

TOWN OF ELMORE, VT

Monthly Select Board Meeting

Meeting Minutes – prepared by G. Schwartz
Status: Approved

Meeting Date: July 17, 2019

Start Time: 6:12 pm **Adjourn:** 7:30 pm

Meeting Attendees: See attached sign in sheet

Meeting Minutes Approval:

The minutes of the June 10, 2019 Select Board Meeting were approved.

1. SPECIAL TOPICS:

a. **UPDATE:** Elmore 5k road race update (EPC/Schwartz)

Notes: The 5K race will be held on 8/31 at 9:00am. The EPC has received two grants for this race. One for \$250.00 from 3-4-50 and \$1,500 from RiseVT. Other corporate sponsors will be contributing prizes. There is a free registration for the first 60 Lamoille County Residents. A Link for the race is on the Elmore Website. The Select Board voted and approved G. Schwartz to represent the Select Board and make decisions for the Board regarding the 5K race in order to expedite decisions that may have to be made.

b. **DISCUSSION:** Purchase interest Town-owned lot Greaves Hill.

Notes: The Town received a verbal inquiry regarding the 1.2 acre parcel owned by the Town off of Greaves Hill. At this time the Town is not interested in selling the parcel.

c. **DISCUSSION:** Proposed amendment to the Town Plan; Healthy community policy (Schwartz) Copies of the plan and policy were distributed.

Notes: On hold until the next Select Board Meeting to allow the Board Member time to review and comment on the documents (copies attached)

2. ACTIVE ITEMS:

a. **UPDATE:** Town Garage: Condition/Relocation: Review site visit details and opportunities for land purchase. (Schwartz and Lacasse)

Notes: The existing Town Garage was built in the mid 1930's and is in dire need of repair. The select board is currently looking into all options for the replacement of this structure. A committee will be formed to look into various options including but not limited to replacing the building at the same location, relocate to another location or possible merge with another town. A structural engineer may have to be hired to

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evaluate the condition of the existing building. Many residents attended the meeting to voice their concerns about the Draper Farm Road property that is currently for sale.

b. UPDATE: 1% R&M Tax (Schwartz)

Notes: The procedure for the town to increase the local options room tax from 9% to 10% was discussed. The additional 1% would be collected by the State of Vermont on short term rentals and then returned to the Town of Elmore. This addition tax that would be paid by out of town renters, would be used to lessen the tax burden to the residents of Elmore. The process would include two public meetings and a vote by Australian ballot on Town Meeting day.

c. UPDATE: Town Hall painting project (Wills)

Notes: The Town advertised for bids for this painting project. Only one bid was received from Louis Marineau in the amount of \$18,551.00. We also received one bid for vinyl siding that was not in accordance with the requested scope of work. Both bids were rejected and a new request for proposal will be issued.

d. UPDATE: Review any remaining Town budget details

Notes: The Select Board met on Tuesday to set the new tax rate for what was approved at the last Town Meeting. The new municipal tax rate is \$.43 which equates to \$860.00/\$200,000 in property value. The new combined tax rate including the school tax will be \$2.0911 for non-residents and 1.9460 for residents.

e. REMINDER: Open Meeting Law; do we need a full town refresher

Notes: The Select Board will remind the Planning Commission and the DRB of the proper procedures.

1. CONTINUING ACTIVE ITEMS: (Update status by principle owner)

1. UPDATE: Road Commissioner's Report – Lacasse

Notes: The Road Commissioners report is attached to these minutes

2. COMPLETED/INACTIVE ITEMS: (Update status)

1. Review Action Item List

Notes: The action list was not reviewed at this meeting

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E. NON AGENDA/OTHER ITEMS: (Time Available)

1. Routine Administrative, Operations items and payment approvals.

F. EXECUTIVE OR DELIBERATIVE SESSION AS NEEDED

The Select Board voted to enter Executive Session at 7:30 pm
No Minutes were taken during this session
Executive Session ended at 8:00 pm

