigenous war hero who was born in the community, and demonstrates how Indigenous heritage can be commemorated by the RM.



**FIGURE 3.10 POSSIBLE ALIGNMENT OF THE TOMMY PRINCE PATHWAY (TRAILS MASTER PLAN)**

### 3.4.3 Expand programming for seniors

St. Andrews’ largest age cohort is 55-59 years, with 1,165 people, followed closely by the 60-64 age cohort, with 1,025 people. As a large portion of the population of St. Andrews is aging, special attention should be paid to providing appropriate recreation options for this age group. This includes expanding existing programming for seniors that focus on physical and mental wellbeing, multi-generational opportunities and the optimization of the use of facilities (e.g., daytime hours). An increased focus on lifetime pursuits can result in more intergenerational activities that bring together all ages and skill levels and allow people to be active throughout all stages of life.

This is a significant opportunity for existing facilities to program activities throughout the day to increase participation and use of the facilities.

### 3.4.4 Expand programming for young adults

Community engagement has shown that there is a desire amongst households to be social and connect with others in the community. As such, it is important that programming and recreation opportunities for adults focus on social involvement and inclusion, mental and physical health and wellbeing, and fitness opportunities. In addition, many of the older youth and young adult population are leaving St. Andrews in pursuit of a ‘bigger city’ lifestyle. While recognizing this is a common trend amongst municipalities across Canada, the RM should consider expanding its programming in order to help retain (and attract) some of this population, such as group fitness classes including, but not limited to bootcamp, cycle and yoga classes, as well as more social learning opportunities such as cooking classes and wine nights.

The RM already offers a variety of passive recreation opportunities such as walking groups, as well as sewing and knitting classes. The RM should consider expanding these opportunities by offering more of these types of programs including painting, crafting and cooking. In addition, many of the RM’s community centres feature commercial kitchens, which can be used to host a variety of different kinds of cooking and baking classes.



### 3.4.5 Adopt a New Program Development Grant

The definition of recreation is expanding to include a wider range of activities and interests resulting in an opportunity to pull in more participants and increase the role of recreation in economic development in the RM. With the creation of a Recreation Manager position operating out of the St. Andrews Community Club and a Recreation Coordinator position, the Municipality has recently increased their efforts to provide diverse and accessible recreation programming.

With that, the RM should continue to implement new or expand existing programs to better meet the needs of the community in the following areas through the establishment of a New Program Development Grant. This could help provide modest incentives to program providers / volunteers to offset equipment costs, leadership training, marketing, and general start-up expenses.

#### NEW RECREATION OR FREE TIME ACTIVITIES THAT ST. ANDREWS RESIDENTS WOULD LIKE TO TRY:

- 1 Pickleball
- 2 Painting/Crafts/  
Cooking/Knitting
- 3 Yoga/Tai Chi
- 4 Fitness Classes



Source: RM of St. Andrews Community Recreation Survey (2022)

## 3.5 CONNECT THE COMMUNITY THROUGH ENHANCED COMMUNICATIONS

### 3.5.1 Develop a brand specific to recreation in the RM

Recreation continues to permeate the identity and culture of the RM and is highly valued by residents for its contribution to quality of life. In fact, many St. Andrews residents identified that the RM has the potential to become a leader amongst municipalities in terms of offering the best recreation opportunities. Adopting a brand guide can help assist the RM in enhancing and promoting this identity as well as the overall experience of recreation in St. Andrews. Further, the guide will also help ensure consistency across all channels and as well as better communicate the RM's vision and values.



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### 3.5.2 Design a comprehensive, recreation specific communications strategy

A proper communications strategy is essential for any municipality in order to ensure that communities are connected and adequately informed about recreation opportunities. Key to any effective communications strategy is identifying all groups within the community and how to best communicate with them. For example, creating publicly accessible information for newcomers and youth that identifies opportunities for recreation programs, services, and volunteering. This communication stream must be two ways and simplify information delivery in order to create efficiencies.

#### 3.5.2.1 Expand the RM website to serve as a centralized portal for information on recreation

Consider linking the RM website and booking software to serve as a publicly accessible platform and centralized portal for information on recreation facilities and programs that is easy to navigate for all residents and visitors.

The website should serve as the go-to place for people to learn about all the recreation opportunities available in St. Andrews, including facility hours of operations, programming opportunities offered by the RM, and recreation opportunities offered by community organizations.

