Parks and Recreation Master Plans in Ontario: Determining Factors that Lead to Implementation

by
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A thesis
Presented to the University of Waterloo
in fulfillment of the
thesis requirement for the degree of
Masters of Arts
in
Recreation and Leisure Studies
Waterloo, Ontario, Canada, 2010

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Abstract

Recreation planning occurs in many Ontario municipalities, yet there is little research on the factors leading to successful implementation. Recreation departments are often asked to do more with less, which is difficult without a comprehensive plan. The current study examined nine Ontario municipalities to determine the factors that lead to implementation of their recreation master planning. Results revealed that there are many factors required for implementation, including: creating a comprehensive terms of reference, educating staff on planning principles, working with a planning consultant, working successfully with other municipal departments, involving a variety of stakeholders in the process, having the plan available to the public, and creating a method for reviewing and updating the plan. The study also found that the planning process should include: thoughtfulness when creating the terms of reference, extensive public consultation, effective staff consultation, frequent council input, consultation with a recreation planner, and a method for updating and reviewing the plan. The research also found that the plan content should include: goals, background information, internal and external resource, facility and program inventory, public consultation results, and an extensive implementation section.

Acknowledgements

I would like to thank my supervisor Dr. Paul Eagles for introducing me to the world of research, and for his assistance, support, and encouragement on this project. It is because of him that I was able to undertake this project. I would also like to thank my committee member Dr. Mark Seasons. Mark, you provided valuable insight into the world of planning and provided much guidance and recommendations that made this thesis stronger.

I would also like to thank Larry Ketcheson and Parks and Recreation Ontario for their involvement in the study. Their support of this project aided in gaining municipalities to participate in this study and in obtaining expert consultation. Also, their support will allow municipalities all over Ontario to access the findings of this study so they can create more implementable plans.

I would also like to my parents Bryon and Kathy Gebhardt for always supporting me and encouraging me to work harder and learn more. Thank you to Ryan Sayer for all of your support and encouragement. Finally I would like to thank my colleagues and professors for their thoughts, questions, and suggestions.

Dedication

To my mother Kathy, my father Bryon, and my boyfriend Ryan.

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Chapter One Introduction

Physical planning has had a long history in Canada (Hodge & Gordon, 2008). Aboriginal communities as well as early French settlers paid specific attention to the location and design of their communities to ensure safety and adequate access to food and water. In Canada, the 19th century saw a rapid increase in population and unprecedented urban growth which often resulted in deteriorating living conditions. The 20th century saw more problems including: excessive subdivision of land, disease, water pollution, and an increasing population. These problems along with the establishment of local governments after confederation in 1867 initiated government support for community planning for the first time in Canadian history. However, it was not until 1912 that legislation to guide community planning was established in four provinces, with the rest to follow shortly after. Since the 20th century, planning continued to evolve, from concerns over city appearance, living conditions, the environment, and city efficiency to comprehensive planning and sustainable development. In Canada, provinces have the constitutional responsibility for municipal affairs. Accordingly, each province is responsible for creating legislation to guide community planning. In Ontario, the Ontario Planning Act and the Provincial Policy Statement guide the development of a municipality's official plan and zoning bylaws.

Like planning, recreation has had a long history in Canada. By 1606 Samuel de Champlain created "Order of Good Cheer", the oldest known social club in North America (Markham-Starr, 2007). By 1964 recreation was "recognized by physicians, behavioural scientists, and economists as a basic social force. It is used in industry to produce better human relations, in hospitals to facilitate recovery, in communities to diminish delinquency and asocial behaviour" (Sessoms, 1964, p.27). Though Toronto in Ontario created the first committee on public parks in 1851, the Committee on Public Walks and Gardens, effectively becoming Canada's first parks and recreation department, it wasn't until 1972 that the first park and recreation department was created in Nova Scotia (Karlis, 2004; Markham-Starr, 2007).

Recreation has had a varied role in community planning. In 1978, the American Planning Association produced a book to aid in developing a municipality's city plan. This

document indicated that recreation should be a component of the community or official plan and provided information on how to plan for recreation (Gold, 1979). Also, Gold (1980) noted that "The preparation of the park, recreation, and open space element of a comprehensive plan is the joint responsibility of the planning department and recreation agency" (p.5). However, in the late 1980s recreation was removed from this book, suggesting that according to the American Planning Association recreation is no longer recommended as a critical component of a city's official plan (Hoch, 2000). In Ontario, the Provincial Policy Statement and the Ontario Planning Act do not indicate that recreation should be a substantial component of a community's official plan. However, Ontario legislation on community planning does indicate that land for recreation should be planned for (Provincial Policy Statement, 2005; Ontario Planning Act, 1990). Since recreation planning is not dictated to be part of community planning, it leaves such planning as an optional responsibility of the recreation department in each municipality if they determine it to be a necessity. However, unlike community planning, there is no legislation that requires parks and recreation departments to create or follow a parks and recreation plan.

In 1948 Ontario created the Community Programs Branch within the Department of Education (Skerrett, 1992). This Branch was created to aid communities in planning and developing recreation activities. Through the 1950s and 1960s, the Community Programs Branch promoted the hiring of recreation directors and the creation of recreation committees. By the 1948/49 fiscal year, more than 100 local governments had received funding for recreation (McFarland, 1970). In 1968 pressure from the Community Programs Branch and Ontario's municipalities encouraged the University of Waterloo to create the Department of Recreation, the first recreation education department at a university in Canada. It wasn't until 1975; however, that recreation was governed by its own ministry, the Ministry of Culture and Recreation (Skerrett, 1992). By creating the Ministry of Culture and Recreation, Premiere Bill Davis indicated that recreation was an important part of life for Ontario residents. In 1982, The Ministry of Culture and Recreation was changed to the Ministry of Tourism and Recreation. It is unclear why Davis changed the ministry at this point in his tenure as premier. Then, later the Ministry of Tourism and Recreation was changed to the Ministry of Tourism, and bringing an end to recreation's own ministry. Now, recreation is currently considered a

branch within both the Ministry of Tourism and the Ministry of Health Promotion. This history reveals a major flux in the provincial government emphasis on municipal parks and recreation in Ontario over time; with a long slow increase from the 1940s to a peak in the 1980s, then a decline.

By 1985 most Ontario municipalities had a parks and recreation department that was responsible for the provision of recreation facilities, services, and programs (Jaakson, 1985). In order for the department to meet the recreation needs of the public, the municipality embarks on the process of planning (Rodney & Toalson, 1981). Mckinney, Burger, Espeseth, and Dirkin (1986) note that long-range planning should be a requirement for every parks and recreation department; therefore, planning becomes a necessary and fundamental skill for parks and recreation directors (Kelsey & Gray, 1996). Planning for parks and recreation is essential because an absence of planning "is like charting a course without a destination" which results in ineffective provision of recreation services (Rodney & Toalson, 1981, p.36).

A Parks and Recreation Master Plan, (also called a leisure strategy, comprehensive plan, or parks and recreation element of a general plan) is a document intended to guide the development of parks and recreation within a community (Wolter, 1999). It is a document that "provides an inclusive framework for orderly and consistent planning; acquisition; development; and administration of the parks and recreation resources, programs, and facilities of the agency that sponsors the master plan" (Kelsey & Gray, 1996, p.1). It is intended to aid decision makers to make informed decisions that will lead towards an agreed upon desired future (Wilkinson, 1984). Parks and recreation master plans are usually characterized by what Stollman (1979) calls "stop-and-go planning." Stop-and-go planning occurs when an intensive planning effort is funded and upon completion of a plan the funding and extra staff available for planning are removed resulting in increased responsibility for the permanent staff. Stop-and-go planning efforts' failure to connect the plan with its day-to-day implementation results in plans that become outdated before recommendations can be implemented. Stollman (1979) indicates that there is a need for a "middle-range bridge" to connect long term plans to the day-to-day implementation of such plans.

The first known Parks and Recreation Plan for a municipality in Ontario was created by a U.S-based consulting firm in 1972 for the City of Thunder Bay (Getz, Graham, Payne,

and June, 1985a). In 1975 the Ministry of Culture and Recreation began using the revenue from the WINTARIO Lottery program to fund the construction and recreation and culture facilities (Wilkinson, 1984). The WINTARIO Capital Grants Program provided funding to municipalities for the acquisition, construction, or maintenance of facilities and open spaces, as well as the acquisition of new recreation equipment (Ontario, 1977). In 1980, the Ministry reviewed the funding program and determined that facilities were being created without consideration for their long-term financial feasibility (Wilkinson, 1984). Also, facilities were often created without proper examination of community need and future trends. This prompted the Ministry to change the funding program and create the WINTARIO Planning Grants Program. The WINTARIO Planning Grants Program, which provided funds to municipalities to create a culture and recreation master plan, allowed many municipalities to create plans which would otherwise not have been be unable to do so (Wilkinson, 1984). The program provided 40% of the cost of creating a Park and Recreation Plan for municipalities over 5,000 and 75% of the cost for municipalities under 5,000 residents. In order to receive funding, the municipality had to create an application file that outlined the terms of reference (outlining the objectives, data to be collected, public participation methods, use of staff and consultants, and implementation plan), cost estimates, and other sources of funding (Ontario, 1979). The municipality also had to complete a midterm and final report to ensure all items outlined in the terms of reference were accomplished. The Ministry produced several documents to aid municipalities in creating a plan and provided locally-based Community Program Consultants (Wilkinson, 1985). The Community Program Consultants were there to aid with: setting up the study team, writing the terms of reference, selecting a consultant, obtaining community input, and developing implementation strategies.

In 1983, the Ministry of Culture and Recreation changed to the Ministry of Tourism and Recreation and the government redesigned the WINTARIO planning grants program into three distinct funding programs: recreation planning, recreation centers, and capital programs for new and innovative projects (Wilkinson, 1984). Sometime during the NDP government of 1990 to 1995 the WINTARIO recreation planning grants program was discontinued (John Lohuis, personal communication, April 9th, 2010). It is not clear why the ministry cancelled these programs, but nothing of this magnitude exists today. Some municipalities have

received funding from the Healthy Communities Fund; however, most municipalities are funding the planning themselves (Ministry of Health Promotion, 2009).

Though the research is somewhat limited, several studies have examined recreation planning. Four studies in particular examined recreation planning in Ontario specifically. Two of these studies were conducted in the 1980s when planning was booming and funding was readily available, the other two are more recent studies. First, Wilkinson (1984, 1985) examined 20 parks and recreation master plans in Ontario to review the current planning process. The interviews with recreation staff and consultants revealed that the WINTARIO Planning Grant Program with the Community Programs Consultants were perceived as very beneficial to the municipality and should be continued. Also, despite the challenges involved in creating a plan, there was an anticipation of continued demand; therefore, the report recommended that the government should continue providing informational, personnel, and financial assistance. Though plans tended to focus on facilities and land rather than the people and process, most plans were being implemented and making a profound impact on many municipalities.

Second, Getz, Graham, Payne, and June (1985a, 1985b), examined 46 plans to determine the planning process used, key issues, implementation, and plan scope and comprehensiveness. The content analysis revealed that financial matters, organizational matters, culture, and historical concerns were typically neglected, though supply and inventory analysis, public input, and implementation were more comprehensive. The authors concluded that plans needed to be more comprehensive, needed to focus more on creating a permanent planning process, and should be less reliant on planning consultants.

Gebhardt and Eagles (2009), studied 25 municipalities to determine factors that lead to success implementation of parks and recreation plans. They found that plans are more likely to be implemented when they are: prepared by consultants in partnership with recreation staff; supported by the public, political officials, and recreation staff; incorporated into the official plan and approved by council; and created with implementation in mind. The authors concluded that there are several key problems within many municipalities that impede implementation.

Finally, Leone (2008) studied three municipalities to determine what factors aided in implementing plan recommendations. She found that a plan was more likely to be implemented when it reflected the community, was realistic, provided adequate resources to implementation, and received widespread support. Leone concluded that in order to increase plan implementation, three things need to be accomplished: 1) building the power of the parks and recreation department, 2) building support from the community, and 3) building the political and organizational capacity of the recreation department.

The majority of texts written to guide Recreation Master Planning were written in the 1970s and 1980s including "Leisure Resources and its Comprehensive Planning" (Bannon, 1976), "Recreation Planning and Design" (Gold, 1980), "The Practice of Local Government Planning (Gold, 1979). Since the 1980s, only three texts "Planning for Recreation and Park Facilities: "Master Plan Process for Parks and Recreation" (Kelsey & Gray, 1996), "Leisure Resources and its Comprehensive Planning" (McLean, Bannon, & Gray, 1999) and "Planning for Recreation and Park Facilities: Predesign Process, Principles, and Strategies" (Harper, 2009) have focused on recreation planning. As with recreation planning texts, many journal articles regarding the subject were written in the 1980s; however, there have only been a few more recent articles on the subject. The older articles tended to focus on standards (Sessoms, 1964), the planning process (Jaakson, 1985), determining needs (Reid, 1985/86), and economics (Curry 1980), as well as the specific studies on Parks and Recreation Planning in Ontario mentioned above. More recent articles have focused on public participation and involvement (Hope & Dempsey, 2000; Reid, 2002) and general issues in Master Planning for parks and recreation (Eagles & Gebhardt, 2009; Leone, 2008).

There are several limitations within these studies. First, most of the research on Parks and Recreation Master Plans was conducted in the 1970s and 1980s. It is unclear if the conclusions of these studies are still relevant, especially considering changes in government and funding policies. Second, many of the texts written on the subject may be out-dated due to their basis on older research. New research is necessary to determine the best practices for the process of creating a plan and the contents of a plan. Third, Eagles and Gebhardt (2009) determined that some of the problems identified in the 1980s studies were also identified in their study. This indicates that the valuable information contained in these documents is not

being used by municipal staff and consultants. Updated information is required and must be accessible to municipalities and consultants. Fourth, these older studies failed to consider differences that may occur depending on municipality size. The planning literature identifies different challenges and strategies when creating a plan for different sized municipalities (Hodge & Gordon, 2008). Similar considerations are absent from the current information on parks and recreation planning. Finally, there is no updated document that outlines the best practices for content and process that is available to municipalities. Information about recreation planning needs to be more accessible to municipalities.

The purpose of this research was to determine the factors that make park and recreation master plans more likely to be implemented. The main research question was: what are the factors that lead to implementation of Recreation Master Plans in Ontario municipalities? More specifically, this study examined the process of creating a park and recreation plan and the contents of recreation plans to determine, through content analysis, Delphi groups, and interviews, what aids and impedes on implementation of plan recommendations. The objectives of this study were to: 1) determine the factors that lead to implementation; and, 2) determine the factors that deter implementation.

This study will be beneficial for several reasons. First, it will aid in filling a substantial gap in literature. Most of the research pertaining to park and recreation plans was conducted in the 1970s and 1980s, with few studies being conducted since this time. There appears to be a 20-year gap in the literature with regards to best practices for both the process and content of parks and recreation master plans. Also, this study will provide valuable information to planning consultants concerning what works and what does not in the plans they have created. This study will also provide information to recreation professionals to assist them in creating and implementing their park and recreation plan. The following chapter will further outline the literature pertaining to planning and recreation planning, as well as, the methods that will be undertaken to determine the best practices for recreation master planning.

Chapter 2 Literature Review

Chapter 2 will outline the literature on planning and parks and recreation planning relevant to this study. The chapter will begin with an overview of planning in Canada with a focus on Ontario. Next, the definition, purpose, principles, values, and creators of Parks and Recreation Master Plans will be explored. Then, the paper will outline the general planning process and the parks and recreation planning process. The chapter will indicate common problems that occurred when creating a plan and the best practices for implementation. The chapter will conclude with an overview of what is known about parks and recreation master plan and measures of success.

2.1 Planning in Canada

According to the Canadian Institute of Planners (2009) planning is defined as "the scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban and rural communities". In Canada, the term "community planning" is common to describe plans for cities and towns, whereas the United States uses the term "city planning" (Hodge & Gordon, 2008). Canada uses the term "community planning" because it clearly indicates that planning is not solely about physical planning but includes a human component, and because planning is conducted by the community and all who reside within it.

There are currently six challenges facing community planners, and one could argue recreation planners (Hodge & Gordon, 2008). First, there is an increased pressure for citizen participation in planning. Though planners realize the importance of citizen participation, it can create difficulties in the planning process. Second, there is increased pressure to include ecological planning into the community plan. This can be difficult because it brings another complex issue into decision-making and limits the development that can occur. Third, Canada's cultural diversity is increasing, which, in turn, increases the number of divergent views to consider and can make consensus more difficult. Fourth, the Canadian population is aging, which requires specialized planning. Fifth, with a real or perceived increase in crime, planners have to plan for safety and in order to satisfy the public. Finally, globalization is

increasing the interconnectedness of people and places that will also need further consideration. It is no longer viable to plan for a community without considering the influence of neighbouring communities and the larger world.

In Canada, each province is responsible for creating legislation to guide community planning and the creation of a city's official plan. In Ontario, the Ontario Planning Act along with the Provincial Policy Statement guides community planning. These community plans are created to solve a problem, and achieve a desired future (Hodge & Gordon, 2008). The Provincial Policy Statement (2005) focuses largely on land use planning. Recreation is only mentioned as one type of land use that needs to be planned for. For example, Section 1.5 in entitled Public Spaces, Parks and Open Space indicates that:

> 1.5.1 Healthy, active communities should be promoted by:
>
> a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including but not limited to, walking and cycling;
> b) providing for a full range and equitable distribution of publicly-accessible built and natural settings for *recreation*, including facilities, parklands, open space areas, trails and, where practical, water-based resources;
> c) providing opportunities for public access to shorelines; and
> d) considering the impacts of planning decisions on provincial parks, conservation reserves and conservation areas. (p.10).

Other than brief mentions like the one above, there is nothing in the policy statement indicating that recreation should be a key component of the plan. Also, The Ontario Planning Act (1990) does not outline that recreation should be a part of the official plan. However, this is similar to the situation in the USA. The American Planning Association published a book in 1979 entitled "The Practice of Local Government Planning" that outlined an entire chapter devoted to the recreation component of the official plan (Gold, 1979). However, when the book was updated in 1988 and again in 2000, the section on recreation was no longer included. Also, Gold (1980) indicates that the "preparation of the park, recreation, and open space element of a comprehensive plan is the joint responsibility of most local planning and recreation agencies" (p.5). This indicates that in the past, recreation was seen as an element of

the city plan and was not considered a separate document. It is unclear when and why recreation planning was removed from the official planning process in the USA.

2.2 The Parks and Recreation Master Plan

Section 2.2 will define park and recreation planning, identify its purpose, and outline why municipalities should create a plan. It will also examine the core values and principles of recreation planning and who should create the plan.

2.2.1 What is a Parks and Recreation Master Plan?

It should be noted that for a parks and recreation master plan there is no fully accepted definition, description of its components and process, and description of its purpose (Wolter, 1999). The term master plan is not universal and other terms include a comprehensive plan, five year plan, parks and recreation element of a general plan, culture and recreation plan, etc. However, there are some common elements of the definitions used by various authors (Table 1). The Master Plan is a document that is intended to be a tool for decision makers. It should lay out goals and policies to guide the ultimate development of the parks and recreation system into the future. This includes the acquisition, development, and management of recreation resources and services.

Table 1: Definitions of the Master Plan/Recreation Planning

Author	Definition of Master Plan and Recreation Planning
Kelsey & Gray, 1996, p.1	"A community parks and recreation master plan is a document that provides an inclusive framework for orderly and consistent planning; acquisition; development; and administration of the parks and recreation resources, programs, and facilities of the agency that sponsors the master plan"
Gold, 1979, p.282	"The parks and recreation master plan is an expression of a community's objectives, needs, and priorities for the provision of leisure space, services, and facilities. The plan should provide a guide for public policy and private decisions related to the scope, quality, and

	location of leisure opportunities to meet the needs of the residents and visitors"
Wolter, 1999, p.154	"The park and recreation agency master plan is intended, much as is a city comprehensive plan, to guide the ultimate development of the park and recreation system within a community"
Gold, 1980, p.59	"The parks and recreation plan should be a long-range, comprehensive, and policy-oriented document that (1) describes alternatives, recommendations, and guidelines for decisions related to the use and preservation of open space for recreation, and (2) makes recommendations on the acquisition, development, and management of both public and private recreation spaces or facilities"
Wilkinson, 1985, p.8	"A Culture/Recreation Master Plan is an integrated set of planning policies, goals and objectives which reflect the present and future cultural and recreational programs, facilities and open space needs of the community"
Reid, 2007, p.235	"Leisure planning is about the creation of a vision for the future and then deciding how that future will be achieved"
Gold, 1983, p.28	"Recreation planning is a process that relates the leisure time of people to space. The process results in products (plans, studies, information) that condition the public policy and private initiative used to provide leisure opportunities in cities." "It should be representative of what people want, imaginative in projecting what might be, and realistic in recognizing what is possible"
Harper, 2009, p.95	"Parks and recreation master planning is defined as a broad-based, comprehensive process examining all of the factors and issues faced by a public sector parks and recreation services. A master plan is typically a forward-thinking, long-range document that provides a vision for the future (five years and beyond) and outlines the processes and policies necessary to achieve that vision."
Ministry of Tourism and Recreation, n.d.	"A Culture/Recreation Master Plan is an integrated set of planning policies, goals and objectives which reflect the present and future cultural and recreational program, facility and open space needs of the community. The plan must be consistent with adequate protection of the historic and natural resources of the community. It must also

consider the financial ability of the community to provide culture/recreation services."

2.2.2 Purpose of Master Plan

There are many purposes of a Parks and Recreation Master Plan and the master planning process. These include:

1. To provide detailed facts about the community and the parks and recreation department (Kelsey & Gray, 1996)
2. To identify and define problems within the community (Hunt & Brooks, 1983; Ontario, 1985)
3. To establish priorities and a direction for the parks and recreation department based on facts (Kelsey & Gray, 1996) that are acceptable to citizens, politicians, and professionals (Ontario, 1985)
4. To determine the immediate and long-range goals for the parks and recreation department (Hunt & Brooks, 1983; Kelsey & Gray, 1996)
5. To assist the parks and recreation department in making quality decision based on facts (Kelsey & Gray, 1996; Gold, 1979, 1980; Wolter, 1999)
6. To provide consistent planning that will remain after changes in leadership (Kelsey & Gray, 1996)
7. To anticipate, cause, prevent, or monitor change the provision of recreation opportunities (Ontario, 1985; Gold, 1979, Wolter, 1999)
8. To create community interest, understanding, and support for recreation planning and the Parks and Recreation Department (Gold, 1979, 1980; Hunt & Brooks, 1983; Ontario, 1985; Wolter, 1999)
9. To ensure that recreation opportunities are provided equitably in a community (Wolter, 1999)
10. To coordinate the public and private sector to avoid unnecessary duplication of resources (Ontario, 1985; Wolter, 1999)
11. To ensure historical and cultural resources are acquired and preserved (Wolter, 1999
12. To improve the leisure experience for residents and visitors (Gold, 1979, 1980)

13. To make sure the right mix, range, and location of recreation opportunities (Gold, 1979, 1980)
14. To develop recreation opportunities that optimize use and avoids wasted resources (Gold, 1979, 1980)
15. To provide a means for determine the effectiveness of existing and proposed recreation development (both public and private) and to provide a rational for said development (Gold, 1979, 1980)
16. To encourage cooperation between public and private providers of recreation services (Gold, 1979, 1980)
17. To relate recreation planning to other forms of planning and the official plan (Gold, 1979, 1980)
18. To make the physical environment in the community more efficient, beautiful, interesting, and safe (Hunt & Brooks, 1983).

This list illustrates the magnitude of functions that can be addressed through the creation of a Parks and Recreation Master Plan. From this, we will consider why a municipality should create a plan.

2.2.3 Why Create a Master Plan

A municipality may ask, "Why should I create a plan?" This is an important question that the Ministry of Tourism and Recreation (1985; n.d.) considered. The Ministry outlined 15 reasons why a community should create a Parks and Recreation Master Plan. These include:

1. To clarify the role and purpose of those who provide recreation services:
2. To evaluate and coordinate existing resources;
3. To review goals, objectives, policies, and procedures;
4. To assess the recreation needs of the community;
5. To identify problems with the current system;
6. To get citizens involved in making decision about the programs that affect the community;
7. To create public awareness;
8. To identify unique resources that should be preserved;

9. To determine the interrelationship of recreation facilities provided by other levels of government;
10. To prioritize facility and program creation and maintenance;
11. To create policies and procedures for "acquiring and developing open space and the building, operation and maintenance of recreation structures" (p.11);
12. To recommend action for the next five, ten, or fifteen years that will help to achieve the purpose;
13. To create a review schedule to ensure the plan stays up to date;
14. To determine a course of action that is acceptable to everyone (citizens, planners, recreation professionals, politicians); and,
15. To provide a basis on which budgeting, staffing, and reduction of capital debt can be planned.

Harper (2009) also indicated that the benefits of recreation planning include: preventing bad decisions, being proactive instead of reactive, allowing a municipality to gain perspective on a problem and create a solution and course of action, providing unbiased priorities for recourse allocation, providing justification for decisions, and engaging the consumer in service delivery.

Based on the purpose of a park and recreation plan and the Ministry's outline of why it should be done, there is a clear indication that a parks and recreation plan can be highly beneficial to any community. The focus will now turn to the principles and values of recreation plans and the individuals who create them.

2.2.4 Principles and Core Values of Recreation Planning

When creating a parks and recreation master plan, Gold (1979, 1983) indicates several principles that should be at the forefront of any planning endeavor. These principles are critical to the success of any plan. First, every person in the municipality should have access to recreation opportunities regardless of their education, age, ability, race, ethnicity, gender, etc. Second, public and private recreation providers should work together to avoid duplication and encourage innovation. Third, planning for parks and recreation should be integrated with other public services such as: education, transportation, etc. Fourth, facilities should be

created in a way that allows for adaptation over time. When activity trends change, facilities can be adapted to continue to meet the needs of the people. Fifth, planning should always consider the financial feasibility of facility creation. Many plans only outline the cost to create the facility and neglect to establish how operational and maintenance costs will be covered. Sixth, citizens within the municipality should be involved in every step of the planning process. When citizens are involved, they are more likely to accept and endorse the plan. Seventh, planning should be a continuous process, where the municipality continually collects data, reviews the plan, and evaluates implementation. Finally, all recreation plans should be integrated with the state and regional plan.

Also, Wolter (1999) indicates several core values that planners should consider while planning for parks and recreation. First, plans should focus on meeting the needs of the citizens and therefore the process must involve the public. Second, planners should plan to guarantee ecological responsibility in their plans and ensure the preservation of significant historical and cultural areas. Third, planners should always use the basic convictions of planning (honesty, integrity, and commitment) when planning and always plan for the long-term. Fourth, planners should demonstrate responsibility for maintenance. When planning new recreation program or facility not only their initial costs should be considered, but the long-term costs of operation and maintenance needs to be considered as well. Finally, planners should influence the community to provide quality parks and recreation programs, facilities, and programs.