Town of Elmore
Meeting Attendance Record

ENTER MEETING DATE	7/17/19
ENTER MEETING NAME	Select Board Meeting

Check all that apply

Reason for Attending

Reason for Attendance

YOUR NAME (printed)	<i>Observer</i>	<i>Interested Party</i>	<i>Principal Party</i>	<i>Expert or Consultant</i>	WHY ARE YOU ATTENDING?
Gleyn Schwartz			X		SB Member
Sherry Towne					Draper Farm Rd.
PHILIP COTE		X			Draper Farm Rd Non-resident
COTE, LINDA		X			" " " " "
Carole Patten		X			" " " Resident
Jonathan Draper		X			Draper Farm Rd Resident
Amy Draper		X			Draper Farm Rd. Resident
Kathie Chaloux		X			"
Ray Chaloux		X			"
Tanya Chambers		X			"
Bikk Taff		X			"
Prude Taff Fournier		X			755 Draper Farm Rd.
Mike Hickey		X			"
Gerard KIRONS		X			
Caroline Dume			X		DRB Member
Don Valentine	X				Planning Board
Bikk Taff					
Michel LACASSE			X		Road Commissioner

Town of Elmore
Meeting Attendance Record

ENTER MEETING DATE	
ENTER MEETING NAME	

Check all that apply
Reason for Attending

Reason for Attendance

YOUR NAME (printed)	Observer	Interested Party	Principal Party	Expert or Consultant	WHY ARE YOU ATTENDING?
James Deap	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Bevo slow pond
Robb Wills	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Select Board Member
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Road Commissioner Report

July 17, 2019

This report covers June 11, to July 17.

Work Complete or in Process:

1. Fixing minor damage on a weekly basis from heavy rains.
2. Changed one culvert on Ward road. Unplugging other culverts that get build up with debris.
3. Cut and chip brush.
4. Spraying chloride on freshly graded roads.
5. Been able to stock pile some gravel.
6. Started mowing road sides.

Equipment:

1. Truck #1 winter equipment being serviced.
2. Wood Chipper serviced.

Employee's:

1. All is Well.

Upcoming Issues:

1. Getting grant work done.
2. Culvert replacement list still growing.

Road Commissioner

Michel Lacasse



www.healthylamoillevalley.org

HEALTHY COMMUNITY POLICY

PURPOSE:

The Town of Elmore, working with Healthy Lamoille Valley and the Vermont Department of Health, has developed and now adopts this policy to encourage healthy behavior in our community. Municipal staff, boards and committees, and non-municipal public & private entities, take actions related to the community's long-term health through municipal planning, regulatory activities (ordinance, rule, zoning or policy), or non-regulatory activity (trail development, community events, regional festivals). Healthy behavior may include increased physical activity, increased food access to improve nutrition, reduced use of tobacco products; reduced high risk drinking (including underage alcohol use and binge drinking); and reduced use of other drugs, including marijuana and opiates. In all situations and events on public property where the event or activity is planned for, or directed to those under 21, or it is likely to attract those under 21 years of age, all alcohol, drug, tobacco and e-cigarette uses shall be prohibited. All visitors to town buildings & properties shall follow the town's healthy community policy. Throughout the policy, tobacco use includes the use of e-cigarettes, vaping and other devices that transfer nicotine into a person.

TITLE:

This document, "**Town of Elmore Healthy Community Policy**", is a set of policy statements that refer to existing adopted policies, recommends policies for future consideration and sets new policy. Adoption of this "Healthy Community Policy" as a comprehensive policy statement of the Elmore Selectboard with recommendations for the community to create and sustain a healthy community for all residents and visitors.

Why substance use policies and encouragement of healthy behaviors make sense:

- Individual positive health impacts
- Environmental improvements on public lands and improved road safety
- Public health impact of reducing substance use as the norm
- Educational issue for youth and those at risk

The Town of Elmore Selectboard has decided to not adopt this policy as a town ordinance because it would create an expectation of enforcement by town officials or police. This policy is a statement on Elmore's community expectations and goals for residents and visitors to allow individual empowerment to follow these policies and encourage others to do the same, without penalties or fines. The Board also recognizes that it has no direct control over non-municipal entities, such as schools or private agencies operating in Elmore. The Selectboard encourages all community members to discuss and consider pursuing recommendations in the Vermont Department of Health's 3-4-50 program; development of safe transportation for all users, maintain & promote active events/places and increase access to healthy foods.

Effective Date:

Policies within this document become effective upon the date adopted by the Selectboard. Policies listed for possible future adoption are not adopted but may be considered with policy amendments.