#### 3.5.2.2 Support ongoing community dialogue through emerging communication platforms.

This includes regularly scheduled updates to the RM website, keeping the events calendar up to date, and engaging with the community through various social media platforms. The RM may also use the "CONNECT" communications platform in order to efficiently promote large recreation events and notices to the broader St. Andrews community.

### 3.5.2.3 Improve the legibility of the RM’s recreation newsletter

The RM currently distributes, by subscription, a consistent monthly newsletter highlighting all recreation programming in St. Andrews. Though this recreation newsletter is successful in promoting the range of recreation programming that the RM has to offer, community feedback indicated that it can be difficult to navigate through so much information at once. Additionally, the recreation newsletter is released by the recreation department and is distinct from the RM’s general newsletter, and therefore has a much smaller distribution list. Based on community feedback, the following improvements could help improve the monthly newsletter:

- Consider summarizing the programs in each community while highlighting large upcoming events in order to add hierarchy to the newsletter.
- Consider keeping a consistent theme by providing a template to recreation service providers for their submissions that aligns with the overall brand, and simplifies the editing process for the RM.
- Consider including key recreation highlights featured in the recreation newsletter also as part of the RM’s general, less frequent newsletter. This would reach a much larger audience, while also allowing readers to plan for major upcoming events that season.



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### 3.5.3 Update all community recreation and tourism maps

This includes the location of recreation, leisure and cultural amenities such as community/heritage facilities, trails and open space both within the RM as well as regional amenities near by. These maps should align with the overall St. Andrews brand guide.

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### 3.5.4 Recognize the role that recreation plays in identity and wayfinding

Support the RM’s culture and identity through the marketing of recreation opportunities (e.g., community festivals and special events) unique to the RM to provide a sense of identity and community pride, to bring community members together, and to attract tourists and recreation users. Further, comprehensive strategy for accessible wayfinding and trailheads/signage should be implemented and align with the overall St Andrews brand.

# 3.6 SUPPORT AND EMPOWER COMMUNITY RECREATION GROUPS

## 3.6.1 Support the recruitment of volunteers by developing a volunteer database

We heard from recreation service providers in St. Andrews that a lack of volunteers was the number one challenge that they were facing in terms of facility maintenance, operations, and programming. In addition, the majority of the current volunteer pool in St. Andrews comes from the senior population. According to the Statistics Canada Volunteer Report, senior volunteers see a need that is related to them as individuals or members of their community. Recruitment of volunteers into community organizations is most often a concern for organizations who have not consciously built in succession planning of volunteers to their organizations. Any organization that draws on volunteers from only one generation will ultimately face this problem, therefore, it is important that recreation service providers have access to a comprehensive volunteer database in order to continue to recruit and maintain volunteers at all stages of life. The RM should help establish this database through the use of appropriate booking software (Recommendation 3.1.1).

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## 3.6.2 Provide training opportunities for volunteers

Skills development assists both the volunteers in their long-term success outside of the organization and the delivery of services for the RM. The recreation department should support recreation service providers in identifying volunteer skillsets needed, and provide the appropriate training needed. The recreation department should also take advantage of virtual training opportunities, in order to be flexible and accommodating to the volunteer’s time and schedule.

### SUPPORTING VOLUNTEERS BEYOND TRAINING

**In certain instances, training opportunities may not be sufficient to increase volunteer capacity to meet local needs. Where appropriate, the RM should explore providing additional support in lieu of training. For example, volunteer organizations who operate facilities have indicated that they often struggle to perform necessary maintenance to their buildings due to lack of knowledge or experience. Obtaining quotes from third party contractors has also proven to be challenging. In this case, the RM could explore the hiring or retention of a general contractor to support volunteers across the RM. This contractor would be responsible for performing maintenance to volunteer-run/municipally owned facilities, obtaining estimates for work orders, and liaising with other contractors as necessary. This model has successfully been implemented in some neighbouring RMs.**

### 3.6.3 Connect volunteers with opportunities

We heard from the community that the top reason that people avoid volunteering is that they are unaware of the skills, time and level effort needed to volunteer. In addition, the demands of board involvement, facility management, and program delivery have become more complex over the years with risk and liability concerns. Using the database from booking software, the RM should connect volunteers with opportunities throughout the RM, based on skillset and interest. This can be done by centralizing all necessary information for volunteers in an accessible format, including dates, times, location, roles and responsibilities as well as the need for specific skills. Further, the booking software should also be used to track volunteer time and effort in order to build resilience, compile “in kind” value data, and plan for future initiatives.