Harper (2009) outlined six common planning principles that should be considered when undertaking a planning endeavor. First, plans should always reflect the mission, goals, objectives, and targets of the agency. Second, plans should be carried out in consultation with the people (consumers, members, users) affected by the plan. Third, planning must be comprehensive, inclusive, integrated, and responsive. Fourth, plans should be innovative, imaginative, dynamic, and flexible to accurately reflect the needs of a changing society. Fifth, plans should be realistic and achievable. Finally, plans must be reviewed regularly to ensure relevance.

2.2.5 Who Prepares the Plan?

The parks and recreation master plan is typically completed by either the parks or recreation administrator working for a municipality, by a planning consultant, or by a combination of the two (Kelsey & Gray, 1996; Wolter, 1999). There are advantages and disadvantages of using a planning consultant and creating the plan in-house (Ministry of Tourism and Recreation, n.d.; Kelsey & Gray, 1996; Wolter, 1999). The advantages of using a planning consultant include: experience in creating parks and recreation plans, increased credibility, specialized equipment and knowledge, guarantee of completion on time, independent viewpoint, and a very professional finished product. However, using a planning consultant has disadvantages as well, including: lack of vested interest, sensitivity, and flexibility; high cost; and lack of understanding of the political climate in the community.

Having the parks or recreation administrator create the plan also has several advantages, including: established community contacts, sensitivity to community issues, vested interest, lower cost, increased usage of plan, and is professionally trained in parks or recreation (Kelsey & Gray, 1996; Wolter, 1999). However, there are also disadvantages of using the parks and recreation administrator, including: a lack of training in planning, a lack of objectivity and time, and the plan can be seen as self-serving (Kelsey & Gray, 1996; Wolter, 1999).

Eagles and Gebhardt (2009) determined that most parks and recreation departments do not have staff members who have the training and technical knowledge needed to create parks and recreation plans. When parks and recreation staff created the plan, there were often problems because of this lack of expertise. Also, Eagles and Gebhardt found that most municipalities were hiring a planning consultant and working with them to create a plan. When the two parties worked together plans were more successfully implemented.

2.3 Planning Process

2.3.1 General Planning Process

Before examining the process used to create a Parks and Recreation Plan, it is important to consider the general planning process for community planning. Table 2 outlines

four different processes used to plan for Canadian communities. Despite differences in the number of steps involved in the process, all of the planning models presented follow the same general pattern. First, problems are identified and goals are established. Next, alternative solutions are created and a decision is made as to which is the best to achieve the goals or solve problems. Finally, there is always an implementation and evaluation component. Seasons (2003) examined the monitoring and evaluation process in municipal planning departments. He found that even though monitoring and evaluation was seen as an important part of the planning process, the evidence suggests that it is not being completed. Monitoring and evaluation appears to be the "forgotten stage in the planning process" (p.431). Seasons found that the ideal model for evaluation is unrealistic and limited resources cause this stage in the planning process to be pushed to the backburner.

Table 2: The Plannina Process

Step 1	***Identify*** • Problems, needs, opportunities, and goals • Translate broad goals into measurable criteria	***Problem Diagnosis*** • Determine the problem that is preventing a desired future to be attained	***Goals*** • Determine what is to be accomplished	***Research and Analysis Phase*** • Investigation into needs, trends, demands of the community
Step 2	***Alternatives*** • Design alternatives to meet needs and opportunities or to solve the problems • Determine the consequences of each alternative	***Goal Articulation*** • Determine the goals and translate them into achievable objectives	***Alternatives*** • Identification of alternatives that will achieve the goals	***Design Phase*** • Design alternatives to solve the problem based on info collected in phase one • Alternative is chosen • Plan is approved
Step 3	***Choose Alternative*** • Compare and evaluate alternatives • Choose alternative that has preferable consequences	***Prediction and projection*** • Predict future demands for facilities and services • Determine capacity to meet future demands	***Consequences*** • Determine the consequences of each alternative	***Implementation Phase*** • Implementation of the plan
Step 4	***Action Plan*** • Create an action plan for implementing the chosen alternative	***Design of Alternatives*** • Determine alternatives to solve the problem or achieve goals	***Choice*** • Choice of alternative	
Step 5	***Feedback and Review*** • Maintain the plan through feedback and review	***Plan Testing*** • Test internal consistency (does the alternative meet the objectives) • Test feasibility (Can the alternative be completed given available resources)	***Implementation*** • Determine how the course of action will be carried out	
Step 6		***Evaluation*** • Choose the best alternative to implement	***Evaluation*** • Determine if the alternative is meeting goals	
Step 7		***Implementation*** • Implement the chosen alternative		

2.3.2 Master Planning Process for Parks and Recreation

Gold (1983) noted that there is no single process for creating a parks and recreation plan; however, there are precedents and practice for creating a plan. First, there needs to be community involvement in and understanding of the planning process. Citizens and special interest groups, who are involved and want a plan, will be more likely to ensure implementation. Second, there needs to be technical support from public agencies. Third, there needs to be a work program. The work program describes "the problem, planning area, planning period, and methods of data collection, analysis, or reporting must be established in advanced and formally agreed upon by all involved in the planning effort" (p.32). Fourth, there needs to be credible data collected in order to build the plan. Without credible data the plan will most certainly fail. Fifth, there needs to be some political compromise in the plan. Though the plan needs to be based on facts, if those with political power do not agree with the plan they will ensure its failure. It is very important to ensure those with political power endorse the plan's recommendations. Sixth, alternatives needs to be developed and there needs to be a consensus on which alternative is best to reach the desired future. Finally, the plan needs to be forward looking. If the plan is to guide decision-making, it needs to be future-oriented.

Gold (1983) also indicated that a plan should outline the present use and non-use, project future needs, propose alternatives and new ideas, and determine the costs and benefits of each alternative. The plan should also "describe alternatives, recommendations, and guidelines for decisions related to the use and preservation of open space for recreation" (p.33). The plan should be a guide for public policy and private decision-making. The plan should be balanced between private and public agencies and indoor and outdoor facilities and programs.

There are also several principles that should be considered during the planning process (Gold, 1980; Gold, 1983; Gold, 1979). First, the plan should be evolutionary and not revolutionary. The plan will receive greater support if changes are smaller and not radical. Second, the plan and the planning process should be pluralistic and not authoritarian. If the plan is to be successful it needs to consider different perspectives in the community. Third, the plan needs to be objective and not subjective. A plan that appears to be self-serving will not receive public support. Fourth, the plan needs to be realistic and not politically naïve. For the plan to be successful it needs to be financially, politically, and personnel realistic. Finally, the plan needs to be humanistic and not bureaucratic. The plan should be created to serve the public and not the public agency.

There is no one planning process for parks and recreation master plans, as can be seen in Table 3. However, there are certain components that are similar among the different processes. First, goals and objectives were developed in all of the process outlined in Table 3a, 3b, and 3c. Goals and objectives for the plan and the agency were usually considered in the very beginning of the process. About half of the authors felt that goals should be formulated before data was gathered and analyzed and about half felt that goals should be formulated before data was gathered and analyzed. Gold felt that the formation of goals was not necessary until step six when alternatives were also formulated.

A second similarity was the conduct of an analysis and review (Table 3a, 3b, 3c). All of the authors indicated the need to collect data to determine potential opportunities and existing conditions, to analyze the current and future population, and to determine the current and future needs of the citizens. This step was always conducted before alternatives to reach the desired future were determined.

A third similarity was that after the analysis was completed several alternatives to achieve the desired goals were outlines and one alternative was chosen (Table 3a, 3b, 3c). Also, the planning process always included an implementation stage that usually involved ranking priorities, naming individuals to tasks, and creating timelines and budgets. Finally most authors noted that the process should end with an evaluation and then the process should begin again. Though the process appears very linear, most authors note that the process should be ongoing.

Table 3a: Planning Process for Parks and Recreation Master Plans

	Kelsey & Gray (1996)	Gold (1979, 1980, 1983)	Ontario (1985)	Kraus & Curtis (1986)
Step 1	***Goals and Objectives*** • Determine resource and participant goals that flow logically from the department goals	***Introduction*** • Objectives and scope of the plan • Agency responsibilities • Previous and future studies	***Review and Study the Environment*** • Define the terms of reference • Determine the study committee • Examine the literature and other planning studies • Inventory • Collect data	***Focus Planning Effort*** • What is to be planned • Who will be involved • Process to be used • Ensure plan will be done with people and not for people
Step 2	***Supply Analysis*** • Identifying the existing and potential recreation resources, facilities, and programs	***Existing Conditions*** • Regional context • Leisure patterns • Environmental characteristics • Recreation problems and potentials	***Formulating Goals and Objectives*** • Surveying needs • Determining preferences • Evaluate existing facilities, programs • Projecting trends • Setting goals	***Conduct Community/Agency Assessment and Needs Assessment*** • Informs planners of the resources, norms, and value system of the community and agency
Step 3	***Population Analysis*** • Determine the characteristics of the citizens and future trends	***Recreation Resources*** • Classify and inventory existing and potential resources	***Select a Course of Action*** • Set community specific standards • Forecast need • Prioritize facility needs • Consider alternative • Choose alternative • Prepare recommendations	***Determine Priorities and Long-Range Goals*** • Goal statements are developed
Step 4	***Demand Analysis*** • Determine what citizens are participating in and their current and future demands	***Demand and Use Patterns*** • Recreation use patterns • Satisfaction and preferences • Problems of special populations • Impacts of fees and access	***Implement Action*** • Seek council approval • Approve priorities and actions • Estimate costs and arrange funding • Name implementation committee	***Identify Resources and Restraints*** • Inventorying human, physical, physical, and other resources • Barriers to achieving each goal

			• Create strategies for implementation • Implement	
Step 5	***Standards Analysis*** • Determining if existing conditions meet national standards	***Needs Analysis*** • Determine the demand/supply relationship • Deficiencies • Projected needs • Public/private potential to meet needs	***Evaluate the Results of Action*** • Name evaluation committee • Determine methods to be used • Measure success/failure • Repeat cycle	***Generate Alternative Methods*** • Methods to achieve each goal are developed
Step 6	***Agency Action Plan*** • Determining a future direction for the department based on the information collected above	***Goals, Policies, Alternatives*** • Describe existing • Determine desirable • Determine alternatives to reach desired goals • Implication of alternatives • Choose alternative		***Analyze and Select the Best Method*** • Weight pros and cons of each method • Choose method
Step 7	***Expenditure Analysis*** • Determine the financial cost associated with each recommendation and suggestions for sources of funding	***Implementation*** • Schedule with deadlines and individuals responsible • Determine costs and needed funding • Needed legislation • How and when the plan with be revised		***Implement the Plan*** • Recommendation are carried out
Step 8	***Priority Criterion Ranking System*** • Order recommendations			***Evaluate Process and Results*** • Evaluate the planning sequence • Evaluate whether or not objectives were achieved

Table 3b: Planning process for Parks and Recreation Master Plans

	Burton (1976)	Bannon (1976)	Reid (2007)	Wolter (1999)
Step 1	***Statement of Goals and Philosophy*** • Needs, desires, values of community • Current development patterns • Goals and values of the society • Potential for development	***Analysis*** • Community needs/wants • Resources	***Formation of Goals and Objectives*** • Creating goals and objectives for the plan • Based on analysis of community needs, stakeholder needs, and interviews with public and private recreation agencies	***A Survey and Analysis*** • Natural resource inventory • Recreation inventory • Community and recreation trends analysis • Analysis of administrative factors • Existing plan analysis • Survey findings
Step 2	***Precise Definition of Objectives*** • Formed from the goals previously stated • Specify purpose of planning exercise • Redefined as data is collected and analyzed	***Establishment of goals*** • Creation of goals for the plan and agency	***Alternatives*** • Identification of alternatives that will reach to goals and objectives	***Development of Strategies and Policies*** • Formulate goals and objectives • Identify key problems • Identify alternative strategies • Costs/benefits/consequences • Prioritize strategies
Step 3	***Data Collection and Analysis*** • Inventory • Population analysis • examination of public and private agencies	***Strategy*** • for attaining the goals	***Prediction of Consequences*** • Determine the consequences of each alternative	***Implementation Element*** • Identify agencies and resources for implementation • Prepare budgets • Specify performance measures and targets
Step 4	***Plan Formulation and Implementation*** • Development of alternatives • Choosing alternative	***Program*** • To solve the problem or attain goals	***Decision*** • Choice of alternatives based on previous information	***Monitoring and Evaluation*** • Monitoring performance • Review projected outcomes
Step 5		***Implementation*** • Of the strategies	***Implementation*** • Of the decision through appropriate institutions	

Step 6	***Evaluation*** • Of outcomes of the plan	***Feedback*** • Results of the implementation

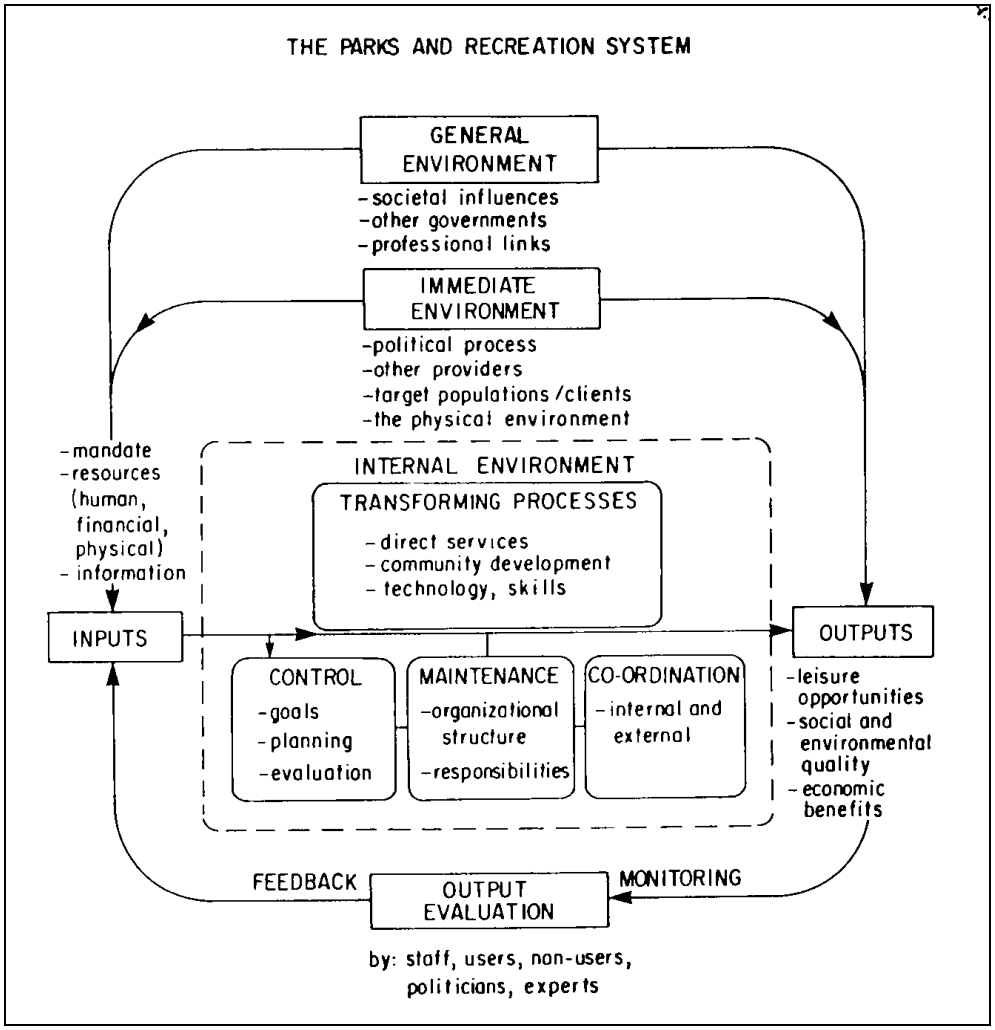
Table 3c: The Planning Process for Parks and Recreation Master Plans

	Ministry of Sport and Recreation Australia (1999)	Ministry of Tourism and Recreation (1985)	Hunt & Brooks (1983)	Harper (2009)
Step 1	***Identifying Values and Establishing Planning Principles*** • Equity and access • Cultural issues • Services and facilities	***Preplanning*** • Determining if there is a need for the plan	***Development of the Planning Process Strategy*** • Identify desired end products of the plan • Identify resources to complete the plan • Results in a plan for the planning process	***Goals for the Plan*** • Setting goals of the plan • Determining what the planning process is intended to achieve
Step 2	***Research*** • Assessment of need through standards, consultation, comparison, and analysis	***Terms of Reference*** • Determining objectives of planning process • Who will be involved in the process • How long the process will take (etc.)	***Development of the Data Information System*** • Interacting with step 3 • Store and retrieve data • Generate summaries • Generate alternatives • Evaluate and synthesize alternatives	***Terms of Reference*** • Determine how the plan will be used, how it will be developed, what information it needs to include, when it should be completed, and by whom • See Harper for more information on developing the terms of reference
Step 3	***Synthesising the Research*** • Identifying trends and patterns • Assessing trends in relation to values and principles	***Data Collection and Analysis*** • Existing recreation services • What will be needed in the future	***Establishment of Goals*** • Must include the public • Order by importance • Create objectives that can be measured	***Environmental Assessment*** • Collection of data on the internal operating environment of the agency and the exit journal environment affecting the operation of the agency
Step 4	***Formulating Policies that Describe the Preferred Future*** • Formulation of policies on sport and recreation services and facilities are created	***Goals and Objectives*** • Establish goals and objectives for recreation in the community	***Suboptimization of the means of Goal Achievement*** • Generate alternatives	***Consultation*** • Planners and proponents of the plan consult with the stakeholders as well as individuals of affected by the plan.

Step 5	***Preparing Recommendations and Strategies*** • Recommendations are established to aid the municipality in achieving its policies	***Alternatives*** • Determine options to meet goals • Determining costs of each option	***Synthesizing Plan Alternatives*** • Synthesize of plan alternatives to create a single alternative to pursue	***Analysis and Synthesis*** • Analysis of data to identify problems, suggest solutions, identify priority is, and determine the consequences of each approach.
Step 6	***Implementation Strategies*** • Implement the plan	***Selection of Alternatives*** • Choose the best alternative to meet the goals	***Implementation*** • Implement the plan • Continual evaluation and changes	***The Plan*** • A set of strategies of designed to implement the preferred course of action.
Step 7	***Evaluation*** • Both quantitative and qualitative strategies should be used • Should be done on a regular basis	***Implementation Plan*** • How will the objectives be accomplished? • Who will be responsible? • When will they be accomplished by?	***Goal Reassessment*** • Periodic reassessment of goals	***Implementation*** • Strategies, ideas, and actions recommended in the plan are carried out.
Step 8		***Evaluation*** • Review plan annually • Make necessary changes	***Begin Process Again*** • Note: Evaluation is ongoing throughout the entire process	***Evaluation and Review*** • Review the plan to ensure predictions and assumptions are accurate valid. • The planning process is continuing and circular therefore the planning process begins again

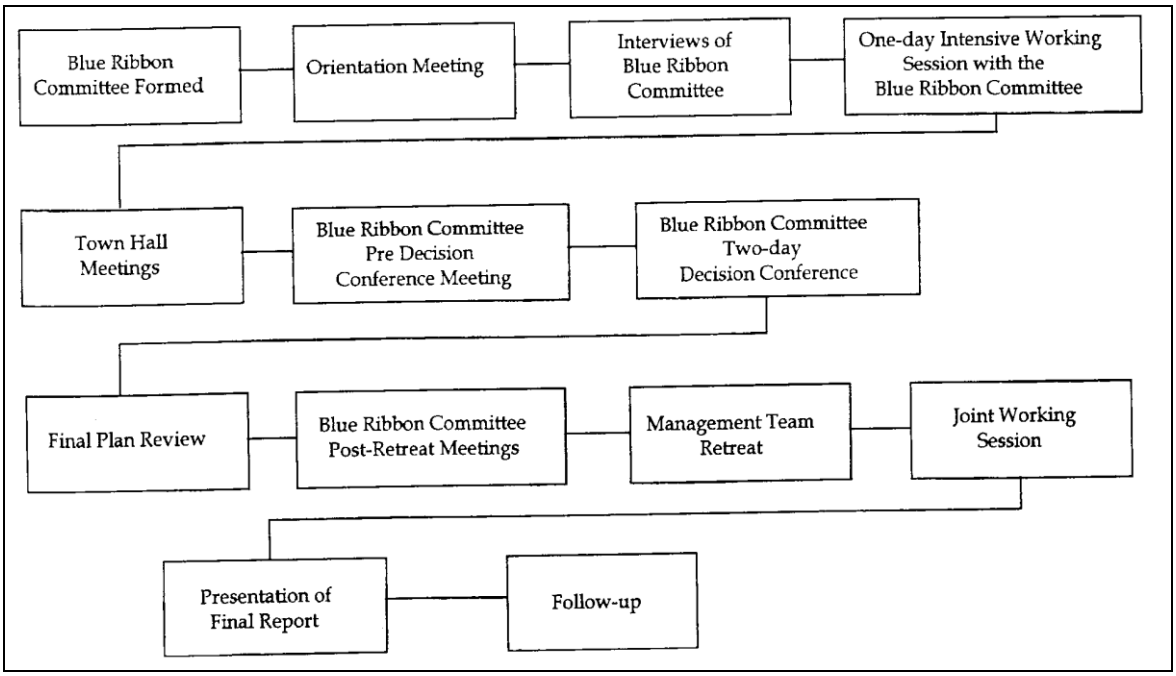
Getz (1986) determined that traditional approaches to recreation planning were insufficient and a new model was necessary. The Getz model proposed involves planning as part of the management process and not a separate process (Figure 1). The idea is necessary on a day-to-day process and incorporated into the management process and not a one-time creation of a planning document. The authors also noted that planning should focus on policy creation based on carefully created goals, objectives, and mandate of the agency. This approach would hopefully increase use of planning and plan implementation.

Figure 1: The Parks and Recreation System



Hope and Dempsey (2001) believed that the traditional model of recreation planning was inefficient and plans were often not implemented because individuals responsible for plan implementation were inadequately involved in the process. In response to this problem, the authors proposed the Decision Conference Model for creating a parks and recreation plan (Figure 2). This process incorporates a planning steering committee (citizen's representative of the community), management committee (director and heads of departments), department action team (representatives from all levels within the organization), consultants, and general public input. The idea behind the model is that adequate stakeholder involvement will create plans that are actually implemented.

Figure 2: The Decision Conference Model



2.3.3 Terms of Reference

Though writing the terms of reference are not mentioned in many of the processes identified above, even almost all planning endeavors begin with writing them. The terms of reference are the starting point for creating a plan and answer the following questions:

- Why is planning needed?
- Whose responsibility is it to develop the plan?
- What will the planning accomplish?
- What physical or financial limitations exist?
- What issues, concerns or problems are to be considered (Ontario, 1985, p.94)

The terms of reference are the guidelines for the study set up by the municipality (Ministry of Tourism and Recreation, n.d.). The terms of reference should include:

- A Statement of the purpose of doing a Culture/Recreation Plan
- A description of the boundaries of the study area and its relationship in a regional context. A statement on the length of time the plan should apply (i.e. 5 years)
- The process for obtaining required information. This will largely depend on an assessment of the availability and validity of existing data, the accessibility of human and other resources, how much money is available for the study, and scheduling and completion dates of various tasks
- A description of the group(s) responsible for the Master Plan development and their roles including: tasks to be carried out, public participation responsibilities, presentation of the Master Plan, their position within the planning group and responsibilities after the completion of the Master Plan.
- A statement of the authority to be invested in the plan upon its completion
- A description of how the plan will be used upon completion

The Ministry of Tourism and Recreation (1982) created a checklist to aid communities in creating their terms of reference (Appendix A). This checklist included background information and rational for study, the purpose and objectives of the study, the scope and known constraints, information required, community participation, roles and responsibilities, and the end use of the study.

Other than the unpublished information from the Ministry of Tourism and Recreation in 1982, there is relatively little written on terms of reference and it appears to be more of a practical than published term. Even though there is relatively little importance placed on writing the terms of reference in the literature, these terms can have profound influences on the planning process and outcomes. In recreation planning, when the terms of reference are submitted to a

planning consultant the planning consultant can only do what is outlined in those terms (Wendy Donovan, personal communication, September 2008). Since there is little published information on writing the terms of reference for parks and recreation master plans, the terms of reference are often poorly written which results in poor plans (Wendy Donovan, personal communication, September 2008). Information on writing the terms of reference is desperately needed to ensure that the planning process beings in a sound manner that will continue through the whole process.

2.3.4 Who should be involved in the Planning Process

There are several key stakeholders that should be involved in the planning process. Involving key stakeholders in the process will increase the acceptance of the plan and therefore its overall success (Eagles, McCool, & Haynes, 2002). When individuals or groups are allowed to voice their opinion and be a part of the process, they take ownership over the plan, which increases the likelihood that the plan will be implemented. In the Parks and Recreation Planning Process there are many stakeholders that should be involved (Ontario, 1985). First, the process should involve professionals and technical experts. This includes: recreation staff, planning staff, community professionals, and private consultants. Second, the process should include members of the general public and representatives from community groups. Planners should make an effort to ensure marginalized groups are involved in the planning process. The process should also involve the municipal council and politicians from different levels of government. Also, the views of planning advisory committees and recreation authorities should be considered.

2.3.5 Public Participation in the Planning Process

Though the planning process can be very technical and require specialized knowledge, public participation is absolutely essential to develop a successful plan (Ontario, 1985). "People learn the benefits of self-determination by involvement in the design process. If denied this opportunity, they may oppose any proposal because it did not respect their right to be involved" (Gold, 1983, p.30). Therefore, it is critical to facilitate public involvement and collective decision-making (Gold, 1983; Hope & Demsey, 2000).

The plan is enhanced by involving citizens in several ways (Ontario, 1985). First, it increases the community's commitment to the plan, which will result in an increased likelihood of implementation. Second, involving citizens brings fresh ideas and new perspectives to the planning process. Third, it taps resources that are typically neglected. Fourth, when citizens are involved it allows them to learn about and understand the planning process. Finally, it provides planners with a more accurate understanding of community preferences. However, there are also some complications that can result when involving citizens. First, it may be difficult to get citizens interested in being a part of the planning process. Also, it may be hard to organize citizens and keep their involvement over a vast period of time. Involving the public may slow down the process and increase the cost of creating a plan. Finally, involving the public will increase the time staff needs to dedicate to the process (Ontario, 1985).

Being involved in the planning process also has benefits for the citizen and the community. Planning is a means of community capacity building not just a means to a plan (Reid, 2007). Citizens can learn skills such as problem solving, consensus building, and cooperation that are directly applicable to other areas of their lives. Also, citizens can increase their social network when they meet others who are involved in the planning process.