Elmore Policy - Alcohol**Applicable to the following locations:**

- Town Buildings: Town Clerk's Office, Town Fire Station, Town Highway Garage
- Town Properties: Recreation Fields, Trails, Greens, Parks, Cemeteries, Vehicles

Rationale: Responsible policies help mitigate the harmful consequences of alcohol use. They help reduce access by minors, ensure that adults drink responsibly, and reduce liability, including injury, sexual assault, public disturbances, and vandalism.

Data: According to Vermont, Youth Behavior Youth Survey (YRBS-2017) data, 58% of high school students report ever drinking alcohol and 33% report drinking in the last 30 days. People who begin drinking before age 15 are four times more likely to develop alcohol (National Institutes of Health).

Strategies:

- The existing Town Facility Use Policy addresses acceptable alcohol service when permitted in public space or at public events, including requiring trained servers, insurance requirements & other safeguards. BYOB or "Bring Your Own Beverage" events are discouraged on public property but may be considered and approved by the Selectboard on a case-by-case basis or occur if in compliance with the Elmore Rec Fields Rules & Regulations.
- The existing Town Personnel Policy prohibits alcohol consumption in town buildings by employees.
- The Town allows alcohol possession at community events if following the State of Vermont alcohol regulations and rules.
- The Town encourages the School administration and other public entities in Elmore to develop drug and alcohol policy for students, visitors and employees at those facilities.

Current Relevant State Policy:

It is illegal for anyone under 21 to drink or purchase alcohol in Vermont.

It is illegal to sell alcohol to anyone under 21.

It is illegal to purchase or furnish alcohol for minors, even on your own property.

It is illegal to have a Blood Alcohol Content (BAC) of .08 and operate a motor vehicle or boat (.02 for minors, 0.4 for commercial drivers).

Other helpful resources: The Department of Liquor Control offers training in responsible beverage sales and service. The Department of Liquor Control does compliance checks for alcohol at stores and restaurants. Law enforcement does saturation patrols and party patrols.

Applicable to the following locations:

- Town Buildings: Town Clerk's Office, Town Fire Station, Town Highway Garage
- Town Properties: Recreation Fields, Trails, Greens, Parks, Cemeteries, Vehicles
- Private businesses (encouraged)

Rationale: Tobacco use policies protect everyone's health from secondhand smoke, help or motivate smokers to quit, change social norms around tobacco use and mitigate tobacco/smoking related sanitation costs. Creating tobacco free spaces, including tobacco substitutes such as e-cigarettes, vape and JUUL products, is the most effective way to reduce second hand smoke/vape exposure. "There is no risk-free level of exposure to secondhand smoke." (Surgeon General). Designated smoking areas do not eliminate exposure and are difficult to enforce.

Data:

Data from the 2017 Vermont Youth Risk Behavior Survey (YRBS) shows that, on average, Vermont middle school and high school students are more likely to have tried electronic vapor products like e-cigarettes in 2017 compared to 2015, increasing from 7% to 9% for middle schoolers and from 30% to 34% for high schoolers.

Strategies:

- The Town allows smoking outside of town buildings. Employees are encouraged to request a prohibition of smoking within a to-be-determined distance from entryways or activity areas, if they encounter negative impacts from tobacco smoke or e-cigarettes on any town property.
- Expanded policies for future consideration could include:
 - Tobacco-free campuses, town properties, including e-cigarettes
 - Tobacco free parks and recreation areas; 25-foot perimeter extensions
 - Tobacco-free town vehicles, including e-cigarettes
 - Employee wellness policy

Vermont Examples:

Sharon, Hartford, and Dorset, Vermont passed ordinances prohibiting tobacco on all town-owned properties and in vehicles. Morristown prohibits tobacco use at Oxbow Park. Smoke-free parks exist in Burlington, Brattleboro, Enosburg Falls and Hartford. In Sharon, VT, smoke-free policy applies to town-owned properties and vehicles.

Current Relevant State Policy:

It is illegal for anyone under 18 to purchase or use tobacco products or tobacco substitutes.

It is illegal to sell tobacco products or tobacco substitutes to anyone who is under 18 in Vermont.

Tobacco and tobacco substitutes are banned in all workplaces and public buildings in the state of Vermont, including restaurants, bars, public transportation, stores, state buildings, and rooms rented to guests in hotels, motels, and other lodging establishments. State Colleges will be tobacco free by July 1, 2019.

It is illegal to smoke within 25 feet of state buildings; State House Lawn is smoke free.

Use of tobacco or tobacco substitutes is prohibited on the grounds of any day care or pre-school. It is illegal to smoke in an automobile when a child in a car set or booster seat is present. Liquid or gel substances containing nicotine must be in child-resistant packaging.

Elmore Policy – Marijuana and Opiates

Applicable to the following locations:

- Town Buildings: Town Clerk’s Office, Town Fire Station, Town Highway Garage
- Town Properties: Recreation Fields, Trails, Greens, Parks, Cemeteries, Vehicles
- Private businesses (encouraged)

Rationale and Current Relevant State Policy:

Opiate purchase and use are illegal unless the person is under medical care. However, state and national policies on marijuana are in a state of flux. For the purposes of this policy, marijuana and opiates are treated equally. Regulation may be by zoning, ordinance, or town vote for marijuana dispensaries. The Town of Elmore has no local regulations or policy regarding marijuana but does have the option to adopt a civil ordinance under 18 V.S.A. §4230a(b)(2)(D). State law has been amended as of July 1, 2018 and under Act 86 it is illegal to consume marijuana in a public place, including any:

- street, alley, park, or sidewalk
- public building (other than individual dwellings)
- place of “public accommodation” as defined in 9 V.S.A. §4501 – this includes:
 - schools, restaurants, and stores
 - any establishment or other facility at which services, facilities, goods, privileges, advantages, benefits, or accommodations are offered to the general public
- place where use or possession of a lighted tobacco product, tobacco product, or tobacco substitute as defined in 7 V.S.A. §1001 is prohibited by law (18 V.S.A. §4230a(a)(2)(A) (

Data:

According to Vermont Youth Risk Behavior Survey (YRBS - 2017) data, while the number of high school students who have ever used marijuana has been stable over the last two years (37%), the number of students who currently use marijuana has increased from 22% to 24%.

Strategies:

- The Town may adopt in the future zoning regulations allowing or not allowing medical marijuana dispensaries, retail facilities, lounges and grow spaces in the town.
- The Town may adopt in the future zoning regulations controlling the number, location and advertising of medical marijuana dispensaries, retail facilities, lounges, and grow spaces, including regulation through ordinances or policy marijuana use in public spaces.
- Illicit opiate use (meaning not under the direction of a physician) negatively impacts the user, family, friends and employers/co-workers. The Town should recognize the needs of the affected and strive to connect impacted residents and employees with services and support needed to improve their personal and social condition.

Vermont Example: Morristown: Zoning Section 401.6 **Permit Prohibited.** No permit shall be issued by the Zoning Administrator or the Development Review Board for any marijuana dispensary.

SMOKE-FREE PUBLIC PLACES POLICY

Rationale (Smoking Education - Smoke Free Town Properties and Parks)

Policy text comes from **Smoke Free Parks**: A comprehensive review of the policy considerations underlying state and municipal smoke-free parks laws, Tobacco White Paper Series, Respiratory Health Association, 2014). Full PDF and citations can be found at: <https://resphealth.org/news/library/smoke-free-parks/>. Possible strategy is to prohibit smoking & e-cigarettes and other nicotine-based products from use on all town properties and public places.

Secondhand Smoke – Generally

- In 2006, the U.S. Surgeon General published a comprehensive report examining the health effects of involuntary exposure to tobacco smoke. The major conclusion of the report was that “[t]here is no risk-free level of exposure to secondhand smoke.” That applies to both indoor and outdoor exposure to secondhand smoke. Among the report’s relevant conclusions:
 - Secondhand smoke causes disease and premature death in children who do not smoke;
 - Children exposed to secondhand smoke are at higher risk for sudden infant death syndrome (SIDS), acute respiratory infections, ear problems, and more severe asthma; and
 - Exposure to secondhand smoke has immediate effects on the cardiovascular system, causes heart disease, and causes lung cancer.
 - Secondhand smoke contains more than 7,000 chemicals, including approximately 70 known human carcinogens (cancer-causing agents). In addition, secondhand smoke contains dozens of chemicals identified as outdoor air pollutants or hazardous air pollutants and dozens of chemicals restricted as hazardous waste, and nearly 200 more substances found to be toxic. Chemicals present in secondhand smoke include, formaldehyde, benzene, vinyl chloride, arsenic, ammonia, and hydrogen cyanide.

Outdoor Tobacco Smoke

- In 2007, a Stanford University study on outdoor secondhand smoke exposure found that “a non-smoker sitting a few feet downwind from a smoldering cigarette is likely to be exposed to substantial levels of contaminated air for brief periods of time.” The air pollution levels within a few feet of outdoor smokers were, in fact, comparable to indoor levels that the researchers had measured in a previous study of homes and bars. According to the study, “[a] nonsmoker who is 1 or 2 feet away from a single burning cigarette can easily inhale pollution that is 10 times greater, on average, than background ‘clean’ levels...However, with multiple smokers present, the average levels could be 20, 30, or 50+ times greater than background.”
- The researchers noted that based on their findings, “a child in close proximity to adult smokers at a backyard party . . . could receive substantial exposure to secondhand smoke.” While the study found that outdoor smoke levels within a few feet of a smoker can be as high outdoors as indoors, the study noted that outdoor tobacco smoke dissipated quickly once combustion ended. In addition, the study showed that once you move six feet away from the smoker, exposure to secondhand smoke is significantly reduced.
- In a 2005 study of outdoor tobacco smoke conducted at University of Maryland at Baltimore, researchers found that outdoor tobacco smoke levels did not reach acceptable background levels for either fine particles or carcinogens until the recipient was about 23 feet from the source of the secondhandsmoke.
- A 2013 South Korean study on outdoor tobacco smoke found that ambient particulate matter from a single lit cigarette was detectable in outdoor air as far as 30 feet from the smoking source. Levels of particulate matter at 30 feet were still able to reach levels nearly three times higher than the threshold set by the U.S. National Ambient Air Quality Standard. Within three feet of the cigarette, the particulate matter was able to reach a peak 93 times higher than the threshold.

ENVIRONMENTAL CONCERNS

Environmental concerns are another frequent reason cited for enacting smoke-free parks policies. Cigarette butts are the most littered item in the U.S. and the world. Litter is a blight on streets, sidewalks, and green spaces. Clean-up costs associated with discarded tobacco products can be staggeringly large. Studies also demonstrate the potential for environmental contamination. Policies establishing smoke-free outdoor spaces can reduce tobacco litter in those environments.

a. Litter

- Cigarette butts are the single most littered item both in the U.S. and across the globe. In the U.S., approximately 250 billion cigarette butts are littered every year. This accounts for, on average, 22-36 percent of all visible litter. Based on surveys of smokers, the overall littering rate for cigarette butts is estimated at 65 percent.
- Cigarette butts are photodegradable, not biodegradable. Contemporary cigarette filters are not made of organic materials like cotton or wool, but a synthetic material called cellulose acetate. Biodegradable materials can be consumed by microorganisms and reverted to naturally occurring compounds. Cellulose acetate is photodegradable, meaning ultraviolet light eventually breaks it into smaller pieces, but it cannot decompose. Cellulose acetate can linger in the environment for 10 to 15 years before it finally photodegrades. An estimated 80 percent of littered cigarette butts in the U.S. end up in waterways.

b. Heavy Metal Contamination - Tobacco product litter has the potential to contaminate the environment, particularly aquatic environments. At least two studies have identified tobacco product litter as a point source for metal contamination.

III. SOCIAL NORMS

The final major argument supporting smoke-free park policies is that they help establish and reinforce smoke-free environments as a social norm, and further discourages smoking among children and adults (i.e. kids don't grow up seeing smoking behaviors). Beginning in the mid-1970s, youth attitudes towards tobacco became increasingly negative. When youth see adults smoking in public places, they may associate smoking with acceptable behavior and have an increased risk to copy the behavior themselves. The increased prevalence of smoke-free places will, therefore, arguably result in fewer opportunities for youth to start smoking to begin with. This section briefly outlines what is currently understood about social norms as they relate to smoke-free environments:

- The notion of positive community role modeling of non-smoking behaviors is hardly a new concept. It has been well established that adolescents who live with non-smoking parents or who work in non-smoking places of employment are less likely to become smokers themselves. In addition, studies have found that youths living in communities with strong smoke-free restaurant laws are less than half as likely to become established smokers than youth living in municipalities with weak smoke-free restaurant laws.
- Policies that result in reduced visibility of smoking in public will also reduce the perceived acceptability of smoking by youth in those locations. The CDC notes that tobacco control policies are effective because they “change the environment” to encourage and support tobacco-free lifestyles.
- Implementing policies that encourage smoke-free living, such as smoke-free outdoor spaces, can also help to support smokers in their efforts to quit. Some studies have concluded that smoking bans in public places motivate smokers to quit at higher rates than in environments where smoking is permitted.

