The Corporation of the City of Kawartha Lakes

Additional Agenda

Committee of the Whole Meeting

COW2025-08
Tuesday, October 7, 2025
Open Session Commencing at 1:00 p.m.
Council Chambers
City Hall
26 Francis Street, Lindsay, Ontario K9V 5R8

Members:

Mayor Doug Elmslie
Deputy Mayor Charlie McDonald
Councillor Ron Ashmore
Councillor Mark Doble
Councillor Dan Joyce
Councillor Mike Perry
Councillor Tracy Richardson
Councillor Pat Warren
Councillor Emmett Yeo

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Pages

7. Presentations

7.1 COW2025-08.7.1

*7.1.1 Report PR2025-009 *3 - 344*

Parks and Recreation Strategic Plan - Draft
Jenn Johnson, Director of Community Services

That Report PR2025-009, **Parks and Recreation Strategic Plan - Draft**, be received;

That the final recommended Parks and Recreation Strategic Plan be brought forward to Council for approval at the Regular Council Meeting of November 18, 2025; and

That these recommendations be brought forward to Council at the next regular Council Meeting.

Committee of the Whole Report

Report Number:	**PR2025-009**
Meeting Date:	October 7, 2025
Title:	**Parks and Recreation Strategic Plan - Draft**
Description:	Review of the draft final Parks and Recreation Strategic Plan
Author and Title:	Jenn Johnson, Director, Community Services

Recommendation(s):

That Report PR2025-009, **Parks and Recreation Strategic Plan - Draft**, be received;

That the final recommended Parks and Recreation Strategic Plan be brought forward to Council for approval at the Regular Council Meeting of November 18, 2025; and

That these recommendations be brought forward to Council at the next regular Council Meeting.

Department Head: _____

Financial/Legal/HR/Other:_____

Chief Administrative Officer:_____

Background:

The City of Kawartha Lakes' first Parks and Recreation Strategic Plan was prepared in 2004. Since that time, the community has grown and changed, recreation trends have shifted, and many facilities and parks have aged. With more than two decades having passed, it is timely to revisit the Plan to ensure programs, facilities, and parks continue to meet current and future needs.

The Draft 2025 Parks and Recreation Strategic Plan (Plan), Appendix A, provides a high-level review of recreation services and facilities. It identifies community needs, establishes appropriate service levels, and recommends where new or improved programs, facilities, and parks may be required through to 2040. Many recommendations set the direction for further, more detailed work such as facility needs assessments, program-specific needs studies, or business case evaluations. As a living document, the Plan serves as a practical road map that will be reviewed annually.

Plan development occurred between Spring 2024 and Winter 2025 through four phases: data collection and consultation; needs assessments for programs, facilities, parks, and service delivery; financial and organizational analysis; and draft revisions. The resulting draft Plan has been finalized for release and will be available for public comment between October 7 and 21, 2025. While the Plan does not commit the City to immediate capital spending, its recommendations provide a framework to guide future decisions and will need to be incorporated into the City's long-term financial plan as priorities are advanced.

Rationale:

Parks and recreation strategic plans provide significant community benefit by supporting active, healthy lifestyles, fostering social connection, and contributing to the overall quality of life for residents. They also enhance tourism and economic vitality by showcasing the municipality's natural assets, recreational amenities, and events. Beyond these community benefits, strategic plans serve as important corporate planning tools. They ensure that municipal investments are based on evidence and community need, and that decisions align with broader corporate objectives such as growth management, accessibility, sustainability, and fiscal responsibility. In this way, the Plan directly supports Council's Strategic Plan priorities of An Exceptional Quality of Life, A Healthy Environment, A Vibrant and Growing Economy, and Good Government.

The Parks and Recreation Strategic Plan was developed through extensive consultation with residents, staff, Council, and community partners. Engagement activities included interviews, open houses, focus groups, and surveys that collectively reached thousands of residents. This process provided valuable insights into current strengths and challenges while confirming priorities for the future. Community members highlighted growing demand for programs and facilities, limited satisfaction with aging indoor facilities, gaps in age-specific programming (particularly for youth, adults, and seniors), and barriers such as distance, affordability, accessibility, and program hours. There was also strong demand for more arenas, pools, pickleball courts, trails, and walking tracks, along with improved park amenities such as shade, seating, washrooms, and waterfront access. Participants also emphasized the need for better volunteer support and stronger partnerships with schools and community groups.

Analysis of existing conditions underscored the importance of responding to several key considerations. The municipality's expansive geography and dispersed population create challenges for equitable access, while staffing constraints and declining volunteerism impact service delivery. Aging, single-purpose facilities limit flexibility, and climate change requires more resilient approaches to operations and facility planning. At the same time, population growth and demographic change — particularly an aging population — will require balancing diverse needs. Accessibility, financial responsibility, and stewardship of the municipality's abundant outdoor assets were also identified as critical to future planning.

The resulting Strategic Plan sets out more than 180 recommendations for programs, events, facilities, and parks to guide decision-making through 2040. These recommendations, supported by detailed timing and costing in the Implementation Plan (Executive Summary), describe a vision of recreation that is more connected, inclusive, and sustainable. A central theme is the transition toward multi-use indoor and outdoor recreation hubs that maximize efficiency and broaden opportunities for residents. Improvements to Destination and Community parks will ensure rural and urban communities are better served, while expanded programs will be supported through enhanced spaces, flexible operating models, and new partnerships with non-municipal providers. The recommendations are organized across five focus areas: Programs and Events; Indoor Recreational Facilities; Outdoor Recreational Facilities; Parks; and Service Delivery, Resources, and Asset Management.

Taken together, the Plan establishes a clear and forward-looking framework to strengthen recreation services across Kawartha Lakes. It balances community needs with fiscal realities, positions the municipality to respond to demographic change, and leverages natural assets to expand outdoor recreation opportunities. Most importantly, it provides a practical yet aspirational path to build stronger, healthier, and more connected communities over the next 15 years.

Other Alternatives Considered:

There are no other alternatives being considered at this time due to the 'For Information' context of the report.

Alignment to Strategic Priorities:

The Parks and Recreation Strategic Plan advances A Healthy Environment by promoting outdoor recreation, climate resilience, and sustainable facility planning, while protecting and enhancing natural assets such as trails, waterfronts, and open spaces.

It contributes to An Exceptional Quality of Life by improving access to recreation programs and facilities for all ages and abilities, strengthening inclusion, accessibility, and community connection across rural and urban areas.

The Plan supports A Vibrant and Growing Economy by enhancing tourism, events, and local spending through investment in parks, trails, waterfronts, and multi-use recreation hubs, making Kawartha Lakes more attractive for residents, businesses, and visitors.

Finally, it reinforces Good Government by providing an evidence-based, financially responsible framework for investment and service delivery, aligning recreation planning with long-term financial strategies and corporate priorities.

Financial/Operation Impacts:

There are no financial impacts associated with this report.

Consultations:

Throughout the development of the Plan multiple internal departments and divisions were consulted. Similarly, the Parks Advisory Committee, Volunteers Management Committees, community groups and organizations, and user groups were included in the development of the Plan.

Attachments:

Appendix A – Draft Parks and Recreation Strategic Plan

Document to be Embeded

Department Head email: jjohnson@kawarthalakes.ca

Department Head: Jenn Johnson



City of Kawartha Lakes Parks and Recreation Master Plan

October 2025





Land Acknowledgment

The City of Kawartha Lakes respectfully acknowledges that we are situated on Mississauga lands and the traditional territory covered by the Williams Treaties.

We are grateful for the opportunity to work here and we thank all the generations of people who have taken care of this land - for thousands of years. We recognize and deeply appreciate their historic connection to this place. We also recognize the contributions of Métis, Inuit, and other Indigenous peoples, both in shaping and strengthening this community and country as a whole. This recognition is connected to our collective commitment to make the promise and the challenge of Truth and Reconciliation real in our community.

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1.0 Introduction

1.1 Purpose of the Strategy

The purpose of the Kawartha Lakes Parks and Recreation Strategic Plan (herein referred to as the 'Plan') is to define community needs related to recreation programming, facilities, and parks; identify where programs, facilities, and parks should be located, when they will be needed, and how they will be delivered. The Plan provides clear, action-oriented recommendations to meet the needs of current and future residents over the next 15 years to 2040 through appropriate levels of service, anticipated improvements/additions, and trends and best practices. Intended as a living document, this Plan provides a road map, with the intent that it should be reviewed and updated annually.

1.2 Process for Developing the Strategy

The Plan's development took place between Spring 2024 and Winter 2025. The first two phases included data collection/review and consultation with Council, municipal staff, and the broader community. These activities provided the foundational knowledge base for the assessments. The findings from phases 1 and 2 were summarized in the Background and Consultation Report (October 2024), which can be found on the municipal website.

Phases 3 and 4 involve conducting needs assessments for each service area (programs, parks, recreation facilities, and service delivery), a financial and organizational analysis, and several rounds of drafts and revisions with staff. The resulting draft was shared with the community for consultation and comment prior to finalizing and presenting to Council.

1.3 Structure of the Strategy

The Plan begins with an overview of the community context (section 2.0), and then provides key considerations that apply to all service areas, and an overview of the strategic direction (section 3.0). It then presents the needs assessments for each service area; programs (section 4.0), indoor and outdoor recreation facilities (section 5.0), parks (section 6.0), service delivery (section 7.0), and Resources and Asset Management (section 8.0). Finally, all the recommendations are entered into an implementation plan with suggested timing and estimated costs, where available (section 9.0).

2.0 Community Context

2.1 Geographic Context

Kawartha Lakes is a geographically large single-tier municipality with over 3,000 square kilometres in land area. This makes it the second largest single-tier municipality in Ontario by geographic size. The municipality is a mix of rural and urban land, connected by over 250 lakes and rivers, five conservation areas, the Oak Ridges Moraine, as well as over 350 kilometers of trails. Other major land uses include agriculture, aggregates, and forestry.

A key challenge for the community has been delivering services to a population that is both geographically dispersed and composed of communities with distinct identities (Figure 2-1). Balancing the unique needs of each area with the recreational demands of the broader municipality poses challenges but also offers the chance to create a vibrant, diverse, and thriving parks and recreation system that serves all residents.



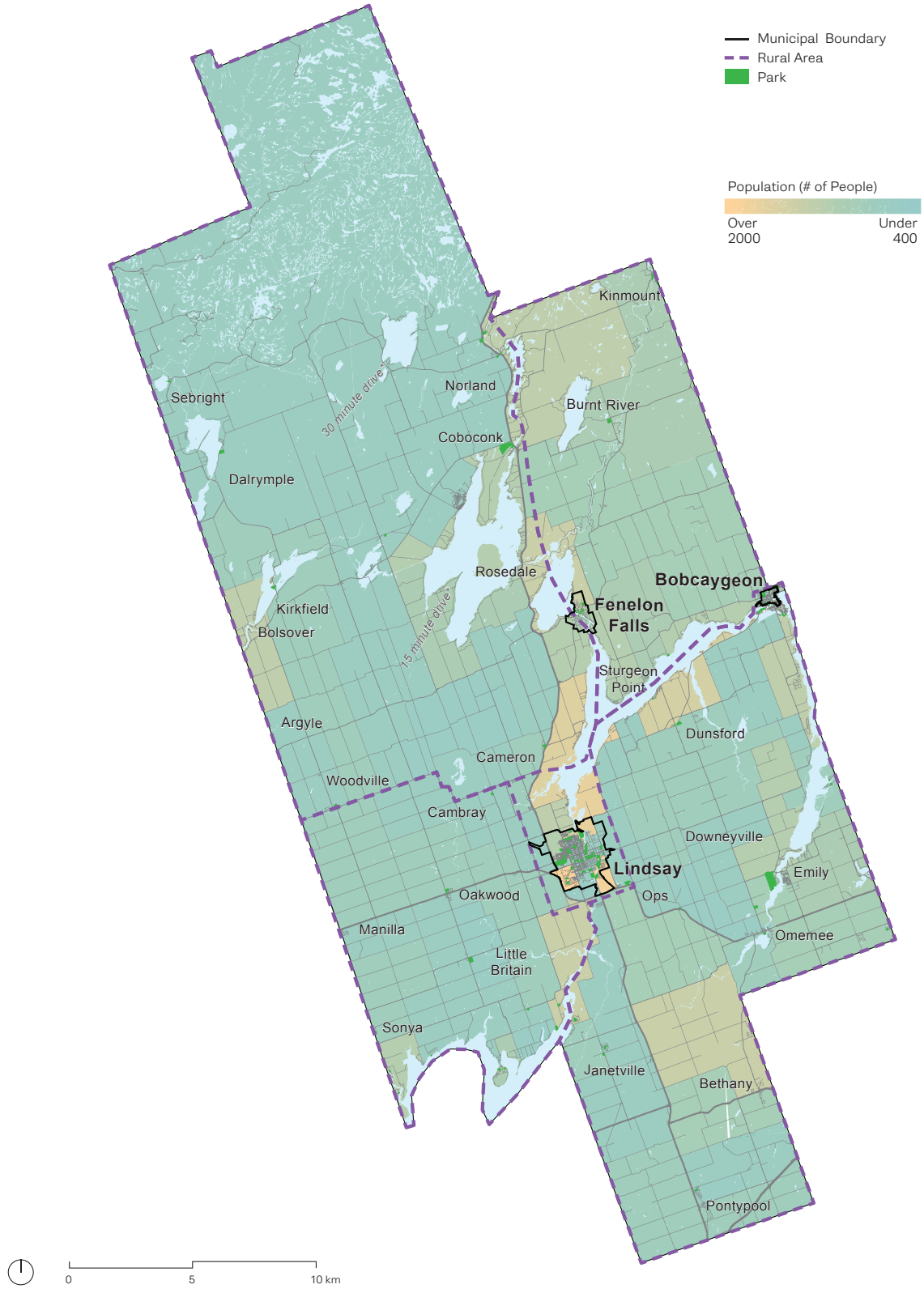


Figure 2-1 Population Distribution and settlement areas of Kawartha Lakes

2.2 Socio-demographic Context

2.2.1 Quick Facts

Income	The median ($72,500) and average ($84,400) incomes of residents in Kawartha Lakes is approximately 90% of that of the Province.
Age Distribution	The municipality has an older age distribution than the Province, and is anticipated to see a notable increase (10%) in the 75+ age group between 2021 and 2040.
Land Area	At 3,033.66 km2, Kawartha Lakes is the second largest single-tier municipality in Ontario, by geography.
Density	The population density of Kawartha Lakes (26.1 people per km2) is low in much of the municipality, which is composed of large rural areas. Density is higher in the urban areas
Anticipated Development	A significant increase in development in the urban areas of Kawartha Lakes (Bobcaygeon, Fenelon Falls, Omemee, and in particular Lindsay) is anticipated, with a potential population increase of 42% between 2021 and 2040.
Household Type	The two most predominant household types in Kawartha Lakes are couple family households without children and one-person households. Couple family households with children are the third most predominant type.
Seasonal Dwellings	Approximately 16% (6,200) of total dwelling units in Kawartha Lakes were considered to represent seasonal dwellings as of 2021, with 893 net new seasonal dwelling units forecast to be developed by 2040.
Diversity	The vast majority of residents are of European descent. However, it is anticipated that with new development the municipality may see an increase in ethnic diversity.

2.2.2 Population Projections

The largest proportion of the population is in Lindsay and the lowest in Woodville. Since 2016, notable growth has been seen in Lindsay (8%), with minor growth in Bobcaygeon (1.4%) and Fenelon Falls (1.1%), while Omemee (-16.6%) and Woodville (-13.1%) have both declined in population.

The municipality is preparing for significant growth, with a population projection of approximately 112,265 by 2040 (high growth scenario) — representing a 42% increase in population from 2021.[1] Under this scenario, Lindsay will grow by approximately 22,673 (total population of 47,220) and make up about 42% of the estimated population of the municipality by 2040.[2]

In the same timeframe, Bobcaygeon is anticipated to grow by 3,040 people, reaching a total population of 6,616. Fenelon Falls is expected to grow by 2,723 people, reaching a total population of 5,213, and Omemee by 481 people, reaching a total population of 1,541 (Figure 2-2).[3]

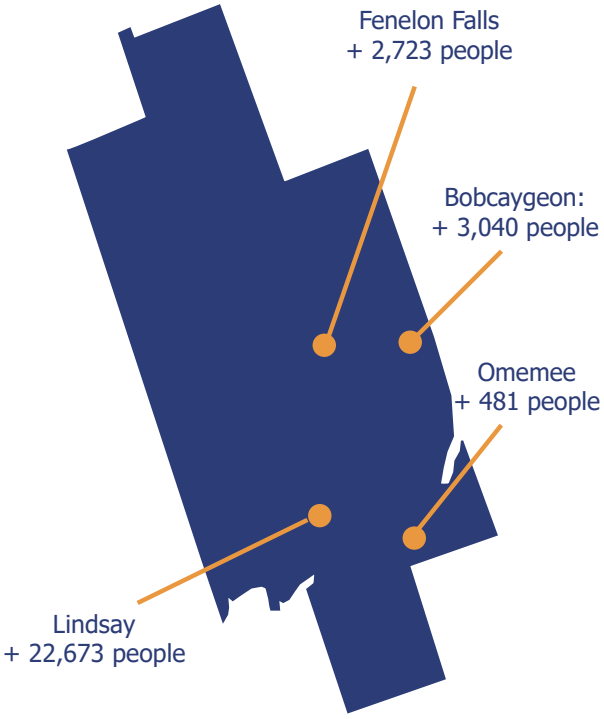


Figure 2-1: 2025 Growth Management Strategy Projected Growth for Fenelon Falls, Bobcaygeon, Omemee, and Lindsay (2021-2040)

Figures Used for Assessments

This Plan and its assessments assume a current population of 81,200 and a projected population of 112,265[4] by 2040 at the end of the Plan's term (Table 2-1). These figures are based on the 2025 Kawartha Lakes Growth Management Strategy.

1 This figure is based on 2041 population growth estimates from the 2025 Growth Management Strategy, minus one year of growth calculated by assuming equal annual growth.
2 This figure is based on estimates from the 2025 Growth Management Strategy, which projects a population increase in Lindsay of approximately 24,900 people between 2021 and 2041, minus one year of growth calculated by assuming equal annual growth.
3 These figures are based on 2051 population growth estimates from the 2025 Growth Management Strategy, minus 11 years of growth calculated by assuming equal annual growth.
4 This figure is based on 2041 population growth estimates from the 2025 Growth Management Strategy, minus one year of growth calculated by assuming equal annual growth.

2.2.3 Projected Age Distribution

Figure 2-2 summarizes the population growth forecast by age group from 2021 to 2040 for the City of Kawartha Lakes.[5] Key observations are as follows:

- The percentage of the population in the 75+ age group is forecast to significantly increase from 12% in 2021 to 22% in 2040.
- The 55-74 age group is forecast to decline from 33% to 26% in 2040, as these young seniors age into the 75+ age group
- A minor decrease is anticipated in the 25-44 age group (-2% over the course of the plan)

Figure 2-2: Projected Population of Kawartha Lakes from 2021-2040

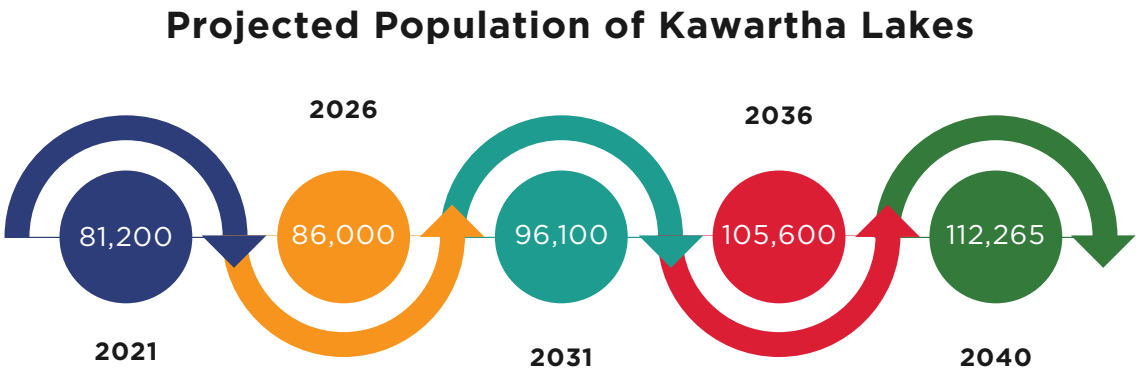


Table 2-1: Projected Age Distribution of Kawartha Lakes from 2021-2040

	2021	2040	Percentage Change of Projected Age Distribution Over Course of Plan
0-14 years	13%	13%	None
15-24 years	10%	10%	None
25-34 years	10%	9%	-1%
35-44 years	10%	9%	-1%
45-54 years	12%	12%	None
55-64 years	17%	13%	-4%
65-74 years	16%	13%	-3%
75 years and over	12%	22%	+10%

5 Figures are based on the 2025 Kawartha Lakes Growth Management Strategy

2.3 Planning and Policy Context

A review of relevant plans, policies, strategies, and other documents was conducted to provide essential contextual information for the development of the Kawartha Lakes Parks and Recreation Strategic Plan. The documents reviewed discuss various subjects, such as land designations, economic development, parks and facilities, and tourism.

The following documents were considered in preparation for the Parks and Recreation Strategic Plan:

- Kawartha Lakes Official Plan (2012)
- Lindsay Secondary Plan (2017)
- Fenelon Falls Secondary Plan (2015)
- Parkland Dedication By-Law
- Parks, Recreation and Culture Strategic Plan (2004)
- Trails Master Plan Update (2023)
- Destination Development Plan (2021)
- Active Transportation Master Plan (2024)
- 2024-2027 Strategic Plan
- People Strategy (2022)
- Kawartha Lakes Growth Management Strategy (2025)
- Development Charges Background Study (2019)
- Disposal of Real Property Policy (2018)


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3.0 Key Considerations and Directions

3.1 Key Considerations

- Expansive Geography and Dispersed Population: The municipality's large geographic size and low population density create challenges for equitable access, efficient facility placement (especially considering placement of current facilities from legacy municipalities pre-amalgamation), and maintenance/staffing.
- Staffing Constraints: Challenges with recruiting qualified staff can hinder the ability to maintain facilities and deliver programs effectively.
- Impact of Climate Change: Increasingly extreme weather events and shifting seasons necessitate resilient and sustainable service delivery planning.
- Volunteer Recruitment and Retention: A strong culture of volunteerism has historically supported recreation opportunities in the municipality. However, a declining volunteer base poses challenges for community-led initiatives and facility operations.
- Aging and Single-Use Facilities: Many existing facilities are aging and were designed for single purposes, making them less adaptable to evolving community needs.
- Population Growth: There will be an ongoing need to monitor and manage the demand for recreation facilities and programming during periods of significant population growth and demographic shifts.
- Aging Demographic: There is a need to plan facilities and programs to meet the needs of an aging population while balancing the needs of younger residents.
- Abundant Outdoor Recreation Assets: There is an opportunity to capitalize on the region's natural resources to enhance outdoor recreation while ensuring preservation and accessibility.
- Accessibility Standards: Need to enhance accessibility/inclusivity to ensure recreation opportunities are available for people of all abilities.
- Importance of Financial Responsibility: Need to allocate resources effectively among competing services while maintaining fiscal responsibility.

3.2 Overall Directions to 2040

The Plan provides 183 recommendations for programs, events, indoor and outdoor facilities and parks, to be implemented over the next 15 years. All of the recommendations, with their suggesting timing and costing, are provided in the implementation plan (Section 4.0 of the Executive Summary, and Section 9.0 of the Strategic Plan).

With such a large scope, it is helpful to be able to condense the directions and visualize the end goal. Figures 3-1, 3-2 and 3-3 illustrate strategic approaches to recreation to 2040, as outlined in the recommendations.

Key goals and strategic approaches of the Plan are to:

- Move towards multi-use indoor and outdoor recreation hubs for better service and more efficient operations
- Improve key Destination and Community parks to better serve rural areas
- Expand program offerings in urban and rural areas through improving and adding spaces, working with volunteer groups, adjusting operating hours, and supporting/facilitating access to non-municipal spaces



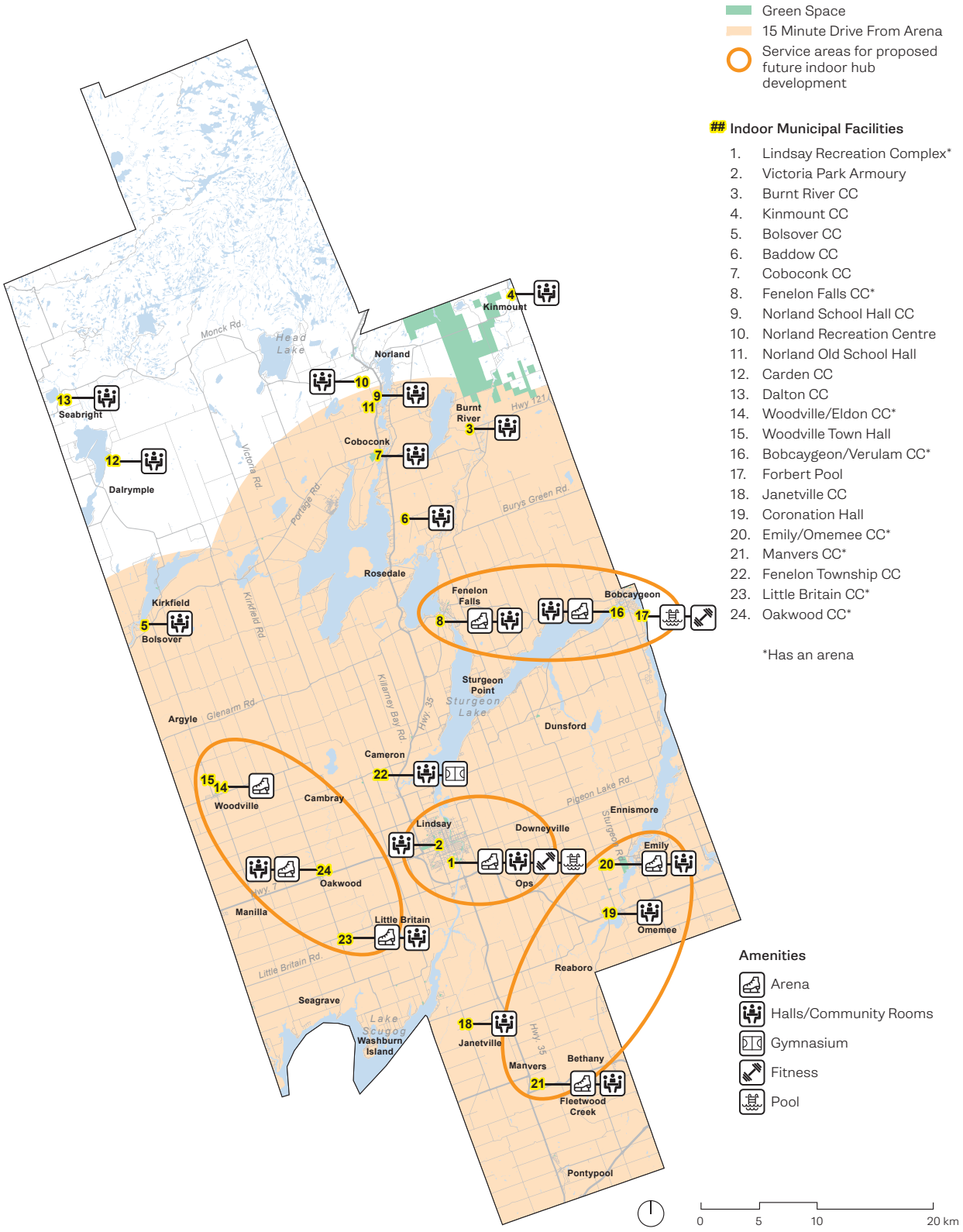


Figure 3.1: Existing indoor facilities and proposed arena areas for indoor hub development

Directions for Indoor Recreation Facilities

In order to accommodate additional programming and activities, along with future potential population growth, additional indoor facility spaces are needed. In particular, there is need/demand for ice pads, pools, gymnasiums, fitness facilities, indoor walking tracks, and multi-purpose rooms. Where possible, these facilities should be provided together in indoor hubs to facilitate use by all ages, and leverage operating efficiencies.

Figure 3-1 outlines the existing and new arenas to be considered for inclusion in four indoor hubs: Fenelon Falls/Bobcaygeon; Emily/Omemee/Manvers; Woodville/Little Britain/Oakwood; and South Lindsay. These would be developed over time to serve existing and future residential areas. Each hub could be anchored by a twin pad arena, as part of a larger facility containing, for example, a gymnasium and walking track. These co-located facilities would be determined based on needs to be met at each location. The arenas for inclusion in the hubs were determined by factors such as the results of previous studies, anticipated population growth areas, community and user group activity, and ice scheduling and use.

More analysis is required to understand the relevant market(s) and financial implications of redeveloping or adding new facilities to supply. The Strategy recommends preparing a detailed Recreation Facility Master Plan to confirm facility requirements by type, and to provide specific guidance on redevelopments, new developments, configurations, and locations of hubs.

Ice

- Confirm the number of pads needed through the recommended Recreation Facility Master Plan. (RFMP)
- Treat future twin pads as the core of indoor hubs to be combined with other facilities (e.g., gymnasiums, fitness facilities, tracks).
- Accommodate immediate additional need through weekend scheduling.

Gymnasiums

- Consider gymnasiums in future hubs to serve the north and south ends of the community.
- Accommodate immediate need through investigating increased access to Fleming College Field House and school board gyms.

Pools

- As part of the recommended RFMP, investigate expanding the Forbert Memorial Pool to include a 25m, 8 lane facility with a leisure component.

Fitness Facilities and Walking Track

- As part of future indoor recreation hub development, consider including strength and conditioning rooms, fitness studios, and walking tracks.

Multi-purpose Rooms

- Working with VMCs, collect ongoing data on use.
- Confirm future of standalone community rooms through the recommended RFMP.

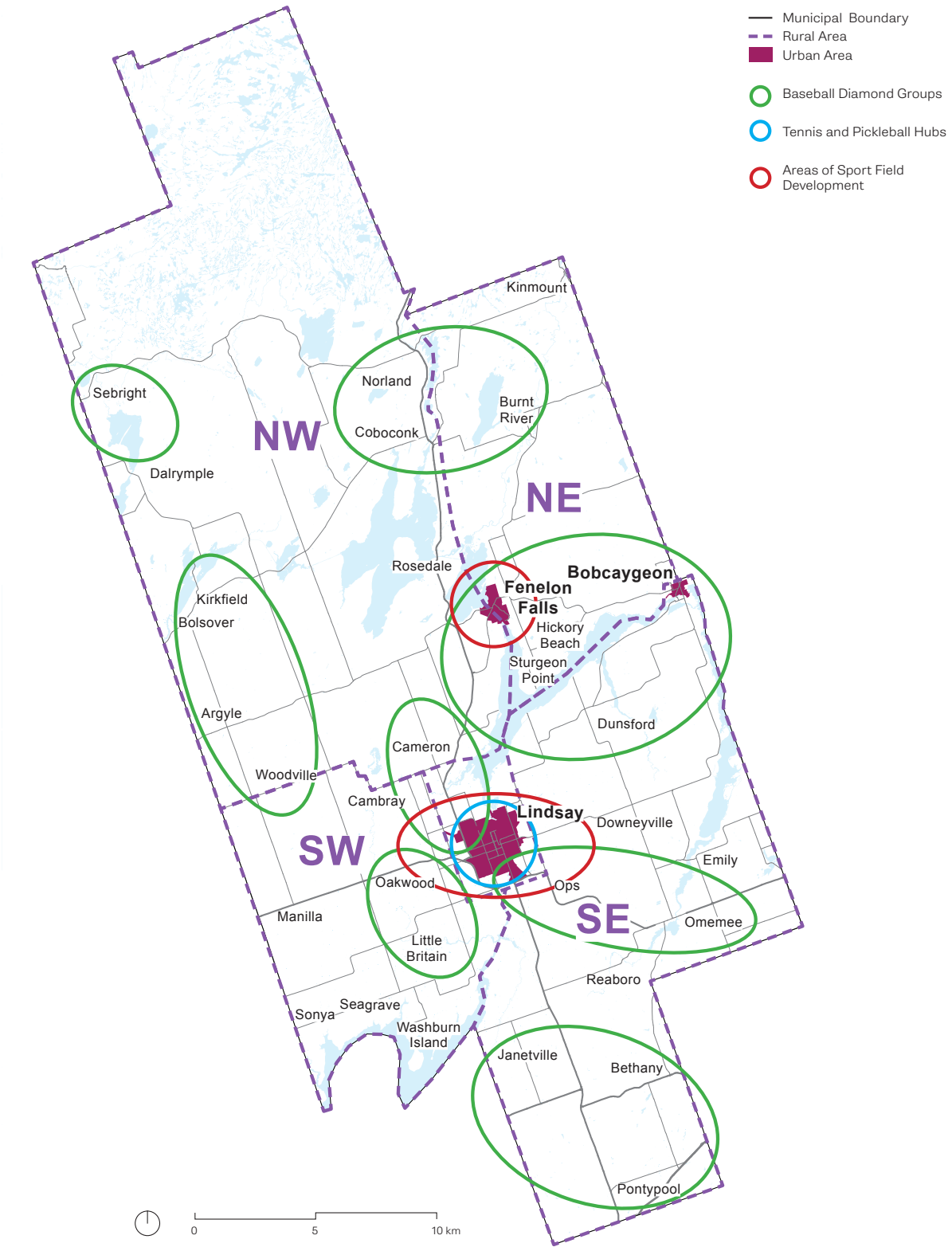


Figure 3.2: Existing outdoor facilities and locations of proposed improvements/expansions

Directions for Outdoor Recreation Facilities

The analysis of outdoor recreation facilities sought to balance needs based on population and actual use, along with ensuring sufficient recreation opportunities across Kawartha Lakes.

For ball diamonds and athletic fields this means working with user groups to optimize/increase use of existing assets, including making upgrades and adding lighting where necessary. Taking a "group" approach to investing in playing fields can also help better serve communities throughout Kawartha Lakes.

Future directions for tennis and pickleball include focusing on developing single use hubs for each sport, with additional courts added to supply, along with dual lined courts for casual use.



Diamonds and Athletic Fields

- For diamonds and athletic fields, adjust prime time to include Friday evenings, aim to increase weekend use and better distribute use through June - August, charge hourly rates, and work with VMCs to schedule and track organized use. Once these actions are in place, continue to monitor use to verify unmet demand.
- Consider collaborating with the Fenelon Agricultural Society, the Optimist Club, and Fleming College for additional fields (soccer, cricket).



Courts

- Convert the courts at Wilson Fields to tennis only, and add two more.
- Convert the courts at Memorial Park to pickleball only and add four more.
- Confirm projections and locations for additional tennis, pickleball and shared use courts to 2040.



Allocation and Agreements

- Create a formula-based seasonal allocation policy to optimize distribution of prime time among all groups using ice and ball diamonds.
- Post court protocols and develop an honour system for shared use courts.
- Consider reciprocal use agreements with schools for fields.

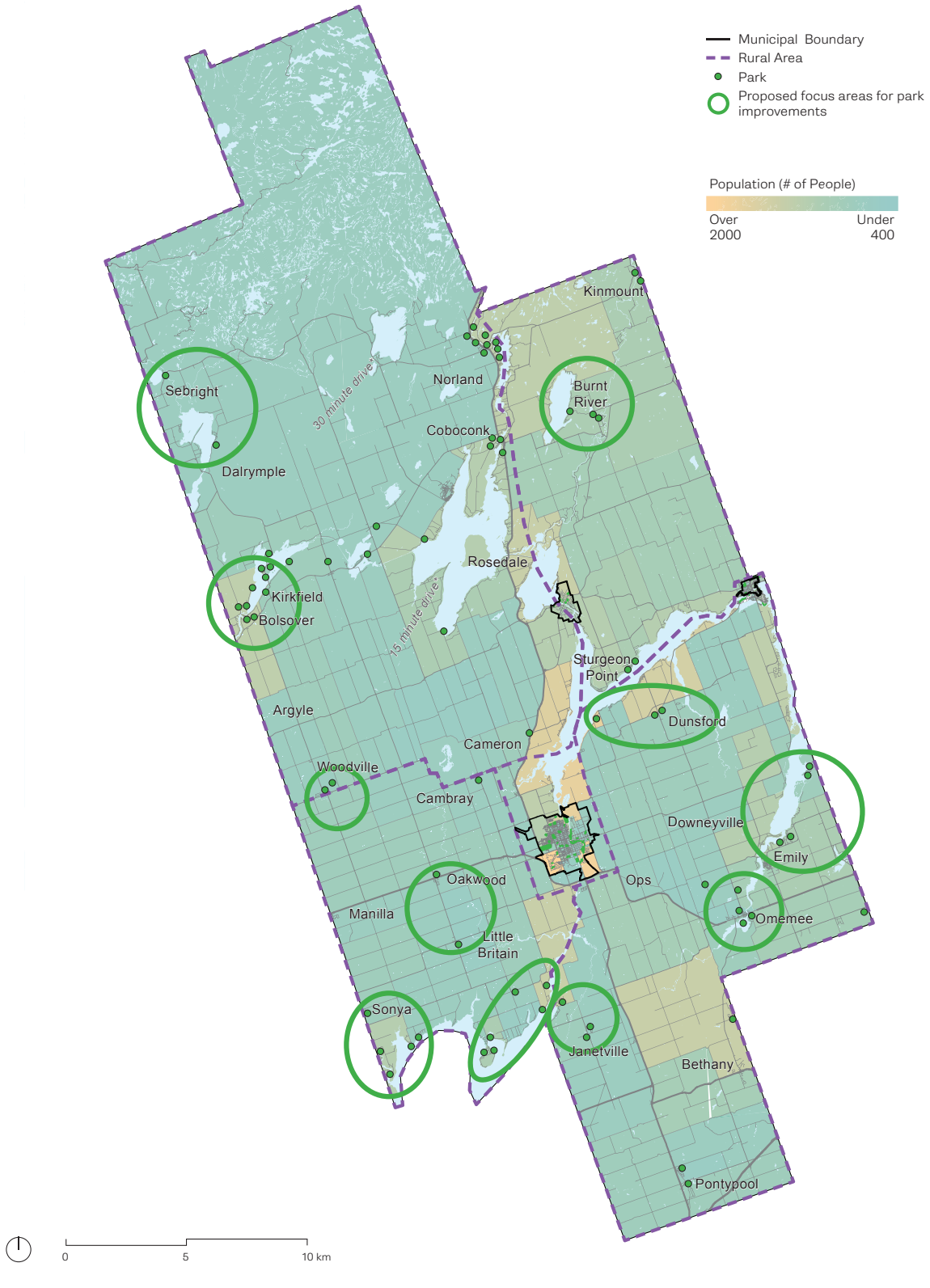


Figure 3.3: Proposed focus areas for rural parks improvements

Directions for Parks

Unscheduled park amenities were analysed based on comparative provision (with similar municipalities), demographic needs, geographic distribution and community demand. Recommended additions to supply include skateparks/ pump tracks, dog parks, a splash pad, and amenities for all ages such table tennis or outdoor fitness equipment along trails.

The Plan directs to aim to maintain the current level of park provision (3.2 ha:1,000 people), and/or an 800 m radius to parks for all households in urban areas. It provides a framework for accepting land from new developments that assists the municipality with understanding the operating/staff costs of growth in supply, and directs to accept cash-in-lieu in rural areas to help fund needed improvements to parks in rural areas.

Recognizing the importance of parks in rural areas to provide more local recreation opportunities, the Plan divides the municipality into four quadrants, and provides recommendations for each area to improve the quality and quantity of park amenities in each zone. The focus is to improve selected Destination and Community parks in rural areas. Further specific park improvements (including those in the urban areas), and waterfront improvements are to be explored in the proposed Parks Master Plan.

Finally, direction is provided to support climate conscious parks such as naturalization, LIDs, tree canopy, pollinator gardens, horticulture, and community gardens.



Casual Use Facilities

- Recommended additions to supply include skateparks/pump tracks, dog parks, a splash pad, and amenities for all ages such table tennis or outdoor fitness equipment in parks and along trails.



Rural Recreation

- The focus is to improve selected Destination and Community parks to improve access to recreation for four rural zones - Northwest, Northeast, Southwest and Southeast



Parks Master Plan

- Further specific park improvements (including those in the urban areas), and waterfront improvements are to be explored in the proposed Parks Master Plan.



Accessibility and Environment

- Support climate conscious parks such as naturalization, LIDs, tree canopy, pollinator gardens, horticulture, and community gardens.

Directions for Programming

Directions for programs focus on increasing capacity in high demand programs, developing new programs for expressed areas of interest, meeting demographic needs, and improving access for rural residents. Accessing additional recreation space, moving programs outdoors where possible, and adding staff will support achieving these recommendations. Key directions from the recommendations include:

- Increase capacity in high-demand programs
- Introduce more outdoor programming
- Increase drop-in options
- Explore solutions for rural access to programs, including summer camps
- Monitor community interests on a 5 year cycle
- Collaborate with volunteer groups to support seniors programs, and if needed, add a seniors-focused Community Development Coordinator (CDC)
- Add a CDC to focus on event development and support for community events (e.g., Municipal Event Application)
- Collaborate with Economic Development to provide/support large-scale sports tourism events

Directions for Service Delivery

The approach to service delivery focuses on updating existing and developing new policies to address emerging trends and areas in need of guidance, data collection for improved asset management, further defining levels of service and associated staff hours, undertaking periodic community consultation for specific services, and supporting/developing partnerships and agreements. For example, agreements and partnerships will potentially have an important role in meeting need for both indoor and outdoor scheduled facilities, including with VMCs, school boards, and Fleming College. A Community Engagement/ Outreach/Partnerships Coordinator is recommended to support this direction.

Additional parks staff will likely be needed as parkland is acquired through development, and a calculation is provided to determine how many staff will be required based criteria including number of hectares, park type, and park level of service.



4.0 Programs, Activities, and Events

4.1 Current Programming Context

Kawartha Lakes currently offers a range of recreation programs and events directly to residents, with a focus on aquatics, ice-based programs, fitness classes, sports leagues, and day camps. The municipality also maintains many key recreation facilities, such as the Lindsay Recreation Complex, Forbert Memorial Pool, and various arenas and community centers, which indirectly support local organizations by providing access to necessary facilities to those who provide recreation programming. This section reviews the existing supply of recreation programs, activities, and events in Kawartha Lakes.

4.1.1 Programs/Activities

A high level overview of program and activity supply is provided in Table 4-1, while a more detailed listing is contained in Appendix A. While not an exhaustive inventory, the programs and activities outlined offer a sample of the recreational offerings available to residents and visitors, and highlight key opportunities for residents and visitors to enjoy and engage with the area's offerings.

As can be seen in Appendix A, nearly all municipally-led programs had high participation rates in 2023, including sports programs (100% total registration), day camps (92% total registration), fitness classes (85% total registration), and aquatics classes (75% total registration). The only program area with low registration rates was arts and culture, in which two photography programs were offered in 2023, with a collective 14% participation rate.