Sometimes administrators can be reluctant to involve the public in the process (Ewert, 1990). Administrators may believe that the public's knowledge is insufficient and fear a loss of authority in decision making. Also, administrators may not wish to include the public because it is very time consuming and can be inefficient. Conflict is more likely when the public is involved. Ewert notes that despite some differences it is important to involve the public in the planning process and not simple inform them of the plan recommendations.

Despite some of the difficulties with citizen participation, almost all recreation planning involves citizens (Reid, 2001/2002). Also, Reid found that leisure practitioners and consultants were committed to citizen involvement. However, current public participation techniques were very technical and practical. Reid argues that the process needs to be more critical-emancipatory. A critical-emancipatory approach "exposes the present system, which usually focuses on itself and not the citizens, and engages the public in assessing and constructing an approach to replace the status quo" (p.210). Reid also noted that public participation should be a lasting process and not a one shot public relations event.

There are several techniques available to planners to engage the public in the process (Ewert, 1990; Harper, 2009; Ontario, 1985) (Table 4). However, it should be noted that not one of these techniques are ideal in every setting and not one technique is ideal to gain input from all stakeholders.

Table 4: Public Participation Techniques

Technique	Definition
Public Hearing	A highly controlled approach that deals with narrow issue where verbal and written submissions are accepted
Community Forum	Controlled exchange of information
Vote or Referendum	Individuals vote and the majority wins
Large Public Meeting	Large meeting with an open exchange of information
Small Group Meeting	Meeting with one group or organization
Mass Media	Mass media can gather information from readers or viewers; however, this information can be suspect
Expert Panel	Also called a Delphi group where experts get together to provide and clarify information
Survey and Questionnaire	Good for gathering a large amount of data; however, respondents are very passive
Personal Interview	One on one interview with more open ended questions
Workshops	Active involvement of participants in problem solving
Simulation and Role Play	Allows individuals to see the problem from the others' perspective; however, difficult with unskilled individuals
Focus Groups	Groups gathered to discuss a specific issue

However, many planners, municipal staff, and researchers have noted that involving the public can be ineffective. Clark and Stein (2004) examined how the nominal group technique can be an effective means of incorporating "stakeholders into a public land management agency's recreation planning process" (p.1). The nominal group technique is a process where small groups of participants meet to generate and prioritize ideas about a specific topic. The

result is a list of the stakeholders' preferred alternatives. The process consists of six stages. First, there is a presentation of issues, followed by individual brainstorming and documentation. Next, there is a consolidation and review of ideas and a ranking of ideas. Finally, the results are put together. The benefits of this technique are: that it gives everyone an equal vote, which fosters ownership over the plan and conflicting stakeholders to find common ground. However, the technique can be difficult to implement and is only appropriate for fairly small groups (no more then 15). Clark and Stein (2004) concluded that the nominal group technique is one technique for gaining input and should be used in conjunction with other methods.

Webler, Tuler, and Krueger (2001) used the Q method to determine what participants think makes a good public participation process in forest planning. The authors determined that different people identified different process as ideal for public participation. Five perspectives on good public participation emerged. The first group placed a high priority on legitimacy which included consensus to make decisions, focuses on facts, is open, and ends only when all the information is collected. The second group placed a high priority on determining common values. This group saw public participation as determining values rather than facts and that educating people is key. They felt that having individuals who were rivals work together was more important than consensus and diverse participation. The third group felt that the process should be fair and unbiased. This perspective was held mostly by staff and council members. It is important to get consent from the public by a given date. The fourth group emphasized creating a political arena where everyone was equal. It really focused on making sure those with and without power had an equal say in the process. The fifth group emphasized leadership in the decision making process in that the responsibility for the final decision is the responsibility of council members. This process involves gaining information from individuals and letting them input on decision-making but ultimately the final decision lays in the hands of the public official. The five perspectives are quite different and present a unique challenge to conducting public participation programs. The process used to gain public input should reflect what the public views as a sound process.

Webler, Tuler, and Tanguay (2004) also used the Q technique to determine what the public felt was the best public participation process when planning for the Boston Harbor Island Park. The authors found three distinct perspectives for the planning process. The first

perspective placed emphasis on inclusion of all stakeholders, effective leadership, atmosphere of trust, consensus, and community benefit over personal benefit. The second perspective emphasized providing recommendations and outcomes to the National Parks Service in the USA so they can make decisions and create a plan that is implementable. The agency should provide support and information, and respond to questions effectively. The public should have reasonable expectations and attend meeting regularly. The third perspective believed that the process should "provide informed recommendations that are implementable and which solve important and relevant problem" (p.106). This study indicates that citizens have different perspectives on what constitutes a good public participation process. Individuals administering the public participation process should use a variety of techniques to ensure the majority of the public are satisfied with the process.

Harper (2009) noted that there are three steps to meaningful public participation. First, is determination of who should be consulted. It is important to be inclusive and ensure to consult anyone who will be affected by the plan and stakeholders' who might have an effect on the plan. Second, the level of involvement needs to be determined. Consultation can range from providing information to citizens having full control over the planning process. The right balance needs to be determined for each municipality. Third, a strategy for consultation needs to be established. In this step, a process of public consultation is selected that is the most appropriate approach to the planning process is being used.

Recreation staff and planning consultants know that involving the public is advantageous despite some of the setbacks. Manning and Fraysier (1989) studied the recreation planning process in Vermont to determine similarities and differences in the opinions of experts and the public. Manning and Fraysier found that attitudes towards recreation issues were fairly similar between experts and the public. However, there were statistically significant differences with regard to the absolute value each assigns to the issue. Experts were more critical about "recreation quality, trends in quality, and the importance of potential recreation problems" than the public (p.51). Also, experts were more likely to want to search for alternative funding for recreation then the public. The authors concluded that the views of the public and experts were more similar then different and that both groups are necessary in the planning process. Each has

something valuable to bring to the process and the result will be a more effective recreation plan if both are involved.

Hope and Dempsey (2000) "explored a process oriented planning model that uses the expertise of the people who will ultimately use the services and facilities provided by the local parks and recreation department" (p.56). The authors contend that having an expert planning consultant create the plan will result in a plan that sits on the shelf because those who will be implementing the plan and those who will be using the services have little input. Successful planners will incorporate the goals of all stakeholders and make decisions collectively. When the people who are responsible for the plan and who will be directly affected by the plan are involved there will be an increased commitment to plan implementation. Historically, plans have typically focused on the needs of the agency and not of the community. Hope and Dempsey propose that in order to provide quality services recreation managers must focus on creating policies and not plans because "policies give direction and commitment to actions, based on goals and knowledge of the system" (p.57).

2.3.6 Common Pitfalls in the Planning Process

There are several common errors that are made in the planning process that can cause a plan to be unsuccessful (Wolter, 1999). First, sometimes planners fail to involve citizens in the planning process. This can result in citizens who are resentful and who ultimately reject the plan. Second, due to time and budgetary constraints municipal staff may have limited involvement in the planning process. This is dangerous because staff members are responsible for implementing the plan. If staff are not involved they may not see the value of the plan and will not have a vested interest in the plan. Third, many municipalities limit the scope of the plan as to just get by. This means that many municipalities only included content that they feel is absolutely necessary, leaving out many sections other municipalities would include. This causes problems because many areas are missing or linkages are not clear. As the old saying goes "do it right or do not do it at all". Another common error is the failure to recognize the role of recreation in building the community. The planning process has the potential to bring the community together and make it stronger. Another common pitfall is creating plans that are too ridged. There needs to be come flexibility in the process and the plan in order to meet changing

demands. Other common pitfalls include: being unprofessional with the public, holding grudges from past planning efforts, taking criticism personally, failing to respect political egos, and failing to be enthusiastic about the planning process. Avoiding these common mistakes will increase the success of the planning process.

The Ministry of Tourism and Recreation (1982) indicated that plans fail because they rarely address the real problem; they occur in isolation, they fail to deal with biases and beliefs, and are based on the status quo instead of challenging it. The Ministry also noted some of the common pitfalls associated with recreation planning. These include: an invisible terms of reference, a one size fits all plan, problems in data collection, unrealistic action plan, plan that is to complex, not up keeping the plan, and using outside standards without reference to the municipality.

McKinney, Burger, Espeseth, and Dirkin (1986) wrote an article outlining some of the actual problems experienced when going through the planning process and some possible solutions. The authors used the planning process that occurred in Champaign Illinois to illustrate problems. One problem they noted was the reluctance to include financial planning in the process. Though recreation agencies and city councils may be reluctant to include budgeting in the planning process, it is essential for a good plan. Also, the plan cannot be too concrete because it must be updated regularly to meet with the changing climate on the community.

2.3.7 Increasing plan Usage

The purpose of creating a master plan is to ultimately implement its recommendations. However, many plans have been found to "sit of the shelf" instead of being implemented (Eagles & Gebhardt, 2009). This is disheartening considering the time and money that go into creating the plan. Several authors have provided suggestions in order to increase implementation and the ultimate usage of the plan. This section will outline implementation strategies for parks and recreation master plans specifically and plans in general.

2.3.7.1 Implementation of Parks and Recreation Master Plans

Several authors provided suggestions on how to increase the usage and implementation of parks and recreation master plans. The Ministry of Tourism and Recreation indicated that successful implementation requires: acceptance and commitment of the plan by staff, approval of the plan by council, naming individuals to specific recommendations, and a clear statement of intent (what, when, where, how, and by whom) (Ontario, 1985). Also, implementation will be more successful when small parts of the plan are implemented at a time, when citizens are involved, and when financial feasibility is considered. Implementation must be considered at the start of the process so those that will be responsible for its implementation become involved. It is crucial that all recreation providers work together to implement the plan. The Ministry of Tourism and Recreation also recommended creating a "critical path" to aid implementation. The critical path "breaks the action into the most fundamental and achievable pieces so that interim accomplishments can be monitored" (p.40).

Also, Kelsey and Gray (1996) indicated that plans are more likely to be used if: the document looks professional, the results are provided to the media and the public, all community decision makers are provided with a copy, a copy is available to the public, and the results are presented to community groups.

The Ministry of Sport and Recreation Australia (1999) indicated six elements of successful planning. First, the plan will only be as successful as the quality of initial research and process of consultation. Second, plan success depends on the knowledge and skill of individuals involved in plan creation. Third, successful plans clearly identify issues. Fourth, successful plans have a high level of "ownership" over the plan by those involved in the process. Fifth, successful plans are flexible enough to adapt to change. Finally, successful plans provide a large amount of human and financial resources to plan implementation.

Also, Eagles and Gebhardt (2009) identified 13 factors that increase the likelihood of plan implementation. These include:

1. The preparation of plans by specialized planning consultants with experience in the field, in concert with municipal parks and recreation staff, and members of the Planning Department.
2. Senior agency staff with university-level training in parks, recreation and tourism.

3. The support of the Mayor, Council, and the Director of the Parks and Recreation Department.
4. Widespread public participation with special attention paid to the policy leaders in parks, recreation, sport, culture, and tourism.
5. Having the plan written with implementation in mind, such as clearly identified priorities, and long-term financial commitments.
6. The formal approval of the plan by the municipal Council.
7. The direction by Council that plan recommendations be followed by all municipal departments, not just the Parks and Recreation Department.
8. The widespread distribution of the plan for easy availability, including: the public library, all staff members, and the municipality's website.
9. The strategic placement of copies of the plan document with policy leaders in the local community.
10. The assignment of plan implementation tasks to named individuals, such as municipal staff and public volunteers.
11. Incorporation of key goals, objectives, standards, and recommendations into the municipal Official Plan.
12. Yearly plan evaluation with annual reports made widely available.
13. Financial considerations given a high priority within the plans.
14. Having upper level Government make plans compulsory

Leone (2008) looked at three communities to determine what led to successful implementation of their parks and recreation master plan. She found that plans were more successfully implemented if the plan was unique to the community. Also, cooperation with other departments in the community, such as the planning and finance department, was key. The plan needed to be realistic and within the capacity of the recreation department. Plan success was also increased when there were adequate resources devoted to implementation and staff were open and accepting to the changes resulting from the plan. Plans were also more successful when there was political support, when the department had the ability to get council support, and when the department had the ability to get resident support. Leone concluded that in order to

increase plan implementation three things need to be accomplished: 1) building the power of the parks and recreation department, 2) building support from the community, and 3) building the political and organizational capacity of the recreation department.

Harper (2009) indicated for key set to successful planning. First, there needs to be leadership capability to carry out the plan. Second, there needs to be commitment to the plan and its implementation. Third, there needs to be objectivity in the plan. This means that the interest of all stakeholders should be considered equally. Finally, there needs to be creativity in that every community is unique and therefore each plan needs to be unique.

These studies indicate that plans are more likely to succeed if there is widespread public participation, support from key players, focus on implementation, financially consciousness, and approved by council. It is important to consider these areas when starting the planning process to ensure the planning endeavor will not be wasted.

2.3.7.2 Plan Implementation

There have been studies that have tried to determine the factors that lead to successful or unsuccessful plan implementation. Alexander (1992) indicated that plan implementation is more successful when there is a strong political commitment, clearly defined goals that are translated into measureable objectives, and simplifying the implementation process.

Daniere (1995) looked at transportation planning in Bangkok to determine what factors have prevented the implementation of existing transportation plans. The main obstacles that impeded implementation were a lack of technical capacity (specifically engineering skills), acquiring land for development, bidding procedures used, and a lack of institutional desire to implement the plan. Also, there were political obstacles and problems with the ruling elite. In Thailand, there is a small number of educated elite that ensure the status quo does not change, which stops implementation of policies that are beneficial to the masses.

When planning for protected areas, there are seven guidelines for creating a more successful plan (Eagles, McCool, & Haynes, 2002). First, there needs to be clarity in plan production. This involves clearly stating how the area is to be managed, how funding will be raised and allocated, how monitoring will occur, stating a time frame, and indication procedures for review. Second, the plan should be implementation oriented. This involves determining

implementation during the planning process, indicating individual's roles and responsibilities for implementing the plan, and working with citizens, interest groups, and politicians to ensure implementation. Third, the plan needs to be socially acceptable. This involves gaining input from all stakeholders and trying to reach a consensus. Fourth, planning needs to be oriented towards mutual learning. By bringing together individuals with different backgrounds and knowledge everyone can learn from one another and appreciate what the other person does. Fifth, planning is more successful when all persons involved take ownership and responsibility of the plan. This involves sharing information and having individuals involved. Sixth, the plan will be more successful if it is representative of a variety of interests. By having more interests meet in the plan more individuals will support the plan. Finally, the plan needs to foster relationship building. This involves getting groups together who distrust each other to openly communicate and overcome their differences.

Burby (2003) examined 60 comprehensive plans in Florida and Washing to determine the effects of stakeholder involvement and plan quality and plan implementation. Plans that involved broad stakeholder involvement were stronger and had increased implementation. However, most plans did not consult a diverse array of stakeholders. Most plans consulted business groups, elected officials, development groups, local government departments, neighborhood groups, and media representatives. There was almost a complete absence of consultation with disadvantaged individuals living in hazardous areas, older individuals, professional groups, and agricultural groups. Also, many plans neglected to speak with environmental groups and property owner groups. It was interesting that plans were stronger on average when environmental and property owner groups were consulted. Plan strength and implementation success was increased when stakeholders brought forth proposals without being asked.

Laurian et al. (2004) investigated the factors that led to successful implementation of six local environmental plans in New Zealand. The Plan Implementation Evaluation (PIE) methodology was used to determine plan success. The PIE methodology "focuses on the permitting process to assess the implementation of policies in a plan (rather than focusing on physical outcomes of plans)" (p.556). The authors found that high quality plans were better implemented than low and medium quality plans. Also, agencies with increased capacity had

better implementation. Agency commitment to the plan and developer's capacity and commitment was not found to influence plan quality. The authors concluded that to improve plan implementation the "focus should be on developing the implementation capacity of the planning agency and its staff and on improving the quality of plans" (p.574). Also, "proactive approaches striving to improve the plan-writing process and develop high-quality plans are therefore worthy investment as they will enhance implementation in the long run" (p.574).

Berke, et al. (2006) examined plan implementation success in New Zealand. Berke et al. notes that a distinction needs to be made between performance and conformance success because the influence of planners is different depending on the measure of success. The authors found that plan implementation was weak; however, note that plan implementation is quite difficult. Though it should be noted that the authors determined implementation was difficult because plan implementation was weak. Improving implementation success involves increasing "applicant capacity, planning staff capacity, and local awareness" (p. 596).

2.4 Recreation Planning: Current Knowledge

There have been several research projects on parks and recreation master plans that have provided valuable insight into the process, content, and success of master planning. The Recreology Department at the University of Ottawa (1980) investigated the most common problems experienced by a municipality. Over 10% of total responses identified recreation planning as a problem. This includes comprehensive planning, facilities planning, and programs planning. Municipalities indicated that they wanted to create a plan but encountered problems convincing the public or council. There were three areas identified that impeded planning. First, municipal staff indicated that they lacked the time for planning. Second, municipal politicians often did not buy into the plan. Finally, getting public involvement was difficult. With regard to planning facilities there were also several problems indicated. Municipalities felt that recreation was not respected in the overall planning process of the municipality and recreation departments lacked professional planners. Also, more facility standards were needed as well as access into school facilities. Municipalities noted that lack of cooperation between departments, and recent municipal amalgamations were problematic.

2.4.1 Evaluations of Parks and Recreation Plans

Over the last 30 years there have been several studies that examined parks and recreation plans. Sessoms (1964) discussed the use of standards and why they can be inappropriate in a given context. Sessoms found that recreation standards fail to meet the needs of a community and that certain types of activities should have their facilities bunched together. For example, putting a tennis court in each neighborhood is inefficient, but putting them together allows tournaments to be facilitated and they can be placed in areas where tennis is in demand. Planners should plan based on function and need instead of arbitrary standards. Also, Sessoms found that recreation professionals often overlooked underprivileged groups because they assumed everyone was like them. Planners should always consider rapid transit so that everyone can access recreation facilities and services when creating a master plan. Also, planners should consider building multi-purpose facilities in areas of underprivileged individuals for easier access to recreation opportunities. Sessoms also noted that there needs to be cooperation between planners, recreation agencies, and different levels of government to create more effective plans. Planners should work in the recreation department to understand their needs, courses on recreation and planning should be taught to both recreation staff and planners, and plans should always be developed jointly in order to create an effective plan.

Getz, Graham, Payne, & June (1985a; 1985b) conducted a content analysis of 46 parks and recreation master plans in Ontario. The scope, planning process, key issues, and trends in approaches to master plans and planning, implementation were all examined. The authors found that:

1. The majority of plans studied were created by smaller municipalities.
2. Most plans were created in the 1980s as a result of WINTARIO funding.
3. Most plans were created by consultants only, with only 6 of the 46 were prepared by municipal staff and 3 by a planning consultant and the recreation agency together.
4. Plans typically contained background information and description of community, yet the plans did not clearly state what was done with this material.
5. There was a lack of attention paid to ecological issues.

6. Arts and culture were discussed, but took a secondary role to sports.
7. Few plans included any evaluation of facility lifecycle or quality.
8. Many plans assumed that needs identified in the community equated a deficit in supply.
9. Public participation was high, yet a permanent process to incorporate public input was not created.
10. Few plans discussed financial matters.
11. Operation costs were left out of the plan; however, capital costs were often mentioned.
12. When consultants created the plan without department input, plan implementation was unlikely.
13. If the municipal council approved the plan, there was an increased commitment to the plan.
14. Tourism was usually not included in the plan. When the plan's title indicated that tourism was included it was often only briefly mentioned.
15. Few plans created an ongoing planning process.
16. Seniors were often considered in the planning process; however, the disabled and other special populations were usually not considered.
17. Most plans recommended facilities but failed to examine their feasibility, which resulted in impractical recommendations.
18. Standards and expressed demands guided decisions on facilities.
19. Schools were almost always included in resource inventory.
20. Parks, open spaces, and trails were usually mentioned.

From the findings of their study, Getz, Graham, Payne, and June (1985a, b) outlined several recommendations for increasing the content and process of the plan. With regard to content, they suggested that there needed to be an increase in comprehensiveness. This involved including arts, culture, budgeting sections, and an implementation plan in the plan. Also, the Ministry should provide more information to recreation departments on planning as to decrease their reliance on planning consultants. All departments should create an ongoing planning process when they create the plan. With regard to the planning process the first stage, pre-

planning should involve the collection of data, determining issues, gaining public input, and setting the terms of reference. Stage two involves hiring consultants to conduct studies and analyze data but not to create the plan. Also consultants were hired to collect public input and evaluate existing leisure services. Stage three should involve preparing the plan, gaining approval, and establishing implementation strategies. Finally, there should be ongoing implementation with monitoring and evaluation, including public input.

Wilkinson (1985) also conducted a study of 20 master plans created by Ontario municipalities. Interviews were conducted with municipal staff, ministry personnel, and planning consultants and a content analysis was conducted. Wilkinson found that:

1) Municipalities saw plans as flexible documents that aided in setting priorities and providing information and direction;
2) Most parks and recreation staff were not knowledgeable in the area of recreation planning;
3) Municipalities created a plan to get WINTARIO capital grant funding, to have information for decision making, to set priorities, and to guide developers;
4) There will be a growing and continual demand for the creation of parks and recreation master plans;
5) Constraints to creating a master plan included: politics, staff size, staff time, staff experience, funding, and public opinion;
6) Ministry provided programs consultants played a key role in the process;
7) Problems associated with programs consultants (ministry staff dedicated to assisting municipalities in the creation of a parks and recreation plan) and the ministry included: some lack of experience, not enough guidance concerning the Terms of Reference, and **a** refusal to fund site plans;
8) "Designing the terms of reference was viewed by all actors in the planning process (municipalities, professional planning consultants, and Ministry community programs consultants) as a critical element, in which Ministry staff play an important and usually well-appreciated role" (p.11);

9) "The design committee which drafts the terms of reference is also a critical element in the planning process, the tendency being for increased citizen participation in such committees" (p.11);
10) Municipal planning departments were hardly ever involved in the creation of the parks and recreation master plan;
11) Most municipalities hired an outside planning consultant and found this to be a positive experience;
12) No standards existed to figure out how much a plan will cost that can be calculated in advanced; however, three factors are important: population size, length of time for the planning process, proportion of work done by municipal staff;
13) There was a lot of variety in the planning processes used; however, there was always an analysis of supply and demand and public participation;
14) Public participation programs were generally not successful;
15) Most plans were formally approved by council;
16) Most plans were being implemented;
17) Most plans called for a review in 5 years but did not indicate how this would be accomplished;
18) Monitoring and evaluation was pro forma; and,
19) There was a clear and consistent call for more planning education for both consultants and municipal staff

Based on these findings, Wilkinson made several recommendations. First, the Ministry should continue to support recreation planning. The Ministry should continue to maintain its funding formula of 50% for large communities and 75% for smaller municipalities. Second, the Ministry should create general guidelines to estimate the cost of creating a plan. Third, the Ministry should develop education programs that focus on recreation planning and planning in general for consultants, municipalities and politicians. Fourth, Wilkinson recommended, "that the Ministry reinforce the importance of the terms of reference and the study committee that develops the terms and continue to have Ministry community programs consultants strongly involved in this phase of the planning process" (p.13). Also, "that the Ministry insists in a high

level of public participation in the terms of reference study committee" (p.13). Fifth, all plans should indicate how and when monitoring and evaluation will take place. Sixth, that all agencies that provide recreation opportunities be considered when creating a plan. Finally, the Ministry should provide information about planning consultants and should set up an information system for municipalities to share information about planning.

Eagles and Gebhardt (2009) examined 25 master plans in Ontario to examine the planning process, the content of the plan and implementation. With regards to the planning process, they found that there was no one planning method used. Plans usually did not provide an adequate explanation of the planning process in the plan. This is problematic because the same process cannot be used in the future. Also, there was not an adequate description of the public participation process. However, hiring planning consultants to create the plan was common. Planning consultants typically worked with recreation staff to create the plan. Staff members typically did not have the training or knowledge necessary to create the plan on their own. They found that contrary to the Getz et al. (1985a) finding, larger communities were more likely to have a plan and smaller municipalities were less likely. It appears that after the provincial granting programs ended, larger municipalities had more funding and therefore could hire appropriate staff and could complete the planning process. Most municipalities failed to incorporate other plans into the planning process. This was problematic because in some community's recreation complexes were being constructed in areas with no public transportation. With regard to plan contents, Eagles and Gebhardt (2009) found that a few plans focused on facilities and virtually ignored programs. Also, many plans were missing information on private, profit-making, and non-profit agencies that also provided recreation programs and facilities. This included lack of information on the use of school boards and university facilities, as well as conservation authorities, provincial parks, and national parks. Most plans did not have an ecological, cultural, tourism, or arts component. The plans typically emphasized the needs of children and providing them with adequate facilities and programs. High school aged individuals and university students were given very little emphasis. Seniors were given a high priority in some plans and a low priority on others. The information on plan implementation will be discussed in the section on increasing plan implementation.

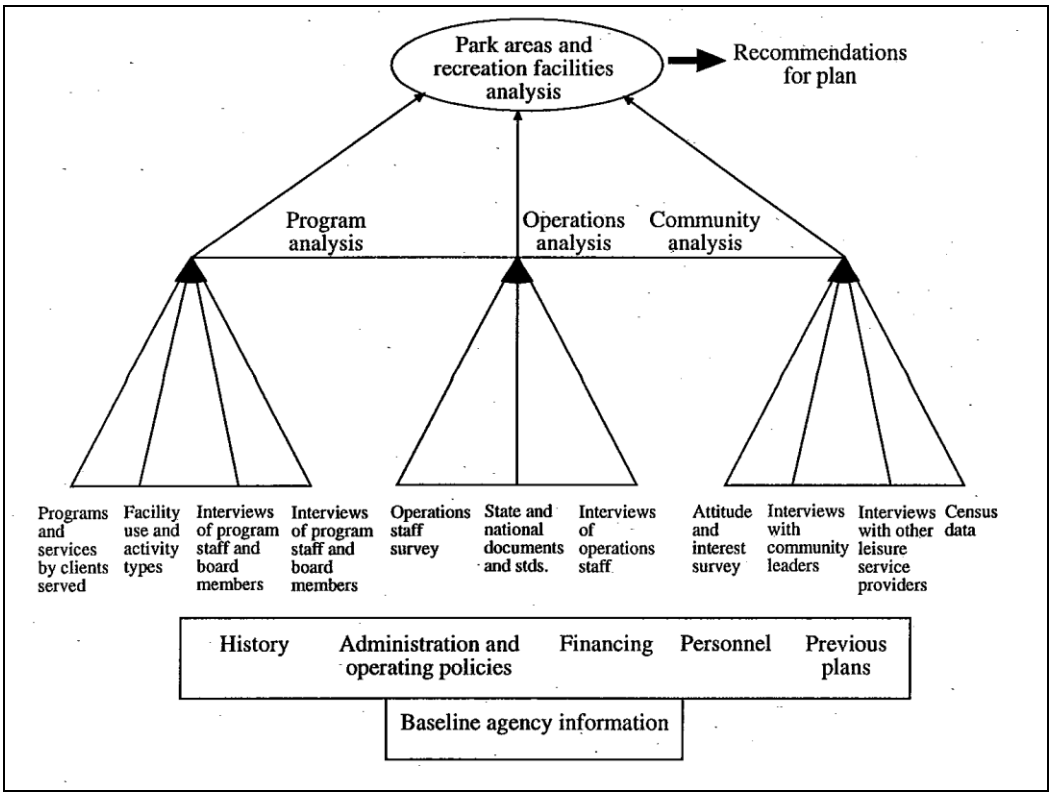
It is interesting to note that many of the problems identified in the 1960s studies were also found in Eagles and Gebhardt 2009 study.