Health and Human Services

Introduction

The health and safety of Elmore residents are of the utmost importance. Elmore's vision for health, wellness and safety is that all citizens in the community have access to high quality, affordable, physical and mental health care through local providers; that employers and individuals support healthy lifestyles and environments, that the well-being of children is a central focus; that prevention, personal wellness and freedom from pain are strong areas of focus from birth to death; that domestic violence and substance abuse are unacceptable in our families and elderly and disabled citizens have adequate health and wellness support to remain in their homes and remain integrated in their community; and that all residents have access to prompt and effective services in the event of an emergency.

The Town of Elmore seeks to elevate the vitality of its citizens by including a comprehensive element dedicated to health and wellness in its Town Plan. Although the Community Health and Wellness Element is not a state-mandated element, the Town believes that its inclusion in the Plan ensures that public health and wellness remains a top Town priority.

Access to Health Care:

Health care facilities are essential in the prevention, treatment, and management of illness, and in the preservation of mental and physical well-being through the services that they offer. Rural locations such as Elmore are served by small facilities that can assist residents with general health care needs but are not suited for more complex acute care services that require specialized services and equipment.

Healthy Food Access:

Food access is not simply a health issue but also a community development and equity issue. For this reason, access to healthy, affordable, and culturally appropriate food is a key component not only in a healthy, sustainable local food system, but also in a healthy, sustainable community. Stores, farm stands and farmer's markets, community meals, and the food shelf in Elmore and nearby Morrisville are all opportunities to create access to healthy foods.

Healthy Homes:

Housing is the best-known predictor of health. Lead exposure can lead to significant abnormalities in cognitive development; asbestos and radon exposure can increase the chance of developing lung cancer; uncontrolled moisture, mold, pests, and other triggers cause or exacerbate asthma and other respiratory dysfunction; inadequate heat can lead to use of inappropriate heating sources potentially resulting in fires or monoxide poisoning; and poorly maintained stairwells and other structures can cause injuries. The risk of falls for older adults is another healthy home concern, particularly when these adults are living in old housing stock that may have uneven floors, narrow stairs, or other potentially hazardous features.

Environmental Quality:

Safe air, land, and water are fundamental to a healthy community environment. An environment free of hazards, such as secondhand smoke, carbon monoxide, allergens, lead, and toxic chemicals, helps prevent disease and other health problems. Implementing and enforcing environmental standards and regulations, monitoring pollution levels and human exposures, building environments that support healthy lifestyles, and considering the risks of pollution in decision-making can improve health and quality of life.

Substance Misuse Prevention:

Building a positive town culture that promotes healthy behaviors also significantly reduces risky behaviors such as substance misuse. Town policies are an important mechanism for creating healthy culture because citizens, especially youth, get "messages" from what they see in their communities, thereby influencing their choices.

Active Living & Active Transportation:

As the built environment has become increasingly car-centric, levels of physical activity have correspondingly declined. Reduced physical activity has resulted in population weight gains. To counter these trends, it is necessary to make communities more conducive to physical activity once again, particularly walking and cycling. Bicycles are used both for transportation and recreation. Many bicyclists can be seen riding throughout Elmore and the Lamoille County region. Recreational users include local residents who seek the health benefits of the sport and visitors who come to Vermont to experience the outstanding scenery. Walking is an important part of community life and much like bicycling, actively contributes to vitality, reduces our dependence on the automobile, and provides a healthy recreational opportunity.

Goals, Policies, and Recommendations

- Promote and expand farmers' markets and community gardens.
- Promote environment and programs that support physical activity.
- Create and maintain recreational facilities and opportunities for all community users, with special attention to the needs of handicapped, youth, elders, those with low incomes and people from a variety of ethnic groups that may not be current users.