

Regional District of Central Okanagan

A User Fees and Charges
Framework for the Ellison
Heritage Community Center



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Introduction

In mid-2022, the Regional District of Central Okanagan (RDCO) took on responsibility for overseeing recreation, activity, and community programming for Ellison Heritage Community Centre (EHCC). RDCO staff undertook a thorough review of former recreational, rental, and community programming fees and charges for EHCC, and created a framework to establish guidelines for future hall use. RDCO staff researched regional practices across British Columbia to ensure that programming at EHCC benefits its community while meeting the same standards as other regional parks and recreation providers in the province's regional districts.

The framework provided in this document will help ensure that EHCC provides fair and structured recreational, educational, and cultural programming, with a fees and benefits model centred on a balance of effectively using funds collected by government funding sources, grants, user fees, and residential tax supports. The following report provides the framework base for the annual calculation of user fees and charges for Ellison Heritage Community Center. Once ratified, it will provide the framework for setting all fees and charges on an annual basis.



The picturesque backyard of Ellison Heritage Community Center

Glossary of Terms

Benefit refers to anything contributing to an improvement in condition or advantage and can be a direct benefit to a user or an indirect benefit to a non-user.

Private Benefit Any benefit that the RDCO does not recognize as a benefit to the community as a whole is a private benefit. Private benefits accrue directly to those who consume a good or service and only to those who consume it.

Public Benefit refers to anything which increases the welfare and / or is of value to the community, or responds to a public need. For the purposes of fees and charges for parks and recreation services in the RDCO, public benefits are summarized as Service Objectives which represent categories of public benefit. They are used subsequently in this report to denote public benefit or public good (see **Figure Two**) and are summarized in **Appendix A**.

Public Goods and Services are those which result in Public Benefits.

Private Goods and Services are those which result in Private Benefits.

Merit Goods and Services are those with mixed benefits. Therefore, some of the benefits will accrue directly to consumers or users, while both the community and non-users also benefit. The general location on the benefits continuum will vary depending on the proportion of public benefit in relation to private benefit.

Benefits Continuum is a continuum of benefits with public benefits at one end, private benefits at the other, and mixed benefits in between. It is further illustrated in **Figure One**.

Total Capacity for Use of a recreation space is defined as all hours each year where it is reasonably possible to use the space within the current operating / staffing format and the current budget.

Total Use of a recreation space is defined as the amount of use the space receives. It can be expressed as a percentage of total capacity and is never more than 100% of total capacity.

Prime Time is the period during which demand is most concentrated and the space is most used. It will be determined by staff and ratified by the operating authority according to highest demand of use. It may vary by season.

Non-Prime Time will automatically be determined by subtracting prime time from all available hours within the current opening / staffing format. This is the period that is typically in low demand and for which a usage incentive may be considered to balance regular usage.

Fixed Costs are the major costs that are incurred by the facility operator when it decides to provide a good or service. They typically include all capital costs and all fixed operating costs of providing a set of services independent of the amount of use accommodated within the space. These costs do not typically vary with the amount of use of the service.

Variable Costs are operating costs normally incurred in the process of providing a specific service and vary with the amount or type of service or use of the service. They include program supplies, extra facility maintenance cost (e.g. room setup or landscaping), instructor costs, staffing costs associated with facility use over and above legal minimums associated with having the building open, and programmer costs for planning and organizing the activity. They are the incremental costs, added to the Fixed Costs, of accommodating use in a space.

Total Costs are the combination of all Fixed and Variable costs.

Recovery Rate The percentage of total costs that is intended to be recovered from users in the form of user fees.

Subsidy Rate The remainder of total costs not recovered from users will constitute a public subsidy which is the complement of the recovery rate. The recovery rate and the subsidy rate total 100% of the cost.

Categories of Potential Users

There are two subcategories of users: individual users and user groups. Each category of user may justify a different level of subsidy because servicing each category might result in a different ratio of public benefit to private benefit.