2.4.2 Planning Process

In 1985, Jaakson examined the process of master planning and the philosophy of the parks and recreation department in two very different communities in Ontario to determine if the process of creating the plan is appropriate. The two communities examined were Ajax, which was growing rapidly, and Grimsby, which had little or no growth. The planning process for Grimsby focused on public participation to identify needs of the community and prioritize them. Ajax on the other hand focused on creating flexible standards for open spaces and facilities. Jaakson found that each process had its strengths and weaknesses. The greatest strength for both processes was how the process followed logically from the goals for the plan. However, both plans failed to adequately involve the public in the determination of user demands. Jaakson also found that the philosophy of the parks and recreation department was not clearly defined. This was problematic because this philosophy dictates the direction of the plan. Also, these master plans failed to consider private and outside agencies that also provide recreation programs. This is essential to limit duplication and provide the best quality recreation to citizens. Citizens do not see the difference between different service providers. Jaakson calls for recreation philosophies that are more people focused and less agency focused.

Yoder, McKinney, Wicks, and Espeseth (1995) note that master planning for parks and recreation will be ineffective when their data collection technique is inadequate. The authors proposed that triangulation might be an adequate method for collecting data. Triangulation, using multiple perspectives and sources of information, is used so that "the limitations of one source can be supplemented by another or a combination of these data sources" (p.28) (Figure 3). When using the triangulation process pre-planning is key. Triangulation "acts as the catalyst that makes the collection, interpretation, and integration of different information into one meaningful document a reality" (p.39).

Figure 3: Triangulation Process



2.4.3 Needs and Finance

Curry (1980) examined 15 public leisure service agencies to determine the extent to which economics (cost benefit analysis, regional economics, and land evaluation) was used in leisure planning in England. Economic data were found to be used quite infrequently by leisure agencies for several reasons. First, the agencies felt that the ridged and complex nature of economics was a barrier as well as its relatively high cost. Second, the agency felt that budgets and financial analysis was more important to decision making than economics. Third, economics did not consider the intangible effects of leisure resource allocation.

Reid (1985/1986) examined 21 cultural and recreation plans to determine if these plans incorporated the methods used for assessing need identified in the literature. Reid found that there was no consistent amount of effort spent assessing community need. The needs of the present community received the most amount of attention; however, this approach will only promote more of the same and fail to generate innovative ideas. Over half of the plans did not

consider welfare needs, needs based on difficult social or physical environments, or shopping list needs, needs that exist because a person is made aware of the opportunities that could exist. Plans favored quantitative approached to determining need as opposed to sociological or community development sociological variables.

Maynard, Powell, and Kittredge (2005) provided an example of how a strategic plan for parks and recreation can work to manage the financial health of a recreation department. In Gwinnett County, Georgia the parks and recreation department used the planning process to examine the financial system and determine how to maintain their current level of service on a decreasing budget. The department claimed that its overall success was a result of a good plan that is evaluated every seven years.

3.5 Defining and Measuring Success

Talen (1996a) noted that the evaluation of city plans typically focus on the planning process or the effects of the plan and not on implementation. Implementation is often assumed if desired effects are achieved. Talen goes on to note that studies that do focus on plan implementation tend to be very subjective, intuitive, and non-empirical. Also, many plans are redone or updated without consideration of the "implementation status of the originally prepared plan" (Talen, 1996b, p.248). When looking at the success of planning, one must differentiate between plan success and planning success. Planning success or implementation indicates that the planning process is successful, whereas plan implementation refers to the extent to which plan recommendations have been fulfilled. The focus of this study is on plan success and not planning success.

Existing methods for evaluation of plan implementation can be classified as non-quantitative and quantitative (Talen, 1996b). Non-quantitative methods are highly subjective and evaluation criteria are poorly defined. For example, in Roeseler's book "Successful American Plans" (1982) he indicated "The accounts are based on my personal experience in some capacity and are as accurate as my own memory". In this way, Roeseler's conclusions about successful plans are based on his subjective judgments. Conclusions made from these types of studies are usually vague indicators of success (Talen, 1996b).

Quantitative methods were few in number and by no means an overall measure of success (Talen, 1996b). In 1978, Alterman and Hill used grid matrixes to determine "accordance's and deviations" in land use plans and actual use of land. Talen (1996a) focused on the distribution of public facilities by examining patterns presented in the plans and actual patters following implementation of the plan. Talen used univariate analysis, bivariate analysis, and spatial analysis to determine success or how convergent the plan and reality are. Also, Laurian, et al. (2004) used conformance-based plan implementation evaluation (PIE) methodology to determine successful implementation of city plans. The PIE methodology "focuses on the land development permitting process and the use of appropriate development techniques" in order to determine success (p.471).

Despite several methods developed for evaluating plan success/implementation, the researcher could not find the same body of literature on evaluating the success of parks and recreation plans. However, many of the methods used for evaluating other plans involved determining the amount of convergence between plan policies and actual development. Therefore, the intention of this study was to measure the success of the plan based on the level of implementation of plan recommendations. However, municipalities that participated in the study could not provide this information to the researcher. Therefore, the study focused on the interviewee's perceptions of what lead to successful implementation.

Chapter 3 Research Methods

The following section describes the case study area (Ontario), the rational and justification for choosing the study area, and the study's partnership with Parks and Recreation Ontario (PRO). Next, the methods will be outlining including the four phases used to complete the study.

3.1 Description of the Case Study Area

The province of Ontario is 1,076,395 square kilometres and home to 12,160,282 people, just over 38% of the entire Canadian population (Attractions Canada, n.d.; Statistics Canada, 2009). As of 2006, almost 50% of persons living in Ontario lived in the Greater Toronto Area. Ontario, like the rest of Canada, is experiencing certain changes that are having and will continue to have a huge impact on leisure. Urbanization is one of these trends (Karlis, 2004; Searle & Brayley, 2000). In 1901, 57% of Ontario residents lived in rural areas and 100 years later only 15% of Ontario residents lived in rural areas (Statistics Canada, 2005). The increase in population in urban areas has created a greater need for leisure spaces and activities within the confines of the city.

Another trend affecting leisure is the increased education levels of Ontario residents and associated increase in income (Karlis, 2004; Searle & Brayley, 2000). Ontario residents are well-educated, with 20% of adults holding a certificate, diploma, or degree, compared to only 4% of the Canadian population (Statistics Canada, 2009). Not only does an increase in education lead to a higher paying job, but to a greater interest in their community. Individuals with a higher education tend to get involved in their community to ensure their needs are met. Also,

individuals with a higher income will be able to afford a variety of leisure opportunities. The aging population in another trend that is affecting leisure participation in Ontario (Karlis, 2004; Searle & Brayley, 2000). Like the rest of Canada, due to decreasing fertility rates and increasing immigration, the population of Ontario is aging. The median population age in Ontario in 2001 was 37.2 years and by 2006 was 39 years (Statistics Canada, 2009). The aging population will decrease the emphasis on sport and increase the focus on accessibility. However, though the population is aging, it is also healthier than in the past (Karlis, 2004; Searle & Brayley, 2000). Immigration and cultural diversity is also predominant in Ontario with nearly 30% of the population having immigrated to Canada (Statistics Canada, 2009). These individuals bring different leisure activities and participation patterns that need special consideration by leisure professionals.

One other huge trend that is affecting leisure in Canada and Ontario is the changing family structure (Karlis, 2004; Searle & Brayley, 2000). There is an increase in single parent families; who often struggle to obtain the time or finances to participate in leisure activities. Also, more mothers are working than ever before (Karlis, 2004; Searle & Brayley, 2000). This leaves them with less time for their own leisure. Another trend is the ever evolving technology on the 21st century. As technology changes so does the way leisure activities are delivered and what leisure activities are popular. It also has created a generation of children hooked to the computer, video games, and television. Finally, the last decade has seen a dramatic increase in interest in environmental sustainability (Karlis, 2004; Searle & Brayley, 2000). Leisure professionals are going to have to provide "green" services in order to maintain their clients' satisfaction.

3.2 Justification and Rational

There are several reasons why parks and recreation plans from Ontario were chosen as the unit of analysis. First, since the researcher is from Ontario, it was easier to contact and interview planners and recreation staff from Ontario. Second, planning legislation differs from province to province; therefore examining planning in one province was more feasible for a graduate thesis. Third, there is more research published on master planning in Ontario, which provided a solid literature foundation on which to conduct this study. Hopefully, methods and findings of this study can be used to conduct similar studies in other provinces. Finally, Ontario was chosen because the author wanted to conduct a study that would make a difference in her own community.

There are several reasons why this study was desperately needed. First, the literature concerning parks and recreation master planning is relatively limited and quite dated. Though some new research on parks and recreation planning is being produced, the best practices for content and process have not been examined in over 20 years. Second, there is an expressed need from recreation staff for information regarding plan implementation. The author attended the PRO conference in Niagara Falls, Ontario in November 2008. There were two sessions on parks and recreation planning that were packed and where the author learned of the need for more information on how to create plans that are more implementable. Third, Eagles & Gebhardt (2009) determined that many problems with parks and recreation plans identified in 1985 (Getz, et al., 1985; Wilkinson, 1985) are still issues facing municipalities.

3.3 The Partnership

In order for this study to provide the greatest amount of information to parks and recreation departments and consultants about recreation planning, a partnership was formed between the researcher and Parks and Recreation Ontario (PRO). PRO is a not-for-profit organization that was created in 1995 to better the quality of life for Ontarians through recreation (PRO, n.d.). The mission of PRO is:

> "PRO is an all-inclusive, not-for-profit corporation dedicated to enhancing the quality of life for people of Ontario. PRO fulfills this mandate by collaborating with stakeholders to influence decisions and policies that support the benefits of recreation through information, advocacy, and the research and development of innovative and relevant products and services" (PRO, n.d.).

There are several reasons why PRO was chosen as a partner for this study. First, it is the largest governing body concerning recreation and parks in Ontario. Second, it is well known to municipal parks and recreation staff. This will hopefully make municipalities feel more comfortable participating in the study. Third, PRO was willing to post all of the findings from this study on their website, thus providing valuable information to those who need it most. Finally, PRO was chosen because they have a large membership that can serve as a source of volunteers for the study.

Initially PRO was to be heavily involved in this study. However, due to lack of participants, PROs involvement was limited. There were two ways PRO was involved in this study. First, their logo accompanied the university logo, indicating to participants PRO's

involvement in the study. Second, PRO will be posting the results of this study on their website to aid in the distribution of the information determined by this study.

3.4 Methods

Every method has strengths and weaknesses and can only provide one perspective on an issue or problem. In order to get a deeper understanding of a phenomenon, multiple methods and sources of data should be used. Gaining multiple perspectives on a phenomenon increases the validity of findings, strengthens research, and provides a more comprehensive view. Using multiple sources of data allows for the limitations of one source to be supplemented by another (Yoder, et al., 1995). This study used a variety of methods, including: quantitative content analysis, interviews, and a Delphi group. It was also accomplished by consulting a variety of sources, including: consultants, experts, recreation staff, and the content of the master plans themselves.

The methods used in this study were conducted over four phases. Each phase was completed before the next began, as the data continued to build from one stage to the next. Phase 1 involved gathering participants for the study. Phase 2 involved a quantitative content analysis of parks and recreation master plan. Before phase two began, a pre-test of the content analysis checklist was conducted (Appendix B). The researcher used the checklist on a current plan to determine areas in the checklist that are unclear and make changes. Several items were removed from the checklist because they were determined to be too unclear or redundant. Other items were added because the researcher felt there were not adequately covered in the check list.

Phase 3 involved interviews with recreation staff, and phase 4 involved a modified Delphi technique with experts in the field of recreation planning.

For this study, one of the objectives was to determine if factors influencing implementation of parks and recreation master plans differ depending on the size of the municipality. The resources and capacity of small municipalities is quite different then large municipalities. Also, the populations, their trends, and involvement also vary. For this study, large municipalities were defined as any municipality have a population greater then 100,000, medium-sized municipalities a population of 10,001 to 100,000, and small-sized municipalities a population of less than 10,000 people.

3.4.1 Phase 1 - Sample

The population for this study was municipal Parks and Recreation Departments in Ontario. For this study, the researcher was exploring best practices at different community sizes; therefore, three municipalities were chosen in each of the three size categories (small, medium, and large). A stratified random sample was used to elicit participants (Berg, 2004). All of the municipalities in Ontario were split into the three size categories and each given a number. The researcher used a random number generator to drawn names one at a time for each size category. Municipalities that were randomly selected were contacted by phone and asked if they were willing to be a part of this study. If they agreed, they were added to the list of participating municipalities. If they were unwilling to participate, another name will be drawn and contacted. This process continued until all size categories had three municipalities willing to be a part of the study.

There were several criteria the parks and recreation department had to meet in order to be part of the study. First, the department needed to have a comprehensive Recreation Master Plan that they were currently using. Though many municipalities have specialized plans (i.e. trails plan), this study was only looking at comprehensive recreation plans. Second, the plan must be at least two years old. This means that the plan must have been approved before November 2007. The two year restriction was applied to ensure the municipality has had some time to implement recommendations. Third, the department had to be willing to provide the researcher with a copy of the plan to analyze. Fourth, there needed to be one person in the parks and recreation department who helped create the plan who was willing to be interviewed. Fifth, there needed to be one person in the department who was responsible for implementing plan recommendations who was willing to be interviewed.

To gain a sample of experts to interview, a list of experts was generated from individuals known to the researcher, individuals known to the researcher's advisor, and consultants identified in the plans analyzed. Experts included planning consultants, academics (university professors who teach planning), government officials, and anyone else with a deep understanding of parks and recreation planning. All experts from Ontario were e-mailed and asked for their participation in the study. Their participation involved their expertise in recreation planning in the form of a modified Delphi group.

There were several actions the researcher undertook in order to entice individuals to participate in the study. First, by partnering with PRO the municipalities saw a familiar organization backing the project. Second, all department persons interviewed were given pseudonyms to ensure the confidentiality of all who participate. This allowed municipalities to

participate and speak freely without fear of public criticism. Third, the information found through this study was sent to all of the municipalities who participated. This way, the next time the municipality created a plan they have documented best practices to consider. Finally, the findings found in this study were to be posted on the PRO website. Therefore, individuals who participate are helping to increase the quality of recreation planning across Ontario.

3.4.2 Phase 2 – Content Analysis of Plans

The second stage in the research process was to conduct a content analysis on all nine plans. The objective of this phase was to provide an overview of what is in a plan and its relative importance in the plan. Also, the content analysis familiarised the researcher with each plan so interview questions could be tailored. This information was taken into consideration with the interview questions to ensure questions asked to recreation staff determine which elements in the plan were more likely facilitate implementation. The content analysis also allowed the author to discover sections that are marginalized or neglected in plan contents. This was done by using a checklist that will be outlined below. Finally, the content analysis can be compared to a similar content analysis conducted on Ontario Parks and Recreation Master Plans in 1985 (Getz, et al., 1985b) to determine similarities and differences. This type of evaluation after the plan has been created and implemented is known in the planning literature as evaluating post hoc plan outcomes (Baer, 1996).

Content analysis is "any technique for making inferences by systematically and *objectively* identifying special characteristics of messages" (Burg, 2004, p.267). There should be specific criteria for selection identified ahead of time in order to ensure the reliability of the

analysis. The content analysis of the plans themselves was quantitative in nature. The author created a checklist based on the 1985 study by Getz et al. that also used a checklist to analyze parks and recreation plans. Though NVIVO software was going to be used in the content analysis, electronic copies were not available for over half of the plans. Therefore, pen and paper analysis occurred in the place of NVIVO software. Once all of the plans were analyzed, the results were compiled. First, the number of plans that included each section was determined for each municipality size group and added to the findings table. Second, the researcher determined the modal score for each of the quality indices for each item for each of the municipality size groups. When no major differences were found among the different size municipalities a combined modal score was placed in the findings table.

3.4.2.1 Creating the Checklist

The items on the checklist (Appendix B) to be used for this study were based on a list used by the Getz et al. (1985) study. Getz et al. did not explain or define each item on the checklist, so the author had to make some assumptions. For example, one item on the checklist was political trends. This could be the political trends of the county, region, or municipality itself. Based on the findings of the Getz et al. study and the authors' judgement a list of terms was created to explain what each item is looking for. This will ensure that no matter who conducted the content analysis, results will be consistent and reliable. Also, several items were removed from the list because a logical explanation of their usefulness could not be established. Once the original list was settled, the author added several items based on the literature review as well as space to add items as necessary. Several of these items were based on Baer's (1996) article on plan evaluation criteria. Other added items came from the literature review, especially the review of the processes used to create parks and recreation plans. The checklist was pre-

tested on one parks and recreation master plan to determine usefulness. Once the pre-test has been accomplished, changes were made to the checklist.

The checklist allowed the researcher to determine the items that are present or absent in each plan and compare plans. The second part of the checklist was a measure of quality of each item. In order to measure the quality of each plan three dimensions are examined, using complexity, replicability, and accuracy. Complexity measures how detailed each section is. Replicability measures the extent to which the researcher could replicate the methods used and findings. Accuracy measures the extent to which the information is correct. Each of these were scored on a scale from 1 to 4 (Appendix C).

There was also room for the researcher to make notes in order to get a better understanding of the content of the plans. Space was added to make specific notes about the content of the plans. For example, an area may be included in a plan but in a superficial manner. By providing notes, the researcher can use this information to gain a better understanding of the content that leads to implementation.

3.4.3 Phase 3 – Parks and Recreation Department Interviews

The third phase of the study involved interviews with parks and recreation staff of a municipality who were involved in creating the plan, and interviews with staff that were responsible for implementing the plan (Appendix D). The purpose of these interviews was to determine what parts of the process and content of the master plan facilitated implementation. The interview questions were semi-standardized (Berg, 2004), which means that the wording and order of questions were flexible, probes were added or deleted, and the researcher answered

questions and clarify questions. Most of the questions were standard for all municipalities; however, based on the content analysis of the plans themselves, personal questions specific to the department about their plan and how it has impacted implementation were added. By asking specific questions that arose in the content analysis allowed the researcher to get a better understanding of what works and what does not. Before the interview the individual was sent a copy of the questions to be asked for their consideration. They were also sent a list of all the recommendations from their plan and asked to indicate on a level from 1to 5 the stage of implementation for each item. One will indicate not at all implemented and five completely implemented. The individual will also have the option of putting an X to indicate that the recommendation is no longer applicable or is not meant to be implemented yet.

Hsieh and Shannon (2005) indicated that there are three types of qualitative content analysis. First, there is conventional content analysis which is used to describe a phenomenon when existing literature on the subject is limited. Second, directed content analysis is used to "validate or extend conceptually a theoretical framework or theory" (p.1281). Finally, summative content analysis is used to discover "underlying meanings of the words on content" (p.1284). Since the literature on best practices for parks and recreation master plans is limited, phase two used a conventional content analysis.

Analysis of interview data using conventional content analysis differs from the content analysis process by not using preconceived categories, instead letting the categories come from the data. The analysis process, as described by Hsieh and Shannon (2005) began with the researcher reading the entire interview to get a sense of the whole document. Next, the text was read word by word and codes were created to describe words or phrases. Then, the researcher

recorded her initial thoughts, codes, and themes. As the researcher continued to code the text and record thought, codes continue to emerge and change until the researcher was left with the initial coding scheme. Then, codes were sorted into relevant categories which were then refined further into clusters. Next, categories and clusters were defined and examples were noted to illustrate each category and cluster. Finally, relationships between categories and clusters were identified. This process is repeated for every interview.

The results of phase two were compiled into a best practices document that was then taken to the experts for their opinions. It consisted of four parts, the first considered the master planning process, the second considered the content of master plans, the third considered human and implementation factors, and finally major obstacles faced by municipalities.

3.4.4 Phase 4 – Expert Consultation

The expert consultation began with the researcher presenting some of the findings from the recreation staff interviews to a group of recreation professionals at the Parks and Recreation Ontario Conference on April 8th, 2010, in Niagara Falls, Ontario. Thirty-six items were selected from the content and process sections of the recreation staff interview findings. The individuals attending the session were asked to rate each of the 36 items on a five point scale of agreement (1=strongly disagree, 5=strongly agree) and also asked to make comments. The mean score and standard deviation of each was calculated and comments were noted.

Next, all of the findings of the recreation staff interviews were given to a group of experts for their consideration. This stage took the form of a modified Delphi technique. The Delphi technique is a method used to gain consensus among a group of experts on a particular topic

(Homenuck, Keeble, & Kehoe, 1977). The Delphi technique was developed by RAND Corporation in the 1950s and is used when some knowledge of a topic is known; however, complete knowledge is unavailable. The first step in the Delphi process involved choosing the expert panel in which to gain knowledge from. For this study, the expert panel was local experts including academics, consultants, and recreation staff. All experts who were willing to provide their time were encouraged to participate. The second step in the process was to create the original instrument in which to elicit responses from. For this study, the researcher compiled the results from stage one and two and created a document that outlined the items necessary for increased implementation. This document had four sections: 1) Process, 2) Content, 3) Human/Implementation Factors, and 4) Major Obstacles. Since major differences were not found among the three size categories, only one document was created. This information was given to all of the experts for their consideration. The experts were asked to rate each of the items on a five point scale of agreement (1=Strongly disagree, 5=strongly agree) and also asked to make comments. All of the comments were compiled and changes made to the best practices document. Though the intention was to send the document for a second round of consultation, the experts were not willing to provide the time for a second round. Therefore expert consultation ended here instead of finishing the Delphi process. Therefore, this study used a modified Delphi process. The final document will be posted on the PRO website and sent to all of the municipalities involved in the study as well as the experts who participated.

Chapter Four Research Findings

This section will explore the findings from the four phases of this study. First, a description of the sample will be provided. Second, the results from the content analysis will be explored. Third, the results from the recreation staff interviews will be presented, and finally the results from the expert consultation will be provided.

4.1 Sample

The sample for this study included nine municipal parks and recreation departments that currently had a master plan that they were implementing. The goal was to recruit three large, three medium-sized, and three small municipalities. Forty-seven small municipalities were contacted, only four of which had a plan. Three of these four municipalities agreed to be a part of this study and one municipality felt they were too busy to participate. It is interesting to note that the majority of the small municipalities contacted indicated that they were too small to have paid recreation staff let alone a plan. A few staff members of the small municipalities indicated they wanted a plan but were struggling to convince their municipal council to endorse the idea. Seven medium-sized municipalities were contacted, four had plans and three agreed to participate in this study. Another 16 municipalities were contacted to find three participants in the large municipality category. Many of the large municipalities were currently creating or updating their plan, and several others neglected to return the researchers request for participation.

Of the nine plans evaluated, all used a consultant except for one. Five different planning consultants were used. Four of the plans used the same consultant and two others used the same consultant. One of the plans was written by two parks and recreation staff; however, they did

enlist the services of a consultant for part of the data collection. One plan was created between 1991 and 1995, and the remaining eight plans were created between 2002 and 2006. Interestingly, only five of the nine plans were available electronically. All three of the large municipalities have their plans available electronically, only one small and one medium sized municipality did. The plans varied in size from 37 pages to 358 pages and included a variety of formats. Two of the plans decided to include all of the background information in a separate document and only include the recommendations and action plan in the plan itself.

4.2 Content Analysis

This section will explore the results of the content analysis. It will present each of the 10 sections with charts and descriptions. For information regarding the descriptions of each item see Appendix B. It should be noted that two of the plans (one large and one medium) did not include background information in the plan. Therefore unfortunately, the author did not have the background documents to analyze. Each table indicates the section and subsection examined the number of municipalities that included information on the subsection, and the modal score on the four point quality scale.

4.2.1 Background Analysis

4.2.1.1 Geographical/Regional Setting

The majority of plans included some information on the geographical or regional setting (Table 5). For the most part, the plans indicated where the community was located in relation to other cities and its composition (one community or multiple communities). Only a couple of plans went into detail about the values of the community or the key factors affecting recreation in the municipality.

4.2.1.2 Population and Demographic Trends

Every municipality outlined population trends in their plan (Table 5). Almost all of the municipalities used Statistics Canada data to indicate whether their population was increasing, decreasing, or staying stable. Most municipalities broke the population into segments (youth, adults, etc.) and used past trends to determine future population trends. Most municipalities used this information to determine the types of facilities and services that will be needed in the future as well as standards for parks and recreation facilities. Many municipalities not only looked at population trends, but demographic trends as well (Table 5). Household composition, language, education, employment, retirement, and health trends were the most common demographic trends explored.

2.2.1.3 Trends

Almost all of the plans examined leisure and participation trends and the three plans that did not had supplementary documentation that may have included this information (Table 5). The leisure trends included: sports that are becoming more or less popular, decreasing leisure time, aging population and infrastructure, decrease in volunteerism, and decrease in physically active leisure. Participation trends examined sports and activities that are in decline or increase. The majority of participation trends were not specific to the municipality but to Ontario, though two municipalities did provide user statistics from their own data to complement the general trends (Table 5). Environmental trends such as sustainable development and increased interest in natural areas were examined in some of the plans and typically in a very superficial manner. Economic trends such as income and unemployment were often examined; however, the economic trends of the municipality or province were not examined (Table 5). Political trends were not considered in any of the plans (Table 5).

2.2.1.4 Recreation issues

Only two of the plans examined issues that are currently affecting recreation provision in the municipality (Table 5). Recreation issues affecting recreation service delivery included: amalgamation of several town into one, aging infrastructure, lack of cultural services, and issues with organizational coordination.

2.2.1.5 Master Planning Process and Other Studies

About half of the plans indicated the planning process used to create the plan (Table 5). The documented process typically began with background information being collected then moved into community consultation and analysis. Finally, the plan was finished and adopted by council. The beginning steps also included the creation and use of a steering committee. Almost all of the plans clearly indicated who their steering committee was; however, information as to the affiliation of each individual was not always provided. Many of the municipalities included members of the general public (individuals not employed by the municipality) on their steering committees; however, it is unclear how many did due to lack of information. Only some of the plans indicated if or how they incorporated other studies including old master plans into the current plan (Table 5). Only three plans described how previous plans would be incorporated into the new plan (Table 5). Typically, the plan indicated that the new plan was necessary because the old plan no longer meeting the needs of the municipality. Three plans examined other studies that have been conducted in the municipality that are related to recreation and indicated how this information would be incorporated into the plan and its recommendations (Table 5).

2.2.1.6 Best practice

Best practices looks at initiatives currently in place to increase activity to determine the best ways to continue to increase activity. Only one municipality examined best practices (Table 5).

Table 5: Background Analysis Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Geographical/regional setting	2	2	2	3-4	1-2	1-2
Population trends	3	3	3	4	1 or 3	3-4
• **Seniors**	2	2	1	4	2	4
• **Youth**	2	2	1	4	2	4
• **Teens**	2	2	1	4	2	4
• **Adults**	2	2	1	4	2	4
• **Disabled**	0	0	0	NA	NA	NA
• **Ethnic Groups**	0	2	1	4	2	4
• **Other Groups**	0	0	0	NA	NA	NA
Economic trends influencing leisure	3	2	1	3	1	1
Political trends	0	0	0	NA	NA	NA
Environmental trends	1	1	1	3	1	1
Leisure trends	3	1	2	4	2-3	3-4
Participation trends*	3	1	2	4	2-3	2-3
Land use/development trends	0	1	2	3	1-2	1-2
Demographic Trends	1	2	2	4	2-3	4
Recreation issues*	1	0	1	4	2	3
Master plan process documented	2	1	1	3	1-2	1-2
Steering Committee Identified*	2	2	3	4	1-2	1-2
Review of Previous Studies*	1	0	2	4	1 or 4	1 or 4
Review of Existing Plan*	1	0	2	4	2	2
Other: Best Practices _	1	0	0	4	2	3

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.2 Inventory/Supply Analysis

4.2.2.1 Official Plan

Originally the official plan category was to indicate whether the plan indicated standards or recommendations that should be incorporated into the municipality's official plan. However, after looking through the plans, the subsection was changed to include any reference to the official plan. Only three plans referenced the municipality's official plan, the majority of which were large municipalities (Table 6). These three plans clearly linked the recreation plan to the cities' official plan. For example, one municipality outlined the recreation goals in the official plan and stated how the recreation plan would accomplish these goals. Only a few of these plans indicated information or policies that needed to be incorporated into the official plan. This information included standards and legislation to protect natural areas.

4.2.2.2 Facility Inventory and Quality

Almost all of the plans contained an inventory of public and private facilities (Table 6). This usually took the form of a list of all of the different types of facilities (parks, arenas, soccer fields) and then indicated the number of such facilities. Some of the plans went as far as providing a description of each facility and how often it is used. About half of the plans inventoried private facilities separately from public and the other half combined the two. About half of the plans analyzed indicated the quality of each facility and the maintenance needed over the next few years (Table 6). For some of the plans, this inventory was quite extensive and for others it is very superficial.

4.2.2.3 Trails and Natural Environments Inventory

Seven plans inventoried trails and provided recommendations on trail services even though about half of the municipalities also had trails master plans (Table 6). This indicates a clear link between the recreation master plan and the trails master plan. Natural environments inventoried included: local, regional, and town wide parks; cemeteries; and gardens. Five of the nine plans indicated conservation areas, provincial, and national parks located within or near the municipality (Table 6). Though some information was provided, a detailed analysis of these parks' contribution to recreation was not included.

4.2.2.4 Arts, Culture, and Historic Facilities Inventoried

Only four municipalities inventoried arts and cultural facilities and included these in the plans, most of which were larger municipalities (Table 6). Small municipalities were less likely to have the population base to support facilities devoted to the arts and culture. For those municipalities that inventoried arts and culture facilities, the number of facilities and their adequacy were noted. Only two municipalities inventoried historic facilities though most municipalities have at least one historic landmark (Table 6). Plaques and museums were most often inventoried.

4.2.2.5 Programs Inventoried

Only five of the nine plans inventoried programs (Table 6). This could imply that some of the old mentality still exists of planning for facilities and not programs. This could also imply that recreation departments are moving away from providing programs and leaving service provision to other agencies and the public at large. When this section was included in the plan, it was extremely detailed with information on age group targeted, when the program is run, and

who runs the program. Though it should be noted that one or two plans provided this information very superficially. Typically, this information included both public and private programs; however, the comprehensiveness of the information on private recreation facilities could not be determined.

4.2.2.6 Other Facilities Inventoried

When looking at other facilities that were inventoried, school facilities were the most commonly inventoried facilities (Table 6). Detailed information on how many, the size, and amenities were provided. Very few plans looked specifically at churches, libraries, and YMCA's or YWCA's, which indicated a narrow view of what constitutes leisure activities.

4.2.2.7 Volunteers

The plans indicated that volunteers are a huge part of service provision for recreation and leisure services. It was noted in the plans that volunteers are necessary to provide adequate recreation opportunities; however, the number of individuals who are volunteering is declining, with many volunteers suffering from volunteer burnout. There is a clear need to increase the number of volunteers providing programs because of a relative lack of resources in the recreation department. One plan proposed a solution of using high school students as volunteers who need to accumulate 40 hours of community service to graduate.

4.2.2.8 Potential Resources

Only one plan looked at potential resources that are not currently being used by the recreation department (Table 6). Potential resources involve existing facilities and areas that are not being used for recreation that have the potential to be used in this manner. This plan noted

that there are many partnership opportunities that could be utilized so that new facilities would not need to be built. This would allow these resources to be utilized elsewhere.

Table 6: Inventory/Supply Analysis Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Official Plan (standards to be incorporated in)	1	0	2	4	2-3	2-3
Quality of facilities	2	1	1	3-4	1-2	1-2
Private facilities inventoried	3	2	1	4	2	3-4
Facilities Inventoried	3	2	2	4	2-3	3
Trails Inventoried	3	2	2	4	1-2	2-3
Natural environments inventoried	2	3	2	4	2-3	2-3
National Parks, Provincial Parks, and Conservation areas Inventoried*	1	2	2	4	1-2	2-3
Water environments inventoried	0	1	1	3	2	2
Arts/cultural facilities/resources inventoried	0	2	2	4	2-3	3-4
Historical facilities/resources inventoried	0	0	2	3-4	2	3
Programs inventoried	2	2	1	4	1 or 3	2
School supply inventoried (including Universities)	2	1	1	4	2-3	2-3
Church supply inventoried	1	0	0	4	1	1
Y's supply inventoried	1	1	0	4	2	2
Libraries supply inventoried	0	1	0	4	1	1
Volunteers (role/resource)	3	2	2	4	1-2	1-2
Service Clubs (role/resources)	1	1	0	4	1	1
Sports (role/resources)	1	1	0	3-4	1	1

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Potential Resources Inventoried*	0	1	0	3	2	2
Other: tournaments and special events_____	1	0	1	4	2	3
Other: Key findings/Gaps_____	0	2	1	4	2	2

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.3 Needs Analysis

4.2.3.1 Type of Standards

The analyzed plans exclusively applied city-wide standards to recreation provision in contrast to other types of standards (Table 7). Standards such as 1 facility per X population were almost always provided. These standards were usually based on provincially-accepted numbers (provided by the consultant) or on standards from communities similar to their own. It is interesting to note that though there are multiple types of standards, only population standards were used in the plans. Location standards such as having a park within one kilometre of home were not used. One can logically reason that population standards were used because of their ease of implementation and understanding.

4.2.3.2 Needs Based On

Similar to the findings of Reid (1985/1986), this study found that needs are being based on standards as well as current and future demand (Table 7). Basing needs on standards is most likely taken because of its ease of collection and understanding. Though adding information on

current and future demand makes determining need more complex, other methods for determining needs are more difficult and provide pertinent knowledge to determine future need in the municipality and should be given more consideration.

Table 7: Needs Analysis Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Neighbourhood standards applied (which neighbourhoods don't meet standards)	0	0	0	NA	NA	NA
Community-specific approach	0	0	0	NA	NA	NA
City/Town/Village-wide standards applied	3	2	3	4	1-2	1-2
Standards Applied*						
• **Location***	0	0	0	NA	NA	NA
• **Population***	3	2	3	4	1-2	1-2
• **Size***	0	0	0	NA	NA	NA
Needs Based on*						
• **Social Welfare**	0	0	0	NA	NA	NA
• **Social Development**	0	0	0	NA	NA	NA
• **Supply**	0	0	0	NA	NA	NA
• **Shopping List**	0	0	0	NA	NA	NA
• **Present Demand**	3	2	1	4	2-3	2-3
• **Future Demand**	2	2	1	3-4	1	1
• **Standards**	3	2	2	4	1-2	1-2

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.4 Goals and Objectives

4.2.4.1 Goals and Purpose

It is interesting to note that the vast majority of plans, eight of nine, did not indicate the goals and objectives of the plan (Table 8). They did; however, indicate the purpose of the plan.

The purpose of the plan was usual twofold. First, the plan was to be a technical background report and second a guide for decision makers. Two plans from small municipalities indicated that the purpose of the plan is to promote physical activity and healthy lifestyles.

Table 8: Goals and Objectives Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Goals of the Plan Identified	1	0	0	4	3	3
Objectives are SMART	0	0	0	NA	NA	NA
Purpose of Plan	3	2	3	4	3	3
Other: Guiding Principles_____	0	2	0	4	3	3
Other:_____						

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.5 Tourism

4.2.5.1 Tourism

Tourism was often overlooked in the plan, being found in only four of the nine plans (Table 9). This is the one area where small municipalities were different from larger ones, with the small municipalities not dealing with tourism at all. This is most likely because smaller municipalities have fewer facilities and attractions to draw in tourism. Typically tourism was mentioned in recommendations, though a full analysis was not completed in the plan.

Table 9: Tourism Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability

Tourism discussed	0	2	2	4	1	1
Attractions assessed	0	0	1	4	1	1
Influence on recreation	0	1	0	4	1	1
Pricing re: visitors	0	0	0	NA	NA	NA
Information for visitors	0	0	0	NA	NA	NA
Other:_____						

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.6 Management/Organization of Department

4.2.6.1 Organizational Structure, Staffing, Role and Problems

It was surprising to find that only three of the nine municipalities provided an outline of the organizational structure of the Parks and Recreation Department (Table 10). For those municipalities that did provide this information, it was usually in the form of a chart. Municipalities who included information on the organization tended to include information on coordination problems within the department. These problems centered on a lack of communication not only within the department but with other recreation service providers. Almost all of the municipalities provided some information on staffing (Table 10). However, none of the plans looked at appropriate numbers or training. When staffing was discussed, it was typically the need for new staff and what their role would be. Almost all of the plans included information of the recreation department's role with regards to recreation (Table 10). Most of the municipalities were both facilitators and service providers. Many of the municipalities were moving to more of a facilitator role, moving from direct service provider due to restricted financial situations.

4.2.6.2 Mission, Goals, Objectives, Strategic Priorities

Only one municipality discussed the mission of the recreation department, though this municipality when into a good amount of detail (Table 10). Only three municipalities discussed the goals of the department and only one of those plans discussed the objectives of the department (Table 10). For example, one municipality had a departmental goal of increasing physical activity and therefore one of their goals for the plan was to increase physical activity. Only two municipalities indicated strategic priorities (Table 10). Strategic priorities included priorities for short term planning and how the organization will respond to change. Though few plans included this information, those that did were quite detailed and replicable.

4.2.6.3 Marketing

Four of the nine municipalities discussed marketing (Table 10). This was typically included in the recommendations and not in the analysis. It was usually not very detailed and it was unclear exactly how marketing was occurring and would continue to occur.

4.2.6.4 User Fees

Only four plans discussed user fees and none of the plans provided a user fee formula (Table 10). It is interesting to note that all of the large municipalities dealt with user fees while few of the smaller municipalities did. The municipalities that examined user fees looked at: public's feelings towards user fees, similar municipality's user fees, and the income lever of the municipality to determine ability to pay.

4.2.6.5 Community Development

Just over half of the plans discussed community development (Table 10). It was usually discussed as a goal and recommendation to increase community development. Municipalities

were looking at community development as a way of increasing community capacity to provide programs and therefore decrease reliance on the recreation department. This will allow funding to be used towards other projects.

4.2.6.6 Grants and Joint Ventures

Only one plan indicated how grants are provided to public organizations providing recreation services (Table 10). Almost all of the plans discussed partnerships and the need for more partnerships; however, the discussion was very superficial. Most municipalities had a recommendation to increase joint ventures as a way of cost sharing.

Table 10: Management and Organization of Department Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Organizational structure discussed	2	0	1	4	2	2
Coordination mechanisms or problems (internal)	2	0	1	4	2	2
Marketing role, goals, strategy	1	1	2	3-4	1-2	1-2
Evaluation model given	0	0	0	NA	NA	NA
Maintenance system	0	0	0	NA	NA	NA
Management by objectives used/recommended	0	0	0	NA	NA	NA
Goals discussed (of the department)	1	0	2	4	3	3
Mission	0	0	1	4	3	3
Strategic Priorities	0	0	2	4	2-3	2-3
Objectives (measurable outputs specified)	0	0	1	4	3	4
Service role (facilitation, direct provider)	3	3	2	4	1-2	2-3
User fees (discussed, recommended)	1	0	3	4	2	2
User fee formula (or	0	0	0	NA	NA	NA

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
actual fees)						
Community development	1	2	2	4	1-2	1-2
Staffing (training, numbers, roles, etc.)	2	3	2	3	1	2
Grants/Aid to Groups	0	0	1	4	1	1
Joint Ventures	2	2	3	4	1	1
Other: Planning principles_____	1	1	0	4	1-2	1-2
Other: vision and mandate_____	0	0	1	4	2	2

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.7 Financial Analysis

4.2.7.1 Budget and Costs

Only two municipalities provided an outline of the current year's budget and none of the municipalities provided budget projections (Table 11). The two municipalities that did provide this information provided the current year's budget or the following year's budget with little discussion. None of the municipalities discussed budgeting trends that will impact implementation of the plan.

4.2.7.2 Operating and Personnel Costs

Only three plans analyzed operational costs and how these costs will be impacted by plan implementation (Table 11). These plans focused on increases in operational costs with new facilities and only one municipality looked at the current operating budget. Only three plans examined personnel cost (Table 11). This was usually in regards to new staff positions. This

information was usually found in the recommendations and little information was provided on current staff salaries or other costs.

4.2.7.3 Funding Sources and Allocation

Five municipalities researched possible funding sources for each project (Table 11). Most of these municipalities provided a fair amount of detail and indicated to council that the cost of the plan could be minimized by using different funding sources. These funding sources included: joint ventures, trillium foundation, development fund, park acquisition fund, etc. Only one plan discussed how funds will be allocated. For this municipality, funds will be allocated to projects in the plan that of the highest priority. Recommendations of highest priority were based on public input on where funds should be allocated as well as staff and consultant input.

Table 11: Financial Analysis Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Budget (considered/trends)	0	1	1	3-4	1-2	1-2
Projections of budget trends	0	0	0	NA	NA	NA
Operating costs	0	2	1	3	1-2	1-2
Funding sources	1	3	1	4	1-2	2-3
Personnel costs	0	2	1	4	1	2
Allocation	0	0	1	3	1	2
Other: City vision, mission and goals_____	0	0	1	4	3	3
Other: Taxes_____	0	0	1	4	1	1

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.8 Public Participation

4.2.8.1 Public Participation Process

Six of the nine municipalities indicated the process used to obtain input from the public (Table 12). However, there was usually not enough information provided to enable a future planner to repeat the process. Almost all of the municipalities conducted a household survey and provided a means for the public to submit feedback. Interviews, meetings, and workshops were also quite popular. Information about the survey and meetings were either very brief or very detailed. Some of the municipalities provided copies of the questions, where others simply indicated that a survey was implemented. Six of the plans indicated that they consulted interested groups. Only a few of the plans indicated who these groups were and how they were chosen. All of the plans provided information on the findings of the public participation process and these were usually detailed and clearly linked to the recommendations (Table 12).

Table 12: Public Participation Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Public participation process identified	2	1	3	3-4	1-2	1-2
Meetings held	1	3	2	4	2-3	1 or 4
Survey taken	3	2	3	3-4	2 or 4	1 or 4
Interviews	2	2	2	3	1-2	1-2
Interested groups consulted	2	2	2	3-4	1	1
Workshops held	1	1	2	3	1	1
Submissions taken	1	3	3	3	1	1
Feedback to public given	0	2	0	3	1	1
Public Consultation Findings	3	3	2	3-4	2-3	2-3

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Professional evaluation of needs/concerns (staff or consultants view)	0	0	0	NA	NA	NA
Other:_____						

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.9 Implementation

4.2.9.1 Priorities, Timing, Responsibility

Seven of the plans prioritized plan recommendations (Table 13). This was typically completed as high (immediate), medium, and low (long-term). Some of the plans used timing to imply priority. It was sometimes unclear the criteria used for determining the priority of each recommendation. All of the plans indicated time frames for completion (Table 13). These were typically done in five-year segments, but some were done on a three-year segment or a year-to-year basis. Five of the plans indicated who was responsible for implementing each recommendation (Table 13). This was usually indicated as a position or division of the recreation department. It was not specific enough to know the exact person in the department who will be implementing the recommendation.

4.2.9.2 Cost and Management Implications

The majority of plans indicated at least some of the cost implication of the recommendations (Table 13). These usually included estimates of some of the capital costs and new staffing costs. About half of the plans included information on operational costs. Some municipalities provided order of magnitude costs while others provided costs if the infrastructure was built in the year the plan were created. Only two plans examined management implications,

which included: needs for increased staff, the increased responsibility for existing staff, increase in taxes, increase in operating budget, and increased need for cost sharing (Table 13). The adoption of the plan adds responsibility to almost all of the staff within the department and yet only two plans examined this.

4.2.9.3 Evaluation, Review, Changing

Only three plans established a method for evaluating implementation of plan recommendations (Table 13). For those plans that included this information, it was quite detailed. These plans either provided a sheet with a grading system or provided criteria for measuring success. However, none of the plans established an evaluation committee to ensure evaluation occurs. Seven of the plans indicated that the plan should be reviewed and updated. Most plans simply stated that the plan should be reviewed and updated ever X number of years. However, a few plans provided great detail as to how this is to be accomplished. For example, one plan noted that public, council, and staff must all be involved in and agree with changes made to the plan. Only three plans indicated how changes to the plan should be completed. When mentioned, this process was usually quite detailed.

4.2.9.4 Permanent Public Input and Supplementary Documents

Four of the plans indicated that they were going to include the public on an ongoing basis (Table 13). This was typically through a forum every year. At this forum, the public would be informed as to what has happened in the last year and provided the opportunity to provide input on the year ahead. Very little detail was provided as to how this should be accomplished.

Table 13: Implementation Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Priorities stated	3	2	2	4	2	2
Time-frame specified	3	3	3	4	2-3	2-3
Cost implications for recommendations	2	3	2	4	2-3	2-3
Procedures stated	0	1	1	3	2	2
Evaluation of implementation established	1	1	1	4	3	3
Review/updates specified	3	3	1	3-4	1 or 3	1 or 3
Named evaluation committee*	0	0	0	NA	NA	NA
Permanent public input	0	3	1	4	1	1
Who is responsible for what?	1	2	2	4	1	1
Management implications	0	1	1	4	3	3
Needed by-laws Identified*	1	0	0	3	1	1
Changing the Plan	1	2	0	3	1	1
Other: Supplementary Documentation Needed	1	2	3	4	2-3	2-3
Other:_____						

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.2.10 Policies/Statues

4.2.10.1 Policies/Statues

All of the plans indicated that recommendations are guidelines or advice (Table 14). Only two of the plans indicated whether or not the plan was approved. This does not mean that only two of the plans were approved, only that the majority of plans did not formally write out the status of the plan.

Table 14: Policies/Statues Results

Subsection	Presence of Subsection			Quality		
	Small	Medium	Large	Accuracy	Complexity	Replicability
Recommendations made as guidelines/advice	3	3	3	4	2-3	2
Recommendations made as policy statements	0	0	0	NA	NA	NA
Plan has been adopted as a policy	0	0	0	NA	NA	NA
Plan has been accepted as advice/guidelines	0	2	0	4	1	1
Other status	0	0	0	NA	NA	NA
Other:_____						

Note: Complexity: 1=No detail or link, 4=Rich detail and complex linkages; Replicability: 1=Failure to indicate how information was gathered, 4=Detailed description provided; Accuracy: 1=No ability to access accuracy, 4=Full ability to access accuracy

4.3 Phase 3 Staff Interview Findings

The following section outlines the findings from the interviews with recreation staff. In total 13 interviews were conducted and one municipality provided written responses only. All of the interviews were audio recorded and transcribed. The transcripts were then analyzed using conventional content analysis (see methods). The codes were then analysed into four categories: 1) process, 2) content, 3) human/implementation, and 4) common problems. The interviews were conducted to gain the perspectives of recreation staff as to what factors lead to implementation.

4.3.1 Process

When interviewing recreation staff, questions were asked regarding the process of creating the plan. After analysing the results of the staff interviews, the following is a summary

of the factors relating to the process of creating a plan recreation staff felt lead to more successful implementation.

1. The planning process must meet the needs of the community.
    a. Each community is different and therefore the planning process for creating the plan must be unique.
2. Though the process of creating a plan is different from community to community. No matter what planning process is used, six components need to be in place to conduct a successful planning process.
    a. Terms of Reference or Request for Proposal
        i. Plan processes and content are structured by the terms of reference; therefore, much time and effort needs to be spent at this stage of the process.
        ii. Writing successful terms of reference involves the public, council, and recreation staff to ensure that everyone is clear as to the direction of the plan and has realistic expectations about its outcomes.
        iii. There is a need for more information to be made available to municipalities to aid in writing terms of reference.
        iv. Because many municipal staff are not trained in recreation planning or in general planning principles, recreation staff members need to work with the planning department when writing the terms of reference.
        v. Because many municipal staff are not trained in recreation planning or in general planning principles, recreation staff needs to work with the planning department when going through the planning process.
    b. Public Consultation

i. Plans are more successful when public consultation begins before developing the terms of reference.
ii. The planning process is more successful when a steering committee aids in the process.
iii. Plans are more successful when public consultation continues throughout the stages of planning.
iv. Plans are more successful when public consultation continues into implementation.
v. Plans are more successful when time was taken to consult the general public as well as groups with special interests in recreation.
vi. Plans are more successful when the staff or public committees were formed to aid in implementation of plan recommendations.

c. Staff Input
    i. Plans are more successful when recreation staff members that are responsible for implementing the plan were involved in the planning process.
    ii. Plans are more successful when recreation staff understand the rationale behind recommendations and feel a stronger commitment to implement the plan.

d. Council Input
    i. Plans are more successful when the plan gained council support by including council in the process from start to finish.

e. Consultation with Professionals

i. Plans are more successful when municipalities used the knowledge and experience of a consultant.
ii. Plans are more successful when the consultant has a positive working relationship with municipal staff members.
iii. Plans were more successful when the planning processes involved recreation staff who felt comfortable enough with the consultant to challenge draft recommendations in the plan.

f. Evaluation, Updating, and Reviewing
    i. Future plan evaluation is often overlooked when the plans are written.
    ii. Plans are more successful when the plans indicated in detail when and how evaluation of implementation should take place.
    iii. Plans are more successful when the plans indicated in detail how the plan would be reviewed and updated, and whose is responsible for this task.
    iv. Plans are more successful when criteria for measuring success were included in the plan.
    v. Plans are more successful when the plans indicated a method for communicating implementation levels to the public and council.

4.3.2 Content

Recreation staff were asked to indicate the items in the plan that aided in implementing the plan and items they would add the next time they created the plan. Along with this information, the findings of the content analysis were added to indicate the plan content necessary to create an implementable plan.

1. There were two schools of thought with regard to the format of the plan.
    a. Idea 1: The plan should include the recommendations and action steps for the future. Background information should be in a separate document.
    b. Idea 2: Background provides justification for the recommendations and therefore should be in the main document along with all the recommendations.
2. Though the format of the content differed among the plans, there were several key sections/items that are necessary (whether or not they are included in the plan).
    a. Goals, Objectives, Vision
        i. Plans are more successful when the plans clearly define the goals of the municipal department who operates the programs.
        ii. Plans are more successful when the goals for the plans are clearly linked to the goals of the municipality as laid out in the municipalities' official plan or other similar documents.
    b. Background Information
        i. Plans are more successful when they contain background information on the municipality including: where the municipality is located, trends effecting recreation and the municipality as a whole, population analysis, demographic analysis, and an analysis of the organizational structure.
    c. Inventory
        i. Plans are more successful when the plans contain a detailed inventory of all facilities belonging to the municipality.
        ii. Plans are more successful when a detailed inventoried of all programs offered by the municipality is completed.

iii. Plans are more successful when an inventory of all other available recreation facilities not owed by the municipality is completed.

iv. Plans are more successful when a detailed inventory of recreation programs offered by other agencies is completed.

d. Public Consultation Process and Findings

i. Plans are more successful when they contain the findings from the public consultation process and indicate how these findings are incorporated into the recommendations.

ii. Plans are more successful when they use the community consultation findings as a guide for recommendations.

iii. Successful public consultation processes focused on a SWOT analysis (strengths, weaknesses, opportunities, threats) of the current recreation delivery system.

iv. Successful public consultation processes involves a variety of methods (surveys, interviews, public meetings, and/or focus groups).

e. Tourism

i. Tourism needs to be considered in the plan.

f. Culture

i. Culture and history are areas of increasing importance in a recreation department; however, knowledge and expertise in the area is typically limited within the recreation department.

ii. Whether the municipalities decides to include culture in the recreation plan or create a separate culture plan, the two plans should be linked and work together.

g. Implementation

i. The structure and information provided in the implementation section had an enormous impact on implementation. The following points will outline what is needed in an implementation section.

3. The implementation section is essential to successful implementation of plan recommendations. Recommendation need to be written in a manner so that they are understandable. The following were found to be the key items needed in this section to increase the success of implementation and to achieve a realistic plan.

a. Priorities

i. Plans are more successful when they indicate priorities and the criteria for determining priorities.

b. Timing

i. Plans are more successful when they indicate the timing for the implementation of each recommendation.

ii. Plans are more successful when they are flexible in their timing of implementation to allow for unforeseen circumstances.

c. Named Individuals

i. Plans are more successful when they indicate individual staff positions that are responsible for each recommendation.

ii. Plans are more successful when they chart out staff responsibility to implement plan recommendations to ensure one staff member isn't being overloaded in any one year.

iii. Each agency staff person's job description should include their plan implementation responsibility

d. Cost Estimates (capital, human, operational)

i. An analysis of cost of each recommendation must be conducted.

ii. All cost estimates should include a statement of potential funding sources.

e. Action Steps

i. The implementation section of the plan document must be sufficiently detailed so that the reader can take the recommendation and know all the steps necessary to implement it.

ii. Action steps allow the municipality to use volunteer committees to implement some of the plan

4.3.3 Human/Implementation Factors

Recreation staff were asked to indicate what they felt were the most important factors that lead to implementation of the plan. Interestingly many of these factors didn't involve the content or process of the plan, but involved human factors. The following is a summary of the key human factors that aided in plan implementation.