Table 4-1: Population Distribution and settlement areas of Kawartha Lakes

Activity Type	Examples	Primary Providers	Approximate Frequency	Primary Locations	Drop-in/ Casual Use	Organized Programs
Fitness Classes	Yoga, Cycling, Bootcamp	Commercial operators, City of Kawartha Lakes	Multiple times daily	Lindsay, Bobcaygeon	Yes	Yes
Arena Sports	Ice Hockey, Figure Skating, Free Skates	Community-based volunteer groups, non-profits, City of Kawartha Lakes	Daily/Multiple times weekly	Communities across the municipality	Yes	Yes
Field Sports	Baseball, Slo-pitch, Soccer	Community-based volunteer groups, non-profits	Multiple times weekly	Communities across the municipality	Available at local outdoor fields when programs are not running	Yes
Gymnasium/ Court Sports	Basketball, Volleyball	Not-for-profits, public agencies (e.g., local schools)	Weekly/Multiple times weekly	Lindsay	Available at local outdoor courts when programs are not running	Limited options for adults
Racquet Sports	Tennis, Badminton, Pickleball	Not-for-profits, City of Kawartha Lakes	Multiple times weekly	Lindsay, Omemee, Fenelon Falls, Burnt River, Bobcaygeon, Coboconk	Yes	Yes
Aquatics Programs	Swim Lessons, Swim Club, Public Swim	City of Kawartha Lakes	Multiple times daily	Lindsay, Bobcaygeon (indoor), outdoor locations at lakes across the municipality	Yes	Yes
Arts and Culture	Performing Arts, Visual Arts, Crafting	Commercial operators, non-profits, public agencies[1]	Weekly	Communities across the municipality (limited opportunities in northern areas)	Yes	Yes
Social Clubs/ Service Clubs	Seniors Club, Youth Programs, Lions Club	Community-based volunteer groups	Multiple times weekly	Communities across the municipality (limited opportunities in northern areas)	Yes	Yes
Outdoor Recreation	Hiking, Birdwatching, Boating, ATVing, Cycling	Public agencies, not-for-profits, independent recreation	Monthly	Communities across the municipality	Available on trails, lakes, parks, conservation areas, etc.	Limited recurring programming available

1 limited offerings by City of Kawartha Lakes; Kawartha Lakes Public Library provides programming

4.1.2 Community Events

Community events in Kawartha Lakes are primarily provided by local volunteer groups and other public agencies. Major events run by the municipality include the annual Milk Run (5k and 10k run), Easter in the Park, Concerts in the Park, and the annual Kawartha Lakes Farmfest. The municipality also provides financial support to many volunteer groups to run community events, including the annual Canada Day celebrations, which are hosted in several communities.

Table 4-2 provides examples of major events held in the municipality. Most of the events are holiday-focused and serve the direct community. An outlier to this was the 2024 International Plowing Match, which was a larger scale event that drew visitors from outside the community. It is also noteworthy that most existing events take advantage of the natural resources that characterize Kawartha Lakes, with a focus on the municipality's rich connections to agriculture, its access to trails and waterfront spaces, and its parks and conservation areas. Registration/participation rates for the events below were not available.

Table 4-2: Sample of Major Events in Kawartha Lakes Activities

Organizer	Type	Event
Municipality	Holiday -based	• Easter in the Park
	Other	• Concerts in the Park • Milk Run (5km and 10km run) • Kawartha Lakes Farmfest
Public Agencies	Holiday -based	• Kawartha Conservation - Christmas at Ken Reid
	Other	• Kawartha Conservation - Annual Fall Festival
Not-for-Profit Agencies	Other	• Ontario Plowmen's Association - 2024 International Plowing Match • Lindsay Agricultural Society - Lindsay Exhibition • Fenelon Falls Chamber of Commerce - Santa Day Fenelon Falls • Kawartha Settlers' Village - Kawartha Lakes Festival of Trees
Community-based Volunteer Groups	Holiday -based	• Canada Day Celebrations • Santa Claus Parades
	Other	• Kawartha Lakes Cycling Club - Kawartha Lakes Classic Cycling Tour • Bassmasters and other similar fishing events (can differ year to year)

4.2 What We Heard

As part of the preparation of this Plan, a Background and Consultation Summary Report was produced to provide a summary of findings from the data collection/review and consultation phases of this project. This document should be referred to for additional details regarding the consultation findings. The following provides a brief snapshot of these findings, as they relate to programming. Additional details are provided within the program assessment section below.

Through our consultations, we heard strong interest in expanding recreation programming, particularly in sports, physical activities, events, and outdoor recreation. Most feedback focused on increasing capacity for existing programs rather than introducing new ones, with high demand for more fitness classes, aquatics, pickleball, baseball, and soccer. Adults expressed a need for more sports leagues for those 30+, while seniors highlighted the importance of walking tracks, outdoor fitness equipment, and social spaces. Youth, especially tweens, were identified as underserved and would benefit from additional activities like youth shinny, skate parks, and basketball courts.

Participants identified several barriers to participation, including lack of program capacity—especially in aquatics, youth sports, soccer, and day camps—along with geographic challenges, particularly in the northern parts of the municipality. Some residents also cited a lack of awareness about available programs and scheduling conflicts as obstacles. Addressing these barriers will be key to ensuring broader community access to recreation opportunities.

4.3 Key Considerations for Programming

This section outlines local conditions and trends that influence the demand for parks and recreation programming in Kawartha Lakes, as well as the capacity of municipal staff and community organizations to meet this demand. It also outlines the findings of a benchmarking exercise, which was conducted to compare the programming provided by the City of Kawartha Lakes with that of Norfolk County, Greater Sudbury, Chatham-Kent, and Quinte West. Appendix B provides additional information on the comparative analysis. Appendix C provides additional discussion on recreation trends.



Table 4-3: Summary of Local Conditions Impacting Recreation Programs in Kawartha Lakes

Strategy Key Considerations (outlined in section 3.1)	Impact to Programming
Expansive Geography and Dispersed Population/Staffing Constraints	• Challenges offering programs in close proximity to all residents partially due to difficulty recruiting staff in these areas
Volunteer Recruitment and Retention	• Declining volunteer base may jeopardize sustainability of many existing community-led programs
Aging and Single-Use Facilities	• Limited variety of facilities limits types of programming that can be offered • Aging facilities present accessibility challenges
Population Growth	• Population will increase by 38% by 2040, increasing demand for more diverse programming and putting pressure on existing capacity constraints • Urban centres will see increased pressure for additional programming as Kawartha Lakes grows
Aging Demographic	• Proportion of residents 75 years and older will increase from 12% to 22% by 2040, increasing demand for seniors' programming
Abundant Outdoor Recreation Assets	• Natural assets provide significant opportunities in terms of community and tourist-focused events, self-directed recreation, and structured programs

Table 4-4: Summary of Recreation Trends Impacting Kawartha Lakes

Program Types:	Participants Needs & Interests:
• Growing emphasis on outdoor Recreation • Demand for drop-in and unstructured Activities • Interest in park related tourism/sustainable tourism • Digital fatigue and loneliness • Interest in endurance sports • Pickleball's rapid growth	• High level of inactivity in children and youth • Growing need for active seniors programming • Importance of accessible programming • Need for free and low-cost recreation opportunities • Importance of supporting women and girls in sports • Growing demand for multi-cultural activities

Table 4-5: Comparison of Programming in Kawartha Lakes to Other Municipalities

Overall Performance	• Performs well in relation to other municipalities, with similar types of recreational programs and events offered • Focuses on pool and ice-based programs, fitness programs, day camps, and community events
Strengths	• More fitness and aquatics programs than Norfolk County, Chatham-Kent, and Quinte West. However, Chatham-Kent and Quinte West rely more heavily on community providers, including local YMCAs • Similar number of fitness programs to Greater Sudbury, despite having half the population • More seniors-specific sports programs than its peers, though Norfolk County offers more non-sport seniors' programs
Potential Gaps	• Fewer recreation locations despite lower population density • Fewer dry-land programs for toddlers and children • Fewer drop-in sports for youth and adults • Fewer arts and culture programs for adults and seniors • Fewer walking programs for adults and seniors

4.4 Assessment

4.4.1 Variety of Programs

A review of existing program, activity, and event supply in Kawartha Lakes demonstrated that programs/activities are provided in all major recreation categories that were evaluated, including fitness classes, arena sports, field sports, gymnasium/court sports, racquet sports, aquatics, arts and culture, social clubs/ service clubs, and outdoor recreation. This illustrates that there are a wide range of programs currently available to Kawartha Lakes residents. Additionally, the benchmarking exercise outlined in Appendix B (Program and Events Benchmarking Results) demonstrated that Kawartha Lakes performs well in its recreation programming, with only a few potential gaps identified.

Consultation results suggest residents do not see a strong need to expand program offerings, with 92% of random telephone survey respondents stating there are no programs of interest currently unavailable in Kawartha Lakes. Public survey respondents also ranked programs and events as their lowest priority for improvement or expansion, behind parks, outdoor sports facilities, open spaces, and indoor recreation facilities. The municipality should touch base with the community on a 5 year cycle to conduct a program needs assessment (that includes community consultation) to monitor how demand for programs changes.

The relatively low demand for additional programs reported during consultations for this Plan may be due to the high level of program supply already available in Kawartha Lakes, particularly for organized sports and self-directed physical activity. However, consultations also identified specific program gaps that can be addressed through strategic planning over the course of this Plan, as discussed below.

Capacity of Popular Programs

Despite the availability of fitness classes, aquatics, pickleball, baseball, and soccer programs in Kawartha Lakes, multiple consultation sources identified a need for these activities. This suggests that the primary issue is not a lack of program variety but rather insufficient capacity in existing offerings. This is reinforced by the fact that 51% of public online survey respondents cited full facilities/ programs as a barrier to participation. Staff also reported that aquatics and day camp programs struggle to meet demand, a concern echoed in resident surveys. Additionally, 90% of user group survey respondents anticipate increased participation over the next five to ten years, with 77% reporting growth from 2022 to 2024—further underscoring the need for expanded capacity throughout the Plan's timeframe.

The capacity limitations of certain programs are, in part, a result of limited access to certain facilities, such as pools, soccer fields, and gymnasiums, with pressures on these facilities anticipated to continue growing as the population of the municipality quickly rises over the next 15 years. Additionally, the capacity of municipal staff and community volunteers to support additional programming will need to be considered as programs and events see growing demands.

In summary, there is demand for additional capacity to existing programs, however, capacity is limited by facility space and the ability to hire/retain instructors. Facility needs over the horizon of the Plan will be discussed further in section 5, while staffing and service delivery needs will be discussed in sections 7 and 8.

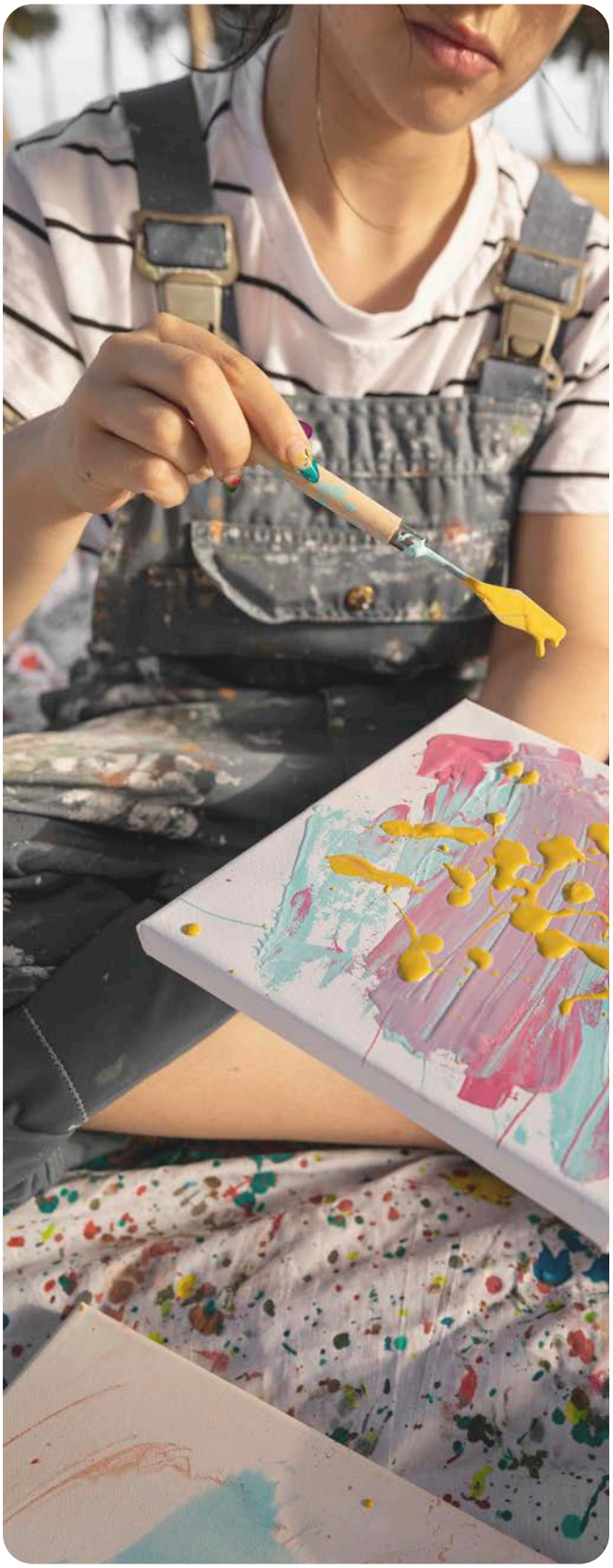
Arts and Culture

In terms of non-sport programming interests, consultation revealed a strong interest in outdoor recreation and community events, and notable interest levels in learning and arts/ culture activities, especially for adults and seniors. Recent arts and culture programs offered by the municipality have had low enrollment, which could indicate that commercial operators and community-groups are adequately addressing this interest or that this interest is secondary to other interests for many residents. It could also indicate that the programs that have been offered (i.e., photography programs) do not appeal to the community.

As Kawartha Lakes continues to grow and welcome more diverse communities, it is essential to ensure that residents of all racial, ethnic, and faith backgrounds feel acknowledged and included in programs and events. This can be achieved by incorporating culturally inclusive programming, recognizing diverse traditions and celebrations, and fostering an environment that promotes belonging and engagement for all community members. The municipality can do this by, for example, trying to ensure that advertising and communications reach these groups, featuring a diversity of people in advertising, working to see recreation staff reflect the diversity of the community, and through staff training.

From the perspective of providing programming that is culturally-appropriate, the municipality is currently providing programming that is traditional to Canadian communities, such as ice-based programs, aquatics, and weights and cardio-based fitness classes. Given the vast majority of residents are of European descent, with less than 1.4% of Kawartha Lakes residents having immigrated to Canada after 2000, the current programming is likely appropriate. However, it will be important for staff to monitor demand for more diverse types of programs, activities, and events.

Going forward, the future Kawartha Lakes Cultural Centre will take the lead on assessing arts and culture programs and event needs, and the provision thereof.



BRIDGING ARTS AND PARKS

Parks play a crucial role in community development and self-expression, as public spaces that are accessible to all residents. Leveraging this potential, arts and literacy activities can greatly enhance the vitality of parks, while helping to address potential gaps in program variety. Recognizing this, many municipalities and libraries have started to offer outdoor programming in these public spaces. Parks are ideal settings for a range of arts and literacy-based programs. These programs offer participants the dual benefits of engaging activities and time spent outdoors. Moreover, they contribute to the overall vibrancy of public spaces and increase community awareness of these valuable programs.

Online resources such as the Ontario Arts Council's Community-Engaged Art Workbook[1], the Toronto Arts Foundation's Arts in the Parks Toolkit[2], and the Placing Parks In the Cultural Landscape Toolkit[3] provide advice, frameworks, useful considerations, and case studies for planning arts activities in municipal parks, establishing partnerships, fundraising, conducting outreach and engagement, and evaluating programs, amongst others.

1 https://www.arts.on.ca/oac/media/oac/Publications/Framing-Community-A-Community-Engaged-Art-Workbook.pdf
2 https://torontoartsfoundation.org/getattachment/Initiatives/Arts-in-the-Parks-(1)/Pages/Arts-in-the-Parks-Toolkit/CTA-TOOL-KIT/AITP-TOOL-KIT/AITP-Toolkit-2019.pdf.aspx
3 https://www.placingparks.ca/toolkit

Outdoor Recreation and Events

Outdoor recreation presents a strong opportunity for program growth in Kawartha Lakes, with potential offerings such as paddling, outdoor survival skills, trail running, etc. These activities can take advantage of the municipality's natural resources while encouraging residents to engage with their surroundings in new and meaningful ways. Another simple way to provide more outdoor programming is to move existing programs outdoors where compatible. For example, in the spring, summer, and fall, bootcamp, yoga, simple crafting, literacy, parent-and-tot programs and others could easily be moved outdoors/an outdoor option added. Activating parks and open spaces in this way can enhance their vibrancy, encourage greater use, and increase awareness of available programs.

Currently, Kawartha Lakes offers its Concerts in the Park events on Sunday afternoons and Wednesday evenings in the summer. However, given the City's access to green space, the community's interest in outdoor recreation, and trends associated with park-related tourism and digital fatigue and loneliness, the City should seek to integrate more small-scale arts and culture programs within local parks to animate these spaces and increase their use by all age groups. Potential offerings could include drumming circles, open mics, storytelling/oral history sharing, stand-up comedy, magic, casual choir, art classes, dance lessons, improv workshops, book clubs, creative writing/poetry circles, etc. Parks and Recreation staff can work with Cultural Centre staff to help support these activities in parks.

Parks classified as "City Parks and Waterfront Parks" or "Community Parks" under the Parkland Hierarchy set out in section 6.4.1 of this Plan are recommended for park activation uses, though other parks should be considered where improved geographic accessibility is needed. For example, Ward Park in Norland, Carden Community Centre Park, Lion's Park in Cocobonk, Memorial Park in Lindsay, Elgin Park in Lindsay, and Tommy Anderson in Bobcaygeon may provide appropriate spaces for park activation activities. Park amenities such as washrooms, drinking water fountains, seating, and shade structures (e.g., gazebos, pavilions) are important considerations to ensure participants are comfortable while engaging in activities. Additionally, program coordinators must consider whether a power hookup is needed for activities.

Another great way to activate different parks in Kawartha Lakes would be to introduce a mobile activity centre. This would involve a vehicle containing various equipment such as skateboards, racquet sports, spike ball sets, frisbees, seated table games, chalk, bubbles etc. The options are vast. The van would travel to set locations around the municipality that are scheduled in advance and posted so that residents are aware of the dates, times, and locations. The activities do not only have to be geared to youth, as a mobile activity centre can provide a great opportunity for intergenerational activities by providing equipment/games of interest to all ages. Consideration should be made for winter as well as summer activities to encourage outdoor recreation at parks year-round. Development of a Mobile Activity Centre could also be a joint venture between departments, with the Library, or with other interested local organization.







RECOMMENDATIONS

PE 1. Expand capacity for high-demand programs such as aquatics, day camps, fitness classes, pickleball, baseball and soccer, through facility expansion and staffing (see Facilities and Service Delivery recommendations).

PE 2. Work with the Cultural Centre to support arts and culture programming and events in parks.

PE 3. Where feasible, move existing programming (e.g., bootcamp, yoga, simple crafting, literacy, parent-and-tot programs to parks to increase outdoor recreation opportunities.)

PE 4. Introduce a mobile activity centre, and seek partners to assist with equipment, volunteering, etc.

PE 5. Introduce water, park and trail-based programming to engage residents in outdoor recreation through programs like paddling clinics, outdoor survival skills courses, trail running, etc.

PE 6. Monitor demand for a more diverse range of programs, activities, and events as Kawartha Lakes' population grows, and conduct programs needs assessments on a 5 year cycle (including community consultations) to confirm interest before pursuing new offerings.

4.4.2 Variety of Events

Consultation highlighted strong community interest in expanding event offerings. Given the geographic challenges of hosting annual events in every community, the municipality has traditionally collaborated with community groups to support their events—a model that has proven effective.[1] If this continues to be successful, the City should continue to encourage community organizations to host local small-scale events by providing support, resources, and promotional assistance. Additionally, many community-led events in Kawartha Lakes currently revolve around Canadian holidays, such as Canada Day celebrations and Christmas parades. To foster the growth of community events, the City should support volunteer groups in diversifying event offerings to reflect a broader range of interests and demographics.

To supplement these smaller-scale community events, the municipality should develop larger-scale parks and recreation-focused events that attract both residents and tourists. There is particular support from municipal staff and the Parks Advisory Committee to expand sports tourism events, an idea reinforced by the success of past events like the "Milk Run" and strong community interest in organized sports. The Community Services Division should work directly with the Economic Development Division to plan and execute these types of events, using parks and open spaces whenever appropriate.

In seeking to provide additional large-scale event programming that both appeals to the local community's interests while also drawing in new visitors, one event type that could be considered is adventure racing. Adventure racing is an example of an outdoor endurance sport that typically combines mountain biking, trail running or trekking, paddle sports, and navigation using a map and compass. Race lengths vary significantly, from short events lasting two to five hours to multi-day challenges.[2] Teams, usually consisting of two to four people, compete in races that cater to all experience levels, from beginners to extreme athletes. Many Ontario communities have successfully hosted similar events, such as Storm the Trent (see sidebar), the Raid the Rib Adventure Run in Niagara Region[3], and the Cataraqui Adventure Trek in Kingston.[4] Adventure racing can be an effective way to tap into trends related to endurance sports, while capitalizing on the municipality's environmental resources. Further exploration of unique sports tourism opportunities in Kawartha Lakes is strongly encouraged to ensure the municipality is effectively leveraging its strengths and resources, while bringing both experiential and economic benefits to the community.

1 The City provides a municipal event application reference guide and an online form for community members to submit applications to host municipal events.This process is discussed further in Section 7.
2 https://www.stormrace.ca/about.html
3 https://www.dontgetlost.org/raidtherib
4 https://mtadventures.ca/adventure-trek-series/cataraqui-adventure-trek/



ADVENTURE RACING: STORM THE TRENT

A prominent example of adventure racing in Ontario is the Storm Adventure Race (formerly "Storm the Trent"). Originally launched in 2002, Storm the Trent was hosted in various locations across the Kawartha Lakes and Haliburton Highlands regions, attracting over 12,000 participants in its 20-year history.[1] In 2023, under new leadership, the event rebranded as Storm Adventure Race and moved to new venues, including Albion Hills Conservation Area (Caledon) in 2023 and Island Lake Conservation Area (Orangeville) in 2024. In 2024, participants chose from three course options: a short course (3-5 hours; 30-45km), a long course (4-7 hours; 45-60km), and an advanced course (6-9 hours; 75km). All races ran concurrently with staggered start times, and registration fees ranged from $115 to $170.[2]

1 ibid.
2 https://www.stormrace.ca/race-details.html

Groups and individuals wishing to host an event in Kawartha Lakes must complete a Municipal Event Application (MEA), which is coordinated by a Community Development Coordinator (there are currently two CDCs in the division). The MEA ensures that groups have obtained all required permits, and that event support services will be in place as required. As the MEA requires coordination among multiple departments and specialized knowledge in event planning and safety, it is a time consuming task in addition to the CDCs other duties. Considering this, along with the recommendations to develop a Mobile Activity Centre and more community events, the municipality should add a third CDC position to focus on community events and park activation (i.e., including managing all MEAs and the mobile activity centre).



RECOMMENDATIONS

PE 7. Continue to support community groups to organize events by providing support, resources, and promotional assistance, while encouraging them to diversify events to reflect the changing needs and preferences of the community.

PE 8. Explore opportunities to provide large-scale sports tourism events in collaboration with the Economic Development Division to enhance the local economy, strengthen the municipality's tourism brand, and create unique experiences that benefit both residents and visitors.

PE 9. Add a Community Development Coordinator position to focus on event development (both community and City-led), MEAs, and the Mobile Activity Centre.

4.4.3 Age-based Programming Gaps

A review of existing program, activity, and event supply in Kawartha Lakes demonstrated that the municipality provides programming for all age groups, including preschoolers, children, youth, adults, and seniors. Some of the programs cater to specific age groups (e.g., baby aquafitness, youth shinny, senior skates), while others may appeal to a range of age groups (e.g., drop-in pickleball, public swims/skates, and community events). When Kawartha Lakes was compared against the other selected municipalities, as part of the benchmarking exercise outlined in Appendix B, the following age-based gaps were identified.

Dry-Land Programs for Toddlers and Children

There are currently fewer dry-land programs (i.e., not ice or pool-based) available for toddlers and children. The only municipally-run dry-land programs for these age groups are day camps, and municipal staff have identified a need for additional capacity. However, an analysis of existing dry-land programs offered by non-municipal organizations indicates a broad variety of supply (e.g., Kawartha Lakes Public Library's arts/culture programs, BGC Kawarthas' arts/culture and sports programs, as well as programs run by commercial operators and community-led groups).

While feedback from the open house and online surveys suggested a need for more programming for children and youth, the volume of responses was limited, and much of the feedback reflected broad requests for children/youth rather than specific needs for younger age groups. This makes it difficult to determine the exact demand for toddler and children's programming compared to youth programming.

However, despite Kawartha Lakes' aging demographic, the population of children aged 0–14 is expected to grow by approximately 3,100 by 2040.[1] Given this projected increase, the municipality should continue offering its existing programs for this age group while monitoring demand annually to assess whether additional programming is needed. Recommendation PE 6 outlined a 5-year cycle of program needs assessments, however, for children and youth a shorter time cycle is required otherwise they would age out before any needs can be addressed. For this reason, the municipality should seek community input from caregivers, children, and youth, to maintain a pulse on how needs and interests are potentially growing and changing. Regular feedback should also be collected at the conclusion of municipally-run programs to identify emerging needs.

Camps are one area where need and demand is confirmed (based on participation rates and consultation feedback). Staff should explore ways to expand day camp capacity by increasing municipal offerings or partnering with organizations such as BGC Kawarthas to increase day camp spaces and locations. There are approximately 30 weekly camp sessions offered every year, with an average registration rate of 92%. This clearly demonstrates existing demand, and with the anticipated growth in population of this age group, demand is expected to grow over the course of this plan.

Currently, municipally-run day camps operate out of the Lindsay Recreation Complex (LRC) and the Frost Field House at Fleming College, which is adjacent to the LRC. Additionally, BGC Kawarthas offers day camps out of Lindsay. However, as of 2021, only 29.3% of 0-19 year olds in Kawartha Lakes lived in Lindsay.[2] Combined with consultation feedback demonstrating a desire for a stronger geographic distribution of programming, there is clear justification to expand day camp programming to at least one additional location outside of Lindsay.

1 Based on 2021 Statistics Canada Census data and Ontario Population Projections for 2040.

2 Based on 2021 Statistics Canada Census data.

It is recommended that staff explore the option of offering day camps at the Fenelon Falls Community Centre to provide an option that is more easily accessible for residents in the northern parts of Kawartha Lakes. This location would also help address the anticipated increase in service needs for both Fenelon Falls and Bobcaygeon as their populations expand over the course of this plan. Moreover, the arena floor, multi-use space, and kitchen in the facility and proximity to Garnet Graham Park should provide sufficient space and amenities to accommodate a camp program.

To facilitate a smooth transition, staff should initially offer a limited number of sessions at the new location and expand only once participation rates demonstrate sustainable demand. For example, weeks with the highest participation rates in Lindsay could be targeted for expanded programming at a second location. By taking a phased approach to expansion, the municipality can ensure that day camps remain both accessible and financially viable while responding to community needs.

Drop-in Sports Opportunities for Youth and Adults

Kawartha Lakes offers fewer drop-in sports opportunities for youth and adults than the municipalities it was compared against. Currently, municipally-run drop-in programs include badminton, pickleball, public skates, public swims, and ice programs such as shinny, stick and puck, and ticket ice. Expanding drop-in sports opportunities would enhance flexibility for participants and reduce financial barriers by eliminating the requirement to pay for multiple sessions in advance.

Feedback from Council, staff, open house participants, online survey respondents, and community groups highlighted the need for more youth programs, particularly youth sports leagues, as well as additional 30+ adult sports leagues. Broader trends promoting free and low-cost recreation and addressing youth inactivity further support expanding drop-in sports programming. Well-advertised drop-in options could also attract seasonal residents who may be interested in recreation opportunities but unable to commit to multi-session programs.

The municipality should build on its existing drop-in programs by introducing additional options for both youth and adults. Further consultation should determine appropriate age groups and gender-specific opportunities, such as 30+ drop-in beach volleyball at Garnet Graham Beach Park, youth drop-in basketball at Frost Field House (in partnership with Fleming College), or ultimate frisbee.

One approach that can help increase sports programming for youth and adults with minimal staff or volunteer support needed is through the provision of pick-up sports leagues. This type of league can also help address barriers that many residents face related to unsuitable program hours, lack of time, and affordability. Apps like Pick-up Hub have been used successfully to facilitate low-cost sport play at local facilities (see sidebar).

PICK-UP HUB

Pickup Hub is an app that assists municipalities in organizing pick-up sports games. Residents can view upcoming scheduled games including the location, time, cost, age level, and required number of players. After creating an account, participants secure their spot with a credit card via the online payment system. The municipality can schedule games from a few hours to four months in advance. Participants can see the names and number of players who have signed up for a game slot. If the minimum number of players is not reached, the game is cancelled, and players are not charged.

The City of Waterloo has successfully used Pickup Hub to deliver adult shinny, basketball, soccer and volleyball as well as youth basketball and ball hockey, all at low costs ranging from $5-$10 per player per game.[1]

1 https://pickuphub.net/city-waterloo





Considering the need for more recreation opportunities in rural areas for youth and adults, roller sports is one area of opportunity that is suitable for the facilities available in rural areas (i.e., arena floors, parking lots, pavilions). The indoor skating pop-up in the City of Ottawa provides an example of a similar initiative (see sidebar). Kawartha Lakes could consider a similar type of programming during the summer using arena floors, the Norland outdoor roofed pavilion, and parking lots at community halls. The program can begin using only the floor, with participants bringing their own equipment, and learning basic riding skills and tricks for skateboards, scooters, inline and roller skates. After a few sessions, if the program is successful, the municipality could consider purchasing ramps and other equipment to expand the program.

INDOOR SKATEBOARDING POP-UP

In 2022, the City of Ottawa launched a pop-up program that offers free indoor skateboarding lessons in the Aberdeen Pavilion in Lansdowne Park during the winter months.[1] The program started by offering three 1-hour free skate sessions over the course of one evening per week, and has since expanded to offer eight 1-hour sessions over two nights per week. Participants are asked to sign up for a spot in advance of the session they plan to attend, as the spots are offered on a first-come first-served basis with limits on the number of participants per session. Specific sessions for "women, girls, and gender diverse folks" are also available to provide a safe and inclusive space for these participants.

The program is run by City staff, but the Ottawa Skateboard Association and the local Birling Skateboard Shop have helped source ramps, rails, boxes, and other equipment for skaters to use, while volunteers help to maintain and fix the equipment. Ottawa Skateboard Association has also offered learn to skate sessions on a biweekly basis for beginners, with boards and helmets available to loan for free.

1 https://capitalcurrent.ca/skateboard-sessions-in-aberdeen-pavilion-offer-escape-from-ottawa-winter/

Walking Programs for Adults and Seniors

The municipality does not currently offer any walking programs. However, the local organization Kawartha Lakes Community Care provides an indoor walking program twice a week in Lindsay from November to April, as well as an outdoor Nordic Pole walking program twice a week in Bobcaygeon and Lindsay from May to September. The comparative analysis showed that the Greater Sudbury Area, Chatham-Kent, and Norfolk County all offer walking programs. Walking is an excellent way for seniors to remain active and social. As such, the municipality may consider opportunities to offer or encourage additional walking groups to form. Outdoor walking clubs could be hosted on local trails, while additional indoor walking groups could be considered in areas outside of Lindsay through partnerships with local schools (similar to the Community Care program that walks the halls of various schools during the winter). In the short term, it may be necessary for the municipality to act as a lead for these programs, but the long-term goal could be to pass the program off to volunteers, while the municipality could act as a liaison with the schools or provide other types of administrative support.

Other Seniors' Programs

With regards to other seniors' programs, the municipality currently offers senior-specific drop-in programs for skates and shinny, as well as aquafitness, pickleball, badminton, and fitness classes. Historically, volunteer groups and service organizations have led local seniors' clubs and programming. However, consultation revealed that many of these organizations are finding it challenging to retain volunteers and keep programs running. Staff and Council also expressed a desire to provide adequate programming for seniors by taking a more active role in programming. Additionally, the open houses, random telephone survey, and community group interviews revealed an interest in more seniors programming.

With the proportion of residents aged 75 and older expected to increase by over 10% by the end of this Plan, it will be essential to ensure adequate programming for seniors. A key starting point should be working with existing volunteer groups to explore ways the municipality can better support them and promote their sustainability. Volunteer retention often declines when individuals feel overburdened without sufficient support or impact. By reducing administrative and operational pressures on volunteers, the municipality may help sustain their involvement.

If seniors' clubs in the community continue to experience declines in membership and programming, the municipality should begin taking a more active role in providing programming for this age group. Norfolk County's seniors programming may offer inspiration, with potential initiatives such as baking classes, gardening workshops, local speaker events, and bus trips to nearby destinations providing engaging opportunities for older adults. London's Seniors' Satellite Programs (see sidebar) model could be particularly appropriate for Kawartha Lakes, as it would enable more seniors programming spread across the rural areas.

LONDON'S "SENIORS' SATELLITE" PROGRAMS

The City of London's "Seniors' Satellite" programs may also offer a good model for the provision of programs at a variety of locations throughout the community, including Tai Chi for Seniors, Line Dancing, Chair Yoga, as well as some virtual online programs.[1] As part of the City's seniors' centres strategic plan, they moved to a 'hub and satellite' model of service delivery in 2012.[2] Each satellite operates one to two days per week, typically for about three hours per day. The programming at the eight satellite locations mimics the programs that are made available through the two larger seniors' centres (i.e., the hubs), and takes place in locations provided by community partners, such as the Public Library. These partners are encouraged to offer supplementary programs for older adults before, during, and after satellite programs. Membership to any satellite is open to anyone aged 55 and over living in London, and members can opt to pay for membership to a single satellite location or to all locations.

1 https://london.ca/living-london/recreation/seniors-recreation-opportunities#:~:text=Seniors'%20Satellites,%242.33%20are%20charged%20per%20class.
2 https://extranet.who.int/agefriendlyworld/afp/seniors-satellites/



In Kawartha Lakes, consideration may be given to creating an overarching administrative structure for seniors programs provided by volunteer groups that creates some consistency with relation to the programs being offered and provides some financial structure and management support to volunteer groups who are currently seeing declines in membership. The exact nature of this structure would need to be decided upon by the volunteer groups involved. Additionally, consideration could be given to the benefits of offering in-person video-based programming (i.e., similar to the SAGES program that Community Care currently offers[1]) in more rural and remote areas as a means of addressing this service gap, while recognizing the challenges of recruiting instructors who live in or are willing to travel to these areas.

Another consideration for improving service to seniors is to increase/ improve communications and marketing. Over a quarter of online public survey participants noted they were "not aware of what is available" in relation to recreation programming in Kawartha Lakes. The municipality may consider alternative methods to sharing information with residents about available programming, such as a seniors programs directory (see sidebar).

CLARINGTON'S 55+ ACTIVE ADULTS PROGRAM DIRECTORY

The Municipality of Clarington produces a 55+ Active Adults Directory each season, which outlines programs, workshops and special events that are targeted at this demographic.[1] Supporting this initiative is the Clarington 55+ Active Adults Community Committee, which includes residents and staff who provide advice, assist with events, and foster awareness of recreation opportunities in the community. These initiatives help bridge the communication gap that often acts as a barrier for the participation of older adults in recreation programming.

1 https://www.clarington.net/en/recreation-and-tourism/55--Active-Adults.aspx

1 https://ccckl.ca/programs-services/wellness-programs/exercise-programs/exercise-for-seniors-sages/

RECOMMENDATIONS



PE 10. Monitor demand for dry-land programs for toddlers and children on an annual basis through community outreach to assess whether additional programming is needed. Regular feedback should also be collected at the conclusion of municipally-run programs to identify emerging needs.

PE 11. Explore opportunities to expand day camp programming by introducing sessions at the Fenelon Falls Community Centre, using a phased approach based on demand, to improve geographic accessibility and accommodate anticipated population growth.

PE 12. Build on existing drop-in programs by introducing additional drop-in sports programs for both youth and adults, while exploring opportunities to facilitate these programs through the use of an app such as Pickup Hub.

PE 13. Consider opportunities to offer or encourage additional walking groups to form in Kawartha Lakes, with the long-term goal of having programs led by volunteers.

PE 14. Collaborate with volunteer groups offering seniors' programs to identify ways the municipality can support their sustainability. If groups are unable to provide services, and the municipality must begin providing seniors' programs directly, a seniors-focused Community Development Coordinator will be required.

PE 15. Consider developing targeted communications/marketing to seniors to increase awareness of parks and recreation services.

4.4.4 Geographic Programming Gaps

In terms of location, municipal programming is primarily provided at the Lindsay Recreation Complex and Forbert Memorial Pool, with a limited number of programs offered in other locations, such as badminton at the Victoria Park Armoury and pickleball at the Fenelon Falls Community Centre. Ice-based programs are provided at all arena locations in Kawartha Lakes. One of the gaps that presented itself through the benchmarking exercise included the use of fewer locations for recreation programming than the four municipalities Kawartha Lakes was compared against, despite being larger than all but Greater Sudbury (which is only about 3% larger, geographically).

Consultation revealed that about one-quarter of online survey respondents identified the distance of facilities and programs from their homes as a barrier to participation. Additionally, community group interviews expressed a desire to expand recreation programming in northern and rural areas of the municipality. However, staff noted significant challenges in recruiting and retaining qualified personnel to deliver programs in these areas. While ensuring accessible programming for all residents is an important goal, the municipality remains constrained by staff and instructor availability and the willingness/ability of staff and instructors to travel to more remote locations.

As the population grows, however, there may be more opportunity to recruit new program instructors who are willing to travel to rural communities to offer programs, or who are already located in these areas. The municipality should be continuously proactive in its efforts to recruit staff who can meet these needs. If staffing can be obtained, the municipality should offer additional programming (of the types recommended throughout this assessment) at Forbert Memorial Pool and Fenelon Falls Community Centre to offer closer options to communities in the north, while also preparing for population growth in these two communities.

The municipality should also continue to work with existing non-municipal program providers who are already working in rural and remote communities (e.g., BGC, Community Care) to explore opportunities to partner to provide additional programming.

RECOMMENDATION

PE 16. Explore solutions for providing programming that is accessible to rural and remote areas through the expansion of programming at Fenelon Falls Community Centre and Forbert Memorial Pool.

4.4.5 Accessible Programming

Kawartha Lakes currently provides a few programs and program supports to residents who have disabilities, including private and semi-private swimming lessons, discounts on public swims, accessible skates, and one-on-one inclusion support at summer day camps. Although consultation did not reveal many comments about accessibility with relation to programming, some community groups did note the need to address physical barriers to participating in community-led programs by adapting municipal facilities to meet the demands of individuals with varying abilities. The municipality should prioritize addressing these physical barriers (discussed further in sections 5 and 6 on Facilities and Parks), while exploring additional opportunities to remove accessibility barriers to recreation activities.

Although municipalities are not generally experts in delivering programs to populations that may need unique approaches to ensure they are included in service provision, there are agencies and organizations with mandates for this work. For example, Special Olympics Kawartha Lakes provides sports programs for individuals with intellectual disabilities in the area (e.g., gymnastics, swimming, floor hockey, powerlifting). The municipality may benefit from exploring additional opportunities to partner with this organization and others in the community to make programming more accessible for individuals of all abilities. The initiatives described on the facing page provide additional examples of accessible programs and services the municipality can explore either alone, or in collaboration with others.

MAGNUS CARDS

MagnusCards provide digital app-based support for individuals with Autism Spectrum Disorder or cognitive disabilities for navigating spaces and activities. MagnusCards comprises a library of digital guides (Card Decks) to destinations and activities. Each digital guide combines a proven method of instruction (applied behaviour analysis), visual cues and step-by-step instructions to map experiences and prompts and positive reinforcement to support experiential learning. The Town of Halton Hills has developed three sets of MagnusCard decks for ActiVan, Halton Hills Public Library and Recreation and Parks.[1] The MagnusCards App and MagnusCards are free to download and use. The Recreation and Parks decks are as follows:

1. How to purchase a Recreation Pass
2. How to register for programs online
3. How to create a Recreation & Parks online account
4. How to prepare to go swimming at a pool
5. How to prepare to go skating at an arena

1 https://www.investhaltonhills.com/en/accessibility.aspx#MagnusCards-available-in-Halton-Hills

WASCANA PARK ACCESSIBILITY PROJECT

The Canadian National Institute for the Blind (CNIB) completed a project in Regina's Wascana Park that installed more than 230 GPS points that speak to the BlindSquare Event app.[1] The GPS points help mark amenities such as benches, park lookouts and monuments, but they also help mark the meandering trails that can be difficult to navigate. The project has resulted in Wascana Park, one of the largest urban parks in North America, becoming accessible for people with vision loss and is the third park in Regina to be installed on the app. CNIB is open to exploring opportunities with other communities to create accessible parks and recreation services.

1 https://www.spra.sk.ca/Blog/cnib-jrpm-2020/

SAFARI WALKING GROUP

Community groups have long been effective leaders in advancing accessible programming. Organizations led by persons with disabilities not only deeply understand the existing accessibility barriers, but often have well connected networks of partners and participants. Based in the City of Toronto, the Safari Walking Group is an example of one such community-based organization. The organization offers exploratory walks on a weekly basis around Toronto's natural green spaces for persons who are blind or with vision impairment.[1]

1 https://www.thestar.com/life/blind-walking-group-finds-magic-and-music-on-the-beach-boardwalk/article_35db22c8-bf27-5058-9389-821a12d6ed52.html

SENSORY SWIMS, SKATES, AND KITS

The City of Oakville has begun offering sensory swims and skates to the community, which allow participants to enjoy a lower participant capacity and more relaxing environment during certain drop-in times.[1] By limiting the amount of noise and other sensory stimuli, a calmer and more welcoming environment is created for those who are sensitive to these types of external stimuli. Similarly, the City lends sensory kits out to children through its community centres, which contain noise cancelling headphones, colouring worksheets, and fidget toys. These kits can be used at community events, like hockey games, but could also be offered to those participating in park-based programming, such as farmers markets or live music events. The Kawartha Lakes Public Library currently lends out sensory support kits; however, it may be worth exploring if these kits could be made available at parks and recreation events, to increase their accessibility.

1 https://www.oakville.ca/parks-recreation-culture/programs-activities/inclusion-support/

RECOMMENDATIONS

PE 17. Collaborate with local agencies that specialize in inclusive recreation to identify opportunities for improving program accessibility.

PE 18. Develop additional recreation programs that target accessibility barriers, while exploring new opportunities to use supportive technology to enhance access to both organized and self-guided recreation activities.

Affordable Programming

A few drop-in programs currently provide low-cost recreation opportunities without requiring upfront payment for a full session package, offering greater flexibility for individuals with limited disposable income. These include aquafitness, badminton, tennis, Collaborate with volunteer groups offering seniors' programs to identify ways the municipality can support their sustainability. If groups are unable to provide services, and the municipality must begin providing seniors' programs directly, a seniors-focused Community Development Coordinator will be required. pickleball, public skates, public swims, and ice programs (e.g., shinny, stick and puck, ticket ice). Kawartha Lakes also has an abundance of outdoor opportunities for self-directed recreation that are free or low-cost, such as hiking, skateboarding, paddling, disc golf, and beach volleyball (see Appendix A for additional examples).