Categories of individual users

- **Pre-School:** An individual less than 5 years of age;
- **Youth:** An individual 5 to 18 years of age;
- **Adult:** An individual 19 to 65 years of age;
- **Golden Age/Seniors:** An individual 65 years of age and over;
- **Family:** Up to two adults and up to four dependent children residing in the same household.

Categories of user groups

Non-Profit Organization A non-profit organization (NPO) is an association, club, or society that is not a charity and is organized and operated exclusively for social welfare, civic improvement, pleasure, recreation, or any other purpose except profit.

Charity refers to a charitable organization, public foundation, or private foundation registered with the Canada Revenue Agency.

Community Group A non-profit group or organization. All community groups wishing to rent and use the facility must provide activities and programming that is consistent with the goals, objectives, and values of the RDCO.

- **Youth Recreation Group** A non-profit sport, culture and recreation group dedicated to primarily serving minors (those 18 years of age and younger). Groups must have a minimum of 80% of participants under the age of 18.
- **Adult Recreation Group** A non-profit sport, culture, and recreation group that offers activities and whose members are 19 years old and older.
- **Representative Community Group** A non-profit organization who represents an area or institution.

School Group A non-profit educational institution located within the boundaries of the RDCO.

Commercial Group A group, individual, or organization engaged in a for-profit business.

Casual Renter Any person, group, or company that does not have a regular or recurring booking and whose event is not open to the general public.

Categories of facility use

There are three modes of facility use as follows, and one has five subcategories. Subsidy jurisdiction will vary per category.

Drop-In Use A use characterized by a person or group of persons deciding on a use-by-use basis to attend a public program where the public is welcome to attend.

RDCO Programs Uses where an individual or group of individuals pre-commits to a series of uses through a registration process. The program is typically characterized by having a facilitator who teaches or leads a class, course, or workshop. These programs are offered to the public and seek to meet the needs of the community. RDCO recreation programs include but are not limited to all registered programs, drop-in programs, and events.

Rental Uses A group rents a space through a rental contract and therefore controls the uses and the users of that space during the period of rental. There are several subcategories of rental uses and each may have its own recovery rate.

- **Regular (recurring) Use** usual or normal methodical use by a community group occurring at fixed intervals and confirmed in a seasonal contract (e.g., a non-profit group renting space for weekly programming).
- **Community Event** Community events such as festivals, item swaps, fairs, concerts, etc. which are primarily run by community organizations or individuals on a yearly basis and are open to the public to attend. Community events are encouraged and supported as valuable assets to the RDCO communities.
- **Special Event** A special event can be organized by a user group or by the Recreation and Activity Programmer and can be considered as an event that serves Ellison and the surrounding community, reaches those on a provincial, national, and international level, and / or provides significant athletic, social, cultural, and / or economic benefits to the community. These events may operate on or around holidays or anniversaries, or may be unique one-off celebrations or specialized programs, etc.
- **Commercial Use** An organization engaged in the trade of goods and / or services for the sole purpose of making a profit to benefit their owners and shareholders.
- **Fundraising** Where a non-profit group wishes to rent public space and the primary intent is to raise funds for that group (i.e., a fundraising activity or event).

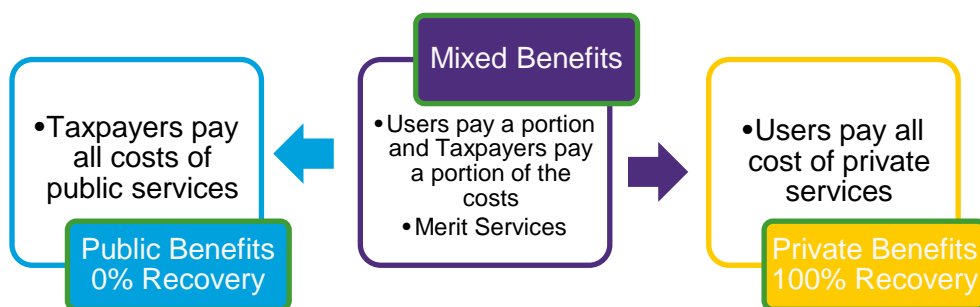
Rationale for Setting Up Fees and Charges

The Benefits Based Approach to setting fees and charges establishes the underlying philosophy that “those who benefit from a good or service should pay in proportion to the benefit they receive.” Therefore, if the activity in question only benefits the user, then the user should pay for the service. Alternatively, if the activity in question also benefits the community, then justification exists to subsidize the service to some extent with tax support, government funding, and / or grant sources.

The benefits continuum, as displayed below, provides structure for categorizing EHCC services by the amount of community benefit they provide. Those who benefit from a good or service should pay in proportion to the benefit they receive. If only a user benefits, then the user should pay 100% of the costs. If the community receives most of the benefits, then the service can be subsidized to the extent justified.

According to the above rationale, user fee targets can be set along the benefits continuum as illustrated below.

Figure One: Benefits Continuum



The benefits rationale functions as a flexible model which will change based on community wants, needs, and desires at any given time. It will typically reflect community values and its changes will occur based on factors such as community input, access to facilitators, seasonal demand, etc. EHCC will reflect the benefits rationale in its programming to match the objectives outlined in **Figure Two** and detailed in **Appendix A**.

It is important to note that the benefits-based approach to Fees and charges described above is consistent with and supports the general direction laid down in the National Recreation Framework (**Appendix C**), a national policy document which describes the basic tenets of public recreation in Canada.

Figure Two: Indicators of Public Benefit

Growth of Individual	Growth of Community
Fitness and Well Being	Special Events
Preschool Recreation Opportunities	Support for Local Community Groups
Basic Skills for School-Aged Children	Exposure to the Arts
Advanced Skills for School-Aged Children	Protecting Natural Resources
Social Opportunities for Teens	Beautify the Community
Basic Skills for Adults	Opportunities for Family Units
Advanced Skills for Adults	Mixing Generations and Subgroups
Recreation Opportunities for Seniors	Support for Volunteerism
Interpreting the Environment	
Reflection Escape	
Leisure Education	
Communication System	

A model which reflects the philosophical base and the above principles for fees and charges can be illustrated in the following chart. It suggests five “thresholds” of cost recovery from zero to full cost recovery in equal increments of 25%. It is summarized in **Figure Three**.

Figure Three: Thresholds of Cost Recovery

	Public	Merit			Private
	0%	25%	50%	75%	100%
Type of Activity	Public Goods & Services	Merit Goods & Services with relatively high community benefit	Merit Goods & Services with a relatively equal mix of community and private benefit	Merit Goods & Services with relatively high private benefit	Private Goods & Services
Pricing Strategy	No price charged	25% cost recovery	50% cost recovery	75% cost recovery	At a minimum, full cost recovery
Cost Recovery Benchmark	None	25% of all costs (fixed and variable)	50% of all costs (fixed and variable)	75% of all costs (fixed and variable)	At a minimum, 100% of all costs (fixed and variable)
Rationale	Goods and services which support community goals and result in a very high degree of community benefit are worthy of provision on a fully subsidized basis. The costs of these goods and services should be paid for by all taxpayers	The more a good or service supports community goals and results in community benefits, the more worthy it is of public support, and the less the user should be required to pay	Where the benefits to the community and to users are approximately equal, the costs should be shared equally	The more the benefits of a good or service accrue to the consumer of the good or service, and not to the wider community, the more the user should be required to pay	Where the benefits of a good or service accrue solely to the consumer of the good or service, with no benefit to the wider community, the user should be required to pay full costs.

Fees and Charges Model

The fundamental basis for fees and charges decision-making is a determination of who benefits from the service. However, it is recognized that pricing decisions may be influenced by practical considerations such as the cost of collecting the revenue, market effects, legal constraints, or ability to pay.

Therefore, the approach to fees and charges decision-making as set out in this framework can be regarded as “two-pronged”. Decisions should be based first and foremost on an assessment of where the benefits of provision accrue. The benefits analysis is the first “prong” of the two-pronged approach and ensures that fees and charges decisions are rooted in a philosophical base. The second “prong” allows for the influence of other charging considerations for practical reasons. It ensures the philosophical base can be implemented. Some of the factors which modify and limit the generality of the rationale and make it more practical without sacrificing its philosophical integrity are listed below.

1. The revenue collected from fees or charges must always be greater than the costs of collection of the revenue. If not, the revenue should not be collected.
2. It may be desirable to use the charging mechanism to discourage or encourage particular behaviour (e.g., alter demand patterns, discourage unreasonable uses of staff time, discourage polluting behaviour, or shift uses from prime to non-prime time).
3. Using tax resources to subsidize a public service or program should only be done where there is a public benefit. Where there is only private benefit the program should be funded by direct fees that recover the whole cost or a marketplace return. The use of taxation with the sole purpose of reducing fees below the private sector fees should not be done.
4. The precondition for being able to levy a fee or charge is that the good or service must exhibit both “benefit separability” and “exclusion”. These characters are:
 - » “benefit separability” - that is, it must be possible to identify a person(s), group, or organization that directly benefits from provision of the service in order to charge them for at least a portion of the costs of the service,
 - » and “chargeability” or “exclusion” - that is, it must be possible to exclude individuals from receiving the benefit of the good or service if they do not pay.

These are both absent in the case of pure public services which should have no user fees.

5. The use of Ellison Heritage Community Center by private groups will be considered secondary to public usage or use by non-profit recreation or service organizations. Only under exceptional circumstances should such private use hamper the ongoing publicly sponsored programs, drop-in opportunities, and recreation rentals. One such exceptional circumstance is when excess capacity exists in a space once the public good has been met. In this case, private groups can be encouraged to use the space (refer to proposed recreation programming during December to March in Appendix D).
6. The community has a right to generate a surplus on the use of its facilities when public resources are utilized by profit-motivated individuals, groups, or companies for profit-motivated uses where there is no resulting public good.

7. Like education, health, or safety, recreation is a basic human need and should be available to all. The RDCO should ensure that opportunities exist for all citizens to access recreation.
8. Rental cancellations and registration withdrawals with appropriate notice will trigger a refund of a portion of the amounts charged depending on the circumstances.
9. Where additional staff time or other resources are required to support a specific facility rental, beyond the regularly scheduled amount of staff time or other resource that is typically included in that base rental cost, those additional costs will be passed on to the user in addition to the regular hourly rental rate. So, all room set-up fees, all extra cleaning fees, all specialized services (eg. contract services, or food and beverage services provided by the RDCO), and all security fees (if required) would be charged extra, at cost.
10. The public will be informed in advance of changes to fees and charges to permit advance planning by groups who may have to adjust registration fees and fund-raising activities to accommodate the new rates.
11. Equipment and supplies that are not included in the base rental fee will be charged to fully recover all of the costs of providing the equipment or supplies.

A rental fee will be charged for the use of such equipment and supplies as may be deemed rentable.

Commodities shall include any item that would enhance our public operator's ability to give high quality public service.

12. Partnerships to deliver recreation services will be negotiated separately, but according to the principles of the benefits-based approach.
13. Where a non-profit group wishes to rent public space and the primary intent is to raise funds for that group (i.e. a fundraising activity), the user fee should be set to recover all of the costs (i.e. 100% cost recovery) of providing the space. That way, the use will not automatically, by policy, contribute to the funds raised.

Process for Setting Fees and Charges

The flow chart in *Figure Four* graphically represents a process for assessing all categories of EHCC services funded regionally. The process results in an indicated fee level that is philosophically sound, respects market forces, and is practical to implement.

Figure Four: Summary of Process for Setting Fees and Charges



Recovery Rates

The recovery rates summarized in **Figure Five** are recommended to apply to all public leisure services. They reflect the staff assessment of the justification for public subsidy for each of the categories of uses and users that might be made of indoor and outdoor public recreation spaces.

Figure Five: Recovery Rates for Calculating Fees and Charges

	Drop-In Admission	Programs	RENTALS		
			Regular Activity	Special Event	Commercial Use
Individual Users					
Preschool (< 5yrs)	0%	25%			
Youth/Student (5 - 18)	25%	25%			
Adult (19 - 65yrs)	50%	50%			
Golden Age/ Senior (65+)	0%	25%			
Family	100%*	100%			
Group Users					
Youth Non-Profit Rec			60%	60%	
Adult Non-Profit Rec			60%	60%	
Private Group or Individual or Fund Raising Motive			100%	100%	
Commercial			125%	125%	125%

* Family equals twice the adult rate

The public benefits that will potentially accrue from the subsidies indicated above are listed in **Figure Two**. In general, where a lower recovery rate is indicated in **Figure Five**, it is because there will be more public benefit delivered under the 22 service objectives in **Figure Two**. Some justification of the recovery rates is provided below.

- Serving children and teenagers has more public value than serving adults, and therefore a higher rate of subsidy can be justified. Children and youth involved in positive and engaging recreation activities are more likely to continue with a healthy and active lifestyle.
- A Golden Age/Senior subsidy rate encourages older residents to remain physically and socially active in the community, thus improving their ability to remain independent.
- The framework provides an incentive for families to participate in recreation as a unit, on the understanding that families are a building block of community and have less discretionary income.

- Private groups and their associated activities may or may not bring any social value to a community associated with their activities, so no automatic subsidy can be justified. Subsidizing private groups creates unfair competition with the private sector and consumes public resources that might better be used to deliver public good.
- EHCC should be first and foremost used for realizing public goods. The only time they should be used for a commercial purpose is when they aren't required to realize a public good. The private sector should not be allowed to profit at the public's expense. The high recovery rate indicated in **Figure Five** for commercial uses by commercial entities sends that message.

Calculating Fees and Charges for 2023

The 2023 Ellison Heritage Community Center recreation and activity programming budget will allocate a total of \$25,000 for delivery expenses of family events, fitness classes, seniors' (golden age) events, etc. as delivered by the Recreation and Activity Programmer, external facilitators, or local community partnerships.

The program fee rate level is 60% (2023), which will increase each subsequent year. Therefore, each program offered (ie. program delivery cost is \$500) requires approx. 60% recovery of the program delivery cost through user fees (ie. program user fees would need to recover a total of \$300).

Overall, for the 2023 budget year, it is estimated that programs delivered will reflect a total cost of \$25,000, and 60% of these costs (ie. \$15,000) will be recovered through program fees. An additional \$5,000 in additional community center rental income from wedding receptions, family reunions, etc.) is required to total \$20,000 in revenue.

Using the revenue / expense budget values for 2023 – 2027 in the table below, the recreation program fee recovery rates would be as follows for each year:



Rental Fees and Charges for 2023

Rental fees will be allocated according to the chart that follows, with the fees and charges benefits continuum as a reference. It will also be determined that:

- a) Commercial and private groups pay standard rates;
- b) Registered charities & non-profit organizations pay 40% off standard rates* (proof of registration number and / or CRA number required)

* Discount is not applicable to administrative fees

Administration Fees

All bookings are subject to an Administrative fee. Cancelled bookings, regardless of the number of days' notice given, are subject to the forfeit of the Administrative Deposit as outlined in the General Fees & Charges section (**Figure Six**). Transferability of rental deposit may be allowed at the sole discretion of the Recreation and Activity Programmer or acting member of the District.

A non-refundable administration fee will be charged for each rental as outlined below.

- Weekend and full day rentals: \$125 administration fee applied
- Hourly rentals: \$25 administration fee applied

Figure Six: General Fees and Charges

Hall Rentals	Days/Times	Price	Damage & Key Deposit
Weekend Package	Friday 2:00 pm to Sunday 12:00 pm	\$1825*	\$500
Full Day	12-hour booking within the hours of 8:00 am – 11:00 pm (same day)	\$1475*	\$500
Wedding bookings accepted year-round, but are limited to 1-2 bookings per month Weekend Packages limited to booking 1 year in advance *Rental rates include \$125 non-refundable administration fee			
Hourly Rentals	8:00 am – 8:00 pm maximum 5 hours	\$75/hour*	\$100 key deposit
Hourly rentals subject to \$25 non-refundable administration fee per booking. Multiple bookings as part of a series within the same 6 months will be charged the administration fee once each 6-month period.			
Non-profit discount: Organizations who can provide their non-profit certification number are eligible for a 40% discount on each of the rental rate options. Does not apply to administrative fees and deposits, which are not discounted.			
Included in Rentals:	Sound system, four speakers, sound board, wireless microphone with stand, projector / screen, Yamaha MG124CX board, 4 Samson D412 speakers, Shure PG wireless mic, tables and chairs.		
Insurance Rates			
As Per User Premium Rates for Facility Rentals & Events as Offered through the Municipal Insurance Association of BC (MIABC)	i.e. 150 people with Alcohol	\$200 (Estimated - 2023)	
**Breakdown of Deposit			
Damage & Cleaning Deposit		\$400	
Security System Access Key / Fob Deposit		\$100	
	Total Deposit:	\$500	

Appendix A: Summary of the Categories of Public Good

Objectives

The following 22 Service Objectives are consistent with the two Growth Goals described in the **Figure Two**. (They may be considered as specific public leisure service categories for achieving the goals.) All RDCO activities directed toward achieving the two goals (community growth and individual growth) could be categorized under one or more of these objectives.

Community Growth

1. SPECIAL EVENTS

Special events (eg. carnivals, fairs, and the like) can contribute to a feeling of community identity and spirit. Therefore, the Recreation and Activity Programmer should be involved in programming special events to the extent necessary to ensure promotion of this objective.

2. SUPPORT TO LOCAL GROUPS

Local clubs, groups and agencies are and will be organizing and facilitating leisure opportunities. The “people doing things for themselves” aspect of such groups is socially worthwhile and desirable. The RDCO should support such groups in their efforts according to the benefits continuum model outlined in **Figure One**.

3. EXPOSURE TO SPORTING EVENTS

Community identity, spirit, and culture can be fostered through the environment generated by spectators at athletic events. In such events, sport can be closely linked with community identity and pride. Because of this, opportunities should be provided for spectator experiences as EHCC space allows.

4. EXPOSURE TO THE ARTS

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

5. SOCIAL FUNCTIONS

Social functions are a valuable vehicle in developing community cohesion and identity; the public sector should ensure that such opportunities exist.

6. PROTECTING COMMUNITY NATURAL RESOURCES

The protection of natural aesthetic features, vistas, natural phenomena and features of historic significance, and the provision of public access to such features, will contribute to a greater understanding of and pride in the community, and therefore contribute to community growth.

7. BEAUTIFY THE COMMUNITY

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

8. FAMILY ORIENTED LEISURE SERVICES

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

9. INTEGRATING GENERATIONS AND SUB-GROUPS

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

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

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

Individual Growth

10. FITNESS (WELL BEING)

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

11. PRE-SCHOOL LEISURE OPPORTUNITIES

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

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

12. BASIC LEISURE SKILL DEVELOPMENT FOR SCHOOL-AGED CHILDREN

A wide variety of leisure pursuits in such areas as sport, performing arts, visual arts, outdoor nature-oriented skills, and hobbies should be identified, and basic skill level instruction in each should be provided for school-aged children in order to:

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

13. ADVANCED LEISURE SKILL DEVELOPMENT FOR SCHOOL-AGED CHILDREN

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

14. SOCIAL OPPORTUNITIES FOR TEENAGERS

Teenage years are a critical time in the life of an individual. It is also a time when individual difficulties may result in severe social problems. Hence, opportunities should be provided for teenagers to:

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

15. BASIC LEISURE SKILL DEVELOPMENT FOR ADULTS

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

16. ADVANCED LEISURE SKILL DEVELOPMENT FOR ADULTS

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

17. OPPORTUNITIES FOR SENIORS

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

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

18. INTERPRETING THE ENVIRONMENT

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

19. REFLECTION/ESCAPE

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

20. LEISURE EDUCATION

All residents should be generally educated as to the best use of leisure time and the benefits (eg. growth and fulfillment) that accrue therefrom.

21. COMMUNICATION SYSTEM

A communication / information system should be established and maintained whereby all residents are made aware of the availability of access to leisure opportunities in the community.

22. ENCOURAGE VOLUNTEERISM

Volunteering can be considered one of the highest forms of recreation and results in substantial public good. The public sector should be encouraging such activity whenever possible.

The rationale as outlined above does not determine how much money a Regional District allocates to the delivery of public leisure services. Instead, it provides a framework to make decisions no matter what level of service is supported by the RDCO Board. The ultimate objective is to make the most effective use of limited available resources by providing services in a rational, consistent, equitable manner that can be clearly justified and defended to all residents.

Appendix B: Demand vs. Need

In the private sector, **Demand** is defined as the amount of a good or service that is purchased at a particular price. Demand is always a function of price. In public recreation agencies we sometimes ignore the price side of the definition and simply ask people what they want and then give them what they want because they say they want it; independent of price or what “the market will bear”.

There is growing understanding that demand is not an appropriate basis for making decisions about publicly supported leisure services. Demand essentially focuses on direct benefits to users of a service and the value they place on those benefits.

Need is always a subset of demand. In order for there to be a need, there must first be some demand for a service. But in order for that service to also be a need, there must be some form of indirect benefit to all citizens from which they cannot escape. In fact, that is a classic definition of a “public good”: indirect benefit to all citizens which is not separable.

The private sector is always demand driven. If there is enough demand for something, and it is legal, the private sector will respond and provide services consistent with the demand. The public sector is always needs driven. In order for the public sector to become involved, the service must also have some benefit to the entire community. There must be a public good that results from the public sector’s involvement.

Examples:

Assume there are two possible uses for a multipurpose space. One is a local family which wants to rent the space for a bridal shower with 40 women. The other is a non-profit group supporting youth at risk who are interested in a workshop on how to make digital films of skateboarding.

If the room were in a private facility, the operator would opt for the use which responds to highest demand; the use which results in more net revenue to the facility - in this case, the bridal shower. However, because Ellison Heritage Community Center is a public space that will operate on the benefits continuum, the program which serves the highest need and public benefit will be given rental priority. Therefore, in this scenario the Recreation and Activity Programmer would choose in favor of the non-profit group whose participants might be motivated toward less antisocial behaviour and indirectly make life better for all residents of the community whether the residents had kids in the workshop or not.

In summary, public investments in recreation services are justified only on the basis that there is some form of collective good (ie. public good) which is measured as an indirect benefit to all, rather than responding to citizen preferences for leisure activities (which the private sector responds to) or highest generating revenue.

Appendix C : National Recreation Framework

Vision

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing | Wellbeing of Natural & Built Environments | Community Wellbeing

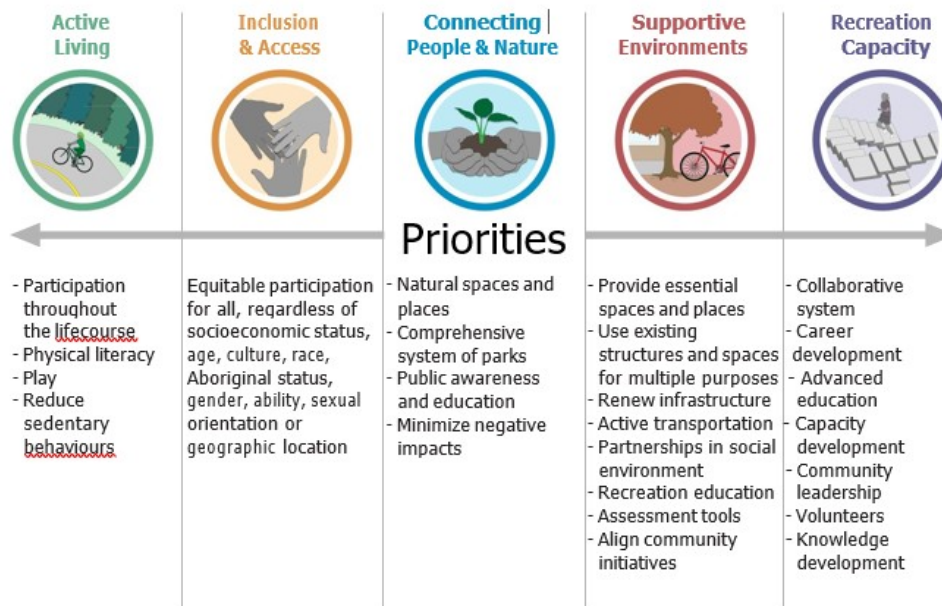
Values

Public Good | Inclusion & Equity | Sustainability | Lifelong Participation

Principles of Operation

Outcome-Driven | Quality & Relevance | Evidence-Based | Partnerships | Innovation

Goals



Appendix D: Proposed Recreation Programming - December to March

	Program Title	Day/Time	Dates	Facilitator	Type	Public Cost
November - December 2022	Neighborhood Coffee Social	Monday's 10:00 am - 11:00 am	November 14,21,28 Dec. 5,12	Recreation & Activity Programmer	drop-in	100% subsidized
	Afternoon Card Games	Wednesday's 1:00 pm -3:00 pm	November 16, 23, 30 Dec. 7	Recreation & Activity programmer	drop-in	100% subsidized
January - March 2023	Neighborhood Coffee Social	1st Monday/ month	January 9, February 6, March 6	Recreation & Activity Programmer	Drop-in	100% subsidized
	Parent and Tot Story Hour	Monday 10:00 am - 11:00 am	Jan 16, 23, 30 Feb. 13,27 March 13	Recreation & Activity Programmer	Drop-in	100% subsidized
	Vision Board Workshop	Saturday 10:00 am	January 14	Alison Beaumont	Workshop	\$15 per person
	Chair Yoga	Friday's 10:00 am	January 13, 20,27 Feb. 3,10,17,24 March 3,10,17	Recreation & Activity Programmer	dop-in	100%subsidized
	Valentine's Day Date Night	Monday 6:00 pm - 8:00 pm	February 14	tbd	special event	\$15-25 per person
	Art Book series	Thursday's 6:00 pm- 7:30 pm	February 2,9,16,23 March 2,9	Alison Beaumont	class series	\$10 per class - \$60 total
	Family Day Fun Fest	Monday 10:00 am - 1:00 pm	February 20	Recreation & Activity Programmer	special event	100% subsidized
	Poetry Writers series	Tues 6:00 pm - 7:30 pm (bi-weekly)	March 7,21 March 4,18 May2,16	Natalie Rice	class series	\$10 per class - \$60 total
	St. Patrick's Day Family party	Friday 5:00 pm	March 17	Recreation & Activity Programmer		\$5 per child, parents free
	March Break Camps	Monday to Friday 8:00 am – 4:00 pm	March 20 – 24 March 27-31	TBD		