1. Many key factors aided implementation of plan recommendations. These are listed below.

a. Staff Acceptance and Commitment
    i. Plan implementation is stronger when recreation staff members agree with the recommendations of the plan and have a strong commitment to implementing the plan.
    ii. Plans are more successful when everyone in the department is well aware of the plan.
    iii. Every new staff member should be provided with a copy of the plan and be provided with training in plan development and implementation.
b. Political Acceptance
    i. Plans are successfully implemented if plan policies fit with the priorities of council.
    ii. Plans are more successful if council adopts the plan.
    iii. Plans are more successful if council incorporates plan recommendations into the municipality's official land use plan.
    iv. Plans are more successful when recreation staff updates council on the progress of plan implementation.
c. Public Acceptance
    i. Plans are more successful when citizens understand and agree with the recommendations.
d. Key Players
    i. Plans are more successful when key policy leaders in the local community continue to lobby on behalf of plan implementation.

ii. Plans are more successful when the citizens of a community bring recommendations to council.

4.3.4 Major Obstacles Facing Municipalities during Implementation

Throughout the interviews, recreation staff indicated some of the obstacles they faced when creating and implementing the plan. Though most of these obstacles cannot be avoided there are steps that can be taken to minimize the effects of these obstacles. The following is a summary of the major obstacles indicated by the recreation staff.

1. The research found challenges that inhibited plan implementation. The following are the factors that impeded implementation.
    a. Personnel Changes (Staff and Council)
        i. Staff turnover is often a problem that reduces plan implementation.
        ii. Change over in council composition often reduces plan implementation.
    b. Resistance to change
        i. The plan typically calls for some sort of change in the way services are delivered or the types of services that are delivered. Many citizens oppose these changes out of fear.
    c. Political, staff, or public backlash
        i. Successful plan implementation is dependent upon council approval.
        ii. Plans were less successful when there was a lack of sufficient involvement from recreation staff.

iii. Plans were less successful when recreation staff had insufficient knowledge of plan recommendations.

iv. Plans were less successful when agency staff members lack commitment to the plan.

v. Plans were less successful when agency staff members held negative feelings towards the plan.

vi. Some members of the public sometimes oppose the plan in principle and influence council not to adopt the plan.

d. Resources

i. Almost all of the municipalities indicated that a lack of resources was a huge obstacle to implementing plan recommendations. Plan recommendations should be created with financial reality in mind.

e. Amalgamations of Municipalities

i. Municipal amalgamation is a major problem.

ii. These municipalities will have to balance efficiencies of clustering facilities with keeping each community happy by not removing their recreation centers.

iii. After amalgamation, a common problem is that older communities often block attempts to create a new, overall plan and program.

f. Commitment to the Process

i. Competing planning projects in the municiaplatiy may cause a recreation plan to fail.

4.3.5 Summary

Interviewing recreation staff revealed a lot of factors municipalities should consider when creating a recreation master plan and some of the obstacles they should be prepared to deal with. The biggest finding from the interviews was the importance of the terms of reference and the lack of information available to recreation staff on creating the terms of reference. Other major findings included: what needs to be present in the implementation section, the importance of public consultation throughout the entire process, and the importance of creating and implementing a review process.

4.4 Phase 4 Findings from the Delphi Technique

This section will describe the findings of the Delphi technique. First, it will outline the findings from a panel of recreation staff at the Parks and Recreation Ontario (PRO) conference. Second, this section will outline the experts participating in this study and their insight into the findings of the recreation staff interviews.

4.4.1 Experts at the Parks and Recreation Ontario Conference

On April 8th, 2010 a list of research findings derived from the content analysis of plans and the interviews of staff was presented in written format to a group of recreation practitioners at the PRO Conference, most of which had some experience creating and implementing a recreation plan. Each person was asked to rate their level of agreement on a five point scale for each the thirty six findings. The mean score, standard deviation, and major comments are presented in Table 15.

Of the 36 findings, 29 statements had strong levels of agreement (mean over 4). This suggests that the data derived from Phases 1 and 2 of the research were well accepted by these

experts. Items receiving the strongest levels of agreement included the need for clear terms of reference (M=4.88, SD=33), cost analysis of each recommendation (M=4.88, SD=0.33), staff involvement in the planning process (M=4.71, SD=0.47), the development of goals (M=4.71, SD=0.47), and clearly indicating the findings of the public consultation process and indicating how these findings were related to the recommendations (M=4.65, SD=0.89).

There were seven items where there was less agreement (mean between 3 and 4) and higher standard deviations. First, there was some disagreement with regards to whether or not the public should be involved in writing the terms of reference (M=3.76). As shown by the SD of 1.30, some of the practitioners strongly agreed with this statement, many did not. Practitioners felt that the public should not be included in writing the terms of reference because they will steer it to meet their personal agenda, and they lack the knowledge to aid in the development. Similarly, there was some disagreement with when the public consultation process should begin (M=3.53, SD=1.28). Though some practitioners felt that the public should be consulted from the beginning (i.e. writing the terms of reference), others felt that the public should not be engaged until there is something tangible for them to respond to.

The questions regarding the content format (whether or not the plan should include background information) should have been asked as an either or question because the items are contradictory to one another. The lower mean score is a result of individuals agreeing with one and not the other. Six individuals more strongly agreed to Idea 1 and nine individuals more strongly agreed to Idea 2, and two individuals agreed with both. This indicates that the format of the plan is very dependent on the view of the practitioner.

The statement regarding tourism also had some disagreement (M=3.94, SD=1.03). Practitioners felt that tourism should only be included in the plan if it fit the goals of the

department or if the plan links the tourism plan to the recreation plan. The questions concerning changing staff job descriptions to meet their new responsibilities was controversial (M=3.94, SD=0.90). Practitioners indicated changing job descriptions was tough to do in a unionized municipality and that it was hard to get council to approve changes in job descriptions. Finally, there was some disagreement with regards to having volunteer committees implementing some of the plan recommendations (M=3.80, SD=0.86). Though several municipalities interviewed found this to be helpful, practitioners were more likely to disagree; however, they did not indicate why.

Table 15 – Results from the PRO Conference

Question	*Mean*	*Standard Deviation*	*Comments*
Plan processes and content are structured by the terms of reference; therefore, much time and effort needs to be spent at this stage of the process	4.88	0.33	High level of agreement.
An analysis of cost of each recommendation must be conducted	4.88	0.33	High level of agreement
Plans are more successful when recreation staff members that are responsible for implementing the plan were involved in the planning process	4.71	0.47	High level of agreement
Plans are more successful when the plans clearly define the goals of the municipal department who operates the programs	4.71	0.47	High level of agreement
Plans are more successful when public consultation continues throughout the stages of planning	4.69	0.89	High level of agreement
Plans are more successful when they contain the findings from the public	4.65	0.61	As long as the public consultation reflects the views

Question	*Mean*	*Standard Deviation*	*Comments*
consultation process and indicate how these findings are incorporated into the recommendations			of the average members of the community.
Successful public consultation processes involves a variety of methods (surveys, interviews, public meetings, and/or focus groups).	4.65	0.70	High level of agreement
Plans are more successful when they indicate the timing for the implementation of each recommendation	4.65	0.49	High level of agreement
Plans are more successful when the goals for the plans are clearly linked to the goals of the municipality as laid out in the municipalities' official plan or other similar documents	4.63	0.62	High level of agreement
Plans were more successful when the planning processes involved recreation staff who felt comfortable enough with the consultant to challenge draft recommendations in the plan	4.59	0.62	High level of agreement
Plans are more successful when a detailed inventoried of all recreation programs is completed	4.59	0.71	High level of agreement
Plans are more successful when they indicate priorities and the criteria for determining priorities	4.59	0.71	High level of agreement
All cost estimates should include a statement of potential funding sources	4.59	0.80	Should be budgeted not “potentially” funded.
There is a need for more information to be made available to municipalities to aid in writing terms of reference	4.53	0.72	High level of agreement

Question	*Mean*	*Standard Deviation*	*Comments*
Plans are more successful when the staff or public committees were formed to aid in implementation of plan recommendations	4.53	0.51	High level of agreement
Plans are more successful when the plans contain a detailed inventory of all recreation facilities	4.53	0.80	High level of agreement
Plans are more successful when the plans indicated in detail how the plan would be reviewed and updated, and whose is responsible for this task	4.50	0.52	High level of agreement
Plans are more successful when municipalities used the knowledge and experience of a consultant	4.47	0.80	Consultants are good if there is a lack of in house knowledge or staff resources; however, some consultants use a boiler plate mentality in developing plans.
Plans are more successful when they contain background information on the municipality including: where the municipality is located, trends effecting recreation and the municipality as a whole, population analysis, demographic analysis, and an analysis of the organizational structure	4.47	0.72	High level of agreement
Whether the municipalities decides to include culture in the recreation plan or create a separate culture plan, the two plans should be linked and work together	4.47	0.94	Depends on priorities of city.
Plans are more successful when the plans indicated a method for communicating implementation levels to the public and	4.38	0.72	High level of agreement

Question	*Mean*	*Standard Deviation*	*Comments*
council			
Plans are more successful when the plan gained council support by including council in the process from start to finish	4.35	0.93	Plans can be derailed by political agendas.
Plans are more successful when the plans indicated in detail when and how evaluation of implementation should take place	4.35	0.70	High level of agreement
Plans are more successful when they indicate individual staff positions that are responsible for each recommendation	4.31	0.87	Will not work in a small municipality with limited staff.
Plans are more successful when they chart out staff responsibility to implement plan recommendations to ensure one staff member isn't being overloaded in any one year	4.31	0.79	Will not work in small municipality.
Each community is different and therefore the planning process for creating the plan must be unique	4.29	0.99	Principles/process should be very similar; however the scope and community input will be different.
The implementation section of the plan document must be sufficiently detailed so that the reader can take the recommendation and know all the steps necessary to implement it	4.19	1.05	The plan needs to have flexibility. This can be a follow up staff activity.
Future plan evaluation is often overlooked when the plans are written	4.12	1.05	High level of agreement
Culture and history are areas of increasing importance in a recreation department; however, knowledge and expertise in the area is typically limited within the	4.06	1.20	High level of agreement

Question	*Mean*	*Standard Deviation*	*Comments*
recreation department			
Tourism needs to be considered in the plan	3.94	1.03	Tourism should be linked and not included. Whether or not tourism is included depends on priorities of city.
Each agency staff person's job description should include their plan implementation responsibility	3.94	0.90	Tough to do in a unionized municipality.
Action steps allow the municipality to use volunteer committees to implement some of the plan	3.80	0.86	Moderate level of agreement
Writing successful terms of reference involves the public, council, and recreation staff to ensure that everyone is clear as to the direction of the plan and has realistic expectations about its outcomes	3.76	1.30	The public does not need to be included because 1) they will steer the TOR to meet their personal agenda, 2) lack knowledge needed.
Idea 2: Background provides justification for the recommendations and therefore should be in the main document along with all the recommendations	3.63	1.41	Lower level of agreement
Plans are more successful when public consultation begins before developing the terms of reference	3.53	1.28	Depends on the size of the municipality. Public not engaged until there is something tangible.
Idea 1: The plan should include the recommendations and action steps for the future. Background information should be in a separate document	3.06	1.48	Lower level of agreement

Note: 1=Strongly Disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly Agree

4.4.2 Findings of the Delphi Group

For the Delphi group of people with advanced recreation planning expertise, 14 individuals were contacted and asked to be a part of the study. In total, nine individuals provided feedback, eight of which filled out the survey and one who provided some verbal remarks. These individuals included: Wendy Donovan (dmA Planning and Management Services), Robert Lockhart (Rethink Group), Jack Harper (Academic and Consultant), Fred Galloway (F.J. Galloway Associates Inc.), Mark Inglis (MMM), Shannon Baker (MMM/Ecoplans), Andy Goldie (Recreation Director), Paul Wilkinson (York University), and Clem Pelot (Clem Pelot Consulting). Though the intention of a Delphi group was to gather input, make changes and then gather more input, this did not occur in this study. The individuals in the Delphi group indicated that they did not have the time to provide a second round of feedback to the researcher, so one round of consultation is all that could be obtained. All of the experts were asked to rate each item on a five point scale (1=strongly disagree, 5=strongly agree) and provide comments. First, the 23 items dealing with planning process will be outlined, and then the 24 items dealing with plan content will be discussed. Lastly, the 10 human and implementation factors and 13 major obstacles will be outlined.

With regards to the findings pertaining to the section on the planning process, all 23 items had a mean score between neutral and strongly agree (Table 16). The vast majority (16 items) had a mean score between agree and strongly agree. The most agreed upon items included: having a positive consultant-staff working relationship (M=4.86, SD=0.38), staff understanding the rationale behind the plan and having a commitment to the plan (M=5.00, SD=0.00), and consulting both the general public and special interest groups (M=4.86, SD=0.38).

There were seven items that scored between neutral and agree and had larger standard deviations, indicating some disagreement. First, there was some disagreement with regards to the process of the plan reflecting the community (M=3.71, SD=1.25). Some of the experts believed that there is a standard process that should be used; however, there are different methods of obtaining the results of each step in the process that should be catered to the community. Second, there was some discrepancy with regards to who should be involved in writing the terms of reference (M=3.29, SD=1.11). The experts indicated that the public does

not have the knowledge to be involved and therefore it should be conducted by a senior level manager.

Also, the experts indicted that working with the planning department may not also be beneficial or available (M=3.71 SD=0.76). The experts indicated that using the planning department may not be an option in smaller municipalities and larger municipalities usually have some form of planning expertise within the recreation department. It was interesting to find that several of the experts did not feel that more information on writing terms of reference should become available (M=3.57, SD=1.13). The experts noted that most municipalities share their terms of reference with each other, providing information on how to write the terms of reference. The issue with this approach is that many municipalities are copying others terms of reference even if they do not meet the needs of the community. Finally, experts felt that the evaluation component was not as overlooked in the planning process as the researcher found when taking with recreation staff (M=3.71, SD=1.38). The experts expressed that most plans indicate that the plan will be evaluated, even if no other information is provided.

Table 16 – Results of the Delphi Group: Process

Statement	*Mean*	*Standard Deviation*	*Comments*
Plans are more successful when recreation staff understand the rationale behind recommendations and feel a stronger commitment to implement the plan	5.00	0.00	Hi level of agreement
Plans are more successful when time was taken to consult the general public as well as groups with special interests in recreation	4.86	0.38	Essential to understanding need
Plans are more successful when the consultant has a positive working relationship with municipal staff members	4.86	0.38	High level of agreement
Plans are more successful when public consultation continues throughout the stages of planning	4.71	0.49	Creates the best plans but can be costly and unrealistic

Statement	*Mean*	*Standard Deviation*	*Comments*
Plans are more successful when recreation staff members that are responsible for implementing the plan were involved in the planning process	4.71	0.49	High level of agreement
Plan processes and content are structured by the terms of reference; therefore, much time and effort needs to be spent at this stage of the process	4.57	0.53	Should not be copied from another municipality, they need to be unique
Plans are more successful when the staff or public committees were formed to aid in implementation of plan recommendations	4.57	0.79	Need to work together
Plans are more successful when municipalities used the knowledge and experience of a consultant	4.57	0.79	More impartial and build better community support Are bad consultants out there so it all depends on the skills of the department and the consultant
Plans were more successful when the planning processes involved recreation staff who felt comfortable enough with the consultant to challenge draft recommendations in the plan	4.57	0.79	Really important yet sometimes the reverse is true
Plans are more successful when the plan gained council support by including council in the process from start to finish	4.43	0.98	Increases likelihood of approval yet very political
Plans are more successful when the plans indicated in detail how the plan would be reviewed and updated, and whose is responsible for this task	4.43	0.79	May be tied to funding therefore may not be able to be conducted as planned
Plans are more successful when criteria for	4.33	0.82	High level of agreement

Statement	*Mean*	*Standard Deviation*	*Comments*
measuring success were included in the plan			
Plans are more successful when public consultation continues into implementation	4.29	1.11	High level of agreement
Plans are more successful when the plans indicated in detail when and how evaluation of implementation should take place	4.29	0.76	High level of agreement
The planning process is more successful when a steering committee aids in the process	4.14	0.69	Most important part if formed in the correct manner
Plans are more successful when the plans indicated a method for communicating implementation levels to the public and council	4.14	1.07	High level of agreement
Because many municipal staff are not trained in recreation planning or in general planning principles, recreation staff needs to work with the planning department when going through the planning process	3.86	0.69	More so in small municipalities
Each community is different and therefore the planning process for creating the plan must be unique	3.71	1.25	Very important to pull unique qualities of community Though a general process that is always followed there are elements that are unique
Because many municipal staff are not trained in recreation planning or in general planning principles, recreation staff members need to work with the planning department when writing the terms of reference	3.71	0.76	More so in small municipalities May not be any more skilled

Statement	*Mean*	*Standard Deviation*	*Comments*
Future plan evaluation is often overlooked when the plans are written	3.71	1.38	High level of agreement
There is a need for more information to be made available to municipalities to aid in writing terms of reference	3.57	1.13	Need for municipalities to share their own experiences, sharing may be enough Large municipalities have planning departments to turn to
Plans are more successful when public consultation begins before developing the terms of reference	3.43	1.13	Parks and recreation staff should already have a good perspective of their community needs Depends on the role the public plays Most public do not have necessary knowledge
Writing successful terms of reference involves the public, council, and recreation staff to ensure that everyone is clear as to the direction of the plan and has realistic expectations about its outcomes	3.29	1.11	Good in theory, difficult in reality Technical documents that need to be developed by a professional

Note: 1=Strongly Disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly Agree

With regards to the items on plan content, all 24 items had a mean score between neutral and agree (Table 17). This excludes the two items concerning whether or not the plan should include background information. These items were excluded because these questions are opposites and the experts should have been indicated to choose one of the two statements they agreed with. Because of this error the mean scores for these items are misleading. Three individuals did not have a preference to whether or not the background information should or

should not be included in the plan and indicated that it was dependent on the municipality which method should be used. Three others felt that the background information should be in another document, and one individual felt the background information should be included within the master plan itself.

Eighteen items had a mean score between agree and strongly agree with a fairly low standard deviation indicating a strong level of agreement. The items with the highest means were for the following items: creating goals and objectives (M=4.71, SD=0.49), using a variety of public consultation methods (M=4.71, SD=0.49), linking the recreation plan to a cultural plan (if the municipality has one) (M=4.71 SD=0.49), and creating priorities for recommendations (M=4.71, SD=0.49).

There were six items that had mean scored between neutral and agree and had slightly higher standard deviations. First, some of the experts felt that creating an inventory of other agency's programs was too difficult and not as important as an internal inventory (M=3.29, SD=0.76). Second, experts felt that the SWOT analysis was only one method used for obtaining information from the public (M=3.43, SD=1.27). The experts indicated that multiple methods should be used to gain the public's perspective. Third, there was discrepancy with regards to whether or not tourism (M=3.43, SD=1.27) and culture (M=3.14, SD=0.90) should be a part of the recreation plan. Many experts felt that tourism and culture belongs in its own plan that can be referenced if necessary.

Fourth, the experts felt that it was not necessarily essential to change individual job description when the plan has been created (M=3.86, SD=0.90). The experts noted that changing job descriptions can be difficult in a unionized municipality and by not changing job descriptions there is more flexibility with whom can implement plan recommendations. Finally, not all of the experts agreed that have citizen groups implement the plan is a good idea (M=3.86). It may be that experts have not seen this approach in action or have seen it fail in the past. Some experts may have misunderstood the statement and felt that citizen groups alone cannot adequately implement plan recommendations. However, the statement was intended to state that citizen groups would be working with the recreation department to implement plan recommendations.

Table 17 – Results of the Delphi Group: Content

Statement	***Mean***	***Std Dev***	***Comments***
Plans are more successful when the plans clearly define the goals of the municipal department who operates the programs	4.71	0.49	Helps keep people focused Forms basis for assessment
Successful public consultation processes involves a variety of methods (surveys, interviews, public meetings, and/or focus groups)	4.71	0.49	High level of agreement
Whether the municipalities decides to include culture in the recreation plan or create a separate culture plan, the two plans should be linked and work together	4.71	0.49	High level of agreement
Plans are more successful when they indicate priorities and the criteria for determining priorities	4.71	0.49	High level of agreement
Plans are more successful when the goals for the plans are clearly linked to the goals of the municipality as laid out in the municipalities' official plan or other similar documents	4.57	0.53	High level of agreement
Plans are more successful when the plans contain a detailed inventory of all facilities belonging to the municipality	4.57	0.53	High level of agreement
Plans are more successful when they contain the findings from the public consultation process and indicate how these findings are incorporated into the recommendations	4.57	0.79	High level of agreement
Plans are more successful when they contain background information on the municipality including: where the municipality is located, trends effecting recreation and the municipality as a whole, population analysis, demographic analysis, and an analysis of the organizational structure	4.43	0.53	High level of agreement

Statement	*Mean*	*Std Dev*	*Comments*
Plans are more successful when they use the community consultation findings as a guide for recommendations	4.43	0.79	High level of agreement
Plans are more successful when they indicate the timing for the implementation of each recommendation	4.43	0.79	High level of agreement
Plans are more successful when they are flexible in their timing of implementation to allow for unforeseen circumstances	4.43	0.79	Need for flexibility; but there must be firm deadlines to ensure commitment
An analysis of cost of each recommendation must be conducted	4.43	0.53	Makes plan more realistic
Plans are more successful when a detailed inventoried of all programs offered by the municipality is completed	4.17	1.17	High level of agreement
Plans are more successful when they chart out staff responsibility to implement plan recommendations to ensure one staff member isn't being overloaded in any one year	4.14	0.90	High level of agreement
The implementation section of the plan document must be sufficiently detailed so that the reader can take the recommendation and know all the steps necessary to implement it	4.14	1.21	Very useful
Plans are more successful when an inventory of all other available recreation facilities not owed by the municipality is completed	4.00	0.82	High level of agreement
Plans are more successful when they indicate individual staff positions that are responsible for each recommendation	4.00	1.15	More so in larger municipalities
All cost estimates should include a statement of potential funding sources	4.00	0.58	High level of agreement

Statement	*Mean*	*Std Dev*	*Comments*
Each agency staff person's job description should include their plan implementation responsibility	3.86	0.90	Good idea in theory but there is a need for flexibility as circumstances change
Action steps allow the municipality to use volunteer committees to implement some of the plan	3.86	0.90	High level of agreement
Successful public consultation processes focused on a SWOT analysis (strengths, weaknesses, opportunities, threats) of the current recreation delivery system	3.43	1.27	Many other tools and a good consultant should use many of them
Tourism needs to be considered in the plan	3.43	1.27	Only if deemed to be locally relevant
Idea 1: The plan should include the recommendations and action steps for the future. Background information should be in a separate document	3.29	1.25	Depends on municipality
Plans are more successful when a detailed inventory of recreation programs offered by other agencies is completed	3.29	0.76	Useful, yet difficult
Culture and history are areas of increasing importance in a recreation department; however, knowledge and expertise in the area is typically limited within the recreation department	3.14	0.90	Depends on the municipality
Idea 2: Background provides justification for the recommendations and therefore should be in the main document along with all the recommendations	2.86	1.21	Depends on municipality

Note: 1=Strongly Disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly Agree

With regards to human and implementation factors, there was only one factor where there was some disagreement (Table 18). The experts were unsure of the idea of having citizen groups brining recommendations to council (M=3.71, SD=1.38). This may be a result of never seeing this approach in action or seeing it fail; however, based on the experts notes it was unclear. The

most agreed upon items included: having council adopt the plan (M=4.71, SD=0.76) and having key policy leaders continue to lobby in behalf of the plan (M=4.71, SD=0.76).

Table 18 – Results of the Delphi Group: Human/Implementation Factors

Statement	***Mean***	***Std Dev***	***Comments***
Plans are more successful if council adopts the plan	4.71	0.76	High level of agreement
Plans are more successful when key policy leaders in the local community continue to lobby on behalf of plan implementation	4.71	0.76	High level of agreement
Plan implementation is stronger when recreation staff members agree with the recommendations of the plan and have a strong commitment to implementing the plan	4.57	0.79	High level of agreement
Plans are successfully implemented if plan policies fit with the priorities of council	4.57	0.53	High level of agreement
Plans are more successful when recreation staff updates council on the progress of plan implementation	4.57	0.79	High level of agreement
Plans are more successful when citizens understand and agree with the recommendations	4.57	0.79	High level of agreement
Plans are more successful if council incorporates plan recommendations into the municipality's official land use plan	4.43	0.53	High level of agreement
Plans are more successful when everyone in the department is well aware of the plan	4.29	0.76	High level of agreement
Every new staff member should be provided with a copy of the plan and be provided with training in plan development and implementation	4.29	0.95	High level of agreement
Plans are more successful when the citizens of a community bring recommendations to council	3.71	1.38	Issues with this idea

Note: 1=Strongly Disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly Agree

Finally, with regards to obstacles faced by municipalities when creating and implementing a plan, there were ten items with a mean score between agree and strongly agree (Table 19). The most agreed upon items included: lack of resources and the need to create a plan that is financially conscious (M=5.00, SD=0.00), and that there is a lack of success with regards to plan implementation when there is a lack of commitment to the plan (M=4.83, SD=0.41).

There were three items between neutral and agree that there was some disagreement. First, experts felt that a good director or consultant should be able to deal with resistance to change and this problem in minimal (M=3.57, SD=1.27). Second, amalgamations are not always major problems, that sometimes they work well and do not cause planning problems (M=3.67, SD=0.82). Finally, experts felt that amalgamated communities are not always resistant to giving up individual facilities for better more centralized facilities (M=3.17, SD=0.41).

Table 19 – Results of the Delphi Group: Obstacles

Statement	***Mean***	***Std Dev***	***Comments***
Almost all of the municipalities indicated that a lack of resources was a huge obstacle to implementing plan recommendations. Plan recommendations should be created with financial reality in mind	5.00	0.00	High level of agreement
Plans were less successful when agency staff members held negative feelings towards the plan	4.83	0.41	High level of agreement
Change over in council composition often reduces plan implementation	4.33	0.52	High level of agreement
Successful plan implementation is dependent upon council approval	4.33	0.82	High level of agreement
Plans were less successful when there was a lack of sufficient involvement from recreation staff	4.33	0.82	High level of agreement
Plans were less successful when recreation staff had insufficient knowledge of plan recommendations	4.33	0.52	High level of agreement
Competing planning projects in the municiaplatiy	4.33	0.82	High level of agreement

Statement	*Mean*	*Std Dev*	*Comments*
may cause a recreation plan to fail			
Plans were less successful when agency staff members lack commitment to the plan	4.17	0.75	High level of agreement
Some members of the public sometimes oppose the plan in principle and influence council not to adopt the plan	4.17	0.41	High level of agreement
Staff turnover is often a problem that reduces plan implementation	4.14	0.90	High level of agreement
Municipal amalgamation is a major problem	3.67	0.82	Issues with this idea
The plan typically calls for some sort of change in the way services are delivered or the types of services that are delivered. Many citizens oppose these changes out of fear	3.57	1.27	Advisory committees can also aid in communicating these changes
After amalgamation a common problem is that older communities often block attempts to create a new, overall plan and program	3.17	0.41	Issues with this idea

Note: 1=Strongly Disagree, 2=Disagree, 3=Neutral, 4=Agree, 5=Strongly Agree

4.4.3 Summary of Phase 4

In summary, the findings from Phase 4, experts in the field of recreation, generally agreed with the findings from the staff interviews conducted in Phase 3. Thought there were some areas that were controversial, there was more agreement then disagreement. Though there were no statements where there was overall disagreement, individual experts did disagree with some statements. Those individual experts who disagreed with certain statements would be less likely to apply that principal, resulting in differences in plan content and process. For example,

an expert who disagreed with the statement that the background information should be included in the plan is less likely to include background information in the plan than the expert who agreed with the statement. Even though there was more agreement than disagreement, individual perspectives can make a difference on plan implementation. Experts creating plans need to listen to recreation staff to in order to understand what they need to implement the plan and recreation staff need to listen to experts in order to use their knowledge to gain an implementable plan.

Chapter Five Conclusions

The following section will outline the conclusions from each phase of the research project, as well as some overall conclusions.

5.1 Conclusions from Phase 1- Search for Participants

There are several conclusions that can be drawn from the initial search for municipal participants in the study. First, small municipalities have a much lower capacity to plan and manage recreation than does medium or larger municipalities. Most small municipalities did not have recreation plans and the interviewees indicated a lack of finances and council support as the main reasons for the lack of plans. Similarly, the University of Ottawa (1980) found that many recreation departments wanted to create a plan; however, struggled to convince council to approve and fund the idea. This suggests that recreation departments need to set aside part of each year's budget for the creation of a plan. By slowly setting aside money, the recreation department will not be dependent on council to pay for the plan when the time comes. Also, recreation staff need to build their capacity to convince council of the benefits of creating a recreation plan.

Though the researcher was able to find only three small municipalities willing to participate, as small municipalities were the most difficult to recruit for involvement in the study. One municipality ended up being dropped from the study after the content analysis because they refused the researcher's request for an interview. Since small municipalities did not have a systematic plan to determine what they need and where they should be going, specialized groups (i.e. hockey organization) with power tend to take over and determine the facilities and programs offered within the municipality. Eagles and Gebhardt (2009) similarly found that many small

municipalities were not creating plans; however, Getz et al. (1985a; 1985b) found a contrary result. The shift away from small municipalities undertaking recreation planning in more recent years is almost certainly due to the lack of provincial grants to assist with planning.

Second, there was a lack of availability of many plans with about half the plans studied not being available online. This is problematic because it results in decreased awareness and possibly in support from the public. In order for the public to support a plan, they need to be aware of its existence and the plan needs to be in a format that is understandable and convenient. Both Kelsey and Gray (1996) and Eagles and Gebhardt (2009) found that there were higher levels of implementation when the plan was more widely available. When the plan is available to everyone it increases awareness of the plan and therefore pressures recreation staff to continue to implement plan recommendations. When creating a plan, it should either be written in a manner that can be understood by citizens or a condensed version should be created to increase the accessibility of the plan to the public.

Finally, the overwhelming use of a consultant to aid in the planning process indicated that planning consultants are a vital component when creating a parks and recreation plan. Planning consultants bring objectivity as well as specialized knowledge that are vital in creating a successful plan. Getz et al. (1985a; 1985b) noted that in the 1980s consultants were most likely to create the plan; whereas Eagles and Gebhardt (2009) found that consultants were more likely to be used in conjunction with recreation staff. Hope and Dempsey (2000) determined that using only a planning consultant resulted in plan failure because those responsible for implementation of plan recommendations were not involved. This lack of involvement usually results in a lack of understanding and commitment to the plan that results in decreased levels of implementation.

Therefore, more successful plans used a combination of specialized consultants, the public, and the expertise of recreation staff.

5.2 Conclusions from Phase 2 – Content Analysis

The content analysis phase of data collection revealed much about the components of recreation plan documents. There were many areas that were found to be well done, and others that could use some improvement.

5.2.1 Areas of Relative Strength

The content analysis revealed several sections in the plans that were very comprehensive. First, the sections pertaining to leisure, participation, demographic, and population trends were explored thoroughly within the plan. The authors of the plans did a good job at exploring population and demographic trends that will affect recreation in the community and made a clear link between this data and the recommendations. General leisure and participation trends in Canada were almost always explored and again a connection was made to the recommendations. Second, background information on the municipality, including its location and special features was well articulated. Getz et al. (1985a; 1985b) and Eagles and Gebhardt (2009) similarly found that plans included background information.

Third, the authors of the plans did a satisfactory job inventorying facility and trails. However, this inventory was targeted towards facilities and trails owned and operated by the recreation department. Private recreation opportunities were inventoried, but on a more superficial scale. Eagles and Gebhardt (2009) similarly found that public recreation facilities

were well inventoried; however, private recreation opportunities were often overlooked. Though it may seem unnecessary to inventory private facilities when the plan is for the recreation department, it is vital to ensure that the unnecessary duplication of facilities and trails does not occur.

Fourth, the purpose of the plan was well articulated and the plan content and recommendations followed logically from the purpose. Finally, priorities, timing, capital costs, and responsibility of implementing recommendation were well done within the plans examined. These areas of implementation were almost always considered and articulated in an understandable manner. It is encouraging to see plans including this information since several authors have found these components to increase plan implementation (Eagles & Gebhardt, 2009; Getz et al., 1985a; 1985b; Ministry of Tourism and Recreation, 1982; Wilkinson, 1985).

5.2.2 Areas of Weakness

The content analysis of the plans also revealed several sections that were weak or missing. Economic, political, and environmental trends, as well as recreation issues (residence concerns, partnerships, etc.) were often overlooked. It is understood that in the lifespan of a plan the economic and political climate will change; however, knowing trends in these areas can assist in creating a more realistic plan. Knowing that council is continuously reducing or increasing the recreation department's budget will determine the number of recommendations that are feasible.

The planning process was poorly described and most plans failed to indicate with any detail how the plan was created. If the public or new staff to the municipality want to know how conclusions were reached, they will not be able to understand it based on the plan. Most plans

also failed to establish an ongoing planning process which was similarly found by Eagles and Gebhardt (2009) and Getz et al. (1985a; 1985b). An ongoing planning process involves creating a step by step process that does not end with the creation of a plan; however, continues through implementation and evaluation into data collection and creation of a new plan or updating an existing plan.

The content analysis revealed that recreation plans lack a connection to other plans, and fail to incorporate information from other studies and plans. The Ministry of Tourism and Recreation (1982) noted that plans tend to fail when they occur in isolation. The recreation plan needs to incorporate other plans (i.e. transportation, trails, tourism, official plan) because there other areas affect recreation provision. For example, the City of Waterloo create a new recreation complex at RIM Park without coordinating with the transportation department which resulted in no public transit to the new facility located in the northeast section of the city for several years.

Arts, culture, history, and tourism were all issues that were either missing or took a secondary role to sport in most plans. Getz et al. (1985a; 1985b) and Eagles and Gebhardt (2009) also determined the lack of priority and information regarding culture and tourism. The lack of focus on art and culture stems partially from a historic priority on sport and partially from a feeling from recreation staff that culture was separate from recreation. Many municipalities indicated a need for a separate plan and staff for culture and the arts from recreation. Tourism was similar in that many recreation professionals felt that tourism was separate from recreation and deserves its own plan. This trend is likely to increase as the funding model for tourism has changed (Ministry of Tourism, 2010). Though recreation, culture, and tourism are linked,

whether or not they should occur in the same plan needs more research, and may ultimately depend on the goals of the municipality.

The vast majority of plans failed to determine or provide the goals, objectives, mission statement, and priorities of the recreation department. These seemed to be implicit, and therefore unstated. This is disconcerting considering the purpose of creating a master plan is to determine the goals of the department (Hunt & Brooks, 1983; Kelsey & Gray, 1996) and to review goals and objectives (MNR, 1985; n.d.). Jaakson (1985) determined that the process for creating a plan needs to flow logically from the goals of the plan in order to meet the needs of the community. Therefore, the plan, and the content of the plan should be based on the goals of the recreation department and how to accomplish those goals. Recreation departments need to determine their goals in order to have an end point to create a plan to achieve.

Financial matters including operation costs, funding sources, and implementation costs were often overlooked. This results in an unfeasible plan that is difficult to implement. Getz et al. (1985a; 1985b) and Eagles and Gebhardt (2009) also found that financial matters were missing from most recreation plans and McKinney et al. (1986) found that plans were less successfully implemented when financial information was not included. Though cost estimates can be difficult to calculate for long-term recommendations, without knowledge of the cost of a project it is impossible to determine how realistic the recommendation will be in terms of implementation. Also, by promising things to a community without their knowledge of what it is going to cost (i.e. raised taxes) could create backlash during implementation or it could create a situation where the recommendation cannot be implemented at all. This can create doubt in the minds of the citizens about the department's abilities.

Though most plans considered other public and private recreation opportunities, this was not the focus of the plan. Eagles and Gebhardt (2009) also found that a full analysis of other agencies' services was neglected in the plan. This is interesting considering the purpose of a recreation master plan is to coordinate public and private sector agencies to avoid duplication of resources (Ontario, 1985; Wolter, 1999) and to encourage cooperation between public and private providers (Gold, 1979; 1980). Other areas that needed more attention included: needs, public participation process, ongoing public input, and reviewing and updating the plan.

5.3 Conclusions from Phase 3- Recreation Staff Interviews

The following section discusses the findings from the recreation staff interviews. The section will look at process, content, human/implementation factors, and major obstacles. The section will conclude with a summary of the overall suggestions for plan implementation.

5.3.1 Process

The process used to create Parks and Recreation master plans varied from municipality to municipality. Though the process varied slightly, there were six components that were necessary for successful planning. These include: 1) the terms of reference, 2) public consultation, 3) staff input, 4) council input, 5) consultation with professionals, and 6) evaluation, updating and reviewing.

A major finding from this study was the relative lack of knowledge and information for creating the terms of reference. Wilkinson (1985) determined that the terms of reference were the critical element in creating a successful plan. Since the terms of reference section sets the stage for the entire planning process and planning content, there is in desperate need for

information and education on writing terms of reference. Since information on writing terms of reference is not easily available, many municipalities have turned to borrowing other municipalities' terms of reference. Though this sharing provides some good information, however the terms of reference for one municipality may not fit the other municipality.

This study determined that many of the staff interviewed did not have extensive training in planning and more specifically recreation planning. Eagles and Gebhardt (2009) and Wilkinson (1985) also found that recreation staff lacked necessary training in recreation planning including creating the terms of reference. Since this information is not easily accessible it is advisable that the recreation department work with the planning department when creating the terms of reference. Sessoms (1964) found that to create more effective plans there needs to be cooperation between planners, recreation staff, and different levels of government. Plans should be developed jointly between planners and recreation staff, and both parties should be taught the basics of each other's specialties (Wilkinson, 1985). This finding casts some doubt on the recreation training that now occurs in the staff members of parks and recreation departments in Ontario. As an aside, the author found that there is only one parks and recreation planning course available in Ontario universities. This course is found in the Department of Recreation and Leisure Studies at the University of Waterloo and it is an optional fourth year course.

Though most municipalities saw public consultation as necessary, consultation of the public did not continue through the entire process. The most successful plans included the public from the very first stage of planning through to implementation. The Ministry of Tourism and Recreation (1985) noted that one of the greatest pitfalls of the planning process is not including the public in creating the terms of reference, and Wilkinson (1985) noted that the committee that writes the terms of reference should include the public. Many studies have determined that

though public consultation has its challenges, it is vital to successful planning (Eagles & Gebhardt, 2009; Eagles et al., 2002; Gold, 1983; Hope & Demsey, 2000; Ontario, 1985; Reid, 2007). Also, Burby (2003) and Yoder et al. (1985) found that plans had increased implementation when there is broad stakeholder involvement.

It was clear that staff needed to be part of the process in order to develop a commitment to implementation of the plan. This finding was not surprising considering several authors have found that in order for staff to be committed to the plan they need to be involved in creating the plan (Eagles et al., 2002; Eagles & Gebhardt, 2009; Hope & Demsey, 2000; Wolter, 1999). Plans were also more successful when consultation with council occurred throughout the planning process. When council was informed they were more likely to understand the plan and therefore endorse and fund the plan.

Evaluation, updating, and reviewing the plan were almost always overlooked in the planning process. Similarly, Seasons (2003) found that even though monitoring and evaluation were seen as important, evaluation appears to be the "forgotten stage in the planning process". This study found that this is also a problem in parks and recreation planning in Ontario. During the planning process a schedule for evaluation needs to be created and criteria for evaluating the plan need to be established.

5.3.2 Content

There were two schools of thought with regard to the format of the content of the plan. Some staff felt that the plan should include recommendations and actions steps and include all of the background information in a secondary document. Others felt that the background information provided justification for the recommendations and therefore should be in the main

document with the recommendations. It appears that there is no right answer as to which is best. Each municipality needs to determine the format that will work best for their community. More research is also needed to determine the merits of each format.

Though the content of the plans varied widely, the staff members felt there are several key sections that need to be included. First, the plan needs to include the goals of the department and link these goals to the goals of the municipality as a whole. The goals of the plan should stem from the goals of the municipality to ensure the goals of the plan and the municipality are not contradictory. Second, the plan needs to include background information on the municipality including trends affecting the municipality, population trends, demographic trends, and an overview of the organization. This information sets the stage for the plan and affects plan recommendations.

Third, the plan must include an inventory of facilities and programs of both private and public agencies to reduce duplication and encourage cooperation (Gold; 1979, 1980; Ontario 1985, Wolter, 1999). Fourth, the plan needs to clearly indicate how the public was consulted, the findings of this process, and how these findings are liked with the recommendations of the plan. When the plan is finished it is important for the public to see that there comments were considered and incorporated into the recommendations. If the publics' comments were not considered when creating plan recommendations, there is an increased likelihood of public backlash and ultimately the rejection from council to support the plan.

Finally, there needs to be a strong implementation section. The implementation section needs to include priorities, timing, named individuals, cost estimates and action steps. Financial feasibility is extremely important to the plan. The public, council, and recreation staff need to understand what it will cost to implement the plan to ensure that the recommendations are

realistic. McKinney (1986) found that there was reluctance to include finances in the plan; however, noted that it is essential to creating a realistic plan. The Ministry of Tourism and Recreation (1985) similarly found that plans were more successful when financial feasibility was considered.

5.3.3 Human/Implementation Factors

This study found that there are several key factors that aid implementation. First, staff must accept the plan and have a commitment to implement the plan (Ontario, 1985; Harper, 2009). Second, the politicians within the community need to be involved in the process and accept the plan (Alexander, 1992; Eagles & Gebhardt, 2009). Council should include recommendations from the recreation plan in the official plan. Third, the public must understand and endorse the plan (Eagles et al., 2002; Eagles & Gebhardt 2009; Hope & Demsey, 2000; Ontario 1985). Finally, there needs to be key players that take the plan as their own and continue to reinforce its recommendations (Harper, 2009). When staff, the public, and political figures were involved, plans have been found to be more successful (Eagles & Gebhardt, 2009; Leone, 2009).

5.3.4 Obstacles

No matter how prepared a municipality is to create a recreation plan, there are obstacles that they will have to overcome. By understanding the common problems municipalities face, staff can determine the most effective way to deal with each challenge when it arises. The major obstacles include: staff and council turnover, public resistance to change, backlash from the

public, staff, or council, lack of resources, amalgamations, and commitment to the process. Though a lack of financial resources to implement the plan was noted at the most common obstacle, it can be overcome by considering financial feasibility of each recommendation when creating the plan (Getz et al., 1985a; 1985b).

5.4 Conclusions from Phase 4 - Delphi Group

Overall, there was general agreement from the expert (consultants, planners, and professionals) panel (Phase 4) with the findings of the interviews with recreation staff (Phase 3). This indicates that recreation staff and experts in the field of recreation planning understand planning in a similar manner. However, since some of the issues raised by the recreation staff were not agreed upon by the expert panel, it indicates a gap somewhere in the process. It may be that the experts understand what need to be accomplished, but areas were excluded from the terms of reference and therefore could not be included in the plan. It could also indicate a lack of communication between experts and recreation staff. Manning and Fraysier (1989) studied recreation planning in Vermont to determine the similarities and differences in the opinions of experts and the public. The authors similarly found that though there were some differences, there were more similarities between experts and the public. However, even though experts and recreation staff have similar opinions, it is still important to consult both groups to gain a wider perspective.

There were several areas where the experts were in some disagreement with recreation staff. Though the mean scores were above neutral on the agree side of the scale several experts disagreed with some findings. The more controversial differences revolved around public consultation and when it should begin and end; and whether tourism and culture should be part

of the recreation plan. Though many researchers have found consultation through the entire process is beneficial (Eagles & Gebhardt, 2009; Ministry of Tourism and Recreation, 1982) many of the experts felt that the public should not be consulted until there is something tangible for them to comment on. Though both views have merit, the earlier public consultation occurs the less likely the public will reject the plan.

5.5 Overall Conclusions

Planning for recreation is a very important part of the long-term management and development of recreation resources, facilities, and programs. Plans provided the necessary information to the community, council, and the recreation department with the plan they need to make decisions. Since the Municipalities Official Plan is a 20 year document, the Recreation Master Plan should also be a 20 year document. There is a great need to connect the, both vertically and horizontally, the Recreation Master Plan and the City's Official Plan.

There were several major findings from this study. First, there is a need for more information on writing terms of reference and on recreation planning. Recreation staff are generally not trained in planning and struggle with some of the basic planning principles, which makes preparation of terms of reference problematic. More research needs to be conducted on writing terms of reference and a document to aid recreation staff needs to be created. Workshops on recreation planning and how to work with other departments to create a plan would be valuable. PRO could provide a useful set of such workshops. Second, many of the issues found in this study were also found in past studies. For example, many private and not-for-profit recreation opportunities not provided by the recreation department were often overlooked in the plan. This indicates a lack of communication between recreation planners and between

recreation staff. This finding is not surprising when the average municipal recreation professional does not have advanced training in planning and therefore is unaware of the problems and pitfalls identified by past studies. Information on what is and what is not working with recreation planning needs to be more accessible to those who need it most: recreation professionals and consultants. Third, there needs to be more attention spent on the implementation section of the plan to ensure there is enough information for recreation staff to implement the plan. This includes action steps for each recommendation, named individuals, priorities, funding, costs, and resources needed. Fourth, Recreation Departments and Recreation planning appear to be more oriented towards service delivery and the tactics needed, rather than strategic and long range planning. Recreation departments should focus plans on long range and strategic planning to ensure good management of recreation facilities, programs, and resources into the future. Recreation Departments need to plan strategically and for the long term to avoid: duplicated facilities, domination by power groups in the community, missed opportunities, wasted resources, vulnerability to incremental decisions, challenges with staff turnover, and lack of coordination. Finally, there is a need for provincial government support for planning endeavours in municipalities. Many municipalities, especially small municipalities, are working without a plan and are most likely not meeting the needs of the community. The withdrawal of provincial government policy, consulting and funding support has badly harmed the ability of smaller municipalities to plan effectively. The government should provide funding for 50% of the cost of creating a plan in order to make it possible for each municipality to create a plan. The government should reinstate planning consultants who provide assistance to municipalities on plan creation and implementation. Also, the government should create documents to guide the creation of terms of reference, the planning process, and implementation.

This study found many factors that lead to an increase in plan implementation. When municipalities create a recreation master plan they should consider the following.

1. Consultants and recreation staff should work together to create the plan,
2. Recreation plans need to be available in a format that is understandable by the public,
    a. A condensed version with major findings and future direction should be provided,
3. Recreation plans need to be widely available,
    a. A copy should be available at the department, city hall, the library, internet etc.
4. Recreation departments should consider putting money aside each year for planning,
5. Recreation staff should increase their capacity to convince council that planning is a smart investment,
6. Though the process of creating a plan should fit the community and its goals there are several components necessary in the process. These include:
    a. Terms of reference,
    b. Public consultation,
    c. Staff input,
    d. Council input,
    e. Professional consultation,
    f. Updating, evaluating, and reviewing the plan.
7. Plan monitoring and evaluation is a critical component in the planning process that was far to often overlooked,
    a. Plans should be monitored yearly to ensure recommendation are still valid,
    b. Plans should be evaluated every 5 years,

8. Recreation staff should seek education on planning principles and information on writing terms of reference,
9. When creating the plan, the recreation department should work with other departments, such as the planning department and transportation department,
10. Stakeholder involvement should occur though the entire planning process,
11. There needs to be a focus on how the plan will be reviewed and updated,
12. The format of the plan should reflect the community creating the plan as one format was not found to be better then another,
13. The content of the plan should include:
    a. Goals of the department and municipality,
    b. Background information,
    c. Internal and external inventory,
    d. Clear connection between pubic consultation and recommendations,
    e. Strong implementation section.
14. The implementation section should include: priorities, timing, named individuals to recommendations, cost estimates for each recommendation, possible sources of funding, and action steps,
15. It is key to create an action plan within the pan to indicate how recommendations will be accomplished,
16. It is important to gain staff, political, and public acceptance and commitment to the plan,
17. The planning committee should consider they obstacles they are likely to face and determine appropriate courses of action.

This list of recommendations provides some helpful advice for municipalities looking to create a recreation master plan. Though this list does not include everything that needs to be done to create a successful plan, it does indicate many areas that will aid in the process.

When comparing the findings from the Eagles and Gebhardt (2009) study, there were extensive similarities. Every recommendation found in the Eagles and Gebhardt (2009) study were also found in this study except one that was not examined.

Table 20: A Comparison of the Recommendations of Eagles and Gebhardt (2009) to the Recommendations of this Study

Eagles and Gebhardt (2009) finding	***Similar or Contradictory finding in this study***
The preparation of plans by specialized planning consultants with experience in the field, in concert with municipal parks and recreation staff, and members of the Planning Department.	Similar finding.
Senior agency staff with university-level training in parks, recreation and tourism.	Similar finding.
The support of the Mayor, Council, and the Director of the Parks and Recreation Department.	Similar finding.
Widespread public participation with special attention paid to the policy leaders in parks, recreation, sport, culture, and tourism.	Similar finding.
Having the plan written with implementation in mind, such as clearly identified priorities, and long-term financial commitments.	Similar finding.
The formal approval of the plan by the municipal Council.	Similar finding.
The direction by Council that plan recommendations be followed by all municipal departments, not just the Parks and Recreation Department.	Not examined in this study.
The widespread distribution of the plan for easy availability, including: the public library, all staff members, and the municipality's website.	Similar finding.
The strategic placement of copies of the plan document with policy leaders in the local community.	Similar finding.
The assignment of plan implementation tasks to named individuals, such as municipal staff and public volunteers.	Similar finding.

Eagles and Gebhardt (2009) finding	*Similar or Contradictory finding in this study*
Incorporation of key goals, objectives, standards, and recommendations into the municipal Official Plan.	Similar finding.
Yearly plan evaluation with annual reports made widely available.	Similar finding.
Financial considerations given a high priority within the plans.	Similar finding.

This study not only updated the research on recreation planning but brought light on some important issues. This study highlighted areas for improvement and indicated steps necessary for an implementable plan. It was shown that experts and recreation staff have some differences in opinion with regards to what is needed. Hopefully this thesis will allow both sides to understand their differences and reasons for them. Experts and recreation staff need to communicate their thoughts and work together to build a plan.

If municipalities follow the recommendation from this study and those of Eagles and Gebhardt (2009) they will drastically increase the likelihood of creating a plan that will be implemented.

Limitations

Though this study was thoroughly thought out and carried out, there are several limitations. First, the study was specific to Ontario municipalities; therefore, it is unclear if the findings can be generalized to other provinces or to other Countries. Second, the study only examined nine municipalities. Though there was much consensus from these municipalities, further examination is needed to ensure generalizability of the results. Third, though nine municipalities agreed to be a part of study and their plans were analyzed, one small municipality failed to return the researcher's request for an interview. One other small municipality sent responses to the questions instead of being interviewed. Though there appeared to be no major

differences in the responses of the different sized municipalities, having fewer small municipalities to compare may have not allowed for differences to be seen. Fourth, the study only examined municipalities in Ontario and not aboriginal communities. More research would need to be conducted to ensure the results transfer to aboriginal communities. Fifth, for many municipalities (especially the small and smaller medium sized municipalities) only one person was available to be interviewed. Therefore, the second perspective on implementation was missing and may have provided further information and clarification. Finally, it was the intention to conduct a full Delphi group process; however, since the experts could not provide the time necessary only one round could be conducted. Subsequent rounds could have brought to light other issues, and could have found more consensus on certain items.

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Appendix A

Appendix A is an outline of how to write a Terms of Reference created by the government of Ontario.

Ministry of Citizenship and Culture
Ontario

planning and technical bulletin

PREPARING TERMS OF REFERENCE FOR YOUR FEASIBILITY STUDY

Terms of Reference are instructions which outline what must be contained in your planning study. They should cover all aspects of the study such as the scope, data needs, analysis, and recommendations. They also include information on the management of the study and the form in which you would like to see the study presented.

ROLE OF THE STUDY TEAM

Once the need for a planning study has been established, a study team begins the task of defining the purpose of the study, obtaining community support for the study and locating the financial and professional resources needed to carry out the study. The most demanding job of the study team is generally though, to write the Terms of Reference for the study.

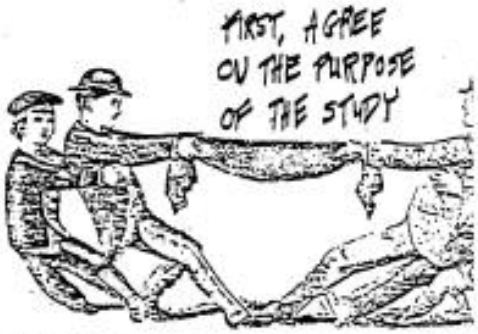
The process of writing Terms of Reference is the only way that a study team can prepare to effectively manage the production of the study. Too often, a group undertakes a study and hires a consultant before they are sure what they need. Hence, they usually receive a study that satisfies someone else's expectations.

WHO USES THE TERMS OF REFERENCE

The consulting firms you contact need very specific Terms of Reference in order to be able to prepare a proposal on how they would do the study and in order to estimate accurately what the study will cost to produce.

The sources of funding need to know exactly what your proposed study will involve in order to determine if it is eligible for funding.

Carefully prepared and appropriately detailed Terms of Reference will help you and the other study team members to monitor the progress of the study. They will also help you to evaluate the work during the preparation of the study, at the final draft stage and when the final report is complete.



JAN/FEB/MAR 1982

HOW TO USE THIS CHECKLIST

This checklist will help you and your study team to prepare complete Terms of Reference. All of the items on this list should be addressed in the Terms of Reference whether your community is small or large. If you answer "no" to any of these questions, it means that something has been left out and that you should think about how to add this particular item to your Terms of Reference.

This checklist is to help ensure the clarity and completeness of your Terms. It is not intended to expand the scope of your study and, hence, increase its cost.

A CHECKLIST FOR TERMS OF REFERENCE

BACKGROUND/RATIONALE

1. Have you provided necessary histories and descriptions of your organization or/and community relating to the feasibility study?

2. Have you provided a description of the issues, problems or special circumstances facing your community or organization that made you decide to do a feasibility study?

PURPOSE/OBJECTIVES

3. Have the goals for the planning study been determined? If various groups are involved, have their own particular needs been resolved in relation to a consolidated set of goals so that any potential conflicts that may occur when the study is underway have been alleviated? Or, is this resolution to be part of the scope of the study?

4. Are these goals written in clear and readily understandable manner so that they are comprehendable by all the members of the study team?

SCOPE/CONSTRAINTS

5. Are the geographic boundaries of the study area outlined?

6. Is a timetable for the study sketched out including proposed target dates for meetings with the consultants; preparation of draft and final reports; public meetings; other significant stages in the completion of the study?

7. Have you asked the consultants to provide in their proposal a flow chart or its equivalent indicating the dates mentioned in the preceding section and other key events?

8. Have you asked that sufficient time be allowed for review of the draft final report by funding agencies?

9. Have you stated what materials your organization or agency will provide to the consultants?

10. Have you asked that operating and capital costs be broken down so that the components that constitute these estimates can be analyzed?

11. Have you asked that operating costs be projected for a five year period?

12. Have you identified any areas of your community or of your operation, administration or facility which need special attention.

INFORMATION REQUIRED

13. Describe the information that you expect will be needed to meet the objectives of your study. Have the following items been considered?

    - social and economic characteristics of the community and/or user groups (age, income, sex, occupation, etc.);
    - an investigation of needs or the demand for the particular facilities in question;
    - inventory of existing programs, facilities that are relevant to the feasibility of the proposed facility;
    - capital, operating and maintenance costs and revenues of existing facilities as they pertain to the change or establishment of a facility;
    - the administrative structure of departments and agencies that provide cultural and recreational services that affect the project under investigation;
    - review and analysis of existing pertinent reports and studies;
    - a review of programs and technical advances now in place to illustrate the state-of-the art, of situations in Canada or elsewhere;
    - compatibility of any proposal or alternative proposal with the local neighborhood. Have general environmental concerns been noted if applicable?

14. Have you explained how the information is to be used in the study once it is collected?

    For example, will these steps be required:

    - data analysis based on community needs and financial capability;
    - priorizing of recommendations;
    - financial implications of each recommendation;
    - proposed implementation of each recommendation;
    - support of recommendations by logical argument and background information.

15. Have special situations in the study been noted?

For example:

- historical building evaluation requires reference to pertinent standards and documentation techniques;
- museum suitability requires reference to pertinent provincial standards;
- performance standards require indication of need for theatre, accoustic, landscape or other specific research consultants

16. Has information about the availability of grants been requested?

COMMUNITY PARTICIPATION

17. Have you stated who should be involved in the study?

Have the following groups been considered:

- elected and appointed representatives,
- public agencies and institutions,
- local community and special interest groups,
- service clubs,
- facility board members,
- staff and volunteers,
- the general public?

18. Have you described how the community is to be involved in the study?

Have the following methods of involvement been considered:

- on the study team,
- on task committees,
- through public meetings,
- through the submission of proposals and briefs,
- through public surveys,
- an education or public relations process using newspaper, radio coverage and other means,
- through analysis of already compiled information?

ROLES AND RESPONSIBILITIES

19. Have you indicated who is to do all or portions of the study? Have you given reasons for these preferences?

20. Have the tasks that each party will be doing been outlined:

    - arrange and conduct meetings;
    - carry out specific tasks;
    - prepare and distribute surveys;
    - conduct interviews;
    - analyze data, co-ordinate information from involved sectors;
    - prepare recommendations;
    - write the final report, prepare graphic material;
    - publish study and distribute copies of the study?

END USE OF THE STUDY

21. Have you described what status the study will have upon completion? Is it clear who will use the results of the study and when?

22. Have the required format and number of copies for the draft final and final reports been specified? Will printing be included in the study cost? Have all special presentation requirements been outlined?

GENERAL NOTES ON WRITING TERMS OF REFERENCE

- Terms of Reference should be written in a directive style, i.e. "the consultants will...," "These areas should be studied...".
- Some details on who will be responsible for what and how disputes will be solved need not be covered in the Terms of Reference. They will, however, be part of the legal contract eventually drawn up with the chosen consulting firm.
- Terms of Reference should convey that you are interested in obtaining the very best advice available. A consultant must at all times be directed to keep the best interests of a community in mind and to put those forward regardless of the, no doubt, very strong community or group aspirations with which they are confronted.
- A feasibility study examines alternative ways of resolving an issue. The Terms of Reference need to show that you require a careful consideration of alternative courses of action and not an abrupt "leap to a conclusion".

Appendix B – Content Analysis Checklist

Section 1 – Background Analysis

This section describes the setting, historical review, trends, and issues relating to recreation in the municipality. The purpose of this information is to provide historical trend and facts that later decisions can be based on. This information is important because each community is unique and therefore knowing the community allows for creating a unique plan.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Background Analysis	Geographical setting		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Regional context*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Population trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Seniors		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Youth		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Teens		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	• Adults		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Disabled		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Ethnic Groups		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Other Population Groups		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Social trends influencing leisure		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Economic trends influencing leisure		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Political trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Environmental trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Leisure trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Participation trends*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Land use/development trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Demographic Trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Recreation issues*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Master plan process documented		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Steering Committee Identified*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Review of Previous Studies*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Review of Existing Plan*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Geographic setting – Did the plan examine the setting of the municipality including but not limited to: climate, urban/rural, proximity to other communities, unique features, community values, etc.?

Regional Context – Did the plan examine the municipalities surrounding the study area to determine their effects on leisure delivery?

Population Trends – Did the plan examine the following population trends including each groups different needs, changing leisure patterns, and special issues?

Seniors – individuals 65+

Youth – individuals 1 to 12 years of age

Teens – individuals aged 13 to 19

Adults – individuals 20-65

Disabled – any individual with a physical disability, mental impairment, learning disability, or mental disorder caused by injury, birth defect, or illness.

Ethnic Groups – any group/individual whose ethnicity differs from the dominant population

Other Population Groups – university students, women, tourists, families, etc.

Social trends influencing leisure – Did the study examine the effects values, fads, and attitudes had on leisure trends and participation?

Economic Trends influencing Leisure – Did the plan examine economic trends including but not limited to: unemployment, income, inflation, energy costs, recessions, etc.?

Political Trends* **-** Did the plan examine the leisure values of municipal leaders?

Environmental Trends – Did the plan examine environmental trends including but not limited to: the latest environmental movement that may affect leisure, effects of pollution on leisure resources, natural area preservation, etc.?

Leisure trends – Did the plan examine leisure trends including but not limited to: preferences, fads, activities with increased and decreased interest, etc.?

Participation Trends* – Did the plan examine the participation rates in all programs run by the department? Also, did they explore the participation rates of community members in outside activities?

Land use/Development Trends – Did the plan examine trends in land use and development including but not limited to: growth trends, patterns of density and housing types, redevelopment, seasonal homes, etc.?

Recreation Issues* – Did the plan examine the major recreation issues that have arose in the past?

Master Plan Process Documented – Did the plan clearly state the process used to create the plan? Was a permanent planning process created?

Steering Committee Identified* – Did the plan clearly state the members of the steering committee as well as how they were chosen and who they represent?

Review of previous studies* – Did the plan make mention of previous leisure studies and their findings?

Review of Existing Plan* – Did the plan examine the existing plan and its implications for the new plan (if applicable)?

Section 2 – Inventory/Supply Analysis

This section describes the facilities, resources, and programs that already exist in the community as well as potential resources. The purpose of this section is to understand the facilities, programs, resources, and partners that the community already has. This information will indicate what is in over or undersupply in the community. Also, this section looks at the role outside agencies can play in providing recreational activities.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Inventory/ Supply Analysis	Official Plan (standards to be incorporated in)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Quality of facilities		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Private land/space inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Private facilities inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Facilities Inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Trails Inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Natural environments inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	National Parks, Provincial Parks, and Conservation areas Inventoried*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Water environments inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Arts/cultural facilities/resources inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Historical facilities/resources inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Programs inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	School supply inventoried (including Universities)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Church supply inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Y's supply inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Libraries supply inventoried		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Volunteers (role/resource)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Service Clubs (role/resources)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Sports (role/resources)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Potential Resources Inventoried*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

Engineering Survey of the Quality/Life Cycle of Facilities – Did the plan examine existing facilities and determine their quality and how long they will be usable without major upgrades?

Private lands Inventoried – Did the plan inventory lands not owned by the parks and recreation department? Did the plan indicate how these resources may be used by the department?

Private Facilities Inventoried – Did the plan inventory facilities not owned by the parks and recreation department and indicate their existing/potential use?

Natural environments inventoried – Did the plan inventory natural environments in the municipality and indicate their existing/potential use?

National Parks, Provincial Parks and Conservation Areas inventoried - Did the plan inventory parks not owned by the parks and recreation department and indicate their existing/potential use?

Water-environments inventoried – Did the plan inventory water-environments including: lakes, rivers, streams, etc. and indicate their existing/potential use?

Arts and Culture Facilities/Resources Inventoried – Did the plan inventory arts and cultural resources/facilities, including art galleries, libraries, theatres, etc. and indicate their existing/potential use?

Historical Facilities and Resources Inventoried – Did the plan inventory historic facilities/resources, including: museums, heritage sites, etc. and indicate their existing/potential use?

Programs Inventoried – Did the plan inventory all programs currently offered by the parks and recreation department?

School Supply – Did the plan inventory school lands and facilities inventoried and education programs?

Church Supply – Did the plan inventoried church facilities and indicates their potential/existing use?

Y's – Did the plan inventory Y's and indicate the partnering opportunities and potential/existing uses?

Libraries – Did the plan inventory library facilities and programs and indicate potential/existing uses?

Volunteers (role/resource) – Did the plan indicate how many volunteers it employs and the responsibilities of volunteers?

Service Clubs – Did the plan indicate how many service clubs there are and the services they provide?

Sports – Did the plan inventory sport organizations and the services they provide?

Potential resources inventoried* – Did the plan indicate potential resources the department can use to provide recreation opportunities?

Section 3 – Needs Analysis

This section describes the types of needs in the community and how they were derived. This section is important because it difficult to justify adding or removing facilities, programs, and resources without knowing what the citizens need. Also, this information is crucial for making recommendations about future programs and facilities.

Section	Subsection	Present(☺)/ Absent(X)	Quality:
Needs Analysis	Neighbourhood standards applied (which neighbourhoods don't meet standards)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Community-specific approach		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	City-wide standards applied		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Standards Applied*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Location*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Population*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Size*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Needs Based on*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	• Social Welfare		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Social Development		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Supply		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Shopping List		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Present Demand		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Future Demand		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	• Standards		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Neighbourhood standards applied – Did the plan indicate areas that currently do not meet existing standards?

Community Specific Approach – Did the plan determine the needs of areas by reference to their specific characteristics?

City Wide standards applied – Did the plan indicate municipal wide standards that are not currently being met?

Needs Based on* – Did the plan determine needs in the following ways:

Social Welfare – "These needs are a result of difficult social or physical environments. They are manifest by such indicators as low income, overcrowding and juvenile delinquency".

Social Development – "These needs can be considered by an extension of the social welfare needs but instead of being remedial they are life enhancing. They strive to increase community development and individual self-worth and esteem".

Supply – These needs exist because of unique environmental features that are found in the area: skiing for example, because the community is situated beside a mountain".

Shopping List – these needs exist because a person is made aware of the range of possibilities that could exist".

Present Demands – "Needs that exist because of the present participation levels and demonstrated use of facilities".

Future Demands – "Needs that are projected to develop because of future social trends".

Standards – "Needs that are determined by set ratios of population to activity, facility, or quantity of land".

Section 4 – Goals and Objectives

This section describes the goals and objectives for the plan and how they were created. Ultimately, these goals and objectives will determine the direction for the community with regards to recreation. All of the plan's recommendations will be suggested in order to meet these goals.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Goal and Objectives	Goals of the Plan Identified		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Objectives are SMART		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Purpose of Plan		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Goals of the Plan Identified – Did the plan clearly indicate the goals of the plan and how they were created?

Public Participation in Creation of Goals – Did the plan indicate how the public was involved in the creation of goals?

Objectives – Did the plan indicate objectives for each goal that were SMART (specific, measurable, attainable, realistic, and time-bound)?

Section 5 – Tourism

This section describes the link between recreation and tourism and how they affect one another. The purpose of this section is to determine the impact tourism will have on the recreation of residents. This section is important because tourism can have a huge impact on residents and therefore consideration of these impacts is needed.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Tourism	Tourism discussed		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Attractions assessed		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4

			Notes:
	Influence on recreation		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Pricing re: visitors		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Information for visitors		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Tourism Discussed – Did the plan discuss the influence of tourism on recreation?

Attractions Discussed – Did the plan indicate tourism attractions provided by the department?

Influence on Recreation – Did the plan indicate how tourism will impact residence recreation and what will be done to keep residents happy?

Pricing re: visitors – Did the plan indicate a pricing strategy for visitors?

Information for Visitors – did the plan indicate how recreation information will be communicated to tourists and how this information will be communicated?

Section 6 – Management/Organization of Department

This section describes the management structure of the parks and recreation department. The purpose of this section is to provide background information on the number of staff, user fees, volunteers, and responsibilities to get a better understanding of the organizational structure that will be responsible for plan implementation. It is important to know the capacity of the department to ensure recommendations are achievable.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Management/ organization of department	Responsibilities re: services (related to voluntary/private)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Organizational structure discussed		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Coordination mechanisms or problems (internal)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Marketing role, goals,		Accuracy: 1 2 3 4

	strategy		Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Evaluation model given		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Maintenance system		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Management by objectives used/recommended		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Goals discussed (of the department)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Mission		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Strategic Priorities		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Objectives (measurable outputs specified)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Service role (facilitation,		Accuracy: 1 2 3 4

	direct provider)		Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	User fees (discussed, recommended)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	User fee formula (or actual fees)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Volunteers (related to management)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Community development		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Staffing (training, numbers, roles, etc.)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Grants/Aid to Groups		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Joint Ventures		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4

			Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Responsibilities – Did the plan indicate the service responsibilities of municipality versus those of the voluntary and private sector? Did the plan indicate whether the role of the department is one of competition or collaboration?

Organizational Structure Discussed – Did the plan indicate the organizational structure?

Internal coordination mechanisms/problems – Did the plan examine coordination mechanisms such as efficiency and effectiveness in providing service related to public input?

Inter-agency coordination – Did the plan identify any inter-agency cooperation to assist in providing leisure services?

Marketing: role, goal, strategy – Did the plan identify current marketing strategies and its link to planning?

Evaluation model given – Did the plan provide a guideline of how to evaluate programs, facilities, organizational effectiveness, and efficiency?

Maintenance management system – Did the plan outline how maintenance going to be accomplished?

Management by objectives – Did the plan indicate it used management by objectives to link goals and objectives?

Goals of department – Did the plan indicate the goals of the department including: its purpose, mission statement, desired outputs, and process goals? Were these goals linked to the goals for the plan?

Origin of Goals – Did the plan explain the origin of the goals?

Objectives – Did the plan present measurable objectives for the department that are linked to the objectives of the plan?

Service role – Did the plan indicate the role of the department as facilitator or direct provider of recreation services?

User fees – Did the plan discuss user fees with regards to: equity, accessibility, community development, grants and subsidies, operating cost, link to tourism, etc.?

User fee formula – Did the plan indicate policies, fee schedules, and the importance of cost recovery?

Volunteers and Service Delivery – Did the plan indicate how many volunteers it employed and their role in the department?

Community Development – Did the plan indicate how recreation can be used to facilitate community development? Does the department emphasizes public participation in decision making and people taking responsibility for their own leisure needs to facilitate community development?

Staffing – Did the plan indicate staff numbers, organization, skills needed/acquired, need for more of different types of staff, etc.?

Grants/Aid to Groups – Did the plan indicate how grants are produced and distributed?

Joint ventures – Did the plan suggest organizations in which to do joint ventures with?

Section 7 – Financial Analysis

This section describes the financial climate of the municipality. The purpose is to indicate current and projected costs and budgets. This information is important when deciding if recommendations are financially feasible.

Section	Subsection	Present(☺)/ Absent(X)	Quality:
Financial Analysis	Budget (considered/trends)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Projections of budget trends		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Operating costs		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Funding sources		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Personnel costs		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Allocation		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4

			Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Budget Considerations – Did the plan indicate sources of revenue, budget trends, allocation of funds, user fees revenue, etc.?

Projection of budget trends – Did the plan forecast future budgets based on past budgets?

Operating costs – Did the plan indicate current and projected operating costs?

Funding sources – Did the plan indicate where current funding coming from and new funding sources that are available?

Energy costs/conservation – Did the plan indicate the energy costs and what is being done to reduce them?

Retrofitting – Did the plan indicate what facilities need: rehabilitation of facilities, increased accessibility, and increased energy conservation?

Personnel Costs – Did the plan indicate the current cost of staffing?

Allocation by output/services – Did the plan indicate how funding is allocated?

Section 8 – Public Participation

This section describes how the public was consulted and what recommendations were incorporated into the plan. The purpose of this section is to show that the plan is not biased and allowed the citizens input on decisions.

Section	**Subsection**	**Present(☺)/**	**Quality:**

		Absent(X)	
Public Participation in Master Plan	Public participation process identified		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Meetings held		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Survey taken		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Interviews		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Interested groups consulted		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Steering committee (including public)*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Workshops held		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Submissions taken		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4

			Notes:
	Feedback to public given		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Public Consultation Findings		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Professional evaluation of needs/concerns (staff or consultants view)		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Public Participation Process Identified – Did the plan identify the public participation process used?

Meeting Held – Did the plan indicate all public meetings that were held, who was in attendance, and what was discussed?

Survey Taken – Did the plan indicate all surveys that were conducted, including: what type, whom it was directed at, how the findings were used, who responded, etc.?

Interested groups consulted – Did the plan indicate which interested groups were consulted and how they were consulted?

Steering committee – Did the plan indicate how the public was involved in the steering committee?

Workshops held – Did the plan indicate any special purpose meetings held with user groups or population segments?

Submissions Taken – Did the plan indicate how request for submissions were asked for and how submissions were taken into consideration with plan development?

Feedback to public given – Did the plan indicate how information is passed on to the public including information on how their recommendations were incorporated?

Professional Evaluation – Did the plan indicate who was responsible for evaluating public input and determining what should and should not be incorporated?

Section 9 – Implementation

This section describes how and when plan recommendations will be implemented. The purpose of this section is to provide a detailed account of when recommendations should be completed, whose responsibility it is to complete each recommendation, and the associated cost of each recommendation.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**Quality:**
Implementation	Priorities stated		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

	Time-frame specified		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Cost implications for recommendations		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Procedures stated		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Evaluation of implementation established		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Review/updates specified		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Annual evaluations specified		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Named evaluation committee*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Permanent public input		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

	Who is responsible for what?		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Management implications		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Needed by-laws Identified*		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Changing the Plan		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____		Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Priorities Stated – Did the plan state, prioritize, and rank recommendations?

Time frame specified – Did the plan indicate completion dates for each recommendation?

Cost implications of recommendations – Did the plan indicate the capital and operating costs for each recommendation?

Procedures stated – Did the plan indicate a method for implementing the plan and mechanisms to ensure the plan is implemented?

Evaluation of implementation – Did the plan outline an evaluation process/methods to determine effectiveness, efficiency, and impacts of plan recommendations?

Reviews/updates – Did the plan outline a formal mechanism for updating and changing the plan?

Annual Evaluations Specified – Did the plan indicate how annual evaluations of the plan will be carried out and whose responsibility it is to conduct the evaluation?

Permanent public input – Did the plan outline a permanent public consultation process?

Responsibilities for implementation – Did the plan indicate who from the department is responsible for implementing each recommendation? Also, did the plan indicate any joint agreements or inter-agency agreements necessary to implement plan recommendations?

Management implications – Did the plan indicate how each recommendation will impact management?

Section 10 – Policies/Statues

This section describes the current legal status of the plan. It lets the reader know if it has been accepted by council, if it is a policy, or if it is a guideline document only.

Section	**Subsection**	**Present(☺)/ Absent(X)**	**# of Lines**	**Quality:**
Policies/ Statues	Recommendations made as guidelines/advice			Accuracy: 1 2 3 4 Complexity: 1 2 3 4

				Replicability: 1 2 3 4 Notes:
	Recommendations made as policy statements			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Plan has been adopted as a policy			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Plan has been accepted as advice/guidelines			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other status			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
Other	Other:_____			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:
	Other:_____			Accuracy: 1 2 3 4 Complexity: 1 2 3 4 Replicability: 1 2 3 4 Notes:

Recommendations made as guidelines advice – Did the plan indicate that recommendations are guidelines for decision makers?

Recommendations made as policy statements – Did the plan indicate that each recommendation was a policy statement that must be followed?

Plan has been adopted as a Policy – Did the plan indicate if recommendations were accepted as policy?

Plan has been accepted as advice/guideline – Did the plan indicate if the plan was accepted as a guideline?

Other status – Did the plan indicate any other status the plan has?

Appendix C – Quality Scales

Quality

In order to measure the quality of each plan three dimensions are examined. Complexity measures how detailed each section is. Replicability measures the extent to which the researcher could replicate the methods used and findings. Accuracy measures the extent to which the information is correct.

Complexity

1	2	3	4
No detail provided No link to other sections	Little detail provided Few links to other sections	Some detail provided Some linkages to other sections	Rich detail provided Complex linkages explored

Replicability

1	2	3	4
Did not indicate how information was gathered	Provided minimal description on how information was gathered	Provided some description on how information was gathered	Provided a detailed description on how information was gathered

Accuracy

1	2	3	4
No ability to assess whether the data are accurate.	Minimal confidence that the data are accurate.	Partial confidence that the data area accurate.	Full ability to assess accuracy and data appears to be accurate.

Appendix D – Recreation Staff Interviews

Parks and Recreation Staff Involved in Creation of Plan

1. What is your current position in the parks and recreation department?
2. How long have you worked in this department?
3. How long have you worked in the field of parks and recreation?
4. What is your educational background?
5. Have you ever had any formal training in recreation planning?
6. Could you please describe to me the process used to create the plan?
    a. Who was involved in this process? At what stages were they involved?
    b. Who wrote the terms of reference and where did that information come from?
        i. How did the terms of reference impact the process?
    c. Were there any parts of the plan process that you feel made plan implementation easier?
        i. How did they make plan implementation easier?
    d. Were there any parts of the process that you felt made plan implementation more difficult?
        i. How did they make plan implementation more difficult?
    e. With regards to the process used to create the plan, would you change anything the next time you created a plan?
        i. Why would you change these elements?
7. Of the X number of recommendations outlined in the plan how many have been completed?
8. How many of the plan recommendations are in the process of being completed? (Understanding that some recommendations will be implemented later on)
    a. What things have made implementation of recommendations easier or harder?
        i. Why did it make implementation easier or harder?
    b. Have any of the recommendations become obsolete or changed due to changing circumstances?
        i. Could you elaborate why?
9. Who in your department is responsible for implementing the plan?
    a. Did their job description change to incorporate their new responsibility?
        i. In what ways?
    b. Were they involved in the planning process as well?
        i. In what capacity?
10. Let's talk about the plan itself for a few minutes. I have examined 12 plans and noticed some similarities and differences that I would like to discuss with you.

    a. What section do you feel are necessary to create an implementable plan?
        i. Why do you feel these sections are necessary?
    b. I noticed you included sections on X that others have not. Could you explain why you added this section and how it connected to plan implementation?
    c. I noticed you didn't include sections on X that other municipalities have. Could you explain to me why these sections were not included and if you believe they would be helpful in a plan?
    d. The next time you created a plan would you include or exclude any sections?
        i. Which ones and why?
11. Were there any other factors you felt aided or impeded implementation?
    a. How did they affect implementation?
12. If you could provide any advice to others creating a parks and recreation master plan what would it be?
13. Any other questions or comments?

Parks and Recreation Staff who have responsibility for plan implementation

1. What is your current position in this parks and recreation department?
2. How many years have you worked for the department?
3. How many years have you worked in the parks and recreation field?
4. What is your educational background?
5. Have you ever had formal training in recreation planning?
6. Which recommendations in the plan are you responsible for implementing?
7. Does your job description accommodate this responsibility?
    a. If so, how?
8. Were you involved in creating the plan?
    a. If so, what role did you play in the plan process?
9. Were you provided with a timeline as to when recommendations should be implemented?
10. How many of the plan recommendations have been completed?
11. How many of the plan recommendations are in the process of being completed?
    a. Are any of the recommendations no longer a priority due to changing circumstances?
12. What is the greatest challenge you have faced when trying to implement plan recommendations?
13. What items/sections in the plan have made implementation easier?
    a. Why have they made plan implementation easier?
14. What sections/items in the plan have made implementation more difficult?
    a. Why have they made plan implementation more difficult?
15. Other plans have included sections on (blank). Do you think this would help you implement the plan?

    a. If so, why?
    b. If no, why not?
16. Does implementing the plan have a strong focus in your agency?
17. Were there any other factors you felt aided or impeded implementation?
    a. How did they affect implementation?
18. Any questions or comments?

Appendix E – Expert Interviews

Consultants

1. How long have you been a planning consultant for parks and recreation?
2. What is your educational background?
3. What is the general process you follow when you create a plan?
    a. Does the process vary depending on the municipality you are creating the plan for?
    b. Does the process vary depending on the size of the municipality?
4. What do you feel are the most important elements in the planning process in order to get plans implemented?
    a. Why are these the most important elements?
5. Can you tell me about the Terms of Reference and the impact they have on the planning process and content of the master plan?
6. What are the sections you usually include for content in the plan?
    a. What do you feel are the most essential sections for plan implementation?
7. When talking with municipal staff we found (blank). What do you think of this?
8. What do you feel are other factors that affect implementation of plan recommendations?