Beyond the cost of municipally-led programs, user group survey respondents expressed concerns about high municipal facility rental fees, which can increase the cost of community-led programs for participants. Developing a formal pricing policy may help identify appropriate opportunities to support low-cost recreation options (see Section 8.2 for further discussion about this policy). Additional ways to expand affordable recreation opportunities should also be explored, such as subsidies for children and youth (see sidebar).

YORK REGION'S POSITIVE LEISURE ACTIVITIES FOR YOUTH (PLAY)

Some municipalities have taken steps to address program affordability needs specific to children and youth by offering supportive recreation programs. For example, York Region's Positive Leisure Activities for Youth (PLAY) program provides subsidies for children and youth from low-income families to access recreation programs and camps and supports adaptive programming and events that are put on by King Township.[1]

This program is available to families who live in York Region and meet at least one of the following criteria:

- Receive rent subsidy
- Receive Ontario Works, Ontario Disability Support Program or Assistance for Children with Severe Disabilities
- Receive Child Care Fee Subsidy with an annual household income of $43,000 or less

York Region also partners with local municipalities and community organizations to promote awareness of the PLAY program and ensure families can easily access information about available supports. By reducing financial barriers, programs like PLAY help create more inclusive recreation opportunities, allowing all children and youth to participate regardless of their economic circumstances.

1 https://www.york.ca/support/financial-assistance/recreation-subsidies

While the Kawartha Lakes Public Library already runs a "Library of Things" program, which allows residents to borrow many items, including badminton sets, bird watching kits, disc golf sets, kid's adventure kits, pickleball sets, lawn games, soccer sets, spikeball, and lifejackets, feedback from the community group interviews confirmed there is interest in the municipality expanding the variety of equipment the library lends out. Local organizations, service clubs, and businesses (e.g., Lion's Clubs, Chambers of Commerce) could be approached to sponsor or supply the equipment. Previous municipalities have also had success securing equipment through government grants, as was the case in the South Dundas case study (see sidebar).

Given the numerous water access points in Kawartha Lakes, the municipality's lending program could expand to include paddles, stand-up paddleboards, kayaks, and other equipment that encourages engagement with the municipality's lakes and waterways. Another opportunity could involve introducing gardening tools for community use. To further promote these offerings, the municipality could develop programs such as paddling clinics or community gardening workshops, helping residents become familiar with the equipment and encouraging participation. Expanding the lending program in this way would not only increase awareness and utilization of the program itself but also enhance community engagement with existing low- and no-cost recreation opportunities.

SOUTH DUNDAS SPORTS EXPANDED EQUIPMENT LENDING LIBRARY

The Municipality of South Dundas has developed and implemented a free lending library to support active, healthy lifestyles and low-cost sports and leisure activities in the community. After signing up for a membership, residents can access a wide array of sporting equipment including soccer balls and small portable nets, footballs, volleyballs, basketballs, bocce ball sets, a road hockey set (goalie pads, blockers, gloves, sticks, balls), horseshoes, croquet sets, bicycles (adult and youth road bikes, mountain bikes, helmets), as well as equipment for water sports (stand-up paddleboards, single and double kayaks, canoes, life jackets, paddles), winter sports (cross-country skis, poles, boots; snowshoes), and racquet sports (badminton/tennis/pickleball nets, racquets, paddles, birdies, balls).

RECOMMENDATION

PE 19. Consider working with the Kawartha Lakes Public Library to expand the variety of equipment that is lent out through the "Library of Things", and to develop programming that promotes these offerings.

Programming for Girls/Women in Sports

In terms of recreation programs that cater specifically to women and girls, Kawartha Lakes provides women's ball hockey and ice hockey leagues. These programs have been successful, and growing over the past few years, with the municipality adding capacity as facility space/access allows.

As another means of supporting programming for women and girls, the municipality consults with local community groups, such as the Kawartha Lakers Girls Softball Association, the Lindsay Wildcats Basketball organization, the Lindsay Lynx Girls Hockey Association, and the Kawartha Lakes Soccer Club's Women's League to gain deeper insight into community needs and collaboratively lead program planning for women's sports.

One way to further support could be to integrate additional resources/courses within training requirements for Parks and Recreation staff to encourage a gender inclusive lens. Some examples can be found from the Canadian Association for the Advancement of Women and Sport and Physical Activity (e.g., Leading the Way: Working with LGBTQ Athletes and Coaches, Gender Equity LENS), Canadian Centre for Diversity and Inclusion, and through providers like Sensitivity Training Canada.

RECOMMENDATIONS

PE 20. Continue to engage local recreation groups that focus on girls' and/or women's sports to better understand community needs and support program planning and development.

PE 21. Integrate gender-inclusive training for Parks and Recreation staff.



5.0 Recreation Facilities

5.1 Introduction

This section addresses the need for current improvements to, and future provision of, municipal indoor and outdoor facilities. These facilities are (or could be) scheduled for organized use or structured programming by the municipality and/or other providers that deliver community programs and services. The assessment is presented under the following main headings:

- what we heard
- key considerations
- indoor facilities assessment
- outdoor facilities assessment
- facility allocation
- facility agreements
- inclusive facility design



5.2 What We Heard

Figure 5.1 shows the results of the random telephone survey of 750 resident households on three variables regarding indoor and outdoor sports and recreation facilities in Kawartha Lakes: household use, opinions on need for improvements, and thoughts on additions to supply.

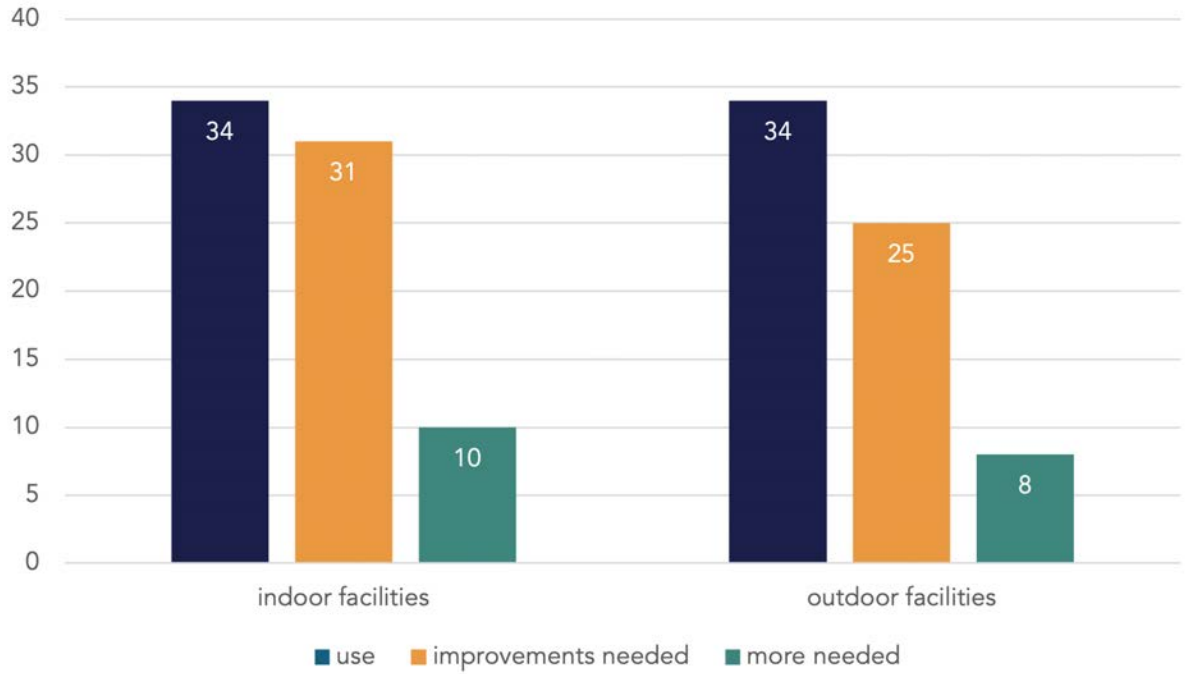


Figure 5-1: Percent of Random Survey Respondents Using Facilities and Indicating Improvements or More Are Needed

As the most representative of the research tools used in the consultation program, the results of this survey provide a community-wide perspective to inform the Strategic Plan. The charts show that 34% of residents use both indoor and outdoor facilities. Roughly one-third (31%) and one-quarter (25%) think indoor and outdoor facilities require improvements, respectively. Similarly, a larger proportion (10%) think more indoor facilities are needed, compared to 8% who think the same about outdoor facilities.

When asked how well indoor sports and recreation facilities in Kawartha Lakes meet their expectations, respondents to the random household survey indicated the lowest levels of satisfaction with how 'up to date' facilities are, operating hours, facility variety, and accessible/inclusive features. Conversely, highest levels of satisfaction emerged for geographic distribution, cleanliness/maintenance, number, and supporting amenities. Building or improving indoor facilities and amenities was identified as the top priority for municipal focus.

Over 1,000 people participated in the online survey for the Strategic Plan. Key results related to facilities included:

- The largest proportion (43% or 477 respondents) were 'neutral' about their satisfaction with parks and outdoor recreation facilities in Kawartha Lakes.
- The largest proportion (45% or 484) were 'disappointed' with the indoor facilities in Kawartha Lakes.
- 51% (555) indicated that a main barrier is that facilities/programs are full. This was by far the most frequently reported barrier to using parks and recreation facilities and/or participating in programs among the choices listed.
- The largest proportion (38% or 419) noted that improving and/or expanding indoor facilities should be the top priority in Kawartha Lakes.



5.3 Key Considerations

Aging Facilities

Supply comprises a relatively large number of aging facilities, meaning:

- there are few state-of-the-art facilities to accommodate today's activity interests.
- capital investment needs to be directed to extending the lifespan of old facilities as well as providing new ones.
- program/activity potential is constrained in some areas of current/ emerging interests.

Legacy Supply

As an amalgamated municipality, Kawartha Lakes' legacy comprises facilities that have developed to serve its historic townships, meaning:

- an existing pattern of decentralization provides access to recreation and focal points for local community activity.
- duplication in facility numbers may represent oversupply, underuse and an imbalanced distribution.
- costs are higher to maintain and staff facilities in numerous locations across a large geographic area.

Future Facility Distribution

For facilities that are added to supply, configuring them in the best way to meet needs across a large geographic area, while co-locating complementary facilities in state-of-the-art recreation hubs, will require decision trade-offs.

Alternatives to Municipal Supply

While there are recreation facilities owned by other parties in Kawartha Lakes that are available for community use (e.g., education, not-for-profit and commercial sectors), access to them can be constrained by factors such as rental costs, and limited time for scheduling outside owners' needs.

Summary of Key Considerations

While current public input suggests a preference for improving existing municipal facilities rather than building new ones, long-term planning must consider future needs. Factors such as population growth, aging infrastructure, and evolving program demands point to the eventual need for expanded and diversified facilities. To effectively support the programs and events outlined in Section 4.0, future spaces must meet both functional and geographic needs. This may create opportunities to replace outdated facilities with modern, multi-purpose ones that will enhance the overall facility supply while also addressing emerging community interests.

The Plan's assessments in terms of future facility provision are projected requirements for planning purposes. Verifying actual need to add to supply will require ongoing evaluation of existing facility use and other relevant factors. This will inform careful decisions on investment in facilities over time as the community changes.

5.4 Indoor Facilities Assessment

5.4.1 Overview of Supply, Distribution and Community Interest

Table 5-1 summarizes information on the current supply of municipal indoor recreation facilities and indicators of interest that emerged through the consultation program.

For each facility in the table, reported community interest in improved or additions to supply was assigned a low, moderate or high rating. This qualitative approach was based on the frequency with which the facilities were mentioned, recognizing that since different audiences were 'surveyed' in different ways the results are not directly comparable. Using a cursory method, we assigned indicators of low, moderate or high to the findings. Understandably, the facilities that emerged at the 'top' of the list largely comprise those that are not currently available in Kawartha Lakes and/or are more broadly popular today.



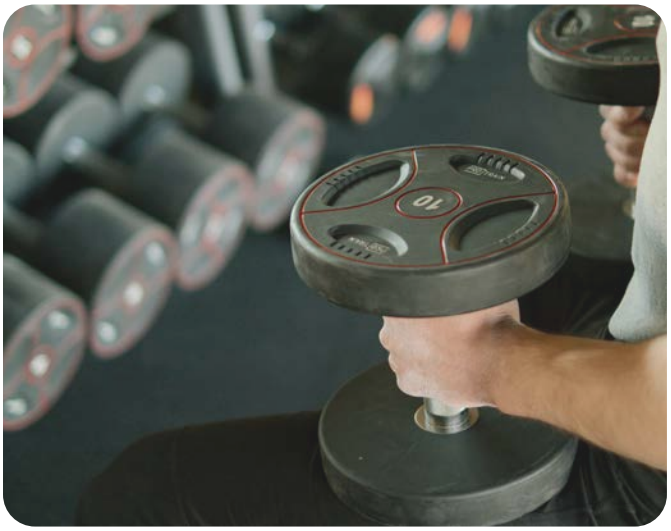




Table 5-1: Municipal Indoor Facility Supply and Community Interest

Facility	Existing Supply			New Facility of Interest to Community	Comparison Supply Range (Appendix D)
	# Facilities or Locations	Population Based Provision Ratio	Improve/ Increase[1]		
Ice Pads	9	1:9,022	low		1:15,520 to 1:10,375
Pools	2	1:40,600	moderate		1:67,490 to 1:41,501 (25m, 8 or 6-lane)
Gymnasiums	0			high	1:46,560 (one only)
Artificial Turf Field/ Fieldhouse	0	-	-	high	
Walking track	0			high	
Pickleball Courts	0**			high (not specific to indoor)	
Fitness Facilities	2	1:40,600	moderate		
Squash Courts	2	1:40,600	low		
Halls/ Community Rooms	26	1:3,123	moderate		1:12,999 to 1:3,970 (community centres)
Youth Centre	0			moderate	
Seniors Centre*	1	1:81,200	moderate		1:67,490 to 1:9,453

*operated by Lindsay Seniors Association using leased space in municipal facility
** no formal indoor courts; Fenelon Falls Community Centre Hall is used

1 Seven interest sources: open houses, Jump In consultation page, online resident household survey (1,101 respondents), random resident household survey (750 respondents), user group survey (23 respondents), interested/ affected community groups, Parks Advisory Committee.

Municipally owned/operated recreation facilities are supplemented by a those owned by other organizations and agencies. These are shown in Table 5-2, which does not represent a comprehensive list.

Table 5-2: Non-municipal Indoor Facility Supply

Facility	Existing Facility Supply
Gymnasiums	• BGC Kawartha Lakes (and program rooms) • 31 schools in municipality • Fleming College (fieldhouse)
Halls	• Dunsford Community Centre • Pontypool Community Centre • Bobcaygeon Lions Club • Kirkfield District Lions Club • Fowler's Corners and District Lions Club • Omemee Lions*
Curling Rinks	• Lindsay Lions • Oakwood Curling Club • Lindsay Curling Club • Bobcaygeon Curling Club • Fenelon Falls Curling Club • Omemee Curling and Recreation Club*
Seniors Centre + One Leased City Space	• Southview-Cameron New horizons Seniors Club • Fenelon Falls Seniors Club • Bobcaygeon Senior Centre

*same location

5.4.2 Ice Pads

Assessment Variables

- Existing supply is 9 or 1: 9,022 population, which is high compared to the communities reviewed.
- Relative to facilities that are not available, community interest in increased supply is low.
- Despite the number of ice pads, accommodating requests for prime time is a challenge.
- Interest exists in access to summer ice.
- Detailed condition assessments are to be prepared in the current 5-year program for all municipal buildings.
- Interest exists in substantial upgrades to the Emily-Omemee Community Centre/Arena.

Facility Supply Requirements

Collectively, feedback on ice needs conflicted. A view that the municipality is already supporting more ice surfaces than are needed, along with concerns about the underuse of Bobcaygeon-Verulam Community Centre Arena contrasted with reports on the need for additional pads/ an arena now to meet existing organized users need for more access to prime time. The assessment addresses ice pad requirements from a use/operations perspective as an indicator of the need to add more facilities to existing supply.

Winter Ice

Ice schedules for the 2023/24 season were used to identify the peak months during the ice-in season, which were November 2023 and January 2024. Within these two months a review of prime time use during the week (Monday through Friday evenings from 5pm to 11pm) revealed that not all prime time was used at all arenas. Discussion with municipal staff, however, indicated that the potential to increase weeknight use is limited. This is largely due to the distance users must travel to most arenas, making both earlier start times and later night use impractical. For all intents and purposes, therefore, the assessment assumes that all ice pads are used to capacity on weeknights during the fall/winter season.

Weekend use, however, falls below that which would be expected if all available time was being used. Weekends typically do not present the same time constraints that users have during the work week and comprise prime time since it is in high demand. Currently, Kawartha Lakes arenas are operated only during scheduled times on weekends. Strictly speaking, therefore, 100% of prime weekend time is used. At the same time, if weekend prime time is viewed from a potential operating 'window' and ice pads were available from 8am to 11pm on Saturday and Sunday, prime time would total 30 hours per weekend (i.e., 15 operating hours per day). Two 15-hour weekend operating days are typical in many Ontario arenas, as municipalities strive to optimize facility use.

Ice schedules on weekends for peak months during the 2023/24 season (November and January) were used to determine the extent to which a 30-hour prime time 'window' is being used at Kawartha Lakes' arenas. Using peak months means that other ice-in months will have more weekend prime time

available than that shown in Table 5.3. Scheduling during the other fall/winter months, therefore, will result in lower proportions of prime time use and should be easier.

Table 5-3: Peak Months' Weekend Prime-time Use (2023-24 Season)

Highest to Lowest Prime Time Use	November 2023				January 2024			
	120 Hours Per Month of Weekend Prime Time Available				120 Hours Per Month of Weekend Prime Time Available			
	Prime Time Used		Prime Time Hours Available to Schedule		Prime Time Used Hrs (% of 120)		Prime Time Hours Available to Schedule	
	Hours	Percent	Month Total*	Weekly Average (= */4)	Hours	Percent	Month Total*	Weekly Average (= */4)
Lindsay RC #1	110	92%	10	2.5	109.5	91%	10.5	2.5
Emily Omemee	106	88%	14	3.5	106	88%	14	3.5
Fenelon Falls	102	85%	18	4.5	101.5	85%	18.5	4.5
Lindsay RC #2	90	75%	30	7.5	103.75	86%	16.25	4.0
Manvers	91.5	76%	28.5	7.0	93.5	78%	26.5	6.5
Little Britian	84.5	70%	35.5	8.75	92.5	77%	27.5	6.75
Oakwood	83	69%	37	9.25	88	73%	32	8.0
Woodville	74.5	62%	45.5	11.0	79.5	66%	40.5	10.0
Bobcaygeon	54.5	45%	65.5	16.0	52.5	44%	67.5	16.75
Totals	**796**	**73.7%**	**284**	**70**	**826.75**	**76.6%**	**253.25**	**62.5**

Collectively, the arenas provide 1,080 hours of weekend prime time (120 hours per month x 9 ice pads), of which roughly 75%[1] is used across all pads. In relation to potentially available prime time at 15-hour operating days, therefore, existing pads are underused and could accommodate approximately 25% more scheduling on weekends per month or 270 hours total. Further, use patterns that are essentially consistent for both months at each arena suggests scheduling additional use in available hours would not create significant disruption even if current time allocations had to be shifted. Table 5.4 summarizes weekday and weekend prime time, and proportionate use for all pads.

Although prime time might not be available at preferred arenas, there are 270 hours available per month on weekends, assuming full operating hours. This is the equivalent of one pad of prime weekend time not being used, which suggests an oversupply of ice in relation to use of prime time.

As noted above, however, 100% use of weeknight prime time on all nine (9) pads indicates that all are needed to serve current population. Using 2021 figures, therefore, a population-based supply ratio of 1 ice pad per 9,022 people (81,200/9) reflects current facility needs based on use patterns. Population growth to 2040, therefore, would generate the need for a total of 12 pads (111,650/9,022) or three (3) more than the existing supply. It is anticipated, however, that opening up the existing and future arenas to more weekend use will, over time, reduce projected long-term need for additional pads to up to two (2). For planning purposes, therefore, up to two (2) additional ice pads or a total of up to 11 pads are indicated as needed in Kawartha Lakes to serve projected population growth during the term of the Plan.

Table 5-4: Ice Pad Prime Time and Use on Weeknights and Weekends

	Per Ice Pad	Total (all nine ice pads)			
	Prime Time Hours per Week	Prime Time Hours per Week	Prime Time Hours per Month	Current Use Level	Hours Unused Prime Time
Weeknights	30 (6 hours x 5 nights)	270	1,080	100%[1]	0
Weekends	30 (15 hours x2 days)	270	1,080	75%	270

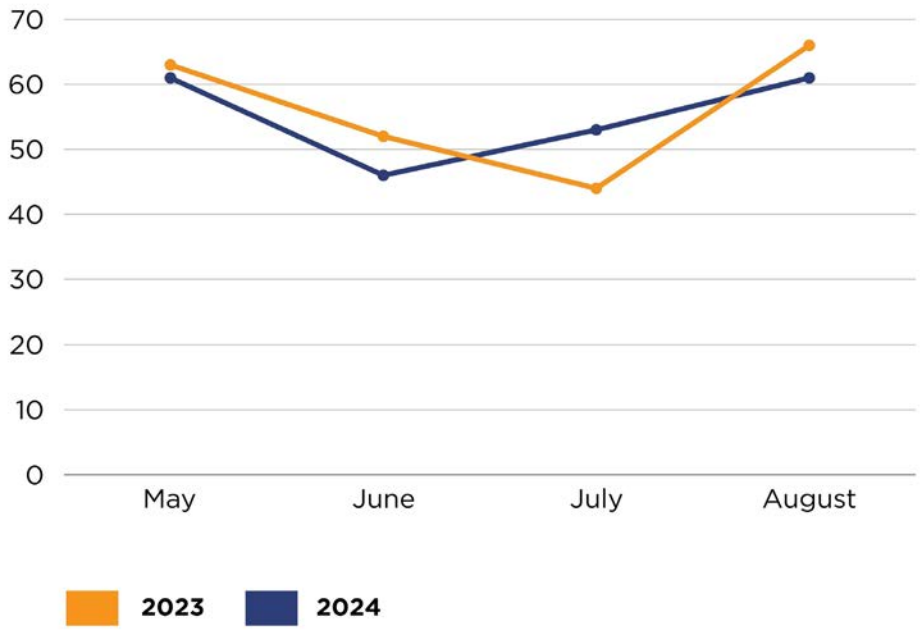
1 based on municipality indicating that no more use can reasonably be accommodated

1 Mid-point between 74% in November 2023 and 76% in January 2024.

Summer Ice

User groups indicated interest in additional access to summer ice. Figure 5.2 shows levels of use during summer months at LRC in 2023 and 2024 ranging from 46% to 61% and from 46% to 66%, respectively.

Figure 5-2: Summer Ice Use 2023 and 2024



Typical use levels, therefore, appear to provide considerable opportunities for access to time by other interested groups. Over the long-term, if community demand for summer ice increases to the point where insufficient time is available, current uses that comprise commercial operators may need to be limited as per the municipality's ice allocation priorities. To the extent possible, however, commercial uses should be retained as they provide services that cannot be feasibly delivered by the municipality while generating additional revenue to offset facility costs.

Floor Use

Four of nine arena pads are used for floor activities during the ice-out season. In 2024,[1] the four arenas recorded a total of following 540.5 hours of floor use from April through July, as follows:

- LRC: 280.5
- Oakwood: 141
- Fenelon Falls: 110
- Bobcaygeon: 9

Information from the municipality notes that arenas in rural areas are not used during the summer, except for occasional events. These findings indicate that need is well met with considerable potential to increase use if demand warrants it.

Future Facility Provision

In summary, the foregoing assessment of collective prime time use at all ice pads in Kawartha Lakes indicates that: a) a total of up to eleven (11) ice pads will be required to serve winter ice needs for projected population growth during the term of the Plan, and b) need for summer ice, as well as floor use during the ice-out season, will be accommodated with available facilities.

Ensuring an adequate supply of ice pads in relation to population distribution is also important, given the municipality's large geographic area. Kawartha Lakes is anticipated to grow by 30,450 people or 38% by 2040 (from 81,200 to 111,650). As noted previously, the 2025 Growth Management Strategy allocates most of this growth to the south end of the municipality (23,154)[2] , and primarily Lindsay (22,673). The northeast area of the municipality is anticipated to grow by 5,763 in Fenelon Falls and Bobcaygeon. Future facility supply, therefore, should consider the location of facilities in relation to growth areas.

In addition to providing an adequate supply of optimally located ice pads over the term of the Strategic Plan, existing aging facilities require upgrades to maintain facility integrity and serviceability. The municipality will be preparing detailed building condition assessments for its arenas as part of the ongoing five-year corporate program. These will identify required capital expenditures in upcoming years to sustain the arenas. At the same time, the results of these assessments may confirm the need to replace facilities that have exceeded their lifespans or will do so during the timeframe of the Strategic Plan.

Previous studies prepared by the municipality have recommended replacing old single ice pads with twin pad facilities to leverage the cost and programming efficiencies associated with larger arenas. The Strategic Plan supports this service direction for both facility replacement and future new ice pads. Table 5.5 outlines the four arena-based hubs to consider for future facility development. It assumes that the LRC twin pad arena will continue to serve the community in its current capacity and is not included in the table. Collectively, however, there will potentially be hubs to serve Kawartha Lakes.

1 Little Britain Arena, which also typically accommodates floor use, was under construction in 2024.
2 Lindsay + Omemee

Table 5-5: Proposed Arena-Based Hubs

Existing and Proposed Arenas for Future Hubs	Current Ice Pad Supply	Potential Future Supply (in twin pads)
South Lindsay	1	2
Fenelon Falls/ Bobcaygeon	2	2
Emily/ Omemee/ Manvers	2	2
Woodville/ Little Britain/ Oakwood	3	2

As shown in Table 5.5, three of the four proposed hubs comprise existing arenas that could be twinned upon replacement. South Lindsay is identified as the area for a fourth arena-based hub to provide additional needed pads to supply and locate a twin pad where near term population growth in Kawartha Lakes will be concentrated.

The most likely site for its provision is Ops, which is currently designated for redeveloping existing outdoor facilities. Including a twin pad arena here will create an indoor-outdoor recreation hub in a growth area, for which existing arenas will be unable to accommodate demand generated by new residents. Locating a new twin pad arena here will also:

- as a completely new build, avoid the short-term disruption to operations involved in replacing existing facilities
- provide additional ice time to relieve pressure on the existing arenas now and, as future replacement projects are undertaken, accommodate some of the use temporarily displaced by closures
- meet community expectations that the former arena on this site would be replaced with a new facility
- if required, due to needed municipal servicing improvement, allow a phased approach to development by constructing one pad in a design that anticipates a second to be added and provides amenities to support both.

For these reasons, it is suggested that Ops be considered as a priority in the municipality's arena development strategy. Beyond Ops, the locations of one twin pad to serve an area or areas that currently have two or more single pad arenas will be determined when needs are confirmed and plans developed based on this information.

Opportunities to co-locate other needed facilities (e.g., gyms, program space, as discussed in other sections of the Strategy) with consolidated arenas at other locations will facilitate creating additional recreation hubs that provide overall improvements to service levels to the community.



Confirming Future Provision of Ice Pads

The Parks & Recreation Strategic Plan covers 15 years into the future, given variables that are currently known and changes that are anticipated to occur. It envisions an approach to provision that will be incrementally implemented and confirmed by the ongoing evaluation of outcomes by project and the implications of one development for the next initiative. Consequently, the configuration of the facility supply towards the end of the Strategy's term and beyond will depend on the cumulative outcomes of earlier projects as well as the impacts of unanticipated variables.

In moving towards implementing the directions contained in the Strategy, additional work is needed to confirm an appropriate level of investment in developing major facilities like arenas. It is recommended that the municipality prepare a detailed Recreation Facility Master Plan to inform decision-making over the next ten years. The study's scope should include confirming the number of ice pads needed during this period based on:

- the results of this Plan (which incorporates previous work);
- the extent to which municipal investment in improvements to existing arenas will extend their serviceability and delay the need to replace them;
- planned residential growth areas, population projections for these, and the pace and timing of growth in each;
- further consultation with arena user groups and the community, as required, to project facility use and building components required to accommodate it;
- facility configuration and sequencing for those recommended to be developed in the next ten years.

Given the above discussion, it is suggested that arena development at Ops be a priority to be addressed in this Plan.

Contextual Factors for Arena Development in Kawartha Lakes

Of particular importance to arena development is broader trends in ice sports that will be reflected in local activity and so will contribute to ongoing determination of ice pad requirements. Although female participation in hockey appears to be increasing, there is concern among Canadian hockey organizations that overall continued growth is not assured as factors such as the high cost of participation, the increasing professionalization of amateur sport, and emerging 'replacement' sports reduce its dominance in the field.[1] The need for more facilities to serve population growth alone, therefore, may be offset by declines in participation in ice sports.

Policy changes within the Ontario Hockey Federation may also have an impact on where demand for ice materializes.[2] Beginning with the 2025/2026 season, minor hockey players outside the GTHL[3] at the U10 level and above will be able to play for teams outside their own

1 See Appendix B for more detail and sources.
2 https://www.ohf.on.ca/player-movement/#:~:text=By%20removing%20residency%20restrictions%20for,accessible%20for%20everyone%20in%20Ontario.
https://www.thestar.com/sports/hockey/parents-wanted-more-choice-ontario-hockey-federation-to-let-players-choose-where-they-want-to/article_3197c29c-bca7-11ef-9646-db13c35fc96f.html
3 The Greater Toronto Hockey League has allowed this sort of movement between teams for a while, but it is new to areas outside the GTHL.

community without needing to request a waiver, which was previously the case. Kawartha Lakes proximity to the GTA and potential player movement out of the municipality may impact future ice needs within its boundaries. The full impact of this policy, however, may not be felt for several years, as the, "The OHF is implementing a temporary hold on the addition of Rep teams at U10 age group and above by Associations and OHF Members. This hold will allow for a thorough review and adjustment of the number of teams at each age group and Category."

If approved by Council, a recent community-initiated proposal to build an outdoor, covered refrigerated rink at the LRC will also inform future demand for ice. The proposal envisions an NHL-size pad and dressing rooms that would function primarily to support tournaments at the LRC, and to accommodate special events. At other times, it could be scheduled for community organizations for practices and games. While still in the early stages of planning, if this facility is approved and developed, its implications on use of, and demand for, indoor ice - as discussed above - will need to be factored into other development decisions.

RECOMMENDATIONS

F 1. Optimize use of all ice pads by increasing weekend prime time scheduling between 8am and 11pm on Saturday and Sunday.

F 2. Prepare a detailed Recreation Facility Master Plan and, as part of this study, confirm the number of ice pads needed to serve population growth.

F 3. For additional ice pads recommended in the Recreation Facility Master Plan and beyond, consider their provision as part of twin pad facilities to also replace aging single pads in locations that will cover existing markets and serve population growth in each of the following areas: South Lindsay; Fenelon Falls/ Bobcaygeon; Emily/ Omemee/Manvers; and Woodville/ Little Britain/Oakwood.

F 4. As part of the recommended Recreation Facility Master Plan, assess Ops as a priority location for a new twin pad facility in South Lindsay.

F 5. Treat potential twin pad arenas as the core of future indoor recreation hubs that may also be appropriate locations for other needed facilities (e.g., gyms, multipurpose space, etc.).

F 6. Use detailed building condition assessments being prepared for the arenas over the next five years to inform the priority of proposed arena replacements as part of twin pad facilities.

F 7. Monitor and apply trends in participation/use of all ice pads to ensure projected facility requirements reflect demand over time to confirm when new facilities should be designed and developed, and how they should be configured.

5.4.3 Gymnasiums

Assessment Variables

- There are no municipal gyms in Kawartha Lakes.
- Relative to other interests, a gym/fieldhouse was strongly requested by the community.
- The gymnasium (fieldhouse) at Fleming College's, Frost Campus in Lindsay is available for use by the community when not being used for college activity, and School Board gymnasiums are also available during non-academic hours.
- Interest in pickleball courts was also strong, and these are facilities often incorporated in municipal gym design.
- It was reported that gyms at schools and the college are limited in available time and too expensive for volunteer organizations to rent.
- Gymnasiums belonging to other providers include BGC Kawartha Lakes in Lindsay, which is used for the agency's programs.
- User groups reported that they use facilities in Kawartha Lake schools to run their programs and activities, and most often those belonging to the Trillium Lakelands District School Board.
- Reliance on school gyms was attributed to lack of municipal facilities, and that access to school gyms is limited by near capacity use and high cost.
- Gymnasiums designed for multiple uses often comprise part of municipal facility supply.

Facility Supply Requirements

For the purposes of the assessment, gymnasium refers to both a traditionally designed space and a gym/fieldhouse such as the facility at the Fleming College Lindsay Campus. Participants in consultation activities sometimes used the words interchangeably

There are 31 schools in Kawartha Lakes, 15 of which are in Lindsay and the remainder are distributed throughout the municipality. While there may be issues related to suitability for all levels of play, availability and cost, schools are important locations for community-based recreation. Their community-centric distribution and inclusion of gyms and other spaces that can be used for recreation programs provides opportunities to deliver programs close to residents in school catchment areas.

At the same time, school facilities cannot match the potential for a municipal gym to provide both structured programs and drop-in activities. School gyms cannot fully meet needs for program/activity development due to no daytime access for community use, cancellations for school events, and adults as a lower priority in allocation policy.

Unlike school facilities, a municipal gym can be programmed full time with many activities, while assigning community use full access and top priority. As in many communities, there is strong interest in more indoor pickleball locations in Kawartha Lakes, which is still a growth sport and one that municipalities are working to provide facilities to meet demand.

'Traditional' gym designs have evolved into a diverse range of options, many of which make the space optimally usable and integrate it more seamlessly into the building. Various structured programs and drop-in uses can be accommodated with, for example, courts designed for pickleball, basketball, volleyball, badminton, etc. Gymnasiums are also highly complementary to aquatic facilities and arenas and can support concurrent programming and cross-training. With the appropriate design elements, the space can also function as a venue for performing arts and entertainment events.

Future Facility Provision

While it is expected that schools will continue to serve local communities in Kawartha Lakes with facilities and spaces for recreation, the municipality can complement this supply and diversify its own by looking at the feasibility of adding a gym to selected future arena redevelopments or new build projects. Consideration should be given to providing a gym with the new twin pad facility at Ops to serve residents and population growth in this area. Ideally, a second facility to serve residents should be considered as part of a possible twin pad development to serve the northern portion of the municipality.

When determining the projects to pursue, the design, cost and site capability of providing double over single gyms should be investigated. Double gyms provide more space for indoor sports/active recreation (e.g., winter soccer training) and, when divided, allow structured programs and drop-in activities to occur simultaneously.

The recent legislative changes reducing international student eligibility for post-secondary education in Canada is, in turn, impacting the use of school sports and recreation facilities at these institutions. Fleming College has a fieldhouse which is close to the LRC and includes a double gymnasium. The municipality should approach the College to gauge its interest in the City taking responsibility for managing/programming the facility through either an operating agreement or acquisition. In the event of acquisition, physically connecting the fieldhouse to the LRC would enhance the facility's indoor hub function. Securing community access to an existing facility may be a factor to consider in providing a gym at Ops in terms of the type of facility needed.

Given the time it will take to develop a municipal gym, options to optimize the use of existing facilities and facilitating access to those of other providers is an interim measure. The Kawartha Lakes Pickleball Association currently uses indoor spaces throughout the municipality to run its activities.

According to the group's website, indoor courts total 24 at the following locations:

- 4 at Bobcaygeon Curling Club (scheduled, during ice-out season)
- 5 at Omemee Curling Club (during ice-out season)
- 1 at Burnt River Community Centre (reserved drop-in; municipal program)
- 3 at Fenelon Falls Community Centre (reserved drop-in)
- 8 at LEX Commonwell Building (KLPA

rental November to April)

- 3 at BGC (programs coordinated by BGC Kawarthas seasonally)[1]

These arrangements reflect an efficient and well distributed use of available spaces to support pickleball. Demand for indoor pickleball appears to be such that existing facilities can continue to be used to provide additional courts.

Section 4.0 provides examples of the potential to better use arena floors for programming, assuming staffing requirements are met. At the same time, greater access to School Board gyms should be pursued through agreements to reduce costs to organized community-based users, particularly in rural areas of the municipality (see also Service Delivery, Section 5.6 on Facility Agreements).

RECOMMENDATIONS

F 8. Secure use of the Fleming College Fieldhouse through an agreement or other alternative arrangement with the College, as deemed appropriate.

F 9. As part of future arena-recreation hub development, consider including municipal gyms to serve the north and south ends of Kawartha Lakes (pending access to Fleming College Fieldhouse in Lindsay).

F 10. Establish agreements for greater access to School Board gyms, especially in rural areas of the municipality.

1 https://www.klpa.ca/wheretoplayindoors

5.4.4 Fitness Facilities

Assessment Variables

- There are two well equipped municipal strength and conditioning rooms (at the LRC and Forbert Pool) and a large fitness studio (at the LRC); supply levels are 1:40,600 and 1:81,200, respectively, which are low compared to many municipalities.
- As in Kawartha Lakes, these types of facilities are typically components of recreation centres/complexes, as opposed to stand alone facilities.
- Relative to facilities that are not available, community interest in an increased supply of both is moderate.

Facility Supply Requirements

Although the current supply of municipal fitness rooms in Kawartha Lakes is relatively low, limited interest emerged in community consultation for additional facilities. This suggests the need for limited service expansion.

Future Facility Provision

Although fitness programming is a municipal responsibility in Kawartha Lakes, public provision of conditioning and strength training rooms generally considers the supply of commercial operators in the community. The availability of commercial services often precludes municipalities having to purchase (or lease) and maintain their own equipment. At the same time, the municipality wants to provide affordable fitness options to all its residents. Community interest in municipal fitness equipment/services is now quite common and municipalities are working to respond in ways that do not compete with other providers.

The north and central areas of the municipality are provided with strength and conditioning facilities at the LRC and Forbert Pool. Future indoor recreation hubs should also be considered as locations for these types of facilities. The 2019 Development Charges Background Study[1] assigned a net capital cost of $847,700 for upgrades and expansion to the Forbert facility. This work has not yet been done and should be confirmed with a facility needs assessment prior to implementation.

RECOMMENDATIONS

F 11. As part of future indoor recreation hub development, consider including strength and conditioning rooms and fitness program studios.

F 12. Prepare a facility needs assessment to confirm required upgrades and expansion to the Forbert Memorial Pool fitness facility.

1 Watson & Associates Economists Ltd.

5.4.5 Track

Assessment Variables

- There are no indoor tracks in Kawartha Lakes.
- Relative to other interests, an indoor walking track was strongly requested by the community.
- These are facilities often incorporated in arenas or municipal gym design.

Future Facility Provision

Tracks are increasingly being integrated with gyms, at either floor or mezzanine level around the perimeter of the gym, or as part of arenas around the ice pad's perimeter. Indoor tracks provide opportunities for people to stay active during the winter when it is more difficult to exercise/train outdoors. An even, fabricated surface also mitigates or prevents joint stress and injuries. These facilities can be programmed, scheduled for organized use, and/or made available for casual use. Typically, casual use for personal fitness is free of charge.

Kawartha Lakes residents expressed relatively strong interest in an indoor track. Although community interest focused on walking, walking/running tracks are also becoming more popular, with each activity allocated to separate lanes with space to pass (e.g., lanes one and two for walking; lanes three and four for running). Incorporating a track should be considered in future centre redevelopment plans for arenas to create indoor recreation hubs.

RECOMMENDATIONS

F 13. As part of design/costing work related to future development plans for arena-based recreation hubs, investigate options to including an indoor track.

5.4.6 Squash Courts

Assessment Variables

- There are two (2) international size squash courts at the Lindsay Recreation Centre or 1 for every 40,600 population.
- Relative to facilities that are not available, community interest in increased supply is low.
- Information on the use of the squash courts in 2024 shows 571 hours (5.5%) of 10,266 available hours were used.
- "The global squash market is anticipated to rise at a considerable rate between 2024 and 2031. In 2023, the market is growing at a steady rate and with the rising adoption of strategies by key players, the market is expected to rise over the projected horizon. North America (United States, Canada and Mexico) is a leading market for this sport."[1]

Facility Requirements and Future Provision

Current use levels of the squash courts represent a per capita provision of 0.007 hours (571/81,200). At the same rate of participation, population growth to 2040 will generate a total of approximately 782 hours of court use or 210 more than 2024. This would increase total use to 7.6% of available hours, indicating that existing facilities will meet demand for the term of the Strategic Plan - even if local participation in squash grows.

RECOMMENDATIONS

F 14. No additional squash courts will be needed during the term of the Strategic Plan.

1 https://www.linkedin.com/pulse/squash-sport-market-2024-trends-future-growth-analysis-rgrof/

5.4.7 Pools

Assessment Variables

- Existing supply comprises two aquatic facility locations (3 tanks) or 1:40,600.[1]
- Neither facility is state-of-the art in terms of design and/or capacity.
- Aquatics programs and services are close to capacity but are not meeting current demand due to facility capacity, with potential registrants being turned away.
- Relative to facilities that are not available, community interest in increased supply is moderate.
- Detailed building condition assessments are to be prepared over the next five years.

Interest in an additional indoor pool emerged in consultation, although not to the same extent as that for facilities not currently available in supply (e.g., gym, indoor track, etc.). Despite the strain on the capacity of existing pools to accommodate current demand for programs, the view that additional/ expanded facilities are needed immediately was not unequivocal. It was suggested, however, that projecting current demand may mean another pool is required to serve population growth.

Although there are no definitive standards for pool provision, a general rule of thumb is that a population in the range of 30,000 to 35,000 can support an indoor aquatic facility at a reasonable operating cost (i.e., net deficit).

Table 5-6: Indoor Pools in Kawartha Lakes

Facility	Pool Components	Setting
Southeast		
Bobcaygeon: Forbert Pool	• 1, 3-lane, 18 metre pool • stepped ramp, change room facilities and showers	• complements a full workout centre within the same building
Lindsay		
Lindsay Recreation Complex	• 1, 6 lane, 25 metre pool • 1 therapeutic pool • on-deck sauna, a 1 metre diving board, change room facilities and showers	• part of large complex including strength and conditioning room, fitness studio, etc.

1 https://www.linkedin.com/pulse/squash-sport-market-2024-trends-future-growth-analysis-rgrof/

Today, the 'core' facility typically comprises an 8-lane, 25 metre tank and a leisure pool, and may include complementary components such as a therapeutic (warm) pool. As shown in Table 5.6, Kawartha Lakes' pools comprise most - but not all - of these features.

These findings suggest the potential to support up to two 'full service' indoor pools at current population levels, with the possible need for a third facility in the long term. Three major indoor aquatic centres, however, would be extremely costly to provide. Moreover, settling on an appropriate location for a state-of-the-art, third facility to serve a disbursed population outside Lindsay would be difficult. The current supply of municipal aquatic facilities in Kawartha Lakes, therefore, are anticipated to continue as the primary locations of indoor activity over the term of the Strategic Plan.

Future Facility Provision

As discussed in the program section, an initial step to accommodating unmet resident demand for access to aquatic services is through facility supply. Initiatives should focus on:

- addressing required changes to existing supply to address aging infrastructure concerns

- where feasible, increasing capacity and accommodating demand generated by population growth at these two facilities

The upcoming building condition assessments will inform the anticipated costs to sustain both the LRC and

Forbert Memorial pools, and required improvements should be implemented.