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### 3.6.4 Protect volunteers by establishing a volunteer code of conduct

Volunteers want to know that they will be safe and protected when they are donating their time and efforts. Developing integrated HR strategies like those in place for RM staff could help current volunteers feel confident in their role while also removing any perceived risks for new volunteers, and could be integrated with new recreation management software (Recommendation 3.1.1) .



### 3.6.5 Recognize volunteer appreciation through recognition initiatives and events

It is well known that volunteers are the backbone to the community. In fact, the majority of recreation facilities in St. Andrews are operated by volunteers. The RM should continue to build meaningful relationships with volunteers by demonstrating volunteer appreciation through recognition initiatives and events, gifts and awards, and most importantly, letting them know the impact of their efforts. Recreation management software (Recommendation 3.1.1) can be a helpful tool to keep track volunteer contributions. With much of the recreation services and major events being delivered by volunteers, ensuring that the RM continues to attract and retain volunteers is critical to their continued success.

## Top ways to improve the volunteer experience:

Source: Volunteer Manitoba

Building meaningful relationships

Capitalizing on technology by offering online opportunities

Developing integrated HR strategies like for paid employees

Clearly outlining the purpose of the volunteer activity and how it helps people

Being sensitive to differences (race, gender, etc.)

Being flexible and accommodating



**IMPLEMENTATION**



4.0

# IMPLEMENTATION

Over the next 20 years, the RM of St. Andrews will make important decisions around implementing the recommendations included in this plan. Therefore, it is critical to ensure the scope of future projects is realistic and within the capacity of the RM to achieve.

In addition, realizing the shared vision for recreation in the RM of St. Andrews will require a collective effort. All stakeholders have an important role to play in the implementation of this plan. Although the population of the RM has been declining over the last 5 years, it is the aspiration of the RM to reverse this trend and that recreation services will be a key to building community in St. Andrews.

## 4.1 Plan Monitoring and Progress Evaluation

Recognizing that this Recreation Master Plan sets a long-term vision for St. Andrews evolution over the next two decades, the plan should be considered as a living document, and should be adapted In order to remain relevant in the face of changing conditions. Accordingly, the RM of St. Andrews and its partners should routinely review this Plan in order to monitor its implementation and outcomes, in accordance with the Plan’s visions, priorities and objectives. This implementation strategy is based on current information and community input, it is expected that priorities will change and evolve over time. Ensuring a larger review of the “state of recreation” in St. Andrews at a minimum of every 5 years should be considered, as a way to communicate and engage the population.

## 4.2 Priorities, Principles and Actions Alignment

The following tables demonstrate the way in which implementing one key action can help to achieve various outcomes. Many challenges observed throughout the planning process are interconnected and therefore should be addressed with that in mind. For example, implementing a regional partnership would help provide significant recreational amenities for many residents, while also reducing the burden on the RM’s funding and limited resources.

These tables are also intended to help balance the strategic priorities of this plan and track it’s subsequent outcomes.

### LEGEND

TIMELINE	
Immediate	1-3 years
Short Term	3-5 years
Medium Term	5-10 years
Long Term	10+ years
CHAMPION	
RM	Rural Municipality of St Andrews
RD	Recreation Department
CO	Community Organizations
ALIGNMENT	
	Partnerships + Engagement
	Recreation as Community Building
	Celebrate your Strengths
	Accessibility + Affordability
	Sustainability
	Efficiency + Effectiveness
	Supporting Community Resources

**FIGURE 4.1. IMPLEMENTATION TABLE**

KEY ACTIONS & RECOMMENDATIONS	TIMELINE	CHAMPION	ALIGNMENT
<b>3.1 RM to take a Leadership Role in Regional Recreation Delivery</b>			
3.1.1 Improve the RM's annual reporting system by purchasing appropriate booking software	Immediate	RM, RD	
3.1.2 Conduct a review of all roles and responsibilities in the recreation department	Ongoing	RM, RD	
3.1.3 Establish (MOU's) to optimize partnerships in recreation service delivery	Immediate	RM, RD, CO	
3.1.4 Establish a recreation advisory committee	Short Term	RM, RD	
3.1.5 Consider a more user-friendly approach to annual operational grant applications	Short Term	RM	
3.1.6 Support community organizations pursuit of external funding (capital or operational).	Ongoing	RD	
3.1.7 Invest in recreation service delivery	Short Term	RM	
3.1.8 Develop parkland policies for the long term	Short Term	RM	
<b>3.2 Optimize Current and Future Investment in Recreation Infrastructure</b>			
3.2.1 Prioritize the administrative task of asset management	Short Term	RM, CO	
3.2.2 Maximize use of existing facilities prior to contemplating new development	Ongoing	RM, RD, CO	
3.2.3 Incorporate improved facility development into existing recreation lands, where possible	Medium Term	RM, RD	
3.2.4 Build on the success of River Road as a walking, cycling and leisure destination	Long Term	RD	
3.2.5 Celebrate Lake Winnipeg & its waterways	Long Term	RD	
3.2.6 Consider the decommissioning of Dunhartwood Hall	Short Term	RM, CO	
3.2.7 Support the expansion & amalgamation of Petersfield Hall with the Curling Club	Medium Term	RM, CO	
3.2.8 Support plans for upgrades to Petersfield's Mallard Park	Short Term	RM, CO	
3.2.9 Consider the expansion & renovation of the STACC grounds to serve as a community recreation hub	Medium Term	RM, RD, CO	
3.2.10 Consider options for the future redevelopment of the lands at Liss Road	Medium Term	RM, RD	
3.2.11 Implement the St. Andrews Trails Master Plan	Short Term	RM, RD	

KEY ACTIONS & RECOMMENDATIONS	TIMELINE	CHAMPION	ALIGNMENT
<b>3.3. Ensure that Everyone Benefits from Recreation Services</b>			
3.3.1 Prioritize accessibility & recognize recreation for life	Ongoing	RM, RD, CO	
3.3.2 Negotiate the possibility of waiving non-resident fees for neighbouring recreation facilities	Short Term	RM	
3.3.3 Consider implementing a fee subsidy program for low-income households	Short Term	RM	
3.3.4 Advertise equipment rentals, swaps and donations	Long Term	RD, CO	
3.3.5 Research approaches for the RM to provide discounted admissions to nearby regional destinations	Long Term	RM	
<b>3.4. Expand Existing and Encourage New and Diverse Programming</b>			
3.4.1 Recognize & support the role that heritage and culture plays in recreation	Ongoing	RM, RD	
3.4.2 Continue to engage and collaborate with Indigenous communities on heritage and culture within the community	Ongoing	RM, RD, CO	
3.4.3 Expand programming for seniors	Short Term	RD, CO	
3.4.4 Expand programming for young adults	Short Term	RD, CO	
3.4.5 Adopt a New Program Development Grant	Short Term	RM, RD	
<b>3.5 Connect the Community Through Enhanced Communications</b>			
3.5.1 Consider adopting a brand guide for St. Andrews	Short Term	RM	
3.5.2 Design a comprehensive, recreation specific communications strategy	Immediate	RD	
3.5.2.1 Expand the RM website to serve as a centralized portal for information on recreation	Short Term	RM, RD	
3.5.2.2 Support ongoing community dialogue through emerging communication platforms.	Ongoing	RD	
3.5.2.3 Improve the legibility of the RM's recreation newsletter	Ongoing	RD	
3.5.3 Update all community recreation and tourism maps	Short Term	RM, RD	
3.5.4 Recognize the role that recreation plays in identity and wayfinding	Ongoing	RM, RD, CO	

KEY ACTIONS & RECOMMENDATIONS	TIMELINE	CHAMPION	ALIGNMENT
<b>3.6 Support and Empower Community Recreation Groups</b>			
3.6.1 Support the recruitment of volunteers by developing a volunteer database	Immediate	RD, CO	
3.6.2 Provide training opportunities for volunteers	Short Term	RM, RD	
3.6.3 Connect volunteers with opportunities	Short Term	RD, CO	
3.6.4 Protect volunteers by establishing a volunteer code of conduct	Immediate	RD, CO	
3.6.5 Establish volunteer appreciation through recognition initiatives and events	Ongoing	RD, CO	

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