Maximizing use of existing facilities can help absorb currently unmet, and future, demand generated by growth. Extending pool operating hours at the LRC should be explored as a means of increasing capacity to meet unmet demand for programs, especially in the short to medium term. Shifting programs that do not need a large pool from the LRC to Forbert Memorial Pool could also be considered.

The combined results of changes to policy, operating hours and program relocation will improve the performance of the two existing pools to meet community need to some extent.

In anticipating long-term need as a result of population growth, the recommended Recreation Facility Master Plan should include a facility needs/feasibility assessment for a redevelopment/ expansion at the Forbert Memorial Pool. Ideally, a 25m, 8-lane facility with a leisure component should be considered, along with complementary amenities. In the interests of sport tourism and the potential to generate revenues to offset operating costs, an appropriately designed 8-lane facility could also accommodate training and regional/ provincial short-course meets.

RECOMMENDATIONS

F 15. Investigate increasing operating hours and coordinating program schedules between the LRC and Forbert Memorial Pool Facilities to maximize use of all available time.

F 16. As part of the recommended Recreation Facility Master Plan prepare a facility needs/feasibility assessment for redeveloping and expanding the Forbert Memorial Pool to include a 25m, 8-lane facility with a leisure component to serve long-term need for aquatic facilities.

5.4.8 Multi-purpose Rooms

Assessment Variables

- Relative to facilities that are not available, community interest in an increased supply of multi-purpose program rooms is moderate (when requests for gyms and full-service multi-purpose recreation complexes are excluded).
- There are 26 municipally owned community rooms in Kawartha Lakes or 1:3,123 population, which is high compared to the municipalities reviewed.
- Municipal supply is supplemented by facilities belonging to private, not-for-profit organizations in at least ten locations throughout the municipality.
- Information on levels of use is not available for every facility.
- Detailed building condition assessments for municipal facilities are to be prepared within the next five years.

Facility Supply Requirements

Appendix F contains inventory information on municipal community and meeting rooms in Kawartha Lakes that are part of Parks and Recreation's portfolio. This information is summarized here:

- Spaces comprise 17 large community rooms (>100 capacity) and nine (9) smaller rooms (<100 capacity), which are located in 17 communities throughout the municipality.
- In most communities - Lindsay, Fenelon Falls, Omemee, Manvers, Bobcaygeon, Little Britain and Oakwood - these rooms are part of the arena building and the remainder are either located in smaller community centres or are free standing.
- The bulk of spaces comprise aged infrastructure. Of the 18 facilities for which age was available, the largest proportion (39% or 7) are between 40 and 50 years old. Two facilities (11%) are less than 15 years old, six (33%) range from 51 to 80 years old, and the remaining three (17%) are over 100 years old.
- From the perspective of features, the halls and rooms are comparable. Almost all have a kitchen, bar, stage and sound system, and most are air conditioned. Most also have accessible access and washrooms, with a few remaining to be upgraded in the near future.

Municipal Community Rooms

Table 5-7 summarizes available information on the use of municipal halls and meeting rooms in 2023, and notes on users/uses that were accommodated. It is important to note that the information shown here is limited to rooms for which the municipality has a record. Information on total use of most spaces is not available, and for some there are no data. Volunteer Management Committees are responsible for the day-to-day operations of nine (9) local community centres, for which no hours of use were recorded in available information. In some cases, the hours shown combine rentals (including leases) and programming, which obscures the use levels, costs, revenues, etc. associated with each type of use.

Table 5-7: Use of Municipal Community and Meeting Rooms 2023

Facility	2023 Total Hours Used	Average Weekly Use	Notes on Users/Uses
Victoria Park Armoury	2,024 (full-time lease) 836.5	38.9 16.1	seniors club lease fitness programming
Lindsay LRC	1,243	23.9	small private parties; day camps
Fenelon Falls CC (hall)	1,037	19.9	pickleball
Omemee (arena)	268.5	5.2	
Oakwood (arena)	238	4.6	
Coronation Hall	215	4.1	small private parties
Fenelon Township CC	195.5	3.8	
Little Britain (arena)	164	3.2	
Bobcaygeon (arena)	143.5	2.8	
Bethany/Manvers (arena)	128.5	2.5	
Woodville Town Hall	130.5	2.5	event rentals
Coboconk Lions Hall	0	0	under construction in 2023
Totals	**6,624**	**127.4**	

Collectively, the above information on hours reported for 2023 indicate low use relative to time that could be scheduled. If is it assumed, for example, that each location represents the potential to host a conservative minimum of 48 weekly hours of use (or the equivalent of Saturdays and Sundays from noon to midnight), only Victoria Park Armoury represents this level of activity at an average of 55 hours per week. All other halls used average between 5% and 50% of 48 hours. Moreover, 48 hours per week is a conservative estimate of time that could be used in community rooms during a typical week, especially if they were heavily used for community programs in addition to rentals.

Over three-quarters (78%) of total use is accommodated at three facilities: Victoria Park Armoury, Lindsay Recreation Complex (LRC) and Fenelon Falls Community Centre. The 2,024 hours at the Victoria Park Armoury, comprise the time (Monday to Friday from 9am-4pm) covered by a lease with the Lindsay Seniors Association for a grant-supported Seniors Active Living Centre. The Centre operates year-round. These hours are for the exclusive use of the Club and, therefore, actual use may be less than the total leased. The LRC hall, which is operated by the municipality, is the second most used facility.

Kawartha Lakes' rooms are in older arena-community centres or as stand-alone facilities that are still best suited to hosting social functions and/or meetings associated with organized sports/ recreation groups or rentals for private parties/celebrations. Although some new and different uses have occupied these spaces over time, they are not comparable to current purpose-built, multi-function facilities. This typically limits their usability for the range of programs/activities requiring intentionally designed multi-purpose space and often results in their underuse relative to current interest in maximizing the 'return on investment' in municipal assets.

Consultation revealed community interest in a range of facilities that are either not provided in Kawartha Lakes or are in limited supply, and which the many community rooms in the municipality (either as they stand or through repurposing) could be used to provide. These include a youth centre, deliberately designed multi-purpose program space, fitness studios and arts facilities. Improved facilities will also be needed to facilitate growing a wider diversity of programs/activities as recommended in Section 4.0 of the Strategic Plan.

Future Facility Provision

Effective planning for the future of these facilities will require complete and comparable information, documented on an annual basis for at least a full year to first determine how spaces are being used and to what extent. This work will require the participation of the Volunteer Management Committees, as discussed further below in section 5.6 on facility agreements. The information collected will inform both programming potential and priority assignment to capital investment decisions. From a facility/space perspective, the future of community rooms that are part of the arenas will be tied to decisions regarding the relevant recreation hub. As discussed above (Section 5.4.10), recommendations to redevelop existing and build new

recreation hubs include gyms and multi-purpose spaces, which would replace some of the limited-purpose, traditional arena halls. For all community rooms, however, the upcoming building condition assessments should include a functional evaluation of current and potential use of these spaces to inform what can be done to optimize their use for a range of community programs/activities now and in the forseeable future. With respect to facilities that may be redeveloped, this may identify limitations to improving their program function in the years leading up to project planning and design, which could address these deficiencies.

Determining the need for stand-alone community halls and how to optimize their use for various activities will require a coordinated assessment that integrates several variables to arrive at a potential short-list of facilities in which to invest. These include:

- indicators that existing facilities are nearing the end of their lifecycle
- building condition (from systems and functional perspectives) and their potential to function in new ways, as per program/activity requirements
- their role as gathering/social spaces and its importance to community cohesiveness
- the extent of investment that would be required to upgrade/repurpose the space to provide multiple, needed/new functions
- opportunities to decommission existing facilities by focusing on a limited number of community hubs, including arena-based facilities that serve/will serve the same local market
- current or potential operating practices that minimize costs to the municipality (e.g., volunteer management boards, service club operated, etc.)
- accessing non-municipal facilities in local communities that are better designed/equipped to meet program/activity requirements through collaborations with other parties

The objective of the assessment is to arrive at a sustainable number of municipally owned multi-use spaces across Kawartha Lakes to serve as local hubs to host a range of programs/activities. At the same time, these should complement facilities in arena-based hubs and those of other providers that can be accessed for community use.

Not-for-Profit Community Rooms

Appendix F notes not-for-profit and municipal community halls and meeting rooms in Kawartha Lakes, which may not represent a comprehensive list. In addition to four Lions' Club halls, and facilities associated with five curling rinks, there are two volunteer owned and operated community centres in Pontypool and Dunsford. Web-based information notes that the 10,000 sq. ft. Dunsford Community Centre has served as a community hub for 27 years, with no paid staff. Although considerably smaller, the Pontypool Community Centre is also owned and operated by volunteers. These facilities supplement the supply of municipally owned assets and deliver additional community programs and services. Table 5.8 totals all municipal halls, and known not-for-profit community and meeting rooms in Kawartha Lakes for which information was readily available.

Table 5-8: Municipal and Not-for-Profit Community and Meeting Rooms[1]

Location	Existing Facility Supply			Totals
	Municipal		Not-for-Profit	
	Small	Large	Small and Large	
Lindsay	1	2	2	5
Northwest	6	5	3	14
Northeast	2	2	-	4
Southeast	0	5	8	13
Southwest	0	3	-	3
Totals	**9**	**17**	**13**	**39**

1 These numbers do not assume a complete total for not-for-profit spaces.

Collectively, there are over 30 small and large community rooms in the municipality, which are unevenly distributed across the urban core (Lindsay) and rural areas delineated for the study. In addition to verifying the use and potential functionality of municipal community rooms/spaces to provide needed programs/activities, opportunities to access facilities belonging to other providers that are underused and could offset deficiencies in municipal supply should be investigated, as appropriate.

As noted above, for example, interest in a senior's centre emerged in consultation. There are currently four locally based seniors' groups in Kawartha Lakes. In addition to the group that uses municipal space in Victoria Park Armoury there are three seniors' organizations that operate out of their own facilities - the Southview-Cameron New Horizons Seniors Club[1], Fenelon Falls Seniors Club, and the Bobcaygeon Senior Centre.

Given the large geographic area of the municipality, seniors' centres are likely best provided in local communities versus a central, municipal facility that would require considerable travel for many. Other local serving seniors' centres, if needed, might also be provided in existing facilities belonging to others (e.g., curling club community rooms) that could accommodate this type of use while enhancing that of the club. The municipality can investigate reported interest in seniors' centres and assist these residents in organizing and accessing local facilities. In some cases, securing access to spaces belonging to other providers may require formal agreements, which is discussed in Section 5-6.

1 The municipality provides a tax rebate to the Southview-Cameron in recognition of its community service function.

Facility Management and Operations

As noted above, Volunteer Management Committees are responsible for the day-to-day operations of nine local community centres, with responsibility for the following general activities:

- managing and operating the facility including building and grounds maintenance, bookings, invoicing and collections, promotions and programming.

- preparing and submitting update reports to the liaison Department by the end of each quarter to outline the facility utilization, including rental/ program details.

- preparing and submitting an annual report to Council

The Terms of Reference for each Committee also note that "management should be conducted in an efficient and effective manner while maximizing community use of the facility and surrounding property. Where viable, self-sustainability will be an ultimate goal of the Committee. The Committee shall ensure full access to the community centre by all residents of the City of Kawartha Lakes, subject to facility availability and rental policies."

Major capital expenditures are the responsibility of the municipality and operations support is provided by Parks and Recreation Division of the Community Services Department, largely in the form of advice, ideas, and policy/ procedures. The Committee may receive an annual operating grant to maintain the facility.

Planning for the future of volunteer managed municipal facilities will require greater coordination and communication between the Committees and the municipality. Effective decisions on capital investment as well as program/service planning need to be based on information that verifies demand. The Committee's Terms of Reference calls for quarterly reports to the municipality on facility use, which should be designed to provide all the information needed for program/ service planning. Ideally, the form and content of reporting on Committee-managed spaces aligns with that for community rooms operated by the municipality to allow direct comparison across all municipally owned facilities. Section 7.0 of the Strategic Plan discusses service planning in more detail.

With respect to capital planning and investment, major capital expenditures are the municipality's responsibility. For example, the Norland Recreation Centre was transferred from municipal to Committee management within the last five years. Since then, the municipality has committed over $1m to upgrade the building envelope, the interior activity space, and to install accessible washrooms. The Committees contribute to small capital improvement projects to varying degrees - depending on their fundraising capabilities. The Burnt River Community Centre, for example, is the home of the Bullies ball team, which is a strong fundraiser that shares costs (50/50) for small projects with the municipality.

The recommended Recreation Facility Master Plan should be used to confirm future needs for municipal community rooms and their recommended function(s) as multi-purpose spaces. With this information, the municipality can better use its building condition assessments to optimize the benefits of any future capital investment in volunteer managed facilities, and to coordinate municipal and Committee contributions to specific projects. Each Committee, local community and municipal staff can jointly determine needed and desired capital improvements by location. With the help of relevant professionals, the outcomes of this process can be developed into a plan to implement the work over time as budgets and fundraising allow. As appropriate, plans for both indoor and outdoor facilities on the site should be coordinated. Working to an approved plan prepared by all relevant stakeholders will help ensure that municipal budgets and fundraised contributions together are effectively spent and that existing facilities are optimally used in meeting community needs before adding new space.

Summary

The above discussion provides a framework for rationalizing the future supply and distribution of multi-purpose community rooms in Kawartha Lakes by:

- establishing a complete and comparable information based on the use of all municipally owned facilities, compiling the data required to effectively assess use by type in relation to capacity and costs/ revenues.

- using the results of the recommended Recreation Facility Master Plan to confirm facility needs.

- using upcoming building condition assessments to inform potential investment needed to improve the multi-function capability of facilities and to upgrade building systems

- preparing plans to implement and prioritize intended work at each facility over time in a coordinated manner to help ensure municipal budgets and fundraised contributions together are effectively spent

- as appropriate, identifying opportunities to potentially access the facilities of not-for-profit groups to provide new or optional spaces for community use in mutually beneficial collaborations

These initiatives will require the municipality to lead all relevant stakeholders - local community residents, Volunteer Management Committees, not-for-profit facility owners - in a joint planning process for each community facility.

RECOMMENDATIONS

F 17. For all municipally owned community rooms, implement a data collection system that documents needed information for planning purposes and is comparable and consistent across all facilities.

F 18. As part of the recommended Recreation Facility Master Plan, confirm the future of municipally-owned stand alone community rooms.

F 19. Engage Volunteer Management Committees in ongoing data collection and reporting activities.

F 20. Use upcoming building condition assessments to inform the cost-related implications for building systems and space planning to enhance the multi-purpose function of stand-alone facilities.

F 21. Prepare a prioritized program to implement capital upgrades to municipal facilities.

F 22. Where possible, maximize use of Volunteer Committee managed community rooms to satisfy demand for programming/rentals, using all existing facilities before adding new space.

F 23. As appropriate, work to facilitate community access to not-for-profit space.

5.5 Outdoor Facilities Assessment

5.5.1 Overview of Supply, Distribution and Community Interest

Existing outdoor facilities in Kawartha Lakes that are - or could be - scheduled include ball diamonds, athletic fields, tennis courts, pickleball courts, disc golf, and an informal cricket field.

Table 5-9 summarizes information on the current population-based supply of municipal outdoor recreation facilities and indicators of interest that emerged through the consultation program. As with indoor facilities, a low, moderate or high rating has been used to consolidate reported need among the different community interests consulted for improvements or additions to supply.



Table 5-9: Municipal Outdoor Facility Supply and Community Interest

	Existing Supply			New Facility of Interest to Community	Comparison Supply Range (From Appendix D)	Notes
	# Locations (Facilities)	Population Based Provision Ratio (81,200)	Improve/ Increase[1]			
Ball Diamonds	39 (15 lit / 23 unlit)	1:5,413 (lit) 1:3,530 (unlit)	low	-	1:5,173 to 1:2,600	• scheduled by either City or Volunteer Management Committees, respectively[2]
Athletic Fields	16 (4 lit /12 unlit)	1:20,300 (lit) 1:6,766 (unlit)	moderate	-	1:5,192 to 1:2,217	• in addition to municipal facilities there are 2 unlit high school fields used for organized soccer
Tennis/ Pickleball Courts **Tennis Only** **Pickleball Only**	8 tennis 12 pickleball 4 shared/dual use	1:10,150 (tennis) 1:6,765 (pickleball) 1:20,300 (shared/ dual use)	high: pickleball moderate: tennis	-	1:11,640 to 1:4,150 (t) 1:23,280 to 1:6.749 (p)	• 4 lit tennis courts are on school board property • includes courts that are under construction now or budgeted for provision
Cricket Field	1 informal	-	-	low	-	

1 7 interest sources: open houses, Jump In consultation page, online resident household survey (1,101 respondents), random resident household survey (750 respondents), user group survey (23 respondents), interested/affected community groups, Parks Advisory Committee

2 One municipal diamond is not used, based on available information.

The following sections assess the need for each of these types of facilities to meet current and future needs over the life of the Strategic Plan.

It is noted that weekend use is not addressed, since weekends provide many additional hours that could be scheduled. Consequently, this makes total use in relation to potentially available prime time for weeknights and weekends combined very low, and ranges from 10% to 34%. It is also noted that the use of peak month to estimate available prime time is a conservative approach, given the availability of more hours in non-peak months that could be used to more evenly distribute scheduling.

Figure 5.3 shows that, although there is a wide variation in use levels, all diamonds accommodated all scheduled use on weeknights with room for additional use if the objective is to achieve 100% capacity prime time use. The graph shows that, for the most part, there is less difference between overall seasonal use and peak month use at the diamonds achieving higher peak capacities - Wilson Fields, Bobcaygeon and Fenelon Falls. This means that these diamonds are more heavily used than others throughout the season and that scheduling additional prime time use would be more difficult here than at diamonds that are less busy overall. This would be particularly difficult in rescheduling rainouts if the postponed games need to be played on these fields, as opposed to other that have more unused time.

While use information show Wilson Fields in Lindsay to be an especially active location, diamonds in other population centres including Bobcaygeon and Fenelon Falls are also very well used. User groups indicated they draw participants from a variety of communities in Kawartha Lakes (e.g. including Fenelon Falls, Oakwood, Omemee, Dunsford, Cameron, Lindsay) and from other jurisdictions (e.g., Peterborough, Trent Lakes, Durham Region).

Consultation indicated that diamonds with lower use are less attractive to user groups due to either their distance from where participants live or service level classification, and that preference is for locations with multiple fields, in or near Lindsay. Within this context, demand for time is focused on the same fields on weekday evening (Monday through Thursday after 6pm) at the larger parks, especially Wilson Fields. While it is not unusual for demand to exceed prime time available on a community's best diamonds, this does not automatically equate to an undersupply of facilities in terms of number.

Staff noted increasing interest in baseball in the past few years. Minor baseball groups are growing and there is a relatively new minor girls' team that wants more weeknight time at the same diamonds preferred by other users. User group survey respondents indicated they will need additional access to baseball diamonds over the next 5-10 years, and requested improved safety features and amenities.

This overview of supply and collective use of scheduled fields, in combination with information gathered through consultation activities, suggests an approach to assessing future facility needs that encompasses factors beyond a simple determination of actual use versus demand-based preferences including:

- the need to retain an appropriate level of distribution across the community
- practical considerations that require prime time beyond that which is scheduled (e.g., rescheduling rainouts, short-term facility unavailability due to upgrading work, etc.)
- accommodating new organized users' interest in prime time allocations
- co-locating diamonds in 2+ configurations, to the extent possible
- optimizing use of all municipal fields through upgrades and new scheduling opportunities
- working with other, non-municipal providers to access their facilities to meet needs, where appropriate (e.g., facility location, quality, mutually beneficial, etc.)

With these considerations in mind, all ball diamonds in Kawartha Lakes were initially organized geographically according to their physical location by driving time (less than 15 to 20 minutes) in relation to each other, and their function as part of a group in accommodating organized regular users. This exercise identified eight (8) groups of diamonds, each of which was given an 'area number and name' for the purposes of the following assessments. Figure 5-4 shows the groups.

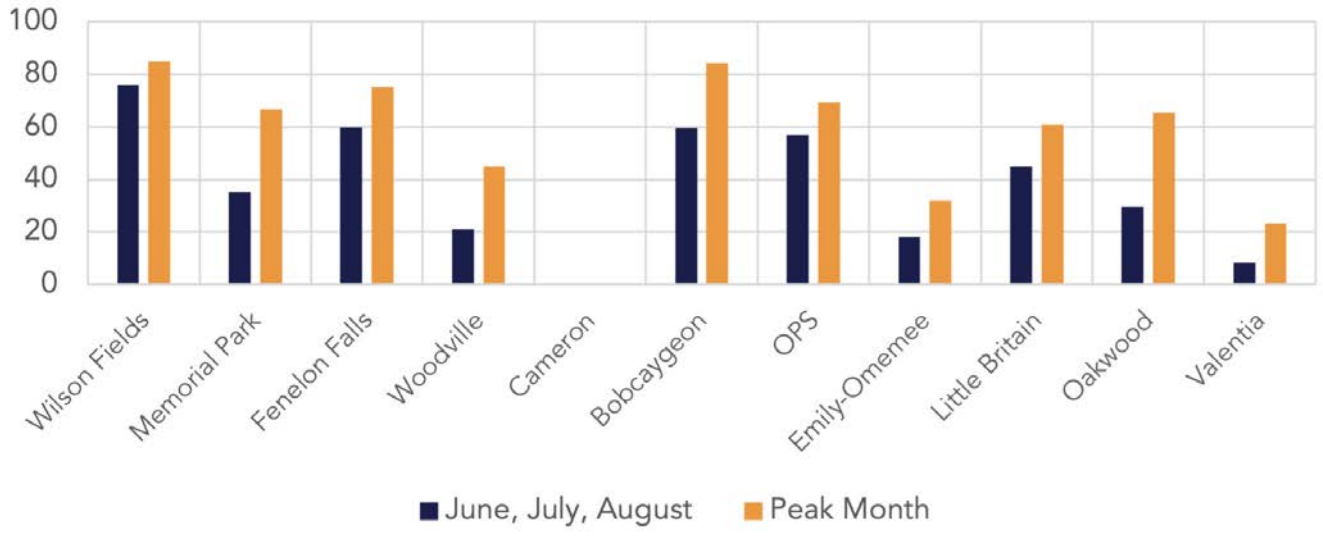


Figure 5-3: Percent Weeknight Prime Time Ball Diamond Use 2024 by Location

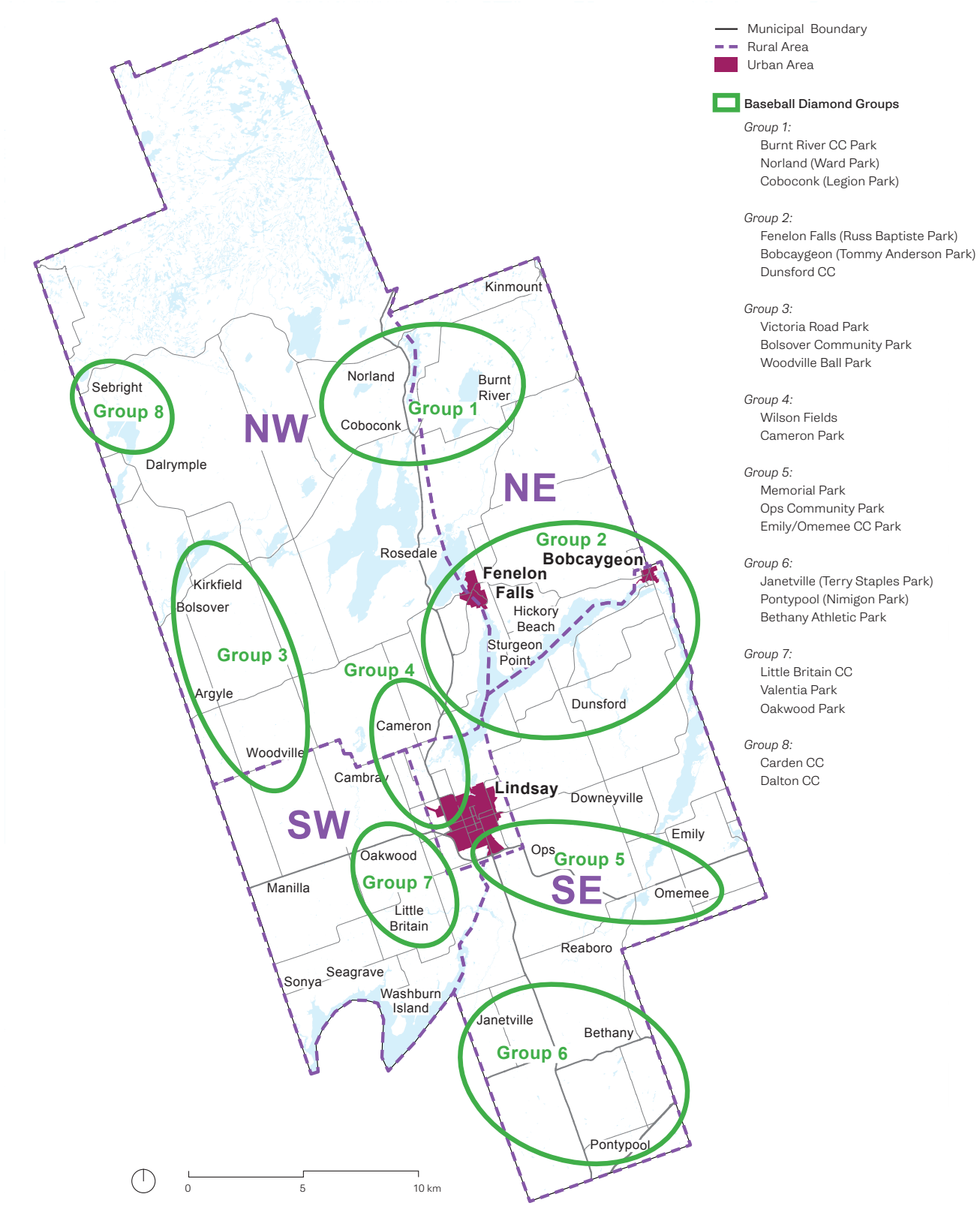


Figure 5-4: Ball Diamond Groupings for Assessment

Group 1: Coboconk and Area

This group comprises five (5) diamonds, of which one (1) is lit and four (4) are unlit, and all are managed and booked by their associated Volunteer Management Committee (Table 5-10).

Research and consultation for the Strategic Plan noted that Burnt River CC Park functions as a tournament centre. At the same time, only one diamond is fully fenced and others have backstops only. Legion Park in Coboconk is used both by the local community and groups from Fenelon Falls, which is about a 16-minute drive distance. This location is currently under development but the diamonds will remain.

It is reasonable to suggest that these diamonds be added to the municipal scheduling system, while continuing to serve local community activity. This change will contribute to optimizing use of available prime time on these diamonds, as well as incorporating this use as part of tracking all municipal facilities. The municipality should consult with each of the three Volunteer Management Committees to determine hours to be allocated to each of the municipal scheduling system and Committee booking. The Committee managed use of ball diamonds should also be tracked and reported to the municipality to provide a complete picture of use in relation to capacity, and to allow direct comparisons across all municipally owned facilities.

Both diamonds at Legion Park have just been refurbished. The need to provide additional upgrades to existing diamonds or more facilities to serve this area during the term of the Strategic Plan will depend on demand in relation to use, as documented through monitoring activities over time.

Table 5-10: Ball Diamond Group 1 - Coboconk and Area

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/Use Variables
Burnt River CC Park	0	2	Burnt River Volunteer Management Committee	could be moved into KL scheduling system
Norland (Ward Park)		1	Norland Volunteer Management Committee	could be moved into KL scheduling system
Coboconk (Legion Park)	1	1	Coboconk Volunteer Management Committee	could be moved into KL scheduling system
Totals	**1**	**4**		

Group 2: Fenelon Falls and Bobcaygeon Area

This group comprises five (5) municipal diamonds, of which two (2) are lit and three (3) are unlit (Table 5-11). The Dunsford Community Centre, which is a not-for-profit organization, has one lit diamond on its property. The Centre receives a tax rebate from the municipality for contributing to community recreation.

Table 5-11: Ball Diamond Group 2 - Fenelon Falls and Bobcaygeon Area

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Fenelon Falls (Russ Baptiste Park)	1	2	municipality	class: 1 A+ & 2 A	75%	94%
Bobcaygeon (Tommy Anderson Park)	1	1	municipality	class: 1 A+ & 1 A	84%	84%
Dunsford Community Centre	1		community centre	not-for-profit		
Totals	**3**	**3**				

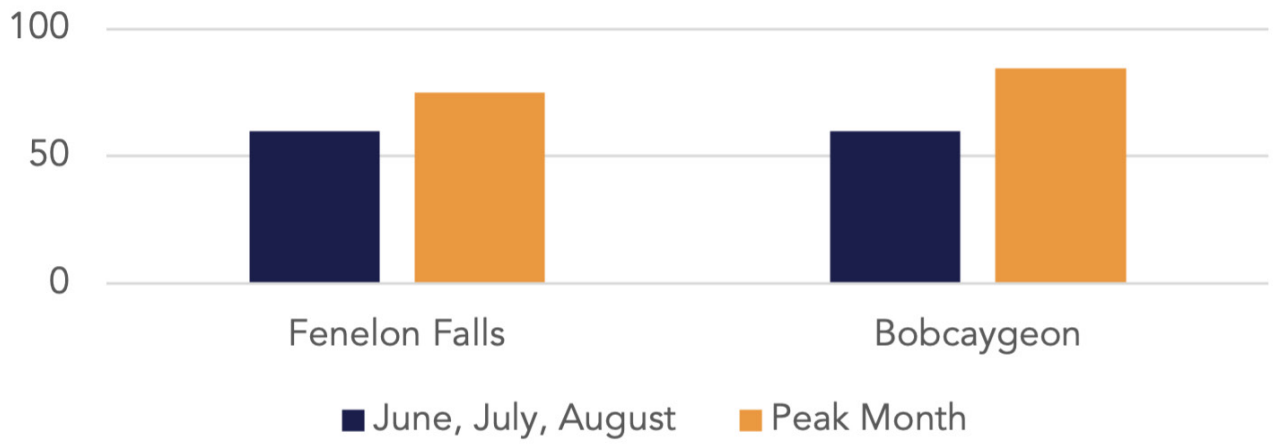


Figure 5-5: Group 2 - Percent Weeknight Prime Time Ball Diamond Use 2024

Five of the six diamonds in this group are owned and scheduled by the municipality, and their relatively high use is likely a reflection of both their urban locations and A to A+ classifications. Staff notes that there is demand for use that cannot be accommodated at Russ Baptiste Park diamonds. The inclusion of Friday evening in the calculation, travel to Coboconk to use diamonds, and the need to leave additional time for rescheduling rainouts, etc., suggests that these diamonds are close to capacity use (see Figure 5-5).

For the purposes of estimating future facility requirements, one lit diamond equals two unlit diamonds given the former can accommodate two bookings per evening. Group 2, therefore, totals the equivalent of (7) unlit municipal diamonds. At a current population of 6,800,[1] a population-based service level of diamonds in Bobcaygeon and Fenelon Falls is 1 for every 971 people. This is an extremely high level of service when compared to the community wide figure of 1:1,376. It also suggests that future population growth in these settlement areas to 12,573[2] will generate demand for the equivalent of a total of 13 unlit diamonds or six (6) more than existing supply. These findings very likely overestimate future need, which emphasizes the importance of ongoing accurate tracking of use of all municipally owned facilities to identify ways to collectively improve their use before considering new builds.

Neither Russ Baptiste nor Tommy Anderson Parks have large open spaces available to add diamonds but the existing facilities in both locations could be considered for lighting to add capacity, as demand for more time materializes. Currently, Legion Park in Coboconk appears to be used as a 'backup' for use that cannot be accommodated at Russ Baptiste and Tommy Anderson Parks. Subject to working with the Coboconk Volunteer Committee, the Legion Park diamonds can be added to municipality scheduled diamonds to create a 'new' seven-diamond group for this area. Upgrading and lighting the smaller diamond at Legion Park should be considered and adding another diamond here is a possibility, if needed.

Alternatively, providing an additional diamond through an agreement with the Dunsford Community Centre for access to its facility could be considered to serve unmet demand for time in Bobcaygeon, which is a 13-minute drive from the Centre. This type of arrangement, depending on upgrading requirements to the Dunsford diamond, might prove more cost-effective than adding a new municipal facility. Opportunities to secure guaranteed access to School Board diamonds could also be investigated, depending on the quality and suitability of the facilities.

1 Dillon Consulting. 2025 Growth Management Strategy Projected Growth for Fenelon Falls, Bobcaygeon, Omemee, and Lindsay (2021-2040)
2 Ibid.

Group 3: Kirkfield and Area

This group comprises four (4) diamonds, of which two (2) are lit and two (2) are unlit (Table 5-12).

Table 5-12: Ball Diamond Group 3 - Kirkfield and Area

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Victoria Road Park	1		Volunteer group	scheduled by the volunteers for use by local leagues; could be moved into KL scheduling system		
Bolsover Community Park		1	Bolsover Volunteer Management Committee	small; for neighbourhood and hall use	NA	NA
Woodville Ball Park	1	1	municipality	class: 1 A & 1 C; canteen/washroom	45%	54%
Totals	**2**	**2**				

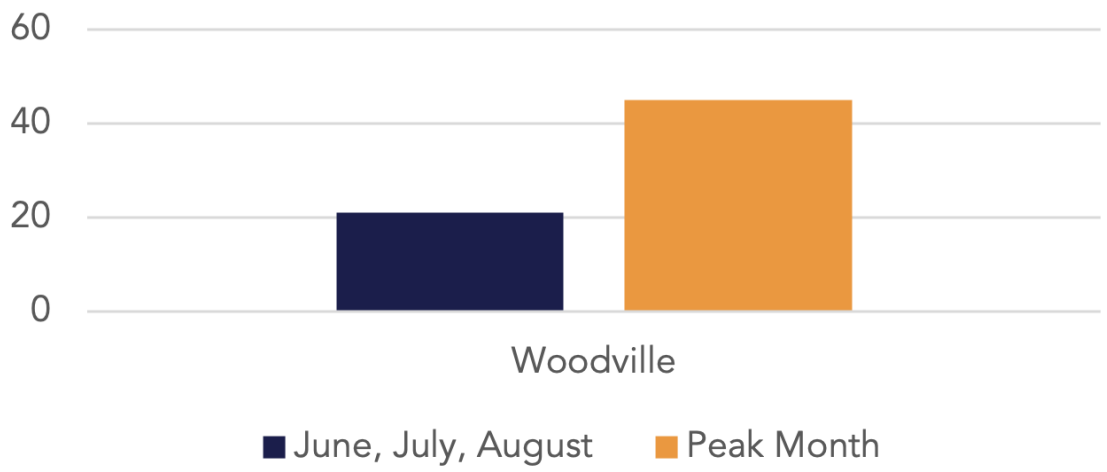


Figure 5-6: Group 3 - Percent Weeknight Prime Time Ball Diamond Use 2024

The two (2) diamonds at Woodville Ball Park are scheduled by the municipality. The Bolsover Community Park diamond is booked by the associated Volunteer Management Committee. Use appears to comprise either casual pick-up play or part of hall rentals for social events. The extent to which Victoria Road Park diamond could be used for additional organized activity will depend on the amount of time that is not used by local leagues.

Figure 5-6 shows relatively low prime time use of the Woodville diamonds. The existing canteen/washroom is to be refurbished as part of an objective to create an outdoor recreation hub at this Park. These improvements will support increased organized use of prime time here. The Victoria Road Park diamond can also be improved, as needed, to provide access and add to the area's supply of municipally scheduled facilities. The drive time from Woodville to the Victoria Road Park diamond in Kirkfield is approximately 18 minutes.

Given the potential to accommodate increased use at these diamonds, and while subject to ongoing monitoring to confirm use levels, no additional diamonds should be required in this area during the term of the Strategic Plan.



Woodville Baseball Diamond

Group 4: Northwest Lindsay

This group comprises eight (8) diamonds, of which four (4) are lit and four (4) are unlit (Table 5-13). The scrub diamond at George Street Park will also be removed as a master plan for its development is implemented.

Table 5-13: Ball Diamond Group 4 - Northwest Lindsay

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Wilson Fields	3	4	municipality	class: 3 A+ & 4 A	85%	54%
Cameron	1		municipality	upgraded from B to A+ for 2025 season	0	NA
George Street Park		1		scrub diamond to be removed	NA	NA
Fenelon Township CC	1			class C	minimal use	
Totals	**4**	**4**				

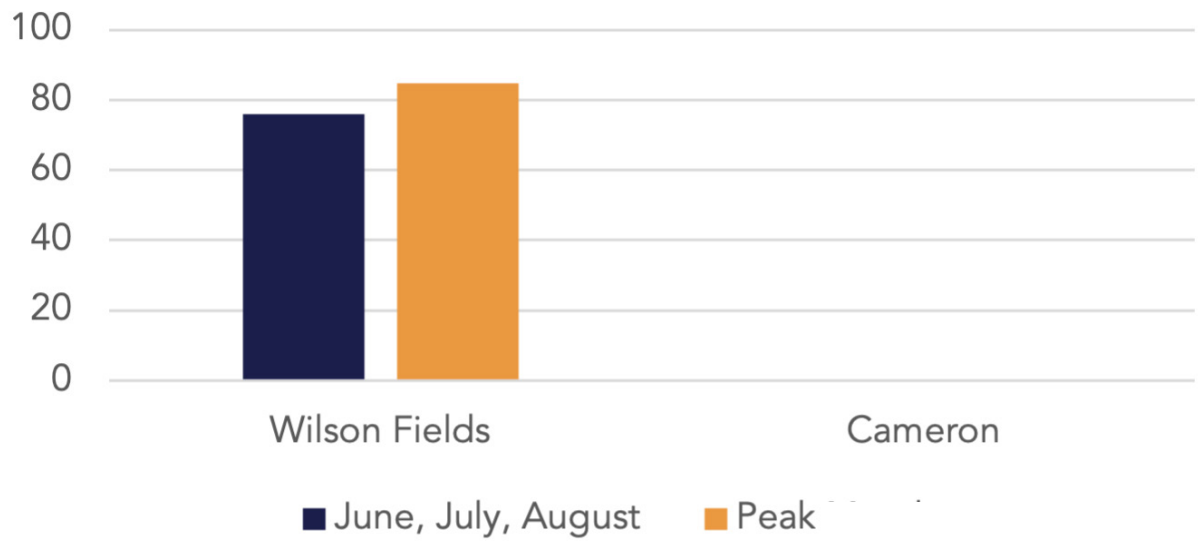


Figure 5-7: Group 4 - Percent Weeknight Prime Time Ball Diamond Use 2024

All eight (8) diamonds in this group are scheduled by the municipality. As with Group 2, high use of Wilson Fields reflects both its location in an urban area and the diamonds' A to A+ classifications. The Cameron diamond is an 8-minute drive from Wilson Fields. Although Figure 5-7 shows it has not been used in recent years, it has just been upgraded to an A+ class in anticipation of growth in minor baseball in Lindsay. As such, it is now comparable to those at Wilson Fields and will add one full diamond of prime time to supply.



Wilson Fields Baseball Diamond

Group 5: Southeast Lindsay

This group comprises five (5) diamonds, of which three (3) are lit and two (2) are unlit (Table 5-14). A plan for the redevelopment of Ops Park will be implemented and will include the replacement of the existing diamonds with no change in the number or type of facilities. The small diamond, however, will be upgraded to a higher quality facility. Current scheduled use, which is limited to Monday through Thursday evenings, reflects relatively high levels in relation to capacity. As shown below, however, including Friday evening prime time allows each location to accommodate increased use.

Table 5-14: Ball Diamond Group 5 - Southeast Lindsay

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Memorial Park		1	municipality	class: B	67%	100%
Ops	2	1	municipality	class: 1 A+, 1 A & 1 C	69%	66%
Emily/Omemee CC Park	**1**		municipality	class: A+	32%	100%
Totals	**3**	**2**				

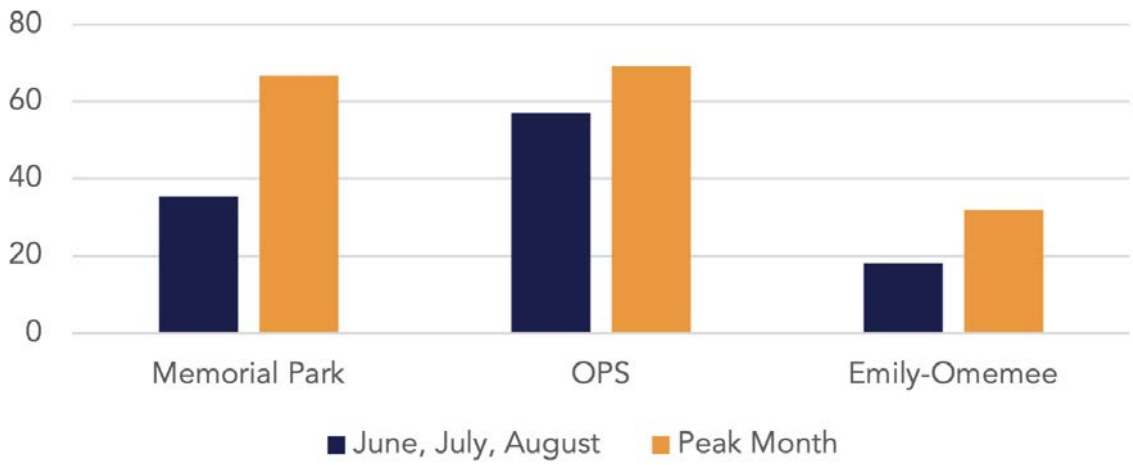


Figure 5-8: Group 5 - Percent Weeknight Prime Time Ball Diamond Use 2024

Drive time between each of these locations supports joint scheduling as a group to optimize their use. The farthest drive distance is between Emily-Omemee CC and Memorial Park at 18 minutes, followed by 12 minutes between Emily-Omemee and Ops, and 6 minutes from Ops to Memorial Park.

The redevelopment concept for Ops Park will replace the existing diamonds and will also add new athletic fields. The unlit diamond is currently used for youth ball and the replacement diamond will be designed and upgraded for minor use. These facilities will be part of a major indoor-outdoor recreation hub that is recommended to include a twin pad arena, as discussed in section 5.4.

Emily-Omemee serves minor use that cannot be accommodated at Ops and should continue to do so in the early evening hours, while the two lit diamonds at Ops and the later hours at Emily-Omemee should be designated for older minor and adult activity. As shown in Figure 5-8, use at Emily-Omemee is especially low since no late-night activity requiring lights occurs now. Memorial Park is a minor diamond with no room to enlarge. It will continue to accommodate minor use and should be upgraded to compare to the replacement diamond at Ops.

For the purposes of estimating future facility requirements, Groups 4 and 5 total the equivalent of 20 unlit diamonds. At a current population of 25,700,[1] a population-based service level of diamonds in Lindsay and Omemee is 1 for every 1,285 people. This is a slightly higher level of service than the community-wide figure of 1:1,376. Future population growth in the Lindsay-Omemee area to 48,854[2] will generate demand for the equivalent of a total of 38 unlit diamonds or 18 more than existing supply.

Given that the area is anticipated to almost double its population, a projection based on number of fields in relation to number of people inevitably produces an equivalent increase in supply. Aligning future provision with actual need, therefore, will depend on ongoing, accurate tracking of use of all municipally owned facilities to identify ways to collectively improve their use and adjust additions to supply in response. For example, if each of the diamonds in Group 5 is assumed to be able to accommodate 80% capacity using a Monday through Friday evening prime-time definition and allowing time for rainouts to be rescheduled, Memorial, Ops and Emily-Omemee could accommodate 13%, 11%, and 42% more use, respectively. Expanding the use of these diamonds as population grows, therefore, will accordingly reduce the need for more capacity to translate into new diamonds.

1 Dillon Consulting. 2025 Growth Management Strategy Projected Growth for Fenelon Falls, Bobcaygeon, Omemee, and Lindsay (2021-2040), as shown above on p. XX of the Strategic Plan.
2 Ibid.

Group 6: Pontypool and Area

This group comprises two (2) municipal diamonds - one (1) lit and one (1) unlit - and a diamond owned, maintained and operated by the Bethany Athletic Society (Table 5-15). The Society is a not-for-profit organization that receives a tax rebate from the municipality for contributing to community recreation.

Like Group 1, the two municipally owned fields - in collaboration with the Janetville Management Committee and the Pontypool Park Board - should be moved into the municipal scheduling system for access to some portion of prime time. As part of this initiative, all use would become part of ongoing monitoring and tracking to provide a complete picture of use in relation to capacity and to allow direct comparisons across all municipally owned facilities.

Required capital expenditures to upgrade these diamonds for organized use should be completed by the municipality. If demand for additional facility access should emerge after capital and operating improvements to municipal diamonds are implemented and use is evaluated, an agreement with the Bethany Athletic Society for access to its facility could be considered before adding another diamond to municipal supply.

Table 5-15: Ball Diamond Group 6 - Pontypool and Area

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/Use Variables
Janetville (Terry Staples Park)		1	Janetville Volunteer Management Committee	could be moved into KL scheduling system
Pontypool (Nimigon Park)	1		Pontypool Park Board	could be moved into KL scheduling system
Bethany		1	Bethany Athletic Society	not for profit
Totals	**1**	**2**		

Group 6: Little Britain and Area

This group comprises six (6) municipal diamonds, of which two (2) are lit and four (4) are unlit (Table 5-16). As with Group 5 diamonds, if use on these facilities was increased to 80% capacity on a Monday through Friday prime time definition, Little Britain, Oakwood and Valentia could accommodate an additional 19%, 14% and 57%, respectively. Although only a 7-minute drive from Little Britain, Valentia is a single facility in a neighbourhood park. The use shown above is minor baseball, which can be monitored to determine if the diamond will be needed over the long term or if it should be considered for removal.

Table 5-16: Ball Diamond Group 7 - Little Britain and Area

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Little Britain CC	1	2	municipality	class: 1 A+ & 2 A; lit is hardball; 1 clay and 2 screenings	61%	60%
Valentia		1	municipality	C	23%	100%
Oakwood Park	1	1	municipality	class: 1 A+ & 2 A; lit diamond is used; unlit is not used	66%	83%
Totals	**2**	**4**				

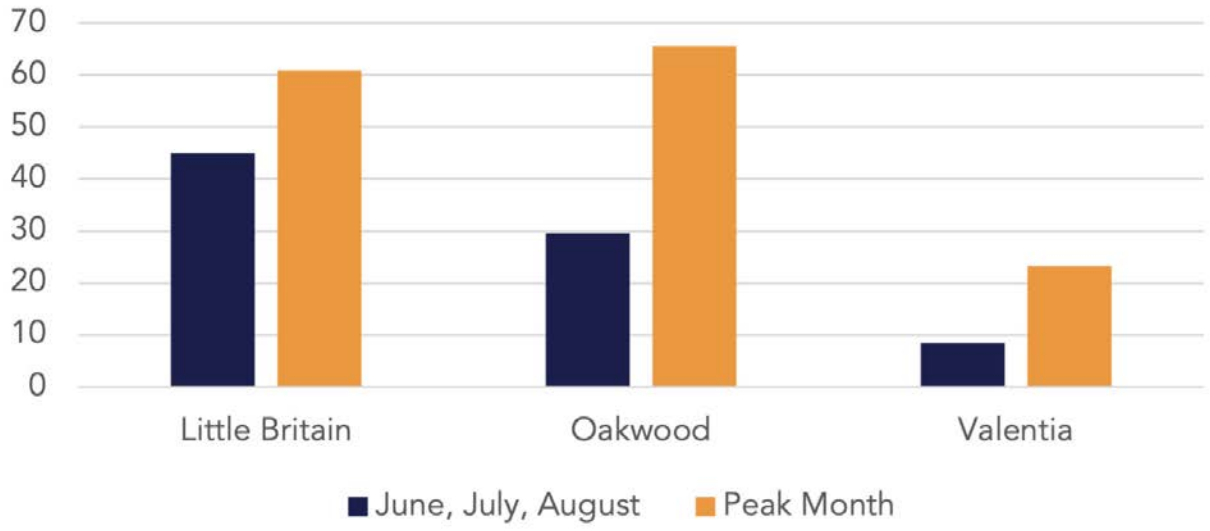


Figure 5-9: Group 7 - Percent Weeknight Prime Time Ball Diamond Use 2024

Group 8 - Sebright

This group comprises three (3) unlit municipal diamonds (Table 5-17).

Table 5-17: Ball Diamond Group 8 - Sebright

Location	# Lit	# Unlit	Scheduled by	Known or Possible Supply/Use Variables
Carden CC		2	Carden Volunteer Management Committee	no information on use; not close to other areas ; one diamond is for community pick-up play
Dalton CC		1	Dalton Volunteer Management Committee	no information on use; not close to other areas; neighbourhood facility
Totals	**0**	**3**		

Operations to Optimize Use of All Diamonds

The above discussions addressed groups of ball diamonds that generally function together in providing needed access to facilities throughout Kawartha Lakes. There are several approaches to optimizing use on all facilities that should be considered as a more integrated system of scheduling and monitoring activity is implemented. This section looks at prime-time definitions and fees charged for use. Section 5-6 considers facility allocation for both scheduled and unscheduled facilities.

Prime-time

As noted above, weeknight prime time is now driven by user groups' preferences for Monday through Thursday evenings. This definition of prime time has endured as a tradition in many Ontario communities. Increasingly, however, municipalities are incorporating Friday evenings in regular scheduling to make better use of existing facilities. This is especially important to optimize investment in meeting needs that now comprise both replacing aging infrastructure and providing new facilities to serve population growth. While one evening a week per diamond can seem like a minimal amount of additional time, collectively it can expand use considerably. The foregoing calculations included a Monday through Friday definition of evening prime time to illustrate the effect on scheduled use in relation to capacity by distributing it over five instead of four evenings. For these reasons, the formal definition of prime time discussed above should be adopted: Monday through Friday evenings, from 6 to 11pm on lit diamonds, and from 6 to 9pm on unlit diamonds.

Moreover, comparing seasonal and peak month use to estimate available prime time supports working towards a more even distribution of activity across the season. Shifting seasonal use away from long-established patterns will likely not be easy. Working with users over time, however, to make overall better use

of facilities in June, July and August may prove mutually beneficial to the municipality and user groups.

Alongside extending weeknight use of diamonds, the potential to increase weekend use is considerable. Theoretically, weekends can also be considered 'prime-time' but to do so in calculating overall use of diamonds in relation to capacity would reduce it significantly. A cursory look at total use of weekly prime time that includes five weeknights, Saturdays and Sundays results in a range of 10% (Valentia) to 35% at (Wilson Fields) use in relation to capacity during the peak month.

User Fees

Along with a formal definition of prime time, the fee structure for diamonds should be revised. The municipality's current fees are for 2-hour bookings, based on the expectation that a game requires two hours. User groups sometimes book 3 hours for two games or practices. Users are charged fees for 2 blocks of time, and the 3rd hour is pro-rated. A simpler approach may be to charge an hourly[1] fee for each hour scheduled, which may free up time for additional bookings. While the fee may be the same for both prime and non-prime time, a per hour charge will also help relate scheduling directly to use during high demand times.

1 Excludes Cameron, which was not used.

RECOMMENDATIONS

F 24. Adopt a collective 'group' approach (using the eight groups described herein) to the function of ball diamonds to better serve communities throughout Kawartha Lakes and optimize municipal investment in facility provision.

F 25. Incorporate Friday evenings into prime time diamond scheduling.

F 26. Formalize definition of prime time to 6pm to 9pm and 6pm to 11pm Monday through Friday on unlit and lit diamonds, respectively.

F 27. Revise rates to charge an hourly fee for each hour scheduled.

F 28. Working with Volunteer Management Committees, integrate 'bookable' municipal diamonds into the scheduling and use tracking system and allocate agreed-upon prime times for organized use.

F 29. Complete required capital upgrades on volunteer managed diamonds to be used for expanded organized use.

F 30. Increase weekend use of diamonds to the extent possible.

F 31. Work with organized users to investigate options to better distribute diamond use throughout June, July and August.

F 32. With prime time definitions, additional bookable diamonds, and revised fee structure in place, continue to track use of all municipal ball diamonds to verify unmet demand for additional access to facilities due to population growth and participation.

F 33. Prior to building new facilities consider ways to optimize the use of existing diamonds through capital improvements (e.g., lighting), and agreements to access not-for-profit and school diamonds.

F 34. If the Valentia diamond is not needed over the long term consider it for removal from supply.

5.5.3 Athletic Fields

Athletic fields in Kawartha Lakes that are used for organized sport include municipal fields and fields belonging to the Public and Catholic School Boards. I.E. Weldon Secondary School and St. Thomas Aquinas Catholic Secondary School each have a full size, unlit field. These school fields are scheduled by the Kawartha Lakes Soccer Club through the Boards. Fenelon Falls Secondary School also has an unlit field, which is not scheduled. Figure 5-9 illustrates the prime time use of scheduled municipal fields by location for 2024 using the same parameters as for ball diamonds:

- the three (3) busiest months of June, July and August, and the peak month among these three.
- prime time totals five (5) hours for lit fields and three (3) hours for unlit fields from Monday through Friday evenings, and calculations include all scheduled use in prime time weeknight hours to compare total use to weeknight capacity that includes one additional evening.
- weekend use is not included, since the availability of many additional weekend hours that could be scheduled reflects very low use in relation to capacity, ranging from 1% to 30% during the peak month.

"The COKL (City of Kawartha Lakes) currently has fewer soccer fields than we require to run our soccer programs. We already have to negotiate with other local soccer organizations every year to share the fields, since we all want to use them primarily on weeknights. With every soccer program expanding over the past few years, and the city's population projected to skyrocket due to new development, the field situation is going to get worse. The addition of two new soccer fields (Plan A) would have a significant impact for the hundreds of children and adults that play soccer in our community. In addition, people that play other sports like football, baseball, cricket, etc... will also benefit from using the new fields."

Source: Open letter to community from Kawartha Lakes Soccer Club

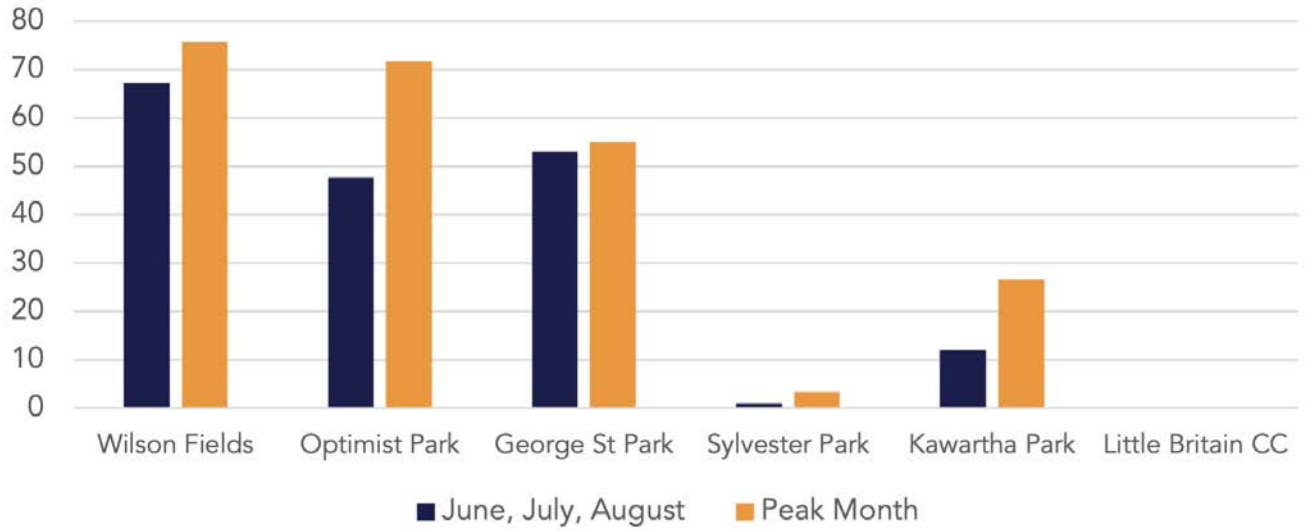


Figure 5-10: Group 7 - Percent Weeknight Prime Time Ball Diamond Use 2024

Figure 5-10 shows that use is concentrated at Wilson Fields and Optimist Park. At Wilson Fields, in particular, there is less difference between overall seasonal use and peak month use. This means that the fields here are more heavily used than others throughout the season and that scheduling additional prime time use would be more difficult here than at those that are less busy overall. At the same time, if the objective is to achieve 100% capacity use of prime time, there is time available on all fields - and particularly at Sylvester Park and Little Britain CC. The field at Little Britain CC is surrounded by a track and limited in the types of play it can accommodate due to size. Redevelopment at Sylvester Park started mid-season in 2024, which restricted its use for the remainder of the season. As with ball diamonds, however, rescheduling rainouts at the most heavily used fields would be difficult unless they can be transferred to the least used locations.

User groups highlighted a need for more lit soccer fields to enable evening games. Nearly all interests consulted noted a need for more soccer fields to meet current and future demand, with a particular need for additional pitches in the municipality's northern areas. Staff noted that although the BGC uses school facilities in Fenelon Falls, Omemee, and Bobcaygeon for its soccer program, and that a local group makes informal use of Norland Ward Park, organized soccer for all age groups occurs in Lindsay.

The approach to assessing future facility needs that works to balance supply with demand based on use versus preferences includes most of the same factors as those considered for ball diamonds:

- practical considerations that require prime time beyond that which is scheduled (e.g., rescheduling rainouts, short-term facility unavailability due to upgrading work, etc.)

- accommodating new organized users' interest in prime time allocations
- optimizing use of all municipal fields through upgrades and new scheduling opportunities
- improving distribution across the community
- co-locating fields in 2+ configurations, to the extent possible

Unlike ball diamonds, the current distribution and use levels of athletic fields present limits to improving the last two variables, while balancing supply and demand based on use. As shown in Table 5-18, the five locations depicted in Figure 5-9 are largely concentrated in Lindsay and the immediate area - either in the City's north end, south side or relatively close by at Little Britain and Oakwood CCs. Except for Wilson Fields, Optimist Park, and the proposed development at Ops, all other locations comprise a single field. Moreover, most of these are either not, or minimally, used for scheduled activity. The existing geographic configuration and use levels, therefore, precludes opportunities to improve distribution and co-locate fields without creating an oversupply of facilities if existing field use is to be optimized.

Table 5-18 lists the athletic fields in Kawartha Lakes that are used, or potentially available for, organized activity. They are grouped by locations that generally align with those used for ball diamonds. It is understood, however, that the Kawartha Lakes Soccer Club is the primary soccer organization in the municipality and uses fields throughout Lindsay. George Street Park is used by Boys and Girls Club and another soccer program for young children.

Projects under development projects will provide two new fields at Ops and an improved facility at Sylvester Park, two of which will be lit. An assembly sized field will be added to George Street Park as part of the site's redevelopment.

Table 5-18: Municipal and School Board Athletic Fields Municipal and School Board Athletic Fields

	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
Lindsay North						
Wilson Fields (Wilson Fields West)	2	1	municipality	class: 2 A+ and 1A Field 1: full size with lights Field 2: U11/U12 rep	76% June	54%
Optimist Park (Wilson Fields East)		3	municipality	class: 3 A; 3 fields split for concurrent use Field 4A & 4B: U9/U10 rep Field 5C: U11/U12 rep	72% June	44%
Auden Park		1	municipal; not scheduled	informally used as three mini-fields for small children		
George Street Park		1	municipality	class: A	55% July	100%
Sylvester Park	1		municipality	A; U9/U10 rep; will be scheduling play 2027	3% June	100%
Elgin Park		1	municipal; not scheduled	would need to be improved to be scheduled	0	0
Kawartha Park (joint with Lindsay Collegiate and Vocational Institute)		1	municipality	class: A; full size	27% June	83%
St. Thomas Aquinas CSS		1	KLSC through Board	class: full size	-	-
Lindsay South						
Ops	1	1	municipality	class: 1 A+ and 1A; natural turf & 1 artificial turf (lit)	-	-
Weldon Secondary School		1	KLSC through Board	full size	-	-
West						
Little Britain CC		1	municipal; not scheduled	class: B; track	0	0
Oakwood CC Park		1	municipal; not scheduled	class: B would need to be improved to be scheduled.	0	0

Table 5.19 Continued: Municipal and School Board Athletic Fields Municipal and School Board Athletic Fields

	# Lit	# Unlit	Scheduled by	Known or Possible Supply/ Use Variables	Prime Time Use Peak Month	
					% Weekday Evenings (M-F)	% Minor
North						
Coboconk (Legion Park)		1	municipal; not scheduled	green space informally used for mini/minor soccer, not a formal pitch	0	0
Fenelon Falls Secondary School		1	Board owned; not scheduled		0	0
Municipal Totals	4	12				
Municipal + School Totals	4	15				

The equivalent of 11 unlit fields are meeting demand now based on municipally scheduled and School Board fields noted in Table 5-18: eight (8) at Wilson Fields and Optimist Park, one (1) that combines use at George Street and Kawartha Park, and the two (2) high school fields in Lindsay. As with ball diamonds, less than 100% capacity use of prime time allows for time to reschedule rainouts, etc. This excludes all municipal fields that are not currently scheduled (Elgin, Oakwood, Little Britain and Auden Parks) and the Fenelon Falls Secondary School field. The space used at Legion Park is not a formal field but included in the total since it functions as an athletic (soccer) field.

A current population-based supply level, therefore, is the equivalent of one unlit field for every 7,382 people (1:7,382). Growth to 2040 will generate demand for the equivalent of 15 unlit fields or four (4) more fields than existing supply (111,650/7,832). Since essentially all soccer activity occurs in Lindsay, it is reasonable to suggest that these facilities are needed in Lindsay and the immediate area. Additional fields, therefore, will be needed to serve population growth areas outside of Lindsay. Overall athletic field requirements are discussed by area below.

Lindsay North and South

Wilson Fields (Wilson Fields West) and Optimist Park (Wilson Fields East) are essentially the same location and collectively comprise a major soccer centre for Kawartha Lakes. These six (6) athletic fields (2 lit and 4 unlit) are noticeably the most heavily used of all municipal athletic fields.

It was indicated by staff that there is some competition for early evening access (6 to 8pm) to the unlit field at Wilson Fields in the spring. Once operational, the new field at nearby Sylvester Park can be used to shift some of the early evening use from Wilson Fields, which will reduce pressure on these facilities.

Auden Park is very close to Wilson Fields/Optimist Park. It is currently not scheduled and used informally as three small fields for young children. There are no mini-fields in municipal supply, and existing use here suggests that formal mini-fields are needed for very young players and should be provided in a central location elsewhere in Kawartha Lakes with parking that cannot be provided at Auden Park.

As noted above, user groups are interested in additional lit fields. Sylvester Park is undergoing redevelopment as part of an expansion due to residential development in the area served by the Park. The field is currently unlit but will be lit as part of this master plan project, which will include a parking lot, spectator seating, and a washroom. This field will be ready for use in 2027. The Ops site will be developed with two additional athletic fields: one lit artificial turf and one natural

turf field. Monitoring the performance of these new additions to lit fields will confirm the need for more than four total. If required, lighting the natural turf field at Ops should be considered to provide two lit facilities and contribute to this location's major recreation hub function.

There is interest among groups to use fields prior to the 'official' May 15 start of the season. Using natural fields in early spring increases the risk of significant damage and would require seasonal grooming to take place much earlier when the fields are still wet. Once the artificial turf field at Ops is operating, access prior to May 15 may be possible and can be piloted in the first year.

Kawartha Park field is municipally owned and available for organized community activity on evening and weekends, and is used by the school during academic hours (along with the track). It is an irrigated field with parking. It was noted that with the development of facilities at the Lindsay Rugby Football Club, use at Kawartha Park has declined. As noted in Table 5-18, there is considerable potential for increased scheduling here. Maintenance has recently been increased at Kawartha Park and, in response, one user group has shifted from Wilson fields to this location since its preferred time is available here. Elgin Park has a soccer field that is not used now but could be improved to allow scheduling for minor use.

With respect to the two high school fields used by KLSC, if they continue to be needed after additions and improvements to municipal fields are in place and monitored, and they require upgrades to do so, the City should consider entering agreements with one or both School Boards to improve the facilities in exchange for guaranteed community access to these facilities outside academic use.

In summary, potential improvements to existing municipal fields and new development can add the equivalent of seven (7) unlit fields: Sylvester (2), Elgin (1), Ops (3) and George Street (1). It is noted that the lit, artificial turf field at Ops will provide more time than a natural turf field, although prime time demand will likely be the same as for other fields. These facilities either will be or could be operational soon, which will considerably increase field capacity in Lindsay. This assumes that high school fields will also continue to be used and can be more formally incorporated in supply through agreements, if required.

As current development projects/plans, Ops, George Street and Sylvester Parks will add the equivalent of six (6) fields to supply, which will more than satisfy the population-based projection for Lindsay. Sylvester Park can be used to reduce pressure on Wilson Fields. Potential improvements to Elgin Park field can be considered for increasing capacity once these new fields are operational and monitored to evaluate their impact on use of all fields. The level of supply anticipated suggests there may be opportunity to also accommodate mini fields within new field footprints at locations that can meet parking requirements.

West

The fields at Little Britain CC and Oakwood CC Park are not scheduled, although the former is used by the adjacent school. The collective impact on the use of all facilities of the fields being built or planned now in Lindsay will be known after several years of operations. The need for additional fields can be verified after this point, and the potential to provide future athletic fields at outdoor recreation hubs in, for example, Little Britain or Woodville can be determined.

North

The 'field' noted in Legion Park in Coboconk is a municipal green space that provides an informal field. Although Coboconk is an appropriate location for facilities to serve the north end of Kawartha Lakes and the Legion Park might be a location to provide a formal field in the long-term, there remains a large 'gap' between here and Lindsay.

Fenelon Falls is a more central location for fields in areas north, east and west of Sturgeon Point. As noted above, population growth in Fenelon Falls/ Bobcaygeon is projected to increase by 85% (from 6,800 to 12,573) to 2040. As with agreements with the School Board on facilities in Lindsay, accessing the field at Fenelon Falls Secondary School to accommodate organized users in the north would be a preferred approach to meeting need that may emerge with population growth. Should demand beyond the use of this field materialize two A class municipal fields could be provided in Fenelon Falls. A possible location for development is the Fenelon Falls Community Centre property, which would contribute to creating a 'soccer hub' in the north end of Kawartha Lakes. This would require an amendment to the current agreement the City has with the Agricultural Society for use of the property to develop these facilities.

Operations to Optimize Use of All Athletic Fields

The open letter to the community from the Kawartha Lakes Soccer Club noted that "people that play other sports like football, baseball, cricket, etc....will also benefit from using [the] new fields." At this point, it appears that athletic fields are being used exclusively for soccer. Potential growth in other field sports, however, may require the municipality to accommodate new uses/groups on these fields if demand materializes through monitoring activities. In the short to medium term, planned additions and recommended improvements to supply should provide access to fields by new user groups. This will enhance the multi-function potential of athletic fields for a variety of uses beyond soccer.

Many of the considerations discussed with respect to ball diamonds also apply to athletic fields including formalizing the 'definition' of weeknight prime time and including Monday through Friday evenings, increasing use of fields on weekends, working to schedule seasonal activity more evenly across the season to increase the use of fields in 'non-peak' months, revising the fee structure to hourly rates and allocation practices (discussed in Section 5.6).

RECOMMENDATIONS

F 35. Incorporate Friday evenings into prime time athletic field scheduling.

F 36. Formalize definition of prime time to 6pm to 9pm and 6pm to 11pm Monday through Friday on unlit and lit fields, respectively.

F 37. Revise rates to charge an hourly fee for each hour scheduled.

F 38. Increase weekend use of fields to the extent possible.

F 39. Work with organized users to investigate options to better distribute field use throughout June, July and August and to schedule games times to minimize competition for the same allocations.

F 40. With prime time definitions and revised fee structure, and potential increased use on weekends and in non-peak months, continue to track use of all municipal athletic fields to verify unmet demand for additional access to facilities due to population growth and participation in soccer and other field sports.

F 41. Once operational, use the new field at Sylvester Park to shift some of the early evening use from Wilson Fields to this location.

F 42. The completion of Ops, George Street and Sylvester Parks development will add the equivalent of six (6) unlit fields to supply, which will satisfy the population-based facility need projection for Lindsay.

F 43. Once the artificial turf field at Ops is operating, pilot access prior to May 15 during its first year for interested groups.

F 44. Monitor the performance of new additions to lit fields to confirm the need for more than four (4) total based on trends in participation that increase need beyond population growth.

F 45. If improvements are needed to sustain use of high school athletic fields for organized users, consider entering agreements with one or both School Boards to improve the facilities in exchange for guaranteed community access.

F 46. If required later, light the natural turf field at Ops to provide two (2) lit facilities and to contribute to this location's major recreation hub function.

F 47. If required later, upgrade Elgin Park field to accommodate organized use.

F 48. Working with the Agricultural Society to amend its agreement for use of the property, provide two (2) A class athletic fields in Fenelon Falls to anticipate area population growth.

5.5.4 Cricket Field

There are no formal cricket fields in Kawartha Lakes. Although the Optimist Club has been working to create a designated cricket space, play to date has comprised very casual use of available park space in different locations. Staff indicated that there is room in Optimist Park for a cricket field and informal use occurs here now. Although cricket games are now typically held on weekends and may not impact weekday use, should cricket use that occupies a portion of space on the athletic fields increase, it could create difficulties in scheduling both types of uses in a particularly busy park. Moreover, casual use of open spaces and other facilities such as ball diamonds does not provide the needed infrastructure to fully support cricket as an emerging sport in view of growth in participation.

Current trends suggest growth in cricket is exploding across the country and facilities fall short of demand. Ontario municipalities that are now providing/ planning cricket fields include the Town of Caledon, the Municipality of Clarington, and the City of Stratford. The City of Toronto and the Cities of Cambridge, Kitchener and Waterloo have developed formal cricket strategies. Growth in participation is being driven by an increasingly multicultural national population and shortened versions of the game. The Twenty20 (T20) format, for example, has shortened the time to complete a match from the traditional six to eight hours to three. [1]

The increasing interest in cricket has resulted in more facilities, leagues, and tournaments across the country. Canada's National Men's Team played its first-ever International Cricket Council T20 World Cup in 2024 and Canada hosted its first international series since 2015 with the debut of the No Frills T20 Cup in King City, Ontario in the same year - both of which have increased the profile of the game in Canada and underscore cricket's rising prominence in country's sports landscape.[2]

Cricket Canada's Strategic Plan 2022-2026[3] suggests a continuing focus on developmental programming through the following initiatives:

- increasing participation growth through school programs, training and education and infrastructure
- implementing Cricket Canada Kids (schools and community) in all provinces
- finalizing the national officials and coach certification program

A strategic alliance known as Boundaries North (announced April 2023) will lead a series of new initiatives across Canadian cricket. Boundaries North includes Women's, Emerging, Inclusive and Community (WEIC) Sports, formerly known as Teams Canada, and Cricket Canada, which will work with all relevant public and private stakeholders to support and grow the sport. "The longterm initiative with Cricket Canada will be focused on growing cricket participation for men and women. This includes establishing a supporting infrastructure and investing

1 https://media.cricheroes.in/your_web/canada/cricket_canada_strategy_plan_2022_2026.pdf
2 https://financialpost.com/pmn/business-wire-news-releases-pmn/cricket-in-canada-celebrates-a-historic-year-of-international-success-record-partnerships-and-growing-fanbase
3 Ibid.

in opportunities for all cricketers in Canada - grassroots, community, amateur, professional and national team programs."[4]

"Boundaries North expects participation rates to double in the next 10 years, growing to more than 500,000 players across the country, based on data collected by Cricket Canada, government forecasts on immigration and research on Canada sport. That optimism is partly fuelled by the more than five million Canadians who have immigrated from the world's top cricket-playing countries. It's also aided by the country's record levels of population growth. Canada is currently the fastest-growing country in the G7 and welcomed more than 430,000 international migrants last year."[5]

While the strongest indicator of need for a cricket pitch in Kawartha Lakes is use of existing spaces, the above-noted trends suggest considerable potential to grow the sport at the community level - including club development with existing, interested participants. Moreover, if a municipal field is provided in a timely manner, it may be one of a limited number of facilities to serve a larger geographic area. The nearest facility is in the City of Peterborough. A new field in Kawartha Lakes could draw participants to a Kawartha Lakes-based club or provide facilities for clubs based elsewhere. It could also serve Fleming College's intramural and varsity sports programs. More generally, responding to Canadians' shifts in participation through facility provision will contribute to building a more diverse sport community.

Given the community's current interest in cricket and population growth that will very likely generate additional demand for participation, and the disadvantages to using existing spaces for play, the municipality should plan to develop a formal cricket field. A review of readily available online information indicates that providing the maximum required diameter of a pitch for men's play (140m to 150m), will accommodate all other levels within the same area with roped 'boundaries' that delineate the perimeter of the field. Pitch diameters for junior boys and girls (U9 to U15) range from 60m to 120m, and for women from 110m to 130m.[6] Parking and amenities to serve users would also be required. Depending on the extent of the market to be accommodated (i.e., beyond local and including tournaments), amenities would likely include a building for washrooms, changerooms, food services, an office and storage.

Providing a cricket field in Lindsay would be central to most potential users - including Kawartha Lakes residents, Fleming College students and other population centres. Given the lack of a formal field in the community now, and interest among residents to provide one, its development should be a relatively high priority. Despite the need to also increase access to ball diamonds and athletic fields for soccer, etc., there are many of both in existing supply. Both local interest and broader trends in sport diversification that includes cricket support its reflection in Kawartha Lakes facility supply. A possible location is the Fleming College property, and the option to develop a municipal field with a long-term land lease or to jointly build and operate a facility with the College should be investigated.

4 https://www.businesswire.com/news/home/20230421005096/en/Canadian-Sports-Investment-Group- Launches-'Boundaries-North'-to-Drive-Growth-for-Cricket-in-Canada
5 https://www.theglobeandmail.com/sports/article-boundaries-north-looks-to-expand-cricket-in-canada-as-countrymakes/
6 https://www.theglobeandmail.com/sports/article-boundaries-north-looks-to-expand-cricket-in-canada-as-countrymakes/

RECOMMENDATIONS

F 49. Prior to developing a formal cricket field, continue to schedule cricket activity at Optimist Park on weekends to distribute use of this space throughout the week, and to confirm demand for a formal field in view of the Optimist Club's interest in providing one at this location.

F 50. Consider locating a cricket field on Fleming College property through a long-term lease for a municipal facility or a joint development and operating agreement with the College.



5.5.5 Tennis and Pickleball Courts

Table 5-19 lists tennis and pickleball courts in Kawartha Lakes, showing location and ownership, existing supply and planned changes that will affect supply in the short term. Supply figures show single use, dedicated courts by type and shared courts that accommodate both tennis and pickleball.

Table 5-19: Existing Tennis and Pickleball Courts and Planned Changes

Location & Ownership	Existing Supply and Planned Changes		Resulting Supply	Notes
Municipal	**Existing**	**Plans**		
Memorial Park	shared (2 tennis/4 pickleball)	to become dedicated pickleball courts	8 dedicated pickleball courts	lit
Little Britain CC	4 dedicated pickleball	no change	4 dedicated pickleball courts	
Optimist Park	shared (2 tennis/2 pickleball)	to become dedicated tennis courts	4 dedicated tennis courts	
Coboconk (Legion Park)	shared (2 tennis/4 pickleball)	no change	2 shared courts	lit; lined courts
Burnt River CC Park	shared (1 tennis/2 pickleball)	no change	1 shared court	used by KLPA; casual use
Bobcaygeon (Tommy Anderson Park)	shared (1 tennis/2 pickleball)	no change	1 shared court	used by KLPA; casual use
Municipal Totals	**4 dedicated pickleball; 0 dedicated tennis; 8 shared courts***		**4 dedicated tennis courts; 12 dedicated pickleball courts; 4 shared courts***	
Non-municipal				
Fenelon Falls	4 dedicated tennis	no change	4 dedicated tennis courts	lit; on TLDSB property; operated by the Fenelon Falls Tennis Club
Total Courts	**4 dedicated tennis, 4 dedicated pickleball & 8 shared courts**		**8 dedicated tennis, 12 dedicated pickleball courts & 4 shared courts**	

*for shared courts 1 tennis = 2 pickleball, unless otherwise noted.

The four lit (4) tennis courts adjacent to Fenelon Falls Community Centre are on Trillium Lakes District School Board (TLDSB) property, and the Fenelon Falls Tennis Club operates and programs these full time (8am to 9pm daily) through a facility use agreement with the School Board. The agreement has been in place since 1997. For the purposes of the assessment, it is assumed that these courts will remain part of supply and will continue to serve their share of community demand.

As with other community sports, providing an appropriate supply of both types of courts should be based on use levels in relation to capacity. With shared courts, and especially those that are not scheduled, it is difficult to establish the extent of facility use for tennis versus pickleball and, therefore, if supply is meeting need for both types of use. Both nationally and beyond, broader trends in recent years have shifted community demand almost entirely to pickleball and accommodating this activity. In many communities, using the same courts for both pickleball and tennis has generated conflicts between users and difficulties for municipalities to balance access.

Consultation for the Strategic Plan revealed that Kawartha Lakes is facing the same concerns. In keeping with broader trends, strong demand exists for more outdoor pickleball courts. At the same time, the community expressed the need to retain existing tennis courts for tennis only or increase the supply of designated tennis courts, and to implement a booking procedure to reduce conflicts between court users.

Currently, the majority of courts in Kawartha Lakes are shared use, as the municipality has tried to respond quickly to spikes in demand for pickleball.

The municipality is now working to improve the balance of dedicated tennis and pickleball courts. As shown in Table 5.20, current plans will produce the following changes:

- The existing four (4) dedicated tennis courts in the community will increase to eight (8);
- The existing four (4) dedicated pickleball courts in the community will increase to twelve (12);
- The existing eight (8) shared tennis/ pickleball courts will decrease to four (4).

The courts at Optimist Park will provide a second four-court tennis facility in the south portion of the municipality, with the potential to act as a base for a club in Kawartha Lakes should interest emerge in forming one.

The courts at Memorial Park will serve as a hub for pickleball activity in Lindsay with a total of eight at this location, and these will be supplemented with the four at Little Britain. Funds that have been allocated for pickleball court development at Fenelon Township CC should be reallocated to provide these courts to repurposing and upgrading these existing facilities prior to building new courts in other locations.

The remaining courts throughout the municipality will continue to function as shared facilities for casual activity.

Future Facility Provision

Without information on the use of courts, and the effect the above-noted changes will have on use, it is difficult to project required additions to supply during the term of the Strategic Plan. The Resulting Supply column figures from Table 5-19 are used to represent existing supply for calculating projections to 2040 for dedicated tennis, dedicated pickleball and shared courts. The results are shown in Table 5-20.

These population-based provision levels require verification through monitoring the use of courts, which will support a judicious approach to adding facilities. required to serve population growth alone.

As demand for these facilities is verified, potential location considerations can include:

- for tennis courts, adding more at Optimist Park including the option to light courts to provide additional time rather than adding to the footprint, and depending on user needs;
- for pickleball courts, adding to those at Memorial Park
- for shared courts, meeting need with planned courts at Ops (1) in the near term, and Pioneer Park (1).

Table 5-20: Projected Tennis and Pickleball Court Requirements to 2040

Existing supply	Population-based ratio at 81,200	Population-based ratio at 111,650: total supply to 2040	Additional supply needed
Tennis: 8 dedicated	81,200/8 = 1:10,150	111,650/1:10,150 = 11	3
Pickleball: 12 dedicated	81,200/12 = 1:6,765	111,650/6,765 = 16.5 (17)	5
Shared: 4	81,200/4 = 1:20,300	111,650/20,650 = 5.4 (6)	2

RECOMMENDATIONS

F 51. Repurpose the two shared tennis/pickleball courts at Optimist Park to tennis only and add two more for a total of four (4) dedicated tennis courts.

F 52. Repurpose lit shared courts to create eight (8) dedicated pickleball courts, for a total of 12 pickleball courts including existing facilities at Little Britain.

F 53. Reallocate 2026 funding for developing four (4) new pickleball courts at Fenelon Township CC to repurpose and/or upgrade the courts at Memorial Park and Little Britain as dedicated pickleball courts.

F 54. Confirm projections to add an estimated three (3) tennis courts and five (5) pickleball courts, all single use, and two (2) shared courts to total supply by 2040, beyond those included in near term shared court addition at Ops.

F 55. For future needed facilities, consider adding pickleball courts to those at Memorial Park, adding tennis courts or lights at Optimist Park, and meeting shared court requirements with a court at each of Ops and Pioneer Park.



5.6 Facility Allocation

Facility allocation policies are designed to arrive at equitable, optimal and efficient use of municipal facilities, in view of both supply and demand. They provide a consistent, transparent process for allocating facility time among various users. Allocation policy is particularly important to achieving these objectives when demand exceeds supply and compromises are required to ensure users are fairly treated in allocating available time - and particularly prime-time, which is limited.

Community based volunteer organizations are typically the second priority in allocating facility time, after municipally run programs, events and activities. To qualify to use municipal facilities for their programs and events, these organizations are usually required to 'affiliate' with the municipality, based on criteria that legitimizes their community-serving function and accountability.

Table 5-21 summarizes several key components of the facility allocation process as it relates to volunteer community sport and recreation organizations. Key overarching points are reproduced from the City of Barrie's policy,[1] which combines both Group Affiliation requirements and Allocation policy and procedures to show how the two work together. The following provides information only for developing policy specific to Kawartha Lakes, with the City's own categories, definitions, needs and resource limits to be integrated, as appropriate. Kawartha Lakes has an Ice Facility Allocation Management Directive, for example, which may differ from these examples.



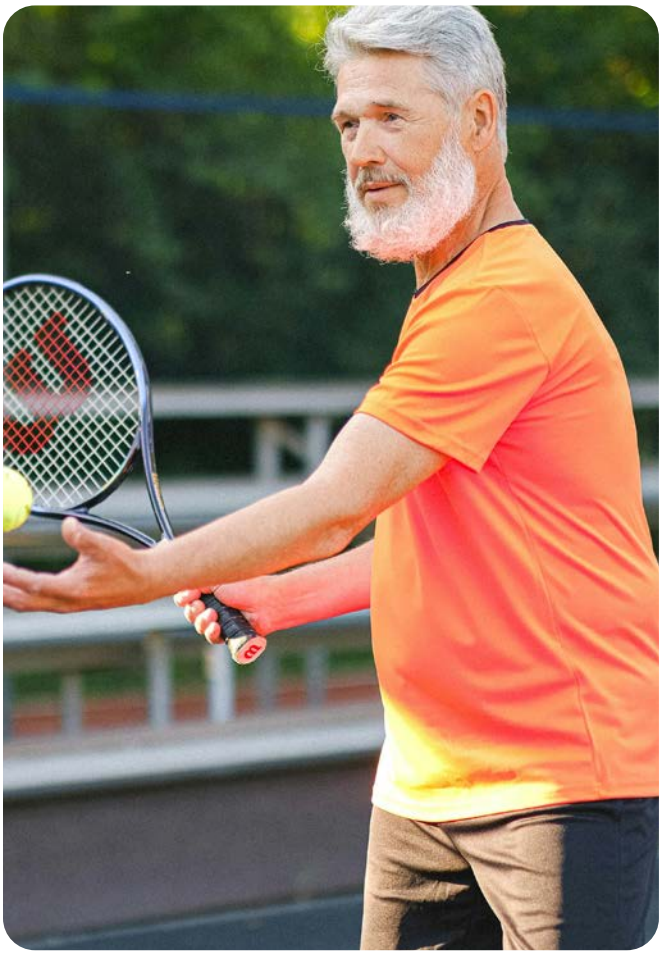
1 https://www.barrie.ca/Facility-Allocation-and-Affiliation-Policy.pdf (35 pages). Municipalities may differ in relevant definitions and minimum allocations. The City of Mississauga, for example, has a detailed formula that is applied to distribute time for a large population across many facilities (outdoor: https://www.mississauga.ca/wp-content/uploads/2022/07/12090153/08-03-07-Sports-Field-Management-Policy.pdf; ice and floor: https://www.mississauga.ca/wp-content/uploads/2020/03/17105902/08-03-03-Arena-Ice-Allocation-Policy-1.pdf).

Table 5-21: Key Components of Facility Allocation Priorities Athletic Fields

Components: Purpose	Sample Definitions/Descriptions
Allocation Priorities: Allocates Use of Facilities on a User Priority Ranking	1) municipal recreation programs, events and activities **2) affiliated youth organization** **3) affiliated adult organizations** 4) School Boards 5) occasional resident / private casual users 6) commercial and non-resident users
Affiliation Requirements: Specifies Eligibility Criteria for User Ranking for Youth and Adult Affiliates	**2) affiliated youth organization:** • is a not-for-profit youth organization with a minimum of (e.g., 80%) registered members residing in the municipality • is operated by a volunteer board of directors/executive • is an established provider of programs primarily for youth, comprising athletics, recreation, or structured social activities • its members/participants must be 18 years of age or younger before December 31 of the current year's season and/or in the age categories of the provincial or national governing body; some may have limited adult participants • youth programs will be charged a youth rate; mixed age competitive time will be charged an adult rate; complete levels/teams within an organization comprising players over the age of 20 will be prioritized and charged as adults. • is a member of good standing in a Canadian national and provincial sport organization (NSO, PSO) as its governing body. • for an organization that is the main provider of its program/activity in the municipality, the residency requirement may be waived. **3) affiliated adult organization:** • is a not-for-profit organization with active membership comprising a minimum of (e.g., 80%) registered members residing in the municipality. • is operated by a volunteer board of directors/executive • its primary purpose is to provide programs for adults in athletics, recreation or social activities. • its members/participants are older than those of organizations that qualify as a youth organization.

Affiliation status requires application for renewal on a regular basis (e.g., annually or every two years), and previous approval is not guaranteed with renewal.

Indoor and outdoor facility allocations are separate procedures, implemented by type within each category. Ball diamond and ice allocation guidelines are discussed below, using material from the Cities of Barrie and Mississauga as examples.



5.6.1 Ball Diamond Allocation

Continuing with examples, for all facilities there is:

- a regular season date range from May 1 to September 30 inclusive, weather permitting
- a time request date and a municipal confirmation date for each of regular season and tournament scheduling

All operating hours are categorized as prime or non-prime time (e.g.):

- prime time Monday to Friday 6pm to 11pm; Saturday and Sunday 8am to 11pm
- non-prime time Monday to Friday 8am to 6pm

Tables 5-22 and 5-23 provide examples of ball diamond time allocation guidelines, from the Cities of Barrie and Mississauga Ontario, respectively.

Table 5-22: Annual Outdoor Facility Time Allocation Guideline for Baseball/Softball, Example 1 (Barrie Ontario)

Sport/Activity	Age Group or Number of Participants	Min. Hourly Allocation per Team per Week (Guidelines)	Max. # Per Team
Baseball - Developmental	4U Rally Cap	1.50	8
	5U T-Ball	1.50	10
	6U Coach Pitch, 7U Jr. Rookie Ball	2.00	12
Baseball - House League/Recreational	8U-11U	2.00	13
Softball	Minor Mite (up to 8), Mite, Squirt, Pee Wee	4.00	14
	Bantam, Midget (17-21)	6.00	14
	Adult	1.25	14
Rep & Select Minor Baseball	8U-13U	5.50	13
	14U-18U	7.00	14-15
Rep Fastball	Mite to squirt (9-12)	4.00	15
	Pee Wee to Midget (13-18)	6.00	15

The City of Mississauga's ball diamond allocation is set up as a work sheet in its policy and includes breakdowns that are not used in Barrie (Table 5-23). The values to be calculated seasonally are numbered in the blank columns and described here:

- 1 - number of players registered
- 2 - actual # of teams
- 3 - total hours per week
- 4 - rainout allotment (15%)
- 5 - total hours per week

The first row in Table 5-23 shows how these variables would allocate hours to six teams of U4-7 players.

Table 5-23: Annual Outdoor Facility Time Allocation Guideline for Baseball/Softball, Example 2 (Mississauga Ontario)

Age of Team Players	1	Base Level # of Players per Team	2	# of Practices per Team per Week	Teams per Practice Field	# of Games per Team per Week	Total Hours per Team per Week	Softball or Multi-purpose Field Required	Hardball Field Required	3	4	5
U4 - 7	36	6	6	1 (2.5 x. 5)	2	2 (2.5 x .5 x2)	3.75	X		22.4	3.4	25.9
8 - 9		12		1 (2.5 x. 5)	1	1* (2.5 x .5)	3.75 or 5*	X				
10 - 11		12		1 (2.5 x. 5)	1	1* (2.5 x .5)	3.75 or 5*	X				
12 -13		12		1 (2.5 x. 5)	1	2 (2.5 x .5 x2)	5.0	X				
14 -15		12		1 (2.5 x. 5)	1	2 (2.5 x .5 x2)	5.0		X			
16 - 18		12		1 (2.5 x. 5)	1	2 (2.5 x .5 x2)	5.0		X			
Total												

* City will allocate for 2 games if Provincial or National Sports Organization governing bodies sanctioned the one additional game or if required for Long Term Athlete Development (LTAD).

The process for allocation is typically guided by documented principles and comprises several steps, which are outlined in the policy. An important consideration in distributing limited time is providing a mechanism for new users to access desirable time(s) for their programs. For this reason, allocation requests are grouped and defined as follows:

- Existing Programs - organization/group allocated regular time in the previous season requests the same time again
- Existing Program Expansion - organization/group requests time in addition to its entitlement to expand a core/primary/basic service
- New Programs - organization/group not allocated regular time in the previous season, to provide program or service that meets an unmet need that has been municipally evaluated and confirmed. With respect to these programs, the municipality uses unallocated time first to avoid adversely impacting existing users but will reserve the right to reallocate hours from these organizations if warranted.

As the above examples show, formulas for allocation time on ball diamonds to user groups combine variables related to governing sports organization guidelines and the specific community context in terms of resources and local types/levels of play. Kawartha Lakes can consider these policy designs and formulas to create allocation processes for its diamonds with the objective of providing an equitable distribution of available prime time to all user groups.

5.6.2 Ice

As with ball diamonds, the following outlines definitions that are required (based on examples):

Season of play:

- Dates of ice-in season: September 1 through to May 31 inclusive
- Dates of ice-out (floor) season: June 1 through August 31 inclusive
- All operating hours are categorized as prime or non-prime time:
- prime time Monday to Friday 6pm to 11pm; Saturday and Sunday 7am to 11pm
- non-prime time Monday to Friday 7am to 6pm

Prime and non-prime time is determined by facility use patterns:

- prime time is when a facility is permitted and used on a consistent basis as it relates to the day of the week and time of day.
- non-prime is when a facility is consistently not permitted for use as it relates to the day of the week and time of day.

As with ball diamonds, the policy's process for allocation includes a mechanism for new users to access desirable time(s) for their programs within the overall distribution (see 5.6.1).

Table 5-24: Annual Ice Time Allocation Guideline for Ice Pads

Sport/Activity	Age Group or Number of Participants	Minimum Hourly Allocation per Team* per Week (Guidelines)
Minor Hockey & Minor Lacrosse**	U7 and U8	1.0
	U9 through U18	1.5
	Adult	0.75
AAA Hockey	U7 to U10	2.0
	U11 to U13	2.5
	U14 to U18	2.75
	Men's/Women's Adult Hockey	0.75
Figure Skating	Per 14 to 18 skaters	1.0
Ringette**	U7 and U8	1.0
	U9 to U19	1.5
	18+ (open)	1.5

*numbers of participants per team are according to governing sport organizations
**lacrosse allocation is for floor time; ringette not played in Kawartha Lakes

5.6.3 Casual-Use Outdoor Facilities

Allocation for casual use of outdoor facilities typically applies to tennis and pickleball courts, and particularly dual-use courts. Use management approaches generally rely on an honour system whereby users abide by posted rules that aim to ensure fair access to facilities in high demand.

Key components of these protocols include:

- which activities and groups the courts are intended to accommodate: tennis, pickleball or both; drop-in only or a combination of drop-in and group reservations.
- 'open' hours to which the above apply: as an example, 8am to 8pm on unlit courts and 8am to 10pm on lit courts, by days of the week, the actual extent of which would be determined by proximity to residents that may be negatively impacted by noise later at night.
- time allocations, within open hours: if a combination of drop-in and user group reservations are relevant, specifying the hours during which user groups can make reservations, with the balance of time being allocated to drop-ins; if no reservations are made, group time defaults to drop-ins.
- shared tennis/pickleball courts: the municipality may choose to designate blocks of time for each across the week, comprising both high demand and low demand time periods.
- specifying the length time allocated to each game/practice to accommodate queued drop-ins when all courts are full (e.g., 45 minutes from the time the queue starts and the newcomers have indicated their desire to use a court).

Relevant protocols should be posted online and on signs at each court, according to type. The Township of South Frontenac has a very well developed Net Sport Court Allocation Process (2024)[1] that includes a section on communicating information on court use and etiquette. It notes that on-site signs may contain only basic information and directs users to the Township's website for comprehensive protocols and up-to-date information.

RECOMMENDATIONS

F 56. Create a formula-based seasonal allocation process for Kawartha Lakes ball diamonds with the objective of providing an equitable distribution of available prime time among all user groups.

F 57. Create a formula-based allocation process for ice to ensure optimal use and distribution of available prime time among all user groups.

F 58. Develop honour system protocols for shared use of all casual use courts, detailed by type.

F 59. Post basic court use protocols at all municipal tennis and pickleball courts and supplement with additional required details/ explanations regarding rules and etiquette on the City's website.

1 https://southfrontenac-006-ca.govstack.com/media/kkvkm0k4/2024-net-sport-court-allocation-process.pdf

5.7 Facility Agreements

5.7.1 Tennis and Pickleball Clubs

There is one community-based tennis club in Kawartha Lakes. The Fenelon Falls Tennis Club operates and programs the four lit courts on TLDSB property at Fenelon Falls Secondary School. The original agreement, which allowed the club to construct and operate tennis courts on school property was executed in 1997 and has been renewed since that time. The current agreement allocates 194 school days from 7am to 6pm during which the Board has use of the facilities.

The Kawartha Lakes Pickleball Association currently uses outdoor courts and indoor spaces throughout the community for its activities.

Community-based clubs that use municipal courts, should be covered by agreements with the relevant group(s) to govern the operation and use of municipal courts. Key items to be included are:

- the division of responsibility for court (and clubhouse, if appropriate) operations, capital improvements, etc. between the club and the municipality
- designated weekly time periods during which the public (i.e., non-members) can access the courts for casual use; hours for public use should comprise both prime and non-prime hours
- the club's responsibilities for providing instruction/play for all age groups, including children and youth
- mechanisms for regular reports to the municipality on facility use in a form that aligns with the data collection variables for all municipal courts

Regular completion of these tasks will be important for the municipality to be able to work towards optimizing use of all facilities for programming purposes and to accommodate organized sports and recreation groups. If this is not happening how, the City and the VMCs should work together to implement a process whereby all the Committees can monitor and regularly report on required use data.

Capital investment to improve facilities operated by the VMCs should be directed by agreed upon plans to meet needs for both their respective communities and non-local facility users, where appropriate (e.g., access to ball diamonds for organized activity). While capital maintenance and repairs expenditures must be addressed as they arise, project such as upgrading/repurposing interior spaces and outdoor facilities can be implemented incrementally as finances permit.

5.7.3 Fleming College

The indoor facilities assessment encourages the municipality to take responsibility for managing/programming the Frost Fieldhouse. Depending on the nature of the arrangement, an agreement with the College could take the form of a management agreement for full time municipal operation. Presumably, the municipality will continue to provide services to Fleming's students. How this is done could also be included in the type of agreement negotiated. For example, the College could make an annual contribution to operating costs based on proportionate use/access. Capital expenditures to expand or improve the fieldhouse would require a joint agreement to cover each party's contributions to costs.

5.7.4 School Boards

As noted in the facilities discussion, there are 31 schools in Kawartha Lakes, 15 of which are in Lindsay and the remainder are distributed throughout the municipality. Access to school facilities could benefit recreation service delivery in Kawartha Lakes, especially for gym-based activities in non-urban locations and to bridge need for program time until new/redeveloped municipal facilities are provided.

Reciprocal use agreements outline the exchange of each party's access to the other's facilities. The Boards would be able to use municipal facilities, and the municipality and volunteer groups would be granted access to school spaces via the agreement. Specific facilities and times of use exchange are covered in the agreement (e.g., arena ice time for students during academic hours in exchange for gymnasium time for the community during non-academic hours). The exchange can be no-fee or a formula-based rate to cover cost differentials where they occur.

RECOMMENDATIONS

F 60. Consider options to determine the preferred model for access to/ use of pickleball courts by organized users.

F 61. Agreements between the municipality and the VMCs should ensure a process is implemented whereby the Committees monitor and report on required use data for planning purposes.

F 62. Capital investment to improve facilities operated by the VMCs should be directed by agreed upon plans to meet needs for their respective communities and other groups they may serve.

F 63. The potential for the municipality to take responsibility for managing/programming the Fleming College Fieldhouse should be supported by a formal agreement that is mutually beneficial to both parties.

F 64. Consider investigating the possibility of entering reciprocal use agreements with the School Boards for access to facilities for community recreation at select schools throughout the municipality, and especially in non-urban locations.

5.8 Inclusive Facility Design

The municipality has a made-for City of Kawartha Lakes Facility Accessibility Design Standards (FADS) that provides an innovative and detailed approach for the design of barrier free and accessible facilities. Its use is mandatory for all construction projects at City facilities including new construction, additions, renovations and capital replacements, and is intended:

> ...to provide an inclusive, user friendly and accommodating built environment through design and the careful use of materials and equipment. It reconciles legislative changes with respect to accessibility under the Ontario Building Code and the Accessibility for Ontarians with Disabilities Act (AODA). It also incorporates recent ergonomic research from the United States and best practices from other municipalities and organizations. All of the design requirements use universal design principles as the core principle.[1]

When planning new or renewing existing facilities, opportunities to provide those that are deliberately designed to be inclusive, and exceed legislated standards, should be investigated. Keeping abreast of constantly evolving facility design is important to being current about possibilities. Three examples of facilities designed to be inclusive are multi-use sports courts, ball fields and para hockey ice rinks.

5.8.1 Inclusive Multi-sport Courts

These facilities provide users of all abilities to participate in both organized sport and casual play. They are designed for a variety of sports and allows accessible programming for all ages. Features include:

- adjustable basketball nets
- high-contrast four-square court and hopscotch play area
- contrasting colours to support visual impairment
- shaded double-wide benches for improved accessibility
- wheelchair-accessible seating and tables
- shaded accessible bleachers
- cushion-comfort Plus Laykold acrylic surfacing system
- court lighting

At 13,200 square feet, the Town of Uxbridge's inclusive multi-sport court[2] is configured to enable users to play a variety of sports and para-sports.

1 Kawartha Lakes Facility Accessibility Design Standards. (no date). p.5.
2 https://www.uxbridge.ca/en/explore-and-play/inclusive-multi-sport-court.aspx

Supported sports including:

- pickleball
- sitting volleyball
- tennis
- volleyball
- wheelchair basketball
- wheelchair tennis
- ball hockey
- badminton
- basketball

JUMPSTART INCLUSIVE PLAY SPACES

As part of our commitment to helping kids of all abilities access sport and play, Jumpstart is working with municipalities across the country to build inclusive play spaces. These include multi-sport courts, playgrounds, baseball fields, hockey ice rinks. Multi-sport courts and playgrounds are designed to meet the specific needs of the community it serves.

Source: https://jumpstart.canadiantire.ca/pages/inclusive-play-spaces



5.8.2 Inclusive Ball Fields

Any player can get in the game on these inclusive baseball fields. At 100,000 square feet, they feature a rubberized surfacing and high-contrast colours. The dugouts are deeper than standard to allow for easy access for those using mobility devices. Seating areas and restrooms are accessible, pathways are clear and even, and there are rest and quiet areas.

5.8.3 Para Hockey Ice Rinks

These rinks are designed to ensure ease of access and a seamless experience for players of all abilities. Ice, bench, and change areas are at the same grade, allowing individuals using mobility devices to move through the facility with ease. Benches and the penalty box are deeper than standard and surfaced with ice to accommodate sledge access. By replacing the traditional rink boards with plexi-glass, players can engage with their peers on the ice without any barriers. The space can accommodate additional equipment and lines to allow for other uses outside of the winter months.

FIELD OF DREAMS DIAMONDS

Jays Care grant program provides funding to design, refurbish and build local baseball diamonds in communities. In the past 10 years, 163 diamonds have been built across Canada.

Field Of Dreams diamonds are created to be safe and inclusive spaces. Municipalities are eligible to apply through an annual intake. The 2025 application cycle is now open. Other eligibility criteria include:

- Must have the project complete within 12-18 months of receiving funding approval
- Must be dealing with infrastructure that directly supports children and youth facing barriers
- Must be able to provide audited financial statements from the past year, or most recent
- Must be able to provide detailed quotes for all aspects of the project (required for the second phase)

Source: https://www.mlb.com/bluejays/community/jays-care/field-of-dreams

RECOMMENDATIONS

F 65. When planning new or renewing existing facilities, investigate opportunities to provide those that are designed to be inclusive.

6.0 Parks

6.1 Introduction

The parks assessment includes the following topics:

- Classification, distribution, and provision of parks and natural areas
- Unscheduled recreation amenities (e.g., playgrounds, skateparks, splash pads, open space, waterfront, etc.)
- Safety and comfort amenities (seating, shade, lighting, washrooms etc.)
- Accessibility
- Cemeteries

The parks assessment does not discuss scheduled outdoor facilities (i.e., ball diamonds, sport fields, courts) or trails in depth. These topics are discussed at length in section 5.0 Facilities and in the 2023 Trails Master Plan Update, respectively.

Given the expansive size of Kawartha Lakes, and geographic barriers presented by the many water bodies, it was determined that it would be helpful to divide the municipality into sections for the assessment. The result is three urban areas and four rural areas, summarized in Table 6-1, and illustrated in Figure 6-1. The urban areas align with the Official Plan urban areas, and the rural areas were demarcated roughly along geographic features (specifically water bodies). Omemee is sometimes considered an urban area in planning documents, however as it is not expected to experience significant growth (unlike Bobcaygeon, Fenelon Falls, and Lindsay), we have included it within a rural area. Different considerations need to be made for park provision in rural areas versus urban areas, so the assessment looks at these areas separately.



Table 6-1: Community segments used for the parks assessment

Area	Communities Included
Northwest	Argyle Bolsover Cameron Coboconk Dalrymple Kirkfield Norland Rosedale Sebright Woodville
Northeast	Burnt River Sturgeon Point Hickory Beach Kinmount
Southwest	Cambray Manilla Oakwood Little Britain Seagrave Sonya Washburn Island Valentia
Southeast	Dunsford Downeyville Emily Omemee (see below) Janetville Bethany Pontypool Reaboro
Lindsay (urban area)	-
Bobcaygeon (urban area)	-
Fenelon Falls (urban area)	-
Omemee (urban area)	note: while Omemee is considered an urban area in the Official Plan, for our analysis we have included it as part of the Southeast quadrant, as it is not anticipated to see significant growth during the term of the plan.

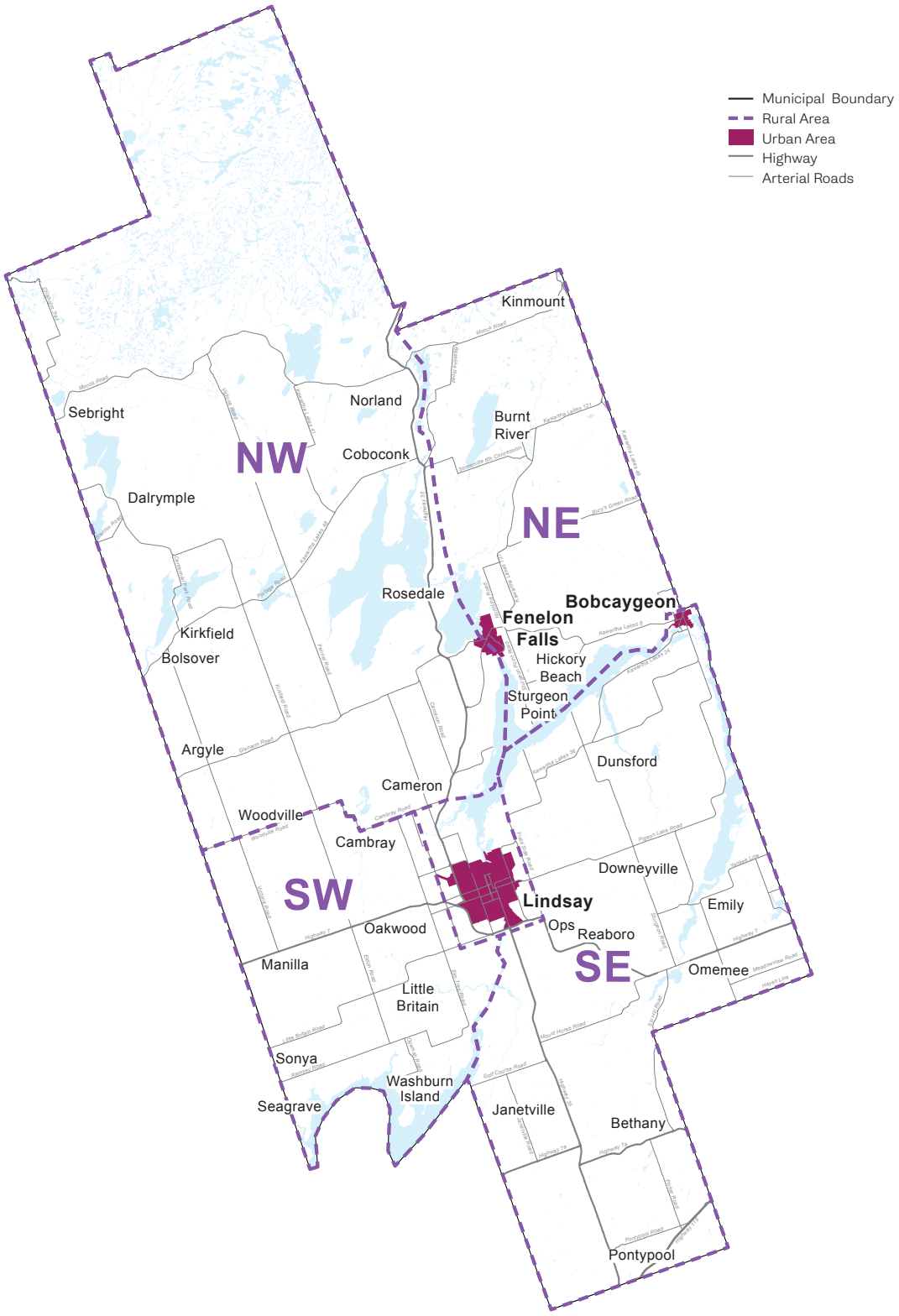


Figure 6-1: Map of Kawartha Lakes showing the three urban areas and four rural areas used for the parks assessment.

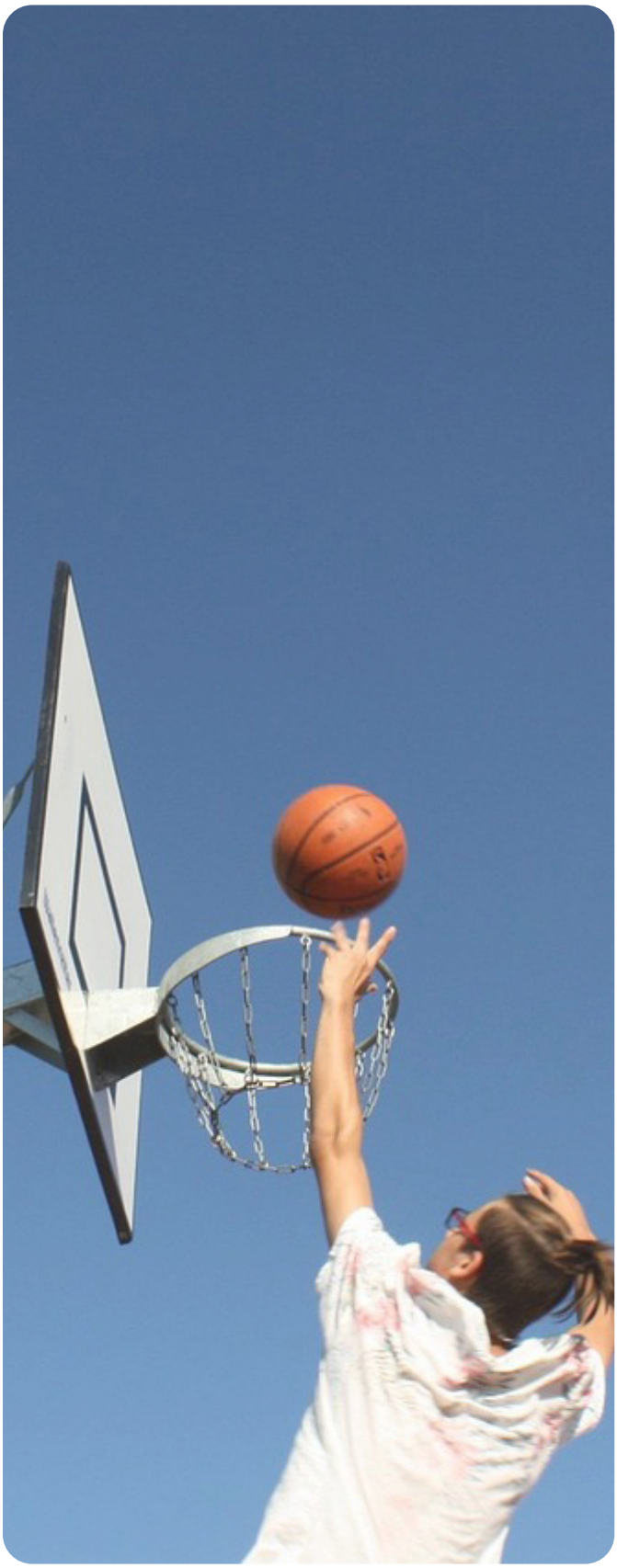
6.2 What We Heard

Feedback from consultation was provided in more detail in the Background and Community Consultation Report. The following highlights the main takeaways from consultation related to parks:

- The majority of telephone survey respondents (70% or 528 respondents) said they do not think improvements to Kawartha Lakes' parks and outdoor amenities are needed
- New neighbourhoods will likely require additional parks, but overall, the municipality has a very strong inventory of parks and open space
- A desire for more parks/amenities in rural areas and other areas outside of Lindsay
- A desire for improved amenities in well-used parks, such as washrooms, parking, more shaded areas and seating
- Online survey:
    - 47% (or 509 respondents) indicated they would like more options for adults and seniors in Kawartha Lakes' parks and facilities
    - 42% (or 456 respondents) indicated they would like more options for youth in Kawartha Lakes' parks and facilities
    - 37% (or 402 respondents) indicated they would like more shade and seating in the municipality's parks and facilities
    - 40% (or 437 respondents) indicated they would like improvements to be made to the municipality's waterfronts, beaches, and boat launches
- Three-quarters of respondents (752 respondents) indicated enhancements are needed to particular parks/areas in Kawartha Lakes, with the most frequently noted parks including:
    - Lindsay Memorial Park (50 mentions - approximately half of which related to requests for additional pickleball courts
    - Old Mill Park (23 mentions)
    - Optimist Park/Wilson Fields (22 mentions - approximately half of which related to requests for additional pickleball courts)
    - Ops Park (20 mentions)
    - Garnet Graham Beach Park (20 mentions)
- General feedback across all consultation activities:
    - Washrooms, shade, seating, improved playgrounds, more options for tweens and seniors
    - Mixed feedback on maintenance - some praised maintenance, and others claimed improvements were needed to maintenance (specifically garbage and washrooms)
    - Staff face challenges maintaining parks due to the long distances between locations
    - Quality of amenities is great
    - A desire for more waterfront access and improvements/development of Scugog waterfront in Lindsay
    - Need to expand tree canopy
- From community group: Desire for a

new destination park to be developed in Fenelon Falls to serve individuals of all ages and abilities in the northwest portion of the municipality, which could support the development of youth services for the community through a partnership with the BGC (Kawarthas)

- Interest in including elements such as a skatepark, pump track, basketball courts, and/or indoor space for programs to serve the needs of youth



6.3 Key Considerations for Parks

Recalling the Strategy's key considerations from section 3.0. Table 6-2 outlines how these considerations apply to parks planning.

Table 6-2: Summary of Strategy Key Considerations Impacting Parks in Kawartha Lakes

Strategy Key Considerations (outlined in section 3.1)	Impact to Parks
Expansive Geography and Dispersed Population/ Staffing Constraints	With a dispersed rural area, some residents do not have local access to an indoor recreation facility. There is also no public transit outside of Lindsay, further impacting the accessibility of recreation opportunities. Parks are more numerous and dispersed than indoor recreation facilities and therefore can be an important contributor to recreation access in more rural areas.
Aging Demographic	Accessibility is always a top priority as municipalities are continually updating public spaces. With a growing seniors population, accessibility is even more important to support healthy aging.
Abundant Outdoor Recreation Assets	Since the pandemic there has been a lasting increase in interest and participation in outdoor recreation in all seasons. This is beneficial for public health, as research has shown many positive impacts on mental and physical health when recreating outdoors. With its many natural areas and water bodies, Kawartha Lakes has many opportunities to support this. Outdoor recreation needs and interests were discussed further in the Programs section and Appendix C. The recommendations of this section support outdoor recreation programming by providing and improving parks and amenities. Given the reliance more rural areas have on outdoor spaces for nearby recreation, supporting outdoor activities year round is important.

In addition to those listed above, the assessment identifies a few additional considerations pertinent for parks:

- **Trails and Pathways**: Interest in trails remains high in the community, as indicated in consultations for this Plan. The municipality recently completed an in-depth Trail Master Plan Update (2023). The scope of the Trails Master Plan did not include parks, so there is no overlap between that plan and this plan to account for - with the exception of one recommendation for a pump track in Pontypool, which is considered in this assessment.

- **Tourism:** Kawartha Lakes is a considerable tourism destination with the main attraction being its natural spaces - trails, waterbodies, and parks. It would be remiss to not take into consideration visitor needs and interests along with residents', as well as the environmental impacts of tourism and how to protect the very assets visitors come to see. The 2020 tourism destination Plan outlines five Strategic Directions, with #1 being specifically park related: Establish Kawartha Lakes as a leader in outdoor experiences.

- **High Demand Amenities:** With the broad range of consultation activities and hundreds of comments received through various methods, the following park amenities/facilities were requested the most: all-ages play equipment; waterfront access; and comfort (e.g., shade, seating) and accessibility upgrades.

6.4 Assessment: Parkland Hierarchy, Supply, and Staffing

The parks assessment begins by looking at the park system as a whole:

- Parkland Hierarchy: this outlines different park types, their general characteristics, catchment, size, and provision; and,

- Supply: this looks at the amount of total parkland in the municipality, and compares this provision to similar municipalities

6.4.1 Parkland Hierarchy

The Official Plan provides a hierarchy of parkland, the general size of those parks, and relevant planning policy for each park class (Table 6-3). It is worth noting that the Official Plan specifies that this hierarchy is applicable only to parks within settlement areas (e.g., Lindsay, Bobcaygeon and Fenelon Falls).

Table 6-3 presents the hierarchy with suggested improvements and additions shown in blue. Further details concerning these additions are provided below.

- Destination Parks and Waterfront Parks: The additions reinforce the fact that these parks have key facilities/ amenities/attractions that draw people from around the municipality as well as visitors. Given people will likely spend longer periods of time at these parks, and given the importance of tourism for the municipality, these visits should be encouraged and supported through the provision of parking, washrooms, shade, drinking water, etc.

- Community Parks: The additions offer

more description of this park type. It is similar to a city park, but with less amenities (i.e. only one keystone facility as opposed to multiple) and not typically a tourist attraction. We also recommend that the Official Plan wording around co-locating these parks with school sites be loosened so that it is not a requirement in case it does not fit the specific context of a new development.

- Pavilions, shade structures and/or tree plantings are added to Destination and Community Parks to help support potential outdoor programming, events, camps, and general use, as outlined in the Programs assessment (section 4.4.1)

- Neighbourhood Parks: Changed the general size range to 1.8 to 5.9 ha to close the gap between Neighbourhood Parks and Community Parks, which are typically 6.0 ha or greater.

- Parkettes: Additions aim to improve the quality and recreation value of these spaces, and reduce the instances of small, awkward, empty pieces of land, especially in isolated areas.

- Natural Areas: A new category is proposed that applies to natural areas (e.g., forests, meadows, waterways) that may or may not be maintained for conservation purposes, recreation, and harvesting of timber.

- Urban area service radius guidelines are provided for each park type. For rural areas, the goal is to focus resources on providing high-quality parks with a variety of amenities in rural areas and avoid many small parks spread across large distances. This is discussed further in section 6.4.2 Supply.

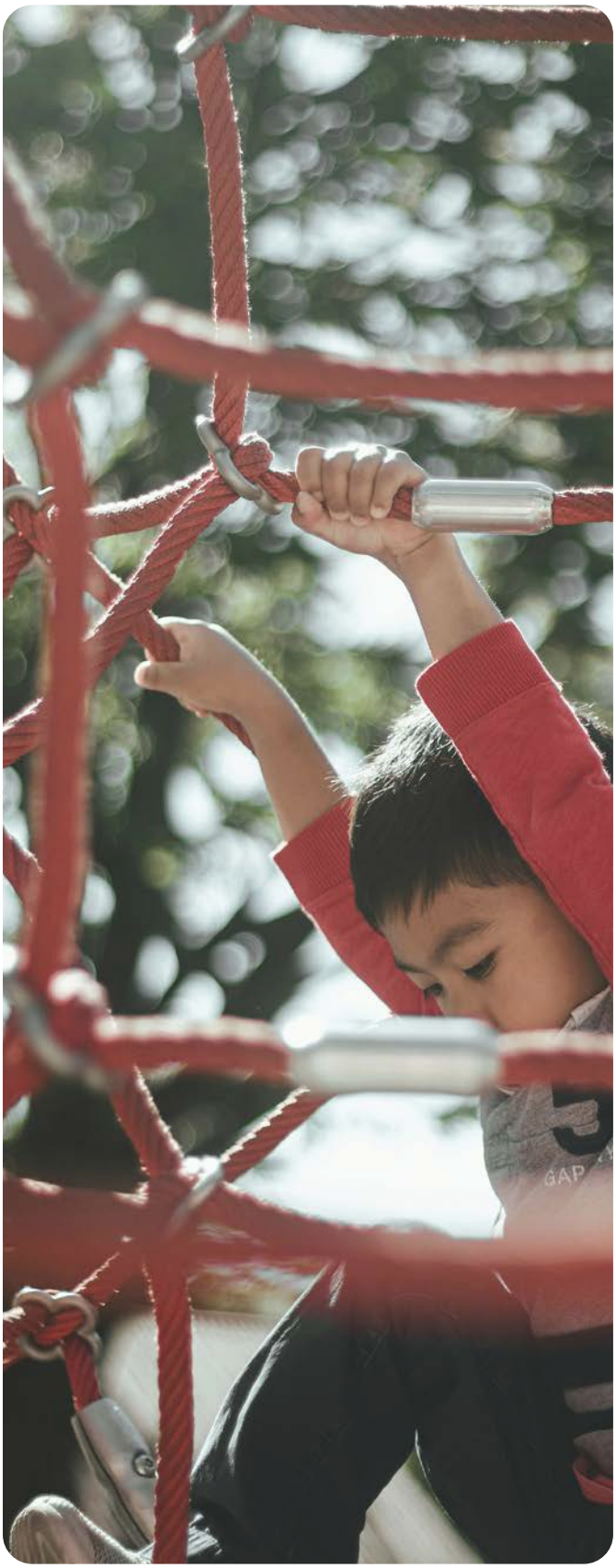


Table 6-3: Kawartha Lakes Official Plan Parkland Hierarchy with recommended alterations (in bold)

Park Type	Characteristics	Size and Provision
Destination Parks and Waterfront Parks	Where parks are located along the settlement area waterfronts, they should be managed for the enjoyment of a diverse population. Opportunities exist at these parks for both active and passive recreation, social and cultural activities. Additions: • **Often tourism and/or event supportive (not in all cases)** • **Typically feature more than one keystone park feature such as splash pads or skate parks, large/feature playgrounds and/or significant natural heritage features** • **Sports facilities for league (and possibly tournament) play** • **Trail connections and connectivity within the park** • **Pavilion/shade structure(s)** • **Parking** • **Washrooms, change rooms, drinking water**	For both urban and rural areas: General size and provision is variable depending on the site and landscape conditions.
Community Parks	Intended to accommodate the social, cultural, educational and physical activities of particular interest to several neighbourhoods. These parks should be coordinated with secondary school sites where possible and developed as focal points. Additions: • **Sports facilities for league play** • **May contain one keystone park feature, such as a splash pad or skate park, large/feature playground** • **Pavilion/shade structure(s)** • **Parking** • **Washrooms, change rooms, and drinking water** • **Do not necessarily need to be adjacent to school sites if the community needs a park in another area. Suggest changing wording to "could be" rather than "should be" coordinated with school sites.**	General size of 6.0 to 10.0 hectares For urban areas: Should occur in highly visible locations and within an optimal service radius of 1.6 km.

Table 6.3 continued: Kawartha Lakes Official Plan Parkland Hierarchy with recommended alterations (in bold)

Neighbourhood Parks	Anticipated to accommodate the recreational needs of local residents. Facilities should be tailored to residents and centrally located within a safe and convenient walking distance of the majority of residents. Should be of a sufficient size to accommodate a variety of recreational facilities such as sports fields, outdoor rinks, multipurpose courts, playground equipment, outdoor fitness equipment etc.	General size of 1.8 to 4.0 hectares Urban areas: Optimal service radius is 800m (or 10 minute walk) **Additions:** **Update general size to 1.8 to 5.9 ha**
Parkettes	An adequate supply shall be provided where appropriate. **Additions:** • **Gardens, plantings** • **Seating** • **Shade** • **Small play or exercise equipment**	General size varies depending on the neighbourhood, but typically smaller than a Neighbourhood Park (>1.8 ha). **Additions:** • **Small parks with few/no amenities should be avoided in isolated areas.** • **Parkettes are suitable for dense urban areas where both land and parks are limited.** • **Traffic circles, road medians etc., should not be accepted as a Parkette**
Addition: **Natural/Undeveloped Areas**	**Parks that remain close to their natural state (e.g., forest, meadows, etc.), with recreation uses allowed within the limits of the land, and can include hiking, cycling, motorized uses, etc. This also includes sustainable, controlled harvesting of goods such as timber.** **This category includes small water access points not suitable for development as a park due to size, environment, or proximity to neighbours.** **Not all of these spaces need to be maintained for recreation, some may stay in their natural state.**	**No size or provision standards, dependent on the local environment.**

6.4.2 Supply

An analysis was conducted of the amount of parkland (total) in Kawartha Lakes and in comparable communities: Norfolk County, Greater Sudbury Area, Chatham-Kent and Quinte West (see Appendix D for data). The comparators were chosen in discussion with staff and based on the following factors:

- single-tier municipality
- large land mass
- similar population/number of households
- some mix of growth pressure/ waterfront resource/tourism

Based on Table 6-4, Kawartha Lakes is well supplied with parkland overall, compared to the other municipalities, in terms of number of parks and amount of hectares, with a park provision rate of 3.2 ha per 1,000 people. Beyond this comparative analysis, over 3.0 ha is considered a good park supply, with 4.0 ha per 1,000 often being a target amount. However, with policy changes reducing the amount of parkland that can be acquired through development, many municipalities would now struggle to meet 4.0 ha per 1,000 people.

This comparative analysis includes only municipally owned parkland, excluding the Centennial Trailer Park and the approximately 4,000 ha of municipal forests. Including the municipal forests, the parkland provision soars to 53 ha per 1,000 people. Considering this significant amount of additional green space, we are recommending that the municipality focus on maintaining the 3.2 ha per 1,000 people provision rate.



Table 6-4: Analysis of parkland provision in Kawartha Lakes and comparable municipalities

	Kawartha Lakes		Norfolk County		Greater Sudbury Area		Chatham-Kent		Quinte West	
Total Population (2021 Census)	81,200		67,490		166,004		103,988		46,560	
Population Density (people/km2)	26.1		42.2		52.1		42.4		94	
Land Area (Km2)	3,033.7		1,597.7		3,186.3		2,451.9		495.5	
Number of Parks	154		83		157		166		64	
Amount of Parkland[1] (Hectares, people per 1,000 ha)	262.0[2]	3.2:1,000	135.7	2:1,000	1,212.8	7.3:1,000	250	2.4:1,000	144.0	3.1:1,000

1 In collecting the data from the comparators, it was requested that only municipally-owned parkland be included; however, understanding that different municipalities categorize and track parkland differently, there may be some variation in the data.

2 This does not include the approximately 4,000 ha of municipal forests

Park Supply in Urban Areas

Parkland provision is not uniform across the municipality. Table 6-5 break down the provision by urban and rural areas:

- Bobcaygeon and Lindsay are well supplied, with park provision rates at or close to 4 ha per 1,000 (4.0:1,000)
- Fenelon Falls is under-supplied at 2.6:1,000

If the municipality wishes to reach/ maintain a park provision rate of 3.2:1,000, parkland will need to be acquired with new developments (see Table 6-5 for additional parkland needed). However, it should be noted that non-municipal parkland (e.g. schools, conservation areas etc.) is not counted here. The proposed Parks Master Plan will examine this at a detailed scale and refine the actual amounts of parkland needed in each community to maintain 3.2:1,000 ha, as well as in consideration of non-municipal parkland.

Table 6-5: Park provision rate in Kawartha Lakes urban areas

Urban Area	Ha of parkland	Population (2021)	Current Provision ratio (2021) (# ha: 1,000 residents)	Population (2040)	Provision ratio (2040), if no new parks added (# ha: 1,000 residents)	Additional Ha needed to maintain/reach 3.2 ha:1,000 ratio to 2040
Lindsay (land area 15.6 km2)	89.5	22,367	4.0:1,000	47,220	1.9:1,000	61.6 (151.1 total)
Bobcaygeon (land area 5.2 km2)	13.9	3,576	3.9:1,000	6,616	2.1:1,000	7.3 (21.2 total)
Fenelon Falls (land area 4.0 km2)	6.3	2,464	2.6:1,000	5,213	1.2:1,000	10.4 (16.7 total)

Supply in Rural Areas

As noted earlier, the expansive geography of Kawartha Lakes and low population density requires a context-sensitive approach to provision standards for the municipality's rural areas. As there will be no significant development in the rural areas, additional parks will not be needed. Instead, the focus should be on improving parks to provide increased recreation opportunities to those in the rural areas. This is the topic of discussion in section 6.7 Recommendations for Rural Areas.

Park Disposal

There was an indication that some in the municipality feel there is a surplus of parks, in Lindsay in particular. Based on the analysis above, the municipality does not appear to be "over-supplied" with parks in Lindsay or elsewhere. However, from an efficiency perspective, as well as from a recreation value perspective, there may be parks that could be disposed of - for example, if they are isolated, rarely visited, and/or offer few opportunities for residents. Proceeds from sales could then be reinvested in improving other parks. Other options include leasing out the land, or converting unused parcels to Natural/Undeveloped Areas (a new park classification type). Disposal of land is governed by two By-Laws, which are discussed further, with recommendations, in section 6.9 Park Policy.

Acquiring New Parkland

The municipality is currently challenged in a) maintaining many parks spread across a great distance, and b) affording the cost required for maintenance and upgrades to park amenities and facilities. New parkland acquired in urban areas should be consolidated as much as possible to provide fewer, larger parcels, rather than numerous smaller parcels to improve efficiency, as well as optimize recreation opportunities.

Based on parkland provision needs as discussed above, the municipality should:

- Prioritize parkland over cash-in-lieu for new developments in Fenelon Falls
- Prioritize parkland over cash-in-lieu for new developments where the area is outside an 800m radius of another municipal park in Lindsay and Bobcaygeon

In cases that fall outside of these parameters, the municipality should consider accepting cash-in-lieu. Dedicated parkland should be of sufficient size to act as a Neighbourhood Park (at minimum), or linear parcels should be given to accommodate pathways and trails. Where neither of these options is possible, smaller parcels from adjacent developments should be assembled together or placed adjacent to other community use space (e.g., schools, commercial areas, parks or recreation centres etc.).

RECOMMENDATIONS

P 1. Adopt the updated/expanded Parkland Hierarchy system provided herein, and categorize parks accordingly.

P 2. In urban areas, aim to reach or maintain a parkland provision ratio of 3.2 ha per 1,000 people and/or provide parks within an 800m catchment area to all households.

P 3. In rural areas, focus on providing and improving Destination and Community Parks.

P 4. Avoid accepting Parkettes as parkland dedication. Parks should be of sufficient size to act as a Neighbourhood Park (at minimum), or linear parcels should be given to accommodate pathways and trails. Where neither of these options is possible, smaller parcels from adjacent developments should be assembled together or adjacent to other community use space (e.g., schools, commercial areas, parks or recreation centres etc.).

P 5. Any land given to the municipality should fit one of the classifications in the hierarchy, and be assigned a level of service to assist staff in determining what resources will be needed to maintain and/or develop the parcel.

6.4.3 Levels of Service

The municipality identifies four levels of service (LOS) for parks, from Level 1 to Level 4. These LOS currently only refer to turf maintenance, which does not fully encompass the maintenance tasks required for parks. We recommend expanding the definitions of the LOS to include more tasks to give greater clarity on maintenance requirements, as well as the staff time needed. As mentioned previously, new parks acquired by the municipality should be assigned a park classification and a LOS to determine how much staff time will be required to maintain the new park.[1] Table 6-6 outlines the four LOS, the frequency of turf maintenance (current practice), additional tasks to be added, and considerations for assigning a LOS to a given park. The LOS and their associated tasks should be formalized by including them, with detailed descriptions of the tasks and frequency of maintenance, in staff's internal Parks Manual.

1 Note, the levels of service do not correlate exactly with the parkland hierarchy. Levels of service are determined primarily by the level of use and location of a park. For example, a Neighbourhood Park in a more rural residential area with low use will not require the same level of service as a Neighbourhood Park located next to a school or community centre with higher levels of use. For this reason, each park should be assigned a classification as well as a level of service.

Table 6-6: Recommended expanded descriptions of Parks Levels of Service (LOS)

Maintenance level	Frequency of turf maintenance (by staff or contractor)	Additional maintenance tasks to be added	Considerations for assigning LOS
Level 1	• 15-22 cuts per season • maximum 3.5 inches for turf • 7-10 day cutting cycle[1]	• litter pick up: 1 - 3 time per week • garden/horticulture maintenance: weekly • tree maintenance: annual arborist inspection, post-storm inspections • sport facilities: weekly • play equipment and furnishing: annual certified inspection, regular visual inspection • water equipment (e.g., splash pads): pre-season start up inspection, daily visual check during operation • lighting: quarterly checks	• high use parks • parks with facilities used for league play and tournaments • Level 1 parks typically are Destination and Community Parks, urban parkettes
Level 2	• 8-10 cuts per season • maximum of 4 inches for turf • 7-10 day cutting cycle	• litter pick up: biweekly • garden/horticulture maintenance: biweekly • tree maintenance: annual arborist inspection, post-storm inspections • sport facilities: biweekly • play equipment and furnishing: annual certified inspection, regular visual inspection • water equipment (e.g., splash pads): pre-season start up inspection, daily during operation • lighting: quarterly checks	• high use parks • parks with facilities used for league play and tournaments • May include parks from all classifications
Level 3	• maximum of 3 cuts per season • 1st cut May 25-June 12, second July 6 -13, third September 15-22	• tree maintenance: annual arborist inspection, post-storm inspections • litter pick up: prior to cutting • garden/horticulture maintenance: N/A • facility and amenity inspections: N/A	• lower use parks • few/no amenities • Level 3 parks typically natural areas/ undeveloped water access points • similar to level 4 areas, though these may require that additional maintenance due to infrastructure access, invasive species management, etc.
Level 4	• maximum of 2 cuts per season • first cut May 25-July 12, second when requested by City	• tree maintenance: annual arborist inspection, post-storm inspections • litter pick up: prior to cutting • garden/horticulture maintenance: N/A • facility and amenity inspections: N/A	• lower use parks • no amenities • Level 4 parks typically natural areas/ undeveloped water access points

1 cutting cycle is responsive to drought conditions for all levels of service

Of the 139 parks in Kawartha Lakes, the vast majority are currently classified as L1 and L2 (128 parks). As the municipality struggles to maintain a large portfolio of parks over a very large geographic area, the parks' currently assigned LOS should be reviewed to determine if there are any parks that can be reassigned to L3 or L4.

Section 7.0 Service Delivery builds on this to consider the amount of staff hours required per hectare of parkland, based on these LOS, and provides a calculation to determine staff needs.

RECOMMENDATIONS

P 6. Update the descriptions of each level of service, and include them in the Parks Manual.

P 7. Review to determine if currently applied LOS is appropriate to each park.

6.5 Assessment: Park Amenity Quantities

This section reviews the current supply of key park amenities and assesses the level of service and needs for the next 15 years as it relates to specific amenities. This is done by considering what other municipalities provide (comparative analysis), demand based on consultation data, population/ demographic considerations, and broader trends or contextual considerations. This analysis was completed for the following amenities:

- Playgrounds
- Splash Pads
- Dog Parks
- Basketball Courts
- Skateparks and Pump Tracks
- Other amenities for consideration

6.5.1 Playgrounds

Community Demand: **Low to moderate**

- Small number of requests for improvements to existing playgrounds from the resident telephone and online surveys, and user group survey.
- Staff noted that exciting/high-quality playgrounds drive park usage.

Demographic Demand: **Low**

- Children make up a small percentage of the population, and their share is expected to decline slightly throughout the term of the Plan.

Comparable Provision: **Moderate**

- In comparison to other municipalities (Table 6-7), playground provision in Kawartha Lakes is at the median and very close to the average, based on the current population.
- Considering an estimated 2040 population of 112,265, the playground provision rate decreases to 1 playground per 1,675 people.

Trend/Contextual Considerations:

- Movement towards play structures that appeal to a wider age range, for example, challenging obstacle course-type equipment, group hammock swings and zip lines, etc.
- Staff typically replace 3 - 4 playgrounds per year as they reach their end of life, and upon replacement, new features that appeal to broader age ranges should be incorporated.
- As best practices, playgrounds should be paired with other amenities such as at sport fields, or with picnic pavilions.
- Playgrounds offer close-to-home recreation opportunities to many across Kawartha Lakes and are an important amenity for Neighbourhood, Community and Destination Parks.

Table 6-7: Playground Provision in Kawartha Lakes and Four Comparable Municipalities

Municipality and Population	Total # of Playgrounds	Number of Residents per Playground
Kawartha Lakes 81,200	67	1,212
Norfolk County 67,490	32	2,109
Greater Sudbury Area 166,004	181	917
Chatham-Kent 103,988	164	634
Quinte West 46,560	40	1,164
Average	**96.8**	**1,207.2**
Median	**67**	**1,164**

RECOMMENDATIONS

P 8. Invest in upgrading existing playgrounds to include a greater variety of equipment, themed playgrounds specific to different locations, activities for broader age groups etc., as playgrounds reach the end of their life.

P 9. Playgrounds should be paired with other facilities or amenities where possible.

6.5.2 Splash Pads

Community Demand: **Low**

- Minor interest reported from the community and staff for an additional splash pad. Community interest was focused on adding a splash pad to Omemee Beach Park.

Demographic Demand: **Low**

- As noted under playgrounds, the key demographic group for splash pads (preschoolers and children) makes up a small percentage of the population, and will decline slightly over the term of the Plan.

Comparable Provision: **Low to moderate**

- In comparison to other municipalities (Table 6-8), splash pad provision in Kawartha Lakes is at the median and less than average, based on the current population.

- Considering an estimated 2040 population of 112,265, the splash pad provision rate decreases to 1 splash pad per 28,066 people.

Trend/Contextual Considerations:

- Splash pads are generally a high-demand facility, and it is likely the low demand seen in consultations is due to the relatively low number of children in the municipality and the existence of four splash pads currently. Demand is likely to grow as more families move to the community.

- Splash pads are a costly facility to provide, however, they offer high recreation value for families, schools, summer camps, etc., where many users stay at parks with splash pads for longer than they would at a park with only a playground. In this way, splash pads are considered an anchor amenity that could be used as a key attractor in a Community or Destination Park.

- There have been ongoing discussions on adding a splash pad to Omemee Beach Park.

Table 6-8: Splash Pad Provision in Kawartha Lakes and Four Comparable Municipalities

Municipality and population	Total # of Splash Pads	Number of Residents per Splash Pad
Kawartha Lakes 81,200	4	20,300
Norfolk County 67,490	2	33,745
Greater Sudbury Area 166,004	17	9,765
Chatham-Kent 103,988	10	10,399
Quinte West 46,560	2	23,280
Average	**7**	**19,498**
Median	**4**	**20,300**

RECOMMENDATIONS

P 10. Consider adding two more splash pads to supply if, first, demand is sufficient and confirmed (i.e. through community consultation during the park design process), and secondly, if the municipality is seeking to develop a Community or Destination Park and needs an anchor facility.

P 11. The preferred model is a location that has municipal infrastructure but other may options may be considered.

6.5.3 Dog Parks

Community Demand: **Very Low**

- Very minor interest reported from the community and Council for dog parks.

Demographic Demand: NA

Comparable Provision: **Low to moderate**

- Kawartha Lakes has one dog park at Pinewood Park in Pontypool, and another is planned to be added to Pioneer Park in 2029. All other comparator municipalities (Table 6-9) have at least two dog parks, with the majority providing three.

Trend/Contextual Considerations:

- Dog parks are typically in high demand in many municipalities over the past few years. The low demand in Kawartha Lakes is likely due to there being many parks and natural areas where people are running their dogs off leash already, and/or that given the extensive rural area in the municipality, many people have enough private land to run their dog.
- Ken Reid Conservation Area (not municipally owned) also has a dog park.
- Dog parks are typically most successful in communities where they can be accessed by walking or a short drive.
- If demand grows for dog parks, it will likely be from residents in the urban areas, and it should be supplied in or near urban areas.

Table 6-9: Dog Park Provision in Kawartha Lakes and Four Comparable Municipalities

Municipality and Population	Total # of Dog Parks	Number of Residents per Dog Park
Kawartha Lakes **81,200**	1 (plus 1 in 2029)	81,200
Norfolk County **67,490**	3	22,497
Greater Sudbury Area **166,004**	3	55,335
Chatham-Kent **103,988**	3	34,663
Quinte West **46,560**	2	23,280
Average	**2.4**	**43,395**
Median	**3**	**34,663**

RECOMMENDATION

P 12. As part of the Parks Master Plan, assess need and potential future locations for dog parks in or near Lindsay, Bobcaygeon and Fenelon Falls.

6.5.4 Basketball Courts

Community Demand: **High**

- Basketball courts were mentioned quite frequently in consultations with residents, staff, Council, and community groups. It should be noted that some of the mentions were for indoor basketball courts as well.

Demographic Demand: **High**

- Basketball courts are used by all ages, and as such would serve many segments of the population as it grows.

Comparable Provision: **High**

- In comparison to other municipalities (Table 6-10), Kawartha Lakes is above average in the both the number of basketballs courts and the provision rate basketball courts.

Trend/Contextual Considerations:

- Basketball parks are a facility that offers significant rewards for relatively little input. They are relatively inexpensive to provide/maintain (e.g. compared to skateparks or splash pads), they serve all ages from kids to adults, and there is very little barrier to play - only a ball is required.

Table 6-10: Basketball Court Provision in Kawartha Lakes and Four Comparable Municipalities

Municipality and Population	Total # of Basketball Courts[1]	Number of Residents per Basketball Court
Kawartha Lakes **81,200**	21	3,867
Norfolk County **67,490**	8	8,436
Greater Sudbury Area **166,004**	36	4,611
Chatham-Kent **103,988**	No Data	
Quinte West **46,560**	6	7,760
Average	**17.8**	**6,186**
Median	**14.5**	**6,186**

1 the numbers represent a mix of full and half courts, but they have been counted equally for simplicity

RECOMMENDATION

P 13. The municipality is relatively well supplied with basketball courts. However, given the high demand from residents, the municipality should consider adding basketball courts to parks undergoing revitalization or when seeking to add diversity to the types of amenities in parks.

6.5.5 Skateparks and Pump Tracks

Community Demand: **Moderate**

- While not extremely high, of all amenities discussed here (playgrounds, dog parks, splash pads, basketball), skateparks and pump tracks had the second strongest demand in consultations with mentions from residents, staff, Council, community groups, and recreation committees.
- Community feedback noted a need to improve (e.g., renew, make more extensive, higher quality) existing skatepark equipment.

Demographic Demand: **Moderate to high**

- Skateparks and pump tracks appeal to a wide age range from young children to adults. They can be built with varying levels of difficulty, and can be used with various pieces of equipment (roller blades, scooters, bikes, skateboards etc.), which further expands their appeal.

Comparable Provision: **Low to moderate**

- In comparison to other municipalities (Table 6-11), skatepark/pump track provision in Kawartha Lakes is at the median and less than average, based on the current population. All four are skateparks; there are no pump tracks currently in Kawartha Lakes.
- Considering an estimated 2040 population of 112,265, the provision rate decreases to 1 skatepark/pump track per 28,066 people.

Trend/Contextual Considerations:

- Skateparks and pump tracks are typically a high demand facility that are growing in popularity, largely due to the wide age and activity range they serve, along with being flexible in size and design.
- Skateparks and pump tracks are also appealing to youth, an age group that is traditionally difficult to engage in recreation.
- Like splash pads, skateparks and pump tracks can serve as an anchor facility for a Community or Destination park.
- BGC developed a high-quality skatepark recently in Lindsay. The municipally-owned skateparks are relatively rudimentary.
- The municipality already has plans to add three pump tracks to supply in Pinewood Park, Pontypool Forest Tract, Sylvester Park. With these additions, the municipality will be well supplied.

Table 6-11: Skatepark and Pump Track Provision in Kawartha Lakes and Four Comparable Municipalities

Municipality and Population	Total # of Skate Parks and Pump Tracks	Number of Residents per Skate Park/ Pump Track
Kawartha Lakes **81,200**	4[1]	20,300
Norfolk County **67,490**	2.5	26,996
Greater Sudbury Area **166,004**	10	16,600
Chatham-Kent **103,988**	10	10,399
Quinte West **46,560**	3	15,520
Average	**5.9**	**17,963**
Median	**4**	**16,600**

RECOMMENDATIONS

P 14. Continue with plans to add three pump tracks to supply.

P 15. Update and improve existing skate parks in the municipality.

1 all four locations are skateparks, does not include the additional three pump tracks planned.



6.5.6 Other Amenities for Consideration

Based on community consultation, the expected growth in the seniors demographic, and broader recreation trends, the following are park amenities the municipality should consider adding to supply or improving quantity and quality of existing supply:

- Mini putt: Should be located at a Destination or Community Park, and requires a club house (for staff and equipment) and washroom on site. Summer students can staff the rentals. The Town of Petawawa has a municipal mini-putt course, and the City of Sault Ste. Marie recently adopted a Parks and Recreation Master Plan that recommends adding a mini putt course.

- Outdoor exercise equipment: Outdoor exercise equipment is becoming a common feature of municipal parks and trails systems. Equipment is generally laid out along a trail or pathway to create a circuit, or set up as a station near a playground to facilitate adult exercise while supervising children.

- Table and seated games: this can include chess tables or table tennis for example.

- Obstacle courses: Obstacle courses are play equipment that feature various ropes courses, ramps, zip lines, etc. with varying difficulty levels to serve all ages.

- Beaches: With the vast number of water bodies in the municipality, many residents expressed the desire for more formalized public beaches for swimming.

- Winter activities: This can include skating, snow shoeing, skiing, walking/hiking, fat biking, etc. See sidebar for discussion on lending libraries to support these activities.

- Comfort/support amenities: There were many requests for washrooms, shade, and drinking fountains/bottle fillers. Shade should be provided at all parks, at a minimum through the strategic planting of trees. However water and washrooms are more difficult to provide (i.e., in terms of cost, and limited by servicing). Effort should be made to provide washrooms and water at all Destination and Community Parks especially where there are athletic facilities.

The Kawartha Lakes Public Library offers equipment rentals for outdoor activities through their Library of Things. Their "Active Living Collection" includes badminton sets, bird watching kits, disc golf sets, kid's adventure kits, pickleball sets, lawn games, soccer set, and spikeball.The Parks and Recreation Department has teamed with the Library this past summer to offer sport related equipment such as life jackets, and should continue to seek opportunities to work with the library to expand this service to more items and locations.

Community consultation indicated a need/interest in more opportunities for seniors and youth, two age groups that typically have diverging interests. Many of the facilities/amenities listed above have the benefit of appealing to all ages, and the municipality should consider prioritizing all-ages amenities (when the need for another specific amenity has not been identified).

RECOMMENDATION

P 16. Where possible, prioritize new facilities/amenities that appeal to all ages/multiple age groups (e.g., table tennis, multi-sport courts, outdoor fitness equipment, trail activities etc.).

6.6 Assessment: Park Recommendations for Urban Hubs

Lindsay is functionally a small town within the larger Kawartha Lakes, and while Bobcaygeon and Fenelon Falls are much smaller, with their higher density relative to the rural areas, and the growth they are expecting, they too function as smaller 'urban' hubs within the greater Kawartha Lakes. Omemee is considered an urban area in the Official Plan, however for our analysis we have focused on urban areas expecting significant growth. Table 6-12 summarizes socio-demographic changes, planned development, what we heard, and existing parks for each community.

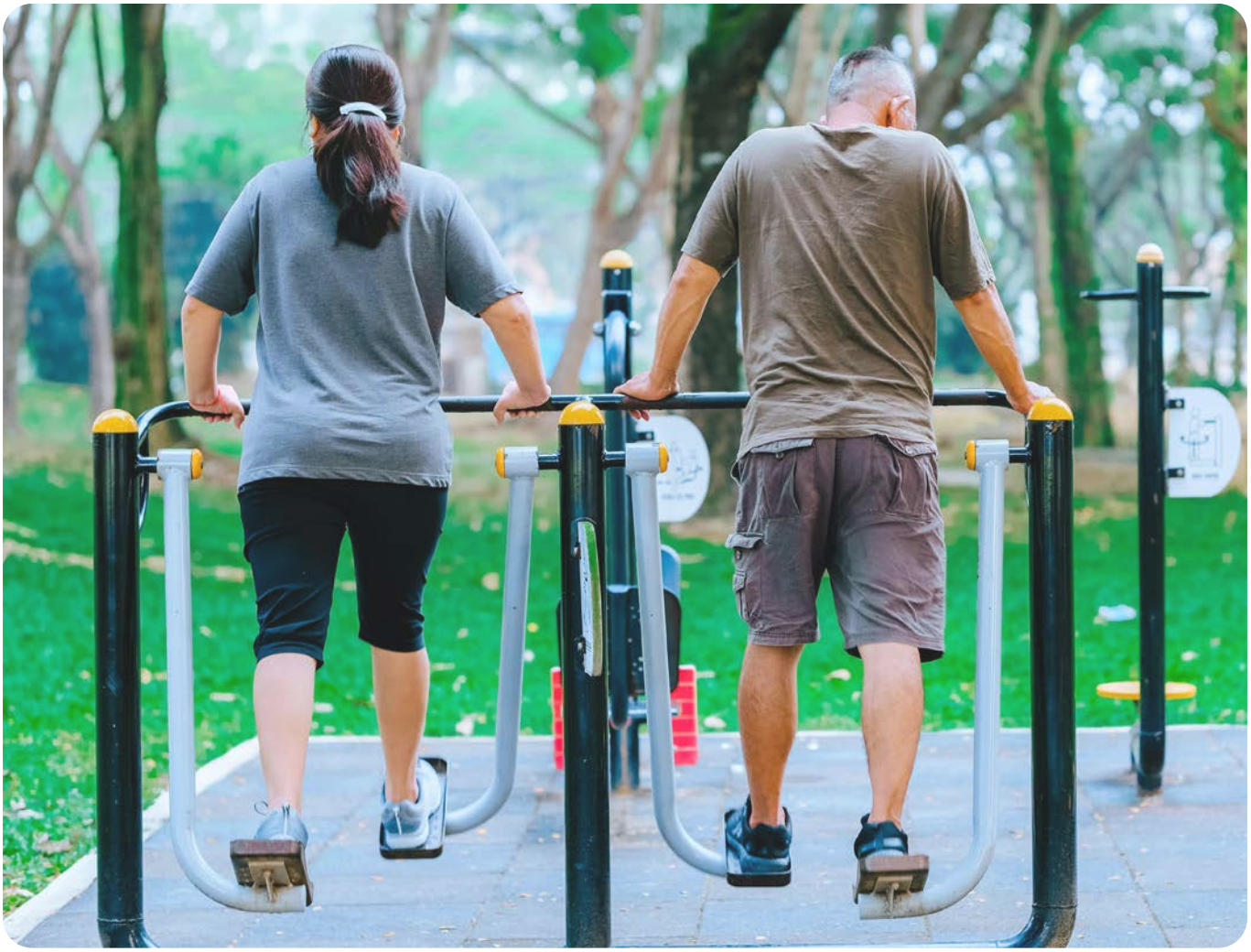


Table 6-12: Summary of key considerations for parks in Lindsay, Fenelon Falls, and Bobcaygeon

Area	Lindsay	Bobcaygeon	Fenelon Falls
Demographics	Population of 22,367 expected to more than double by 2040	Population of 3,576 expected to almost double by 2040	Population of 2,464 expected to more than double by 2040
Contextual Factors	Lindsay Secondary Plan (2017) and Trail Master plan (2023) both have directives to develop trails connectivity and waterfront	Key tourism destination Bobcaygeon Secondary Plan (2017) (under appeal) has directions for trail and waterfront development, and specific recommendations for Bobcaygeon Beach Park, Riverview Park, Tommy Anderson Park, and Henderson Park.	Key tourism destination Fenelon Falls Secondary Plan (2023) has directions to improve the shorelines of Cameron Lake, Sturgeon Lake, Fenelon River, and the Trent-Severn Waterway for recreational purposes.
Key Amenities Available	Basketball Beaches Boat launches Docks Outdoor rinks Playgrounds Skatepark Splash pads	Basketball Beaches Boat launches Docks Outdoor rink Playgrounds Skatepark Splash pad	Beach Volleyball Beaches Boat launch Playgrounds Splash Pad Adult Fitness equipment Playground
Key Consultation Requests/Comments	Upgrade/develop waterfront (high demand); Improvements to Lindsay Memorial Park (particularly pickleball courts) (moderate demand)	Henderson and Bobcaygeon Beach Parks well-liked by residents	Desire for development of a Destination or Community Park in Fenelon Falls (with basketball courts and skatepark or pump track); more programming/activity options (moderate-high demand)

The earlier Table 6-5 showed the amount of additional parkland that would be required in each urban hub to accommodate population growth, and Table 6-12 above provides further insight on considerations for each hub. However, in order to provide recommendations for specific parks, and/or for locations for specific amenities, a more detailed assessment is required. This should be the focus of a Parks Master Plan. All of the early phase 'leg-work' has been done while preparing this Parks and Recreation Strategic Plan (e.g., preliminary mapping, document review, consultation etc.), as well as establishing high level recommendations for the parks system as a whole. The Parks Master Plan will conduct a more granular analysis of parks, and will provide further mapping, consideration of new development plans and MZOs, and undertake a closer analysis of the three urban areas to develop detailed recommendations for specific parks.

RECOMMENDATION

P 17. Complete the Parks Master Plan

6.7 Assessment: Park Recommendations for Rural Areas

Kawartha Lakes is over 3,000 square kilometres, and for the purposes of this strategy is divided into sections that roughly follow geographic barriers (i.e. water bodies) to facilitate analysis of the distribution of parks and amenities. The parks assessment for rural areas considers the following:

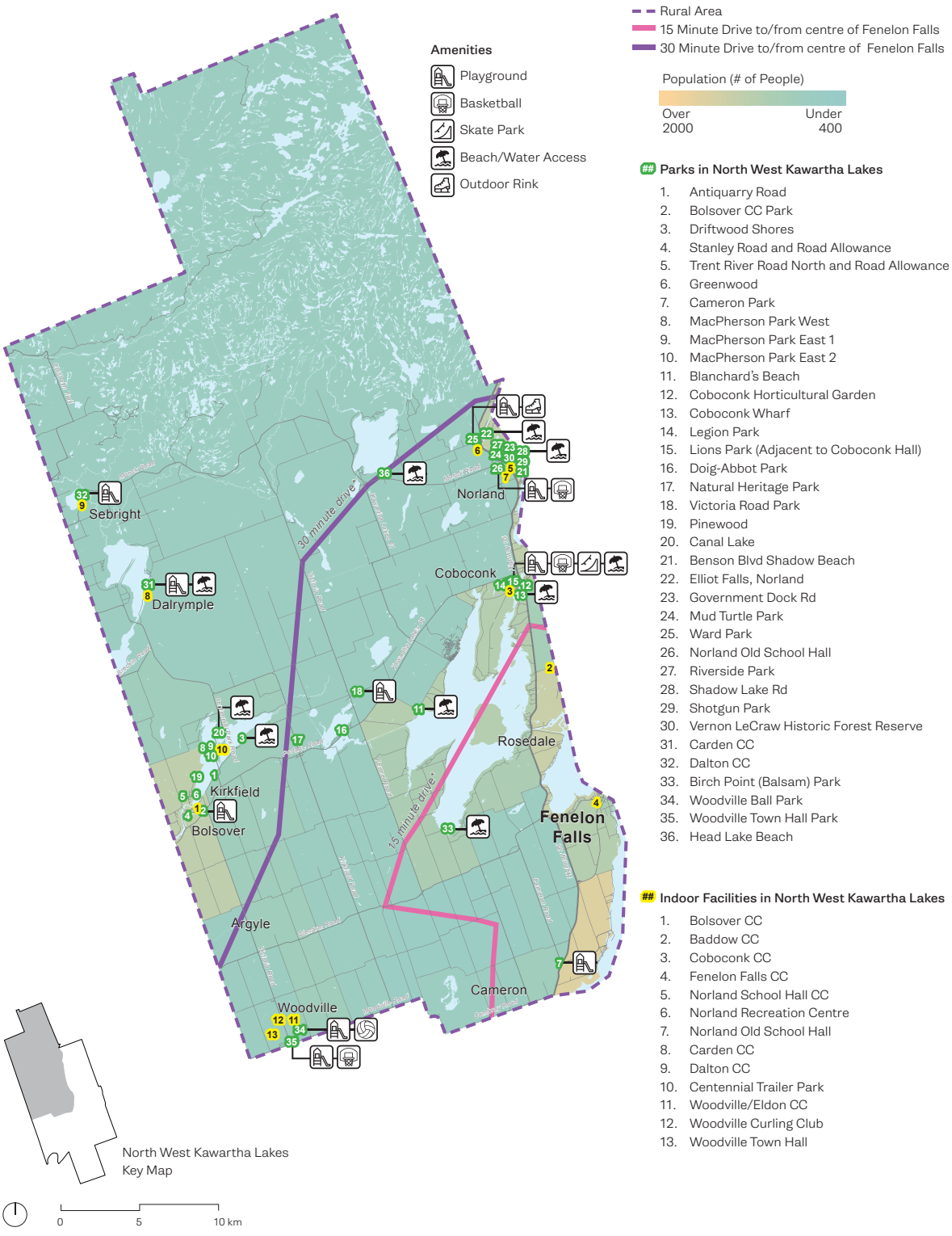
- consultation data
- the park amenity quantity assessment (section 6.5)
- population density
- drive times to urban centres (where recreation facilities and amenities are concentrated)
- distribution of parks and amenities
- broader trends in recreation

The approach considered what is available and where in each rural area, then assessed the improvements or additions needed to parks and unstructured recreation amenities. While providing the same amenities spread across the municipality (i.e., particularly indoor facilities) is not financially feasible, local recreation needs can be partially met by providing high-quality, interesting park spaces, ideally with year-round opportunities.



6.7.1 Northwest Kawartha Lakes

Figure 6-2: Parks and amenities in Northwest Kawartha Lakes



Parks in North West Kawartha Lakes

1. Antiquarry Road
2. Bolsover CC Park
3. Driftwood Shores
4. Stanley Road and Road Allowance
5. Trent River Road North and Road Allowance
6. Greenwood
7. Cameron Park
8. MacPherson Park West
9. MacPherson Park East 1
10. MacPherson Park East 2
11. Blanchard's Beach
12. Coboconk Horticultural Garden
13. Coboconk Wharf
14. Legion Park
15. Lions Park (Adjacent to Coboconk Hall)
16. Doig-Abbot Park
17. Natural Heritage Park
18. Victoria Road Park
19. Pinewood
20. Canal Lake
21. Benson Blvd Shadow Beach
22. Elliot Falls, Norland
23. Government Dock Rd
24. Mud Turtle Park
25. Ward Park
26. Norland Old School Hall
27. Riverside Park
28. Shadow Lake Rd
29. Shotgun Park
30. Vernon LeCraw Historic Forest Reserve
31. Carden CC
32. Dalton CC
33. Birch Point (Balsam) Park
34. Woodville Ball Park
35. Woodville Town Hall Park
36. Head Lake Beach

Indoor Facilities in North West Kawartha Lakes

1. Bolsover CC
2. Baddow CC
3. Coboconk CC
4. Fenelon Falls CC
5. Norland School Hall CC
6. Norland Recreation Centre
7. Norland Old School Hall
8. Carden CC
9. Dalton CC
10. Centennial Trailer Park
11. Woodville/Eldon CC
12. Woodville Curling Club
13. Woodville Town Hall

Table 6-13: Park Types in Northwest Kawartha Lakes

Park Type	Total Quantity and Hectares	Park Names and Location
Destination Parks	3 parks 47.9 ha	Coboconk Wharf, Coboconk Legion Park, Coboconk Lions Park, Coboconk
Community Parks	8 parks 19.1 ha	Bolsover Community Centre Park, Bolsover Victoria Road Park, Kirkfield Ward Park, Norland Old School Hall, Norland Carden Community Centre Park, Sebright Dalton Community Centre Park, Sebright Woodville Town Hall, Woodville Woodville Ball Park, Woodville
Neighbourhood Parks	2 parks 3.2 ha	Driftwood Shores, Bolsover Cameron Park, Cameron
Parkettes	8 parks 2.5 ha	Coboconk Horticultural Garden, Coboconk Mud Turtle Park, Norland Birch Point Park Mix small parcels and water access points (see inventory for full list)
Natural Areas	15 parcels 10.5 ha	Mix of road allowances and water access points (see inventory for list)

Observations:

- Population density is low throughout most of this area, with a higher population density in Kirkfield/ Bolsover, Cobobonk, and around Balsam, Cameron, and Sturgeon Lakes.

- Sebright, Dalrymple, Kirkfield and Bolsover fall outside of the 30-minute drive time radii to Lindsay or Fenelon Falls. There are also fewer parks and fewer facilities in this area. This area would benefit from modest investments/additions to park amenities/facilities to improve the level of service for residents in this area of Kawartha Lakes.

- Coboconk and Norland areas are well served by Ward Park, Legion Park, and Lions Park.

- Cameron and Woodville have three parks with playgrounds and ball diamonds, and are within a 15 to 30 minute drive of Lindsay. This area would benefit from a greater variety of amenities, rather than the same amenities repeated at each park.

- If the site allows, Woodville Ball Park would be a suitable location for a second splash pad, and the City should consult with the Lions Club to gauge if they are interested in helping to fundraise for the project.

- There are several undeveloped parks, and small scattered parcels (i.e. Natural Areas and Parkettes as noted in Table 6-14), which are burdensome to maintain, while offering limited recreation value to the community. Some of these parcels provide water access, which current policy does not allow to be sold. We recommend some changes to this policy to be more flexible (see 6.9 Park Policy). If policy changes are approved, staff should identify parcels that can be sold, with the funds reinvested in improving the recommended Community Parks. Where the sale is not approved, investigate other options such as naturalization or, approach neighbouring properties or community groups to gauge their interest in leasing the land.

- Swimming lessons are held at Birch Point Park. A picnic pavilion would support programming and casual use of the park.

RECOMMENDATIONS

P 18. Enhance Dalton or Carden Community Centre Park by adding additional amenities (e.g., outdoor fitness equipment, basketball courts, etc.). Consult with the community to determine specific amenities and facilities of interest.

P 19. Enhance Bolsover Community Centre Park by adding additional amenities (e.g., outdoor fitness equipment, basketball courts, etc.). Consult with the community to determine specific amenities and facilities of interest.

P 20. Add a splash pad to Woodville Ball Park, and seek opportunities to work with the community to fundraise for the project.

P 21. If policy allows, consider disposing of the following parcels (see inventory/GIS for exact locations):

- Stanley Road Allowance
- Three parcels on MacPherson Crescent
- Trent River Road North Road Allowance
- Natural Heritage Park
- Pinewood Blvd., Bolsover
- Doig-Abbot Park

6.7.2 Northeast Kawartha Lakes

Figure 6-3: Parks and amenities in Northeast Kawartha Lakes

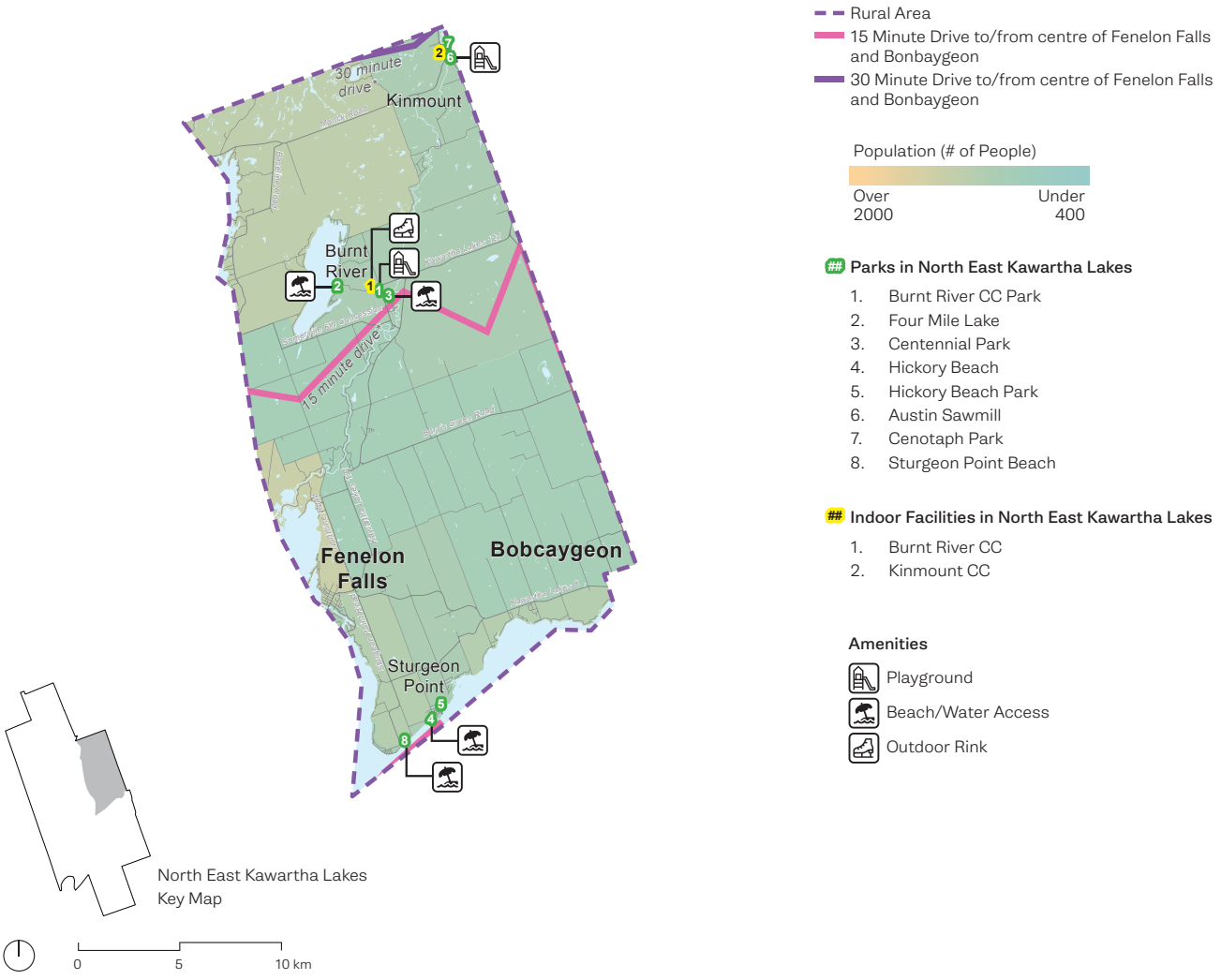


Table 6-14: Park Types in Northeast Kawartha Lakes

Park Type	Total Quantity and Hectares	Park Names and Location
Destination Parks	1 park 2.9 ha	Austin Sawmill Park, Kinmount
Community Parks	1 park 6.4 ha	Burnt River Community Centre Park
Neighbourhood Parks	2 parks 0.7 ha	Centennial Park, Burnt River Four Mile Lake, Burnt River
Parkettes	2 parks 0.008 ha	Cenotaph Park, Kinmount Sturgeon Point Beach, Sturgeon Point (open to public, but not municipally owned)
Natural Areas	2 parcels 1.9 ha	Hickory Beach, Hickory Beach Hickory Beach Park, Hickory Beach

Observations:

- There are no gaps in terms of the distribution of parks or amenities. The entire area is within a 15-minute drive to good quality Community and Destination Parks (i.e. Austin Sawmill, Burnt River Community Centre, and parks in Bobcaygeon, Coboconk, and Fenelon Falls).

- Burnt River Community Centre is a key recreation location for Northeast Kawartha Lakes that is well used and cared for by residents. This site should continue to act as a community focal point, and the municipality should work with residents to determine the types of improvements and additions that would best serve the community.

- There are a number of good swimming areas in Northeast Kawartha Lakes, but most lack amenities. Given the high demand for more swimming areas, the municipality should look for opportunities for improvements. Centennial Park (Burnt River) has a parking area, and is already popular for swimming and paddling (kayak and paddleboarders). The municipality should assess if it is feasible to expand the water access without causing too much erosion, and provide a picnic pavilion.

- In addition to the parks described above, Somerville Forest Tract is also in Northeast Kawartha Lakes, providing additional recreation opportunities.

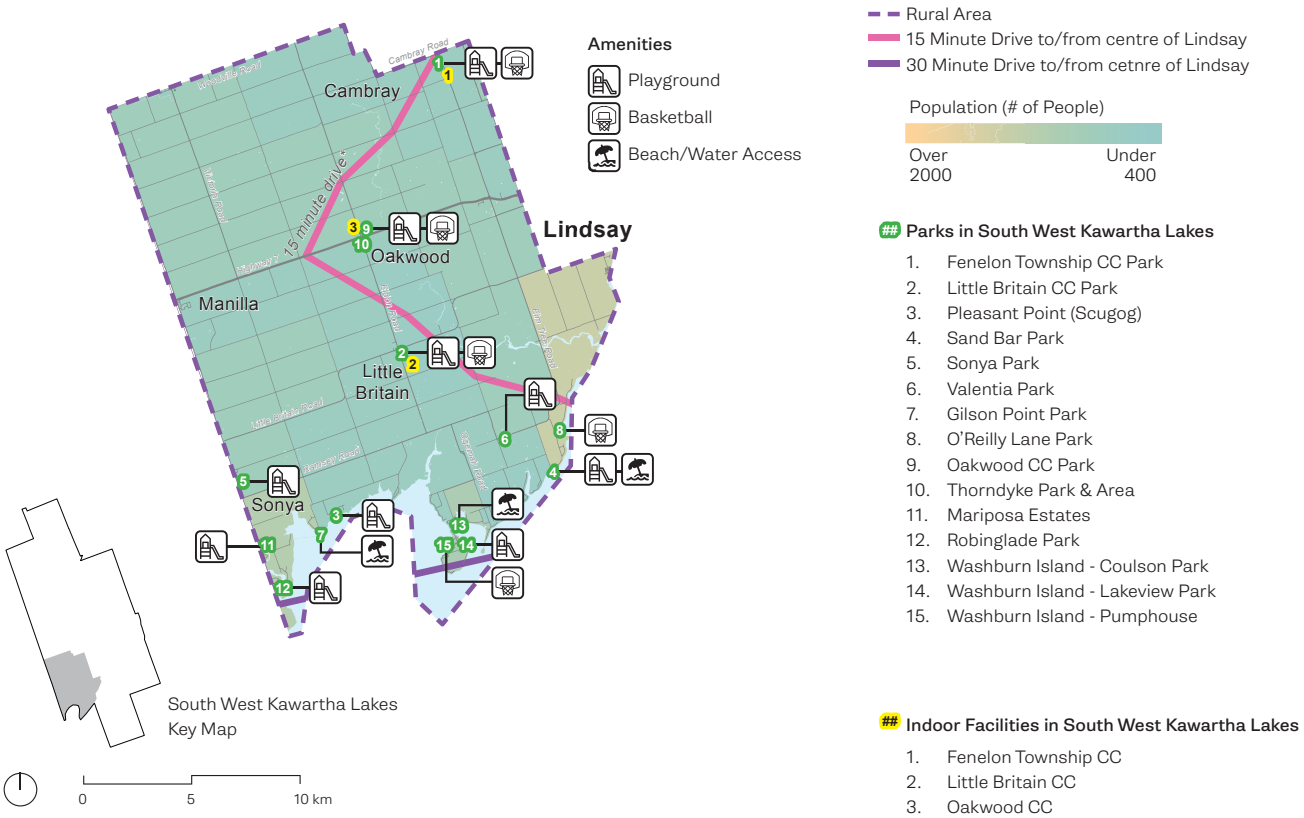
RECOMMENDATIONS

P 22. Consult with Burnt River Community to improve and enhance the park. Suggestions include improving the rink and providing support amenities (e.g., add a warming hut), or adding a new amenity (e.g., outdoor fitness equipment).

P 23. Undertake a design process for Centennial Park (Burnt River) to identify options for improving/ expanding water access, and adding amenities such as a picnic shelter.

6.7.3 Southwest Kawartha Lakes

Figure 6-4: Parks and amenities in southwest Kawartha Lakes



Parks in South West Kawartha Lakes

1. Fenelon Township CC Park
2. Little Britain CC Park
3. Pleasant Point (Scugog)
4. Sand Bar Park
5. Sonya Park
6. Valentia Park
7. Gilson Point Park
8. O'Reilly Lane Park
9. Oakwood CC Park
10. Thorndyke Park & Area
11. Mariposa Estates
12. Robinglade Park
13. Washburn Island - Coulson Park
14. Washburn Island - Lakeview Park
15. Washburn Island - Pumphouse

Indoor Facilities in South West Kawartha Lakes

1. Fenelon Township CC
2. Little Britain CC
3. Oakwood CC

Table 6-15: Park Types in Southwest Kawartha Lakes

Park Type	Total Quantity and Hectares	Park Names and Location
Destination Parks	0	Not Applicable
Community Parks	5 parks 24.2 Ha	Fenelon Township CC Park, Cambray Little Britain CC Park, Little Britain Oakwood CC Park, Oakwood Sand Bar Park, Little Britain Valentia Park, Little Britain
Neighbourhood Parks	5 parks 7.3 Ha	Pleasant Point, Little Britain Sonya Park, Little Britain O'Reilly Lane Park, Little Britain Lakeview Park, Washburn Island Pumphouse Park, Washburn Island
Parkettes	5 parks 1.6 Ha	Gilson Point Park, Little Britain Thorndyke Park & Area, Oakwood Mariposa Estates, Seagrave Robinglade Park, Seagrave Coulson Park, Washburn Island
Natural Areas	1 park 0.1 ha	View Lake Beach, Janetville

Observations:

- Population density is quite low; higher around the edges of Lindsay and Little Britain. The northern part of the quadrant is also served by Woodville.

- Neighbourhood and Community Parks are well distributed around more populated areas

- Seagrave, Sonya, Gilson's Point area:

    - Fairly well supplied with Parkettes (Gilson Point Park, Mariposa Estates, and Robinglade Park) and Neighbourhood Parks (Sonya Park, Pleasant Point)

    - Improvements to parks in this area should focus on waterfront parks, particularly Pleasant Point and Mariposa Estates (for example, adding a picnic pavilion and improving the playgrounds). Pleasant Point Park may also have space for an additional amenity such as half court basketball, volleyball or table tennis.

- Little Britain, Valentia, Washburn Island area:

    - This area has two waterfront parks with great potential, within a 10-minute drive from each other: Sand Bar Park and Pumphouse Park.

    - Pumphouse Park is 1.5 ha in size and is surrounded by homes. As such it should undergo modest improvements including a small parking area (space for 3-5 cars), and a picnic structure. Given its proximity to other parks (such as Lakeview), connectivity could also be improved.

    - Sand Bar Park is 3.3 Ha, some of which is forested, with fewer homes surrounding it. As a popular swimming destination, it has the potential to be developed as a waterfront destination, potentially fulfilling the role of a Destination Park. Improvements can include the addition of trails through the forested area, mini putt course, an improved playground, volleyball courts, paddlecraft rental lockers, and a picnic shelter. Consideration should also be made for washrooms/portapotties and parking. Given the number of suggestions for Sand Bar Park, a design process with community consultation should be undertaken as a first step.

    - Little Britain Community Centre Park is a small recreation hub with a Community Centre, playground, basketball court, pickleball courts, picnic shelter, ball diamonds, athletic field, and track, adjacent to a public school. This would be an ideal location for a skatepark and/or pump track (assuming a splash pad is developed at Woodville Ball Park). There is sufficient space for these proposed facilities and it would facilitate recreation for children and youth at the nearby school.

- Cambray and Oakwood area:

    - Fenelon Township Community Centre Park also functions as a small hub with a Community Centre paired with a park. The park picnic shelter, playground, and half-court basketball.

RECOMMENDATIONS

P 24. Undertake a design process with community consultation to improve Pleasant Point Park. Suggestions include adding a picnic pavilion, improving the playground, and adding a half-court basketball and/or volleyball court and/or a table tennis table.

P 25. Undertake a design process with community consultation to improve Mariposa Estates Park. Suggestions include adding a picnic pavilion and improving the playground.

P 26. Improve Pumphouse Park through the addition of a picnic structure, improved connectivity to other parks, and parking spaces for 3-5 cars.

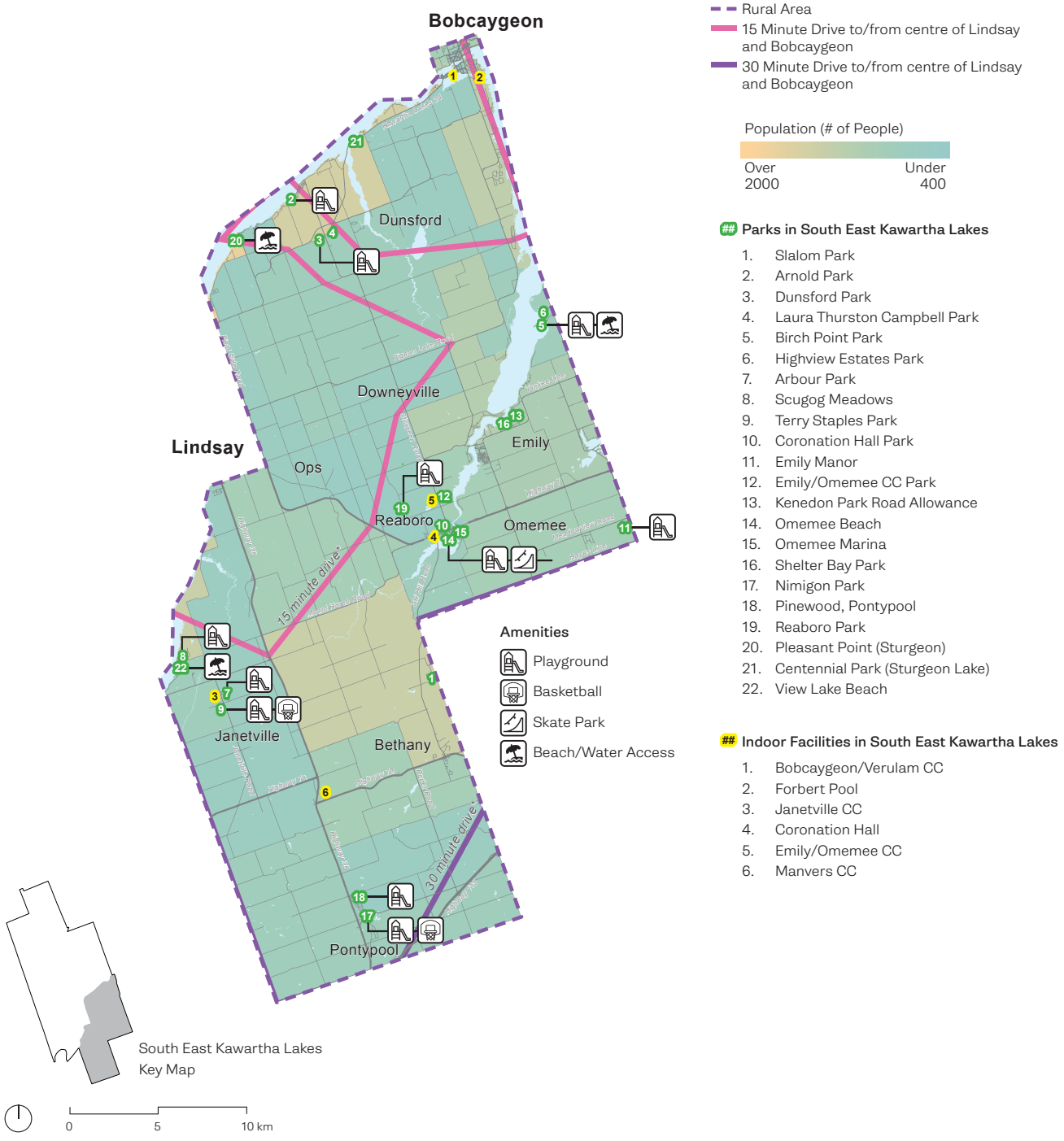
P 27. Undertake a design process with community consultation to redesign Sand Bar Park as a Destination Park. Some improvements to consider include trails through the forested area, mini putt course, improved playground, volleyball courts, picnic shelter, paddlecraft rental lockers, washrooms and parking.

P 28. Undertake a design process with community consultation to confirm demand, and if apparent, add a pump track or skatepark to Little Britain Community Centre Park.



6.7.4 Southeast Kawartha Lakes

Figure 6-5: Parks and amenities in southeast Kawartha Lakes



Parks in South East Kawartha Lakes

1. Slalom Park
2. Arnold Park
3. Dunsford Park
4. Laura Thurston Campbell Park
5. Birch Point Park
6. Highview Estates Park
7. Arbour Park
8. Scugog Meadows
9. Terry Staples Park
10. Coronation Hall Park
11. Emily Manor
12. Emily/Omemee CC Park
13. Kenedon Park Road Allowance
14. Omemee Beach
15. Omemee Marina
16. Shelter Bay Park
17. Nimigon Park
18. Pinewood, Pontypool
19. Reaboro Park
20. Pleasant Point (Sturgeon)
21. Centennial Park (Sturgeon Lake)
22. View Lake Beach

Indoor Facilities in South East Kawartha Lakes

1. Bobcaygeon/Verulam CC
2. Forbert Pool
3. Janetville CC
4. Coronation Hall
5. Emily/Omemee CC
6. Manvers CC

Table 6-16: Park Types in Southeast Kawartha Lakes

Park Type	Total Quantity and Hectares	Park Names and Location
Destination Parks	1 park 2.0 ha	Omemee Beach Park
Community Parks	4 parks 10.3 ha	Nimigon Park, Pontypool Emily/Omemee CC Park, Omemee Terry Staples Park, Janetville Pinewood Park, Pontypool
Neighbourhood Parks	7 parks 22.3 ha	Reaboro Park, Reaboro Dunsford Park, Dunsford Arnold Park, Dunsford Emily Manor, Omemee Pleasant Point Park (Sturgeon), Thurstonia Scugog Meadows, Janetville Arbour Park, Janetville
Parkettes	6 parks 4.2 ha	Shelter Bay Park, Omemee Coronation Hall Park, Omemee Omemee Marina, Omemee Laura Thurston Campbell Park, Dunsford Highview Estates Park, Ennismore (border property) Birch Point (Pigeon) Park, Ennismore (border property)
Natural Areas	2 parcels 1.8 ha	Kenedon Park Road Allowance, Omemee Slalom Park, Bethany

Observations:

- This area has a large number of very small Neighbourhood Parks each of which serve a very small population. These parks typically consist of a green space with a play structure.
    - While inefficient (i.e., significant work to maintain for relatively small benefit due to a small number of users), given the isolated nature of these small subdivisions, the parks are probably valuable to those living there, as this is the only local public space for gathering and socializing.
    - It should be confirmed whether these parks are used by the community, and if the play equipment is suitable.
    - If the community is not using these parks, consider selling these parcels to adjacent property owners.
- Pontypool, Bethany, Omemee and Emily are well supplied with good quality Community Parks (e.g., Nimigon and Pinewood Parks) and one Destination Park (Omemee Beach Park).
    - The primary park in Bethany is not municipally owned, but the municipality provides support and funding, and should continue to do so.
    - There are active community groups contributing to park fundraising and park maintenance and programming in these communities.
    - The municipality has consulted with the community and is undertaking a redevelopment of Omemee Beach Park, that may include a splash pad.
    - The Trails Master Plan (2023) recommends a natural surface pump track in the Pontypool Forest Tract, which is planned to be developed, and will provide another recreation amenity in the area.
- Janetville has three parks, each providing the same amenities/facilities - green space, playground, and a ball diamond. One of these parks, Arbour Court, is currently planned to be redeveloped.
    - While reasonably close to Bethany or Lindsay, as the local Community Park, Terry Staples Park should be improved to provide more variety locally.
- Downeyville/Reaboro/Emily are not as well supplied, with Reaboro Park being the main park, which only has a small playground and trailhead for the Trans Canada Trail. It should also be noted that, given the geography of the area, being surrounded by lakes, access to other parks typically requires a drive of more than half an hour.
    - An additional amenity should be added to Emily/Omemee CC park so that it can better fulfill the role of a Community Park in this area
- Dunsford has a higher population density and is better supplied with four small Neighbourhood Parks. However, the parks in Dunsford are all very similar: small in size, with a standard playground.
    - Improvements should be made to at least one of these parks: Arnold, Dunsford, or Laura Thurston Campbell
    - However, each of these is very small and surrounded by homes, so improvements should be modest and sensitive to the proximity of houses (e.g., avoid pickleball and

dog parks). The municipality should consult with the local community in selecting which park to improve and the design.

- In addition to the parks described above, Emily and Pontypool Forest Tracts are also in Southeast Kawartha Lakes, providing additional recreation opportunities.

RECOMMENDATIONS

P 29. Conduct research to confirm if any of the small parks in southeast Kawartha Lakes are not being used and are suitable for disposal.

P 30. Continue to collaborate with and support volunteer groups operating at Nimigon Park.

P 31. Develop the approved Omemee Beach Park Concept.

P 32. Undertake a design process with community consultation to coordinate improvements to Terry Staples Park and Arbour Court Park to increase the variety of amenities available locally.

P 33. Undertake a design process with community consultation to improve Emily/Omemee CC Park so it better fulfills the role of a Community Park. Some suggestions include adding a larger, more age-inclusive play structure when the current playground has reached its end of life, and a basketball or multi-sport court.

P 34. Conduct consultation with residents in the Dunsford area to improve the variety of park amenities in the area by making additions/changes at to one of these parks:

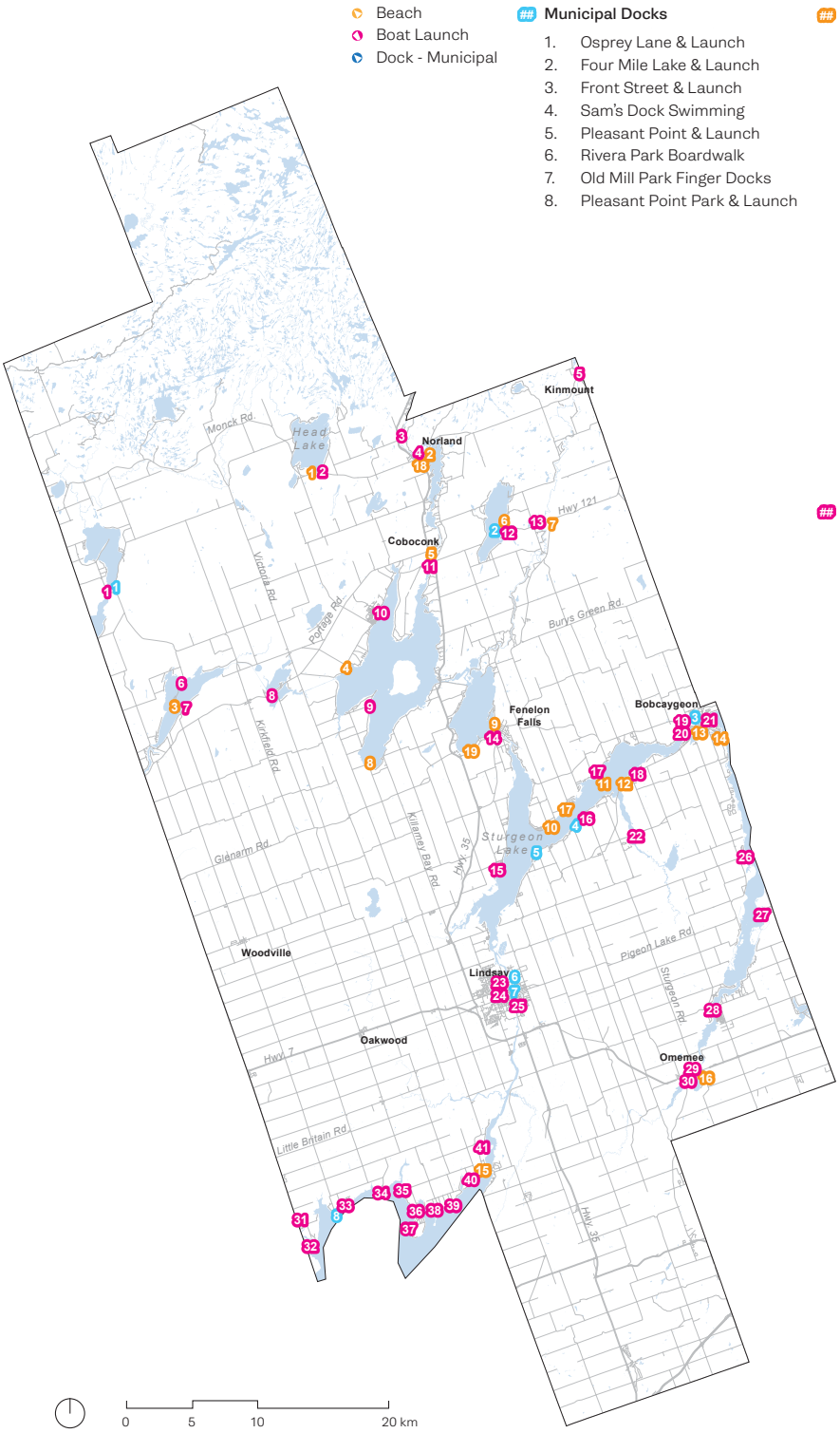
- Arnold Park
- Dunsford Park
- Laura Thurston Campbell Park

6.8 Assessment: Waterfronts

Water access was a prominent request in consultations. For example, 40% (or 437 respondents) to the online survey indicated they would like improvements to be made to the municipality's waterfronts, beaches, and boat launches. In open-ended questions, there were 27 mentions regarding adding/improving beach areas, water access, and boat launches. Municipal docks, beaches and boat launches are shown in Figure 6-6.



Figure 6-6: Map of Municipal Docks, Beaches, and Boat Launches in Kawartha Lakes



Municipal Docks

1. Osprey Lane & Launch
2. Four Mile Lake & Launch
3. Front Street & Launch
4. Sam's Dock Swimming
5. Pleasant Point & Launch
6. Rivera Park Boardwalk
7. Old Mill Park Finger Docks
8. Pleasant Point Park & Launch

Beaches

1. Head Lake
2. Norland Bathing Area
3. Centennial Park West
4. Blanchard's Road
5. Coboconk Lions Park
6. Balsam Lake - Kirfield
7. Burnt River Four Mile Lake
8. Birch Point
9. Bond Street Garnet Graham
10. Sturgeon Point
11. Verulam Recreational Park - MacAlpine Park
12. Centennial Park KL 24
13. Bobcaygeon Beach Park
14. Riverview Park
15. Valentia (Sandbar Beach)
16. Omemee Beach Park
17. Hickory Beach
18. Shadow Lake Beach
19. Oriole Park - Fenelon Falls

Boat Launches

1. Osprey Lane Dock
2. Head Lake
3. Elliot Falls
4. Shadow Lake Governement Dock
5. Burnt River (Kinmount Dock)
6. Canal Lake
7. Centennial Trailer Park Dock
8. Mitchell Lake
9. Balsam Lake - Otter Rd
10. Balsam Lake Coboconk
11. Balsam Lake - Summerside Rd.
12. Four Mile Lake
13. Burnt River (Centennial Park)
14. Cameron Lake (Fenelon Falls Water St.)
15. Sturgeon Lake (Fenelon Falls Francis St.)
16. Thurstonia Government Dock
17. Sturgeon Lake McAlpine
18. Sturgeon Lake - Scotch Line Rd.
19. Sturgeon Lake - West St.
20. Strugeon Lake Park St (Bobcaygeon Beach Park)
21. Sturgeon Lake - Front St. Dock
22. Emily Creek
23. Scugog River (St. Paul St. Rivera Park)
24. Scugog River (Welling St.)
25. Scugog River (Durham St. Nayoro Park)
26. Pigeon Lake (Lakeview Cr.)
27. Pigeon Lake (Marily Cr.)
28. Pigeon River (Peace Rd. Cowan's Bay launch)
29. Pigeon River (Colborne St. Omemee Marina)
30. Pigeon River (Omemee Sturgeon Rd. S.)
31. Lake Scugog (Mariposa Estates Launch)
32. Lake Scugog (Seagrave Robyn Glade)
33. Lake Scugog (Pleasant Point Chickadee Court)
34. Lake Scugog (Port Hover Launch)
35. Lake Scugog (Cottage Rd. Launch)
36. Lake Scugog (Washburn Island Rd., Coulson Park)
37. Lake Scugog (Bowen Rd. Launch)
38. Lake Scugog (Okadene west Muskie Dr. Launch)
39. Lake Scugog (Maple Ave Swain Plain Launch)
40. Lake Scugog (Sandbar Rd. Launch)
41. (O'Reilly Lane Launch)

6.8.1 Swimming Areas

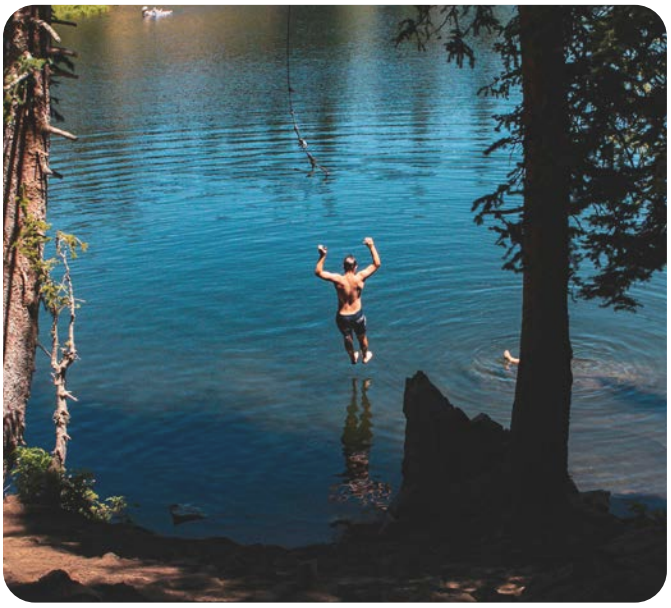
With numerous water bodies in Kawartha Lakes, it is impossible to know all of the locations where people like to swim. Therefore, this discussion focuses only on the municipally-owned shore-line parcels where people are known to swim.

Of these areas, Four Mile Lake, Birch Point (Balsam) Park, Sand Bar Park, Omemee Beach Park, Bobcaygeon Beach Park, Garnet Graham Beach Park, Centennial Park (KL24), McAlpine Park, Shadow Lake Rd Park, and Hickory Beach are the primary "beach" swimming locations. Four Mile Lake and Birch Point are also used for swimming lessons. For a municipality of 3,000 km2 and many water bodies, there would ideally be more beach parks of the Destination or Community Park calibre. However, many of the waterfront parcels the municipality owns are very small Neighbourhood/ Parkette/Natural area Parks, and would not be suitable for development as a Destination or Community Park. Section 6.7 identifies a number of waterfront parks for improvements, and two of which would function as Destination parks (Omemee Beach and Sand Bar), and the rest are minor improvements suitable for a Neighbourhood Park or Parkette:

- Centennial Park Burnt River (NE)
- Pleasant Point, Little Britain (SW)
- Hickory Beach (NE)
- Mariposa Estates (SW)
- Pumphouse Park (SW)
- Sand Bar Park (SW)
- Omemee Beach (SE)

If improvements are made to Sand Bar Beach and Omemee Beach, and they are developed as Destination Parks, that would bring the total of Destination Waterfront Parks up to four (Sand Bar, Omemee, Garnet Graham, and Bobcaygeon Beach Park), with broad geographic distribution as well. Northwest Kawartha Lakes is without a Destination Waterfront Park, however, Balsam Lake Provincial Park and Coboconk Wharf also provide swimming opportunities.

Improvements to the waterfront in Lindsay were the most numerous requests received. As noted earlier, it is recommended that Lindsay be looked at more closely through a Parks Master Plan. Waterfronts throughout the whole municipality should either be included as a component in the Parks Master Plan RFP, or tendered as a separate project, as waterfront studies often are. If done separately, the Waterfront Master Plan should follow the Parks Master Plan, so that it can incorporate recommendations from that Plan.



6.8.2 Boat Launches and Docks

The municipality allocates annual funding for boat launch and dock improvements and has been steadily making improvements to different locations each year. Based on the map of boat launches and docks (Figure 6-7), the boat launches and docks are well distributed throughout the municipality.



"...The current boat launch in [Fenelon Falls] causes significant frictions [with regard to] access, neighbour frictions, problems with docked overnight boats (cars racing), limited parking, etc. The boat launch could be moved to the existing Bass Street vacant City property. This area would offer a better approach/ launch for boaters, more space for parking, alleviating long [lines of] vehicles in the downtown. The biggest opportunity would be to pedestrianize Water Street from May St. to the Train Bridge - a wonderful new waterfront promenade and potential event space (buskers, markets, art fairs etc), enjoyable park space etc. in the summertime. Likewise, it could serve as a snow-corridor to invite snowmobilers directly into our downtown.

Given the planned new docking and pedestrian crossing in the lower gorge, there is significant potential for new public space in that area also. Currently there is an adjacent residential property for sale as well as adjacent vacant land. Owning the existing residential property currently listed would be a significant boon for that project - offering to expand Clifton Park, additional space for access to the waterway, providing power and water provisions for the area, potential for washrooms and shore facilities and perhaps parking. This could also offer a key public-private-partnership in that the facility could be leased to a private company to operate for the summer months. Perhaps a cantina, canoe, kayak & bike rentals, ... etc."

- resident email

6.8.3 General Water Access

Many water access points are not officially developed or maintained as swimming areas or boat launches, but may be used as such informally. The recommendations in section 6.7 identify some of these parcels and provide recommendations for improvements. There are also recommendations to consider disposing of waterfront parcels where there is little recreation value to the community.

Another key consideration is that the municipality does not have a complete inventory of all public water access points - the result of being a geographically massive municipality with extensive water bodies, with gaps in institutional knowledge post-amalgamation. Given the number of known water access points and the work required to create a confirmed, detailed inventory, the municipality should undertake a Water Access Strategy. The aims of this study would be to at a minimum:

- confirm the inventory, including identifying swimming areas: this will allow the municipality to create an updated, detailed mapping system for swimming areas, boat launches, and docking locations
- identify potential locations for new or improved swimming areas: to identify opportunities to improve water quality in swimming areas
- review and confirm the waterfront recommendations contained in this Plan
- confirm the need and identify location(s) for additional boat launch and dock areas
- identify boat launch and/or dock areas for improvement/expansion (especially regarding parking and circulation, as was identified as a pressing need in consultations)

RECOMMENDATIONS

P 35. Develop a Waterfront Master Plan either as part of the Parks Master Plan, or as a subsequent project.

P 36. As part of the Parks Master Plan:

- confirm the inventory, including identifying swimming areas
- identify potential locations for new or improved swimming areas
- identify opportunities to improve water quality in swimming areas
- review and confirm the waterfront recommendations contained in this Plan
- confirm the need and identify location(s) for additional boat launch and dock areas
- identify boat launch and/or dock areas for improvement/expansion (especially regarding parking and circulation, as was identified as a pressing need in consultations).

6.9 Assessment: Parks Policy

This section discusses existing and proposed parks policies. The Mandate of the Kawartha Lakes Parks Advisory Committee is to advise on significant park and trail developments, which includes the development of park policy. As such, development of any policies recommended in this Plan should be developed in consultation with this Committee.

6.9.1 Existing Policies

Public Art Policy (CP2021-035)

This policy was reviewed and found to be comprehensive with no suggested improvements identified.

By-Law to Protect and Enhance the Healthy Tree Canopy (By-Law 2024-201)

The policy is new (2024), and includes measures (e.g., fees) to prevent and dissuade tree removal. This policy could be improved by adding sections on tree planting and improving biodiversity, that cover for example:

- targets for tree planting by the municipality
- incentives for residents who wish to plant trees
- list of preferred species

The 2018 CKL Healthy Environment Plan recommended implementing a tree planting incentive program with rebates for native and/or climate-resilient trees and shrubs, and solidifying that through this policy would help with continued implementation.

Street, Municipal Facility, and Park Naming Policy (CP2022-001)

The naming policy hinges on a Master Name List, and offers many provisions for individuals who may be named on this list:

- Former elected Members of Council (including from pre-amalgamation municipalities);
- Historic or Indigenous uses or persons;
- Veterans, as defined by the Royal Canadian Legion ;
- Federal or Provincial Politicians;
- Prominent Citizens; and,
- Sports Figures.

It is suggested to revise the policy to prohibit naming after individuals. This is part of a broader trend of moving away from naming public assets/spaces after people, to avoid conflicts, and having to re-name them later on. Naming after individuals is mentioned throughout the policy, so many sections would need to be revised. The Master Names list does include other options which are more suitable for public spaces, and would reduce the chances of re-naming down the line:

- Geographic significance including local landmarks;
- Service Clubs or Organizations;
- Indigenous uses;

- Sponsorships or Dedications (if not by an individual)

Section 3.03 discusses the naming of elements within a park:

> "Elements of parks (trails, fountains, squares, gardens, structures) and components of building[s] (rooms, pools, ice pads, galleries, gazebos, shelters, playing fields) should also be named in accordance with this policy."

Caution should be taken when naming elements within a park, as this often causes confusion in the inventory and within the community, as some will refer to the element by the name of the Park it is in, rather than the specific name given to it. Often it ends up having different names on the municipal website, schedules, inventory, and online Maps.

Understanding that this is a potential source of revenue for the municipality, this can remain an option, however, care should be taken to reduce confusion wherever possible. For example, in naming a ball diamond within a park, it should be named "EXAMPLE Ball Diamond", not "EXAMPLE Ball Park".

RECOMMENDATIONS

P 37. Expand the By-Law to Protect and Enhance the Healthy Tree Canopy (By-Law 2024-201) by adding targets for tree planting by the municipality, incentives (e.g., planting support, rebates etc.) for residents who wish to plant trees; and the list of preferred species.

P 38. Revise the Street, Municipal Facility, and Park Naming Policy (CP2022-001) to preclude naming public spaces and assets after individuals.

P 39. Revise the Street, Municipal Facility, and Park Naming Policy (CP2022-001) to clarify that when naming elements within a park, the element name should not also include the word "park".

Regulate Public Parks and Facilities By-Law 2006 - 147

In reviewing this policy a number of updates are suggested for consideration:

> **Section 5.02 Liquor:** No person shall bring, keep or consume upon any park or facility any liquor, unless that use is in accordance with the Liquor License Act, and all other Municipal, Provincial and Federal laws and regulations, and is part of an event authorized by a rental agreement.

Some municipalities across Canada (E.g., Toronto and Vancouver) have been revising their by-laws to permit alcohol in some or all public parks. Given the popularity of Kawartha Lakes parks and beaches as a tourist destination in summer, permitting alcohol in certain parks could further increase

the attractiveness for visitors as well as residents.

Section 5.14 Camping and Lodging: No person shall dwell, camp or lodge in a park or facility, except for designated campgrounds as set out in Schedule "A", and those who occupy such lands designated as campgrounds shall be subject to the regulations set out and agreed to as a condition of the rental agreement for any such campground.

Section 5.15 Tents and Structures: Unless authorized by rental agreement, no person shall place, install or erect any temporary or permanent tent or structure in any park.

Since the beginning of the COVID-19 pandemic, communities across Canada have seen an increase in the number of individuals experiencing homelessness and forming encampments in response. These encampments present unique challenges for Parks and Recreation Departments, as they strive to balance the rights and needs of encampment residents with those of their staff and the broader community. In response, the municipality has recently developed an Encampment Policy to define their approach to this issue.

5.20 Cycling and Skating: No person shall cycle, inline skate, roller skate, skateboard or use any other wheeled device propelled by human power or gravity in any park or facility, except in those areas of a park or facility designated for such activities, nor shall they:

a) engage in reckless skating/cycling;

b) cycle/skate or act in such a manner as to interfere with, endanger or disrupt any other person.

This provision is very restrictive, especially given how many people like to recreate by cycling, skating, and skateboarding, and the reasoning is not clear. It would be preferable to allow these activities in all places except in specific places where some danger or excessive nuisance has been identified. In other words, revising the wording to allow these activities except where prohibited (with signs posted).

RECOMMENDATIONS

P 40. Consider updating Regulate Public Parks and Facilities By-Law 2006 - 147 section 5.02 to permit alcohol in some public parks.

P 41. Consider the need for updates to Regulate Public Parks and Facilities By-Law 2006 - 147 sections 5.14 and 5.15 to reflect the new Encampment Policy

P 42. Consider updating Regulate Public Parks and Facilities By-Law 2006 - 147 section 5.20 to be less restrictive to self-propelled devices, and include mention of scooters.

By-Law 2018-020 (A By-Law to Regulate the Disposition of Municipal Real Property in and for The Corporation of the City of Kawartha Lakes) and Disposal of Real Property Policy and Land Management Policy CP2021-033

In 2001, Council passed a motion stating it will not approve the sale of any parcel of land that has water access. This was formalized in section 8.0 of the By-Law 2018-020 (A By-Law to Regulate the Disposition of Municipal Real Property in and for The Corporation of the City of Kawartha Lakes). The policy CP2021-033 adds provisions for protecting land that can be used for affordable housing. It does not provide guidance specifically for park and recreation land.

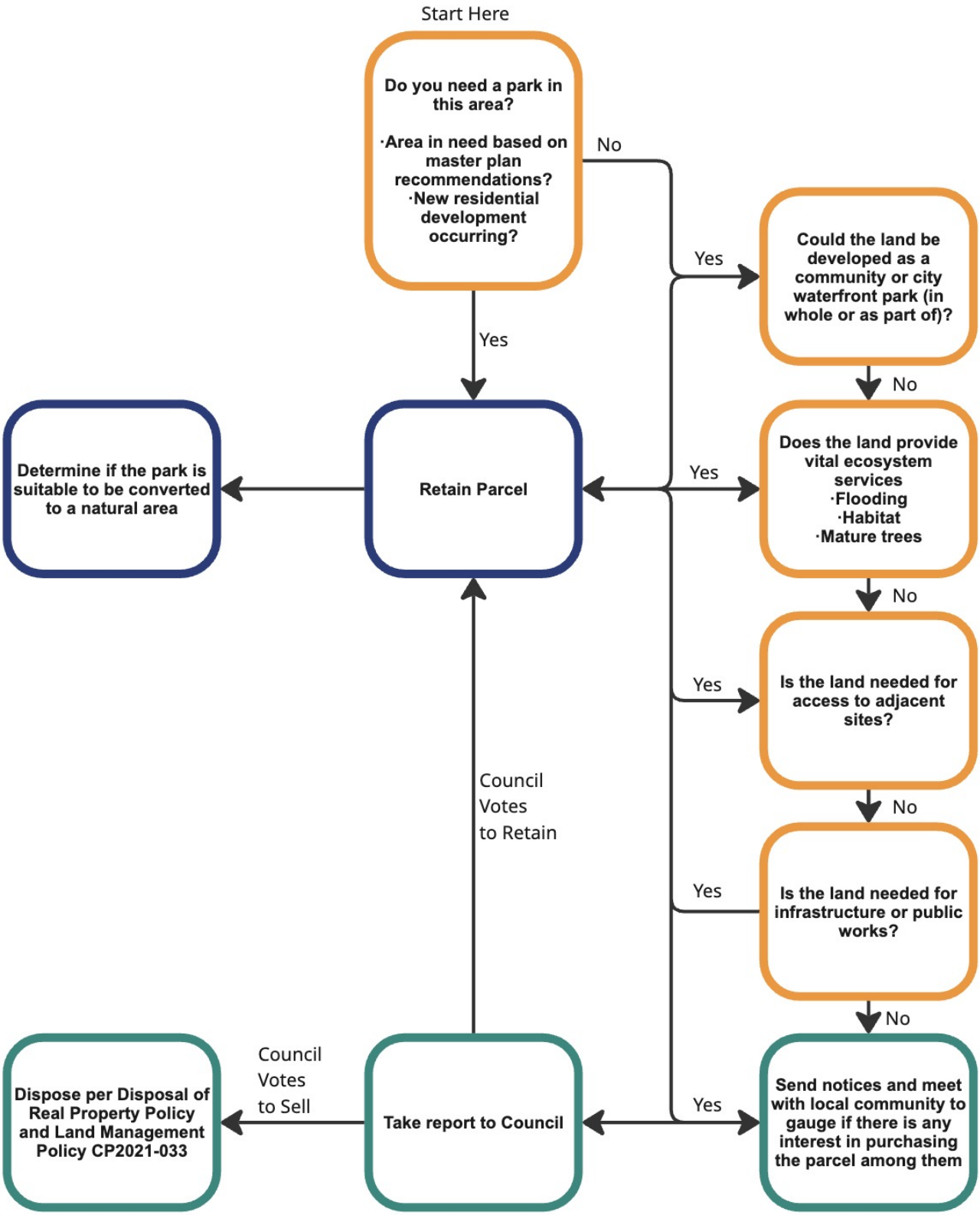
The Council resolution and By-Law 2018-020 speak specifically to road allowances with water access, but in practice, they have been interpreted as applying to any municipal land with water access. Also of note, the original motion stated that the municipality would consider "requests for occupation of such properties (short of purchase) by way of lease, licence or encroachment agreement", although no mention of this is made in the By-Law. Leasing or other agreements may not provide proceeds from a sale, however, savings would be realized through easing the maintenance burden of staff.

As discussed throughout this assessment, not all water access parcels provide value to the municipality or the community for recreation benefits or otherwise. For example, many are quite small and located between two residential properties, making them unsuitable/not ideal for public use. In some cases, there are multiple such parcels near each other.

Of note, By-Law 2018-020 section 8.01 states "Exceptions may be considered where alternate access to water in the immediate vicinity can be provided." It is recommended this section of the policy be repealed and replaced with a Park Disposal Decision tree to help determine if parkland should be retained. This approach is more responsive and allows for contextual considerations rather than the currently applied blanket approach.

Figure 6-7 provides a template of a parkland disposal decision tree that the municipality can use and adjust as needed. Before making the decision to dispose, lease, or naturalize parkland, there should be a process in place to ensure valuable parkland is not lost. Given that many (if not all) parcels that the Department can consider selling are very small and surrounded by houses, the most likely scenario for their sale would be to approach adjacent neighbours and ask if they are interested in purchasing or leasing the parcel from the municipality, thus expanding their property. If neighbours are not interested, the municipality should then ask any local community groups who may be interested. The decision tree builds in this step before going to Council and publicly posting the sale as a courtesy and act of goodwill to the neighbours adjacent to the parcel. It also builds in the option to determine if a retained parcel can be converted to a natural area.

Figure 6-7: Map of Municipal Docks, Beaches, and Boat Launches in Kawartha Lakes



RECOMMENDATION

P 43. Repeal section 8.0 Unopened Road Allowances Leading to Water of By-Law 2018-020, and replace it with a park disposal decision tree to aid in decisions related to park disposal. Staff should use the park disposal decision tree before taking the steps outlined in the Disposal of Real Property Policy and Land Management Policy CP2021-033.

6.9.2 New Policies

Parkland Dedication By-Law and Cash-in-lieu Policy

The Planning Act (1990) is the provincial legislation outlining land use planning and control in Ontario. Section 42[1] and various other sections of the Act allow municipalities to acquire physical parkland or cash-in-lieu of parkland from new developments, ensuring that residents in growing communities will continue to have access to parks and greenspace. Parkland dedication is typically acquired through development approvals such as Draft Plans of Subdivision or Condominium, Site Plan Control and/or Consents. In Kawartha Lakes, the vast majority of development is occurring in the three urban areas, and it is from these developments that the municipality will receive parkland dedication or cash-in-lieu.

In 2022, the provincial government passed Bill 23, the "More Homes Built Faster Act," to increase the supply of Ontario's market housing over the next ten years. The legislation revised ten provincial Acts including but not limited to the Conservation Authorities Act, Development Charges Act, and Planning Act, which resulted in significant implications for Ontario's land use planning regime (summarized in Table 6-17). Specifically, parkland dedication caps have been altered under Bill 23 such that the maximum alternative rate is now 1 hectare per 600 net residential units (Section 42(4) of the Act); and the cash-in-lieu parkland rate for medium- and high-density developments is 1 hectare per 1,000 net residential units. Sites of five hectares or larger are now capped at 15% parkland dedication, while sites under five hectares are capped at 10% parkland dedication. Municipalities must accept encumbered lands (e.g., land with below-grade infrastructure) or privately-owned publicly accessible open spaces (POPS) as parkland conveyance. Collectively, these changes mean that the amount of parkland and cash-in-lieu municipalities can receive from developments has been cut in half.

1 Section 42(1) of the Planning Act states that municipalities may pass a by-law as a condition of (re)development of land that requires a proportion of land be conveyed as parkland/other public recreational purposes. Section 42(1) of the Act allows for municipalities to acquire physical parkland at the prescribed rate and Section 42(6) of the Act allows municipalities to require a payment in lieu, based on a percentage of the value of the land otherwise require to be conveyed as parkland.

Figure 6-8: Summary of key changes to parkland dedication from Bill 23

	Pre-Bill 23	Post-Bill 23
Basic Parkland Dedication Provision	Up to 2% of the land proposed for commercial or industrial (re) development	Sites of five hectares or larger are now capped at 15% parkland dedication, while sites less than five hectares are capped at 10% parkland dedication.
	Up to 5% for any other type of (re) development (e.g., residential uses), or cash equivalent.	
Alternative Parkland Dedication Rate:	Up to 1 hectare of parkland for every 300 dwelling units	1 hectare per 600 net residential units
Alternative Cash-in-Lieu Rate:	1 hectare of parkland for every 500 dwelling units (based on the value of land)	1 hectare per 1,000 net residential units (for medium and high density)(based on the value of land)
Other Considerations		Municipalities must accept encumbered lands (e.g., land with below-grade infrastructure) or privately-owned publicly accessible open spaces (POPS) as parkland conveyance.
		Municipality must spend or allocate at least 60% of the monies that are in the special parkland dedication account at the beginning of each year.

In order to fully understand the implications of these changes in Kawartha Lakes, the municipality should undertake an exercise whereby each planned development in the urban areas is assessed to determine:

- based on the park provision in the area, should parkland or cash-in-lieu be accepted for this development?
- what is the maximum amount of parkland that could be acquired?
- what is the maximum amount of cash that could be accepted?

The resulting matrix will identify what will be available for the municipality in the coming years, and in turn clarify the shortfalls that the municipality must make up (both in terms of cash and parkland) if any, to implement the recommendations of this Strategic Plan and others (i.e., the Trails Master Plan and the proposed Urban Parks Master Plan and Waterfront Access Strategy). Given that developments are occurring in the urban areas, this matrix exercise could be added to the scope of work for the Parks Master Plan.

Further, another important change introduced through Bill 23 was the inclusion of Section 42(16.1) which requires a municipality to spend or allocate at least 60% of the monies that are in the special parkland dedication account at the beginning of each year. This inclusion will have an impact on the spending of funds collected through cash-in-lieu of parkland and will not allow a municipality to save those fees for larger projects, unless the funds are allocated. Long term planning documents such as this Parks and Recreation Strategic Plan provide the municipality with a long-term road map that will facilitate allocating funds for future uses.

The legislative changes under Bill 23 require a parks plan prior to the passing of any future parkland dedication by-law. Specifically, Policy 42 (4.1) of the Planning Act states, "Before passing a by-law under this section, the local municipality shall prepare and make available to the public a parks plan that examines the need for parkland in the municipality." For all intents and purposes, this Plan is considered a municipal parks plan for the City of Kawartha Lakes under section 42 of the Planning Act, and can facilitate the future development of a Parkland Dedication By-law, along with applicable Official Plan policies for parkland dedication.

The City of Kawartha Lakes does not currently have a formal Parkland Dedication By-law or corresponding Cash-in-Lieu of Parkland Policy. However, the Municipality's Official Plan (2012) does include key policies relevant to the acquisition of land and land conveyance. The Official Plan does not include policies related to the use of alternative rates as set up in the Planning Act and introduced through Bill 23. In order for the Municipality to appropriately plan for the future development of parks, the Municipality should create a consolidated Parkland Dedication By-law that aligns with objectives outlined in the Municipality's Official Plan and other relevant policy documents. The by-law should include:

- Details for conveyance rates;
- Language to allow for cash-in-lieu of land dedication, accompanied by

allocation of funds;

- Parkland conveyance conditions; and
- Dedication or payment timing.

The by-law should also contain the directions provided in this strategic plan and the recent trails master plan regarding when to accept cash-in-lieu, and stipulations for parkland accepted. Recalling the recommendations from section 6.1:

- P2 In urban areas, aim to reach or maintain a parkland provision ratio of 3.3 ha per 1,000 people and/or provide parks within an 800m catchment area to all households.
    - In an urban area not meeting this provision rate, parkland should be prioritized over cash-in-lieu.
- P3 In rural areas, focus on providing and improving City and Community Parks
    - In rural areas, cash-in-lieu should be prioritized
- P4 Avoid accepting Parkettes as parkland dedication. Parks should be of sufficient size to act as a Neighbourhood Park (at minimum), or linear parcels should be given to accommodate pathways and trails. Where neither of these options is possible, smaller parcels from adjacent developments should be assembled together or adjacent to other community use space (e.g., schools, commercial areas, parks or recreation centres etc.)
    - The stipulation for linear parcels is in line with expanding the trails network
- P5 Any land given to the municipality should fit one of the classifications in the hierarchy, and be assigned a level of service to assist staff in determining what resources will be needed to maintain and/or develop the parcel.

It would be recommended that parkland dedication conveyance rates be included in the Municipality's Fees and Charges By-law so that fees can be updated periodically with inflation or market rates. The benefit of this would allow for only the fee to be updated rather than the entire parkland dedication by-law. Details on the timing of payment should also be addressed, as some Municipalities opt to require payment through a draft condition of approval vs. at the time of building permit issuance.

A Cash-in-Lieu of Parkland Policy should be prepared at the same time as the Parkland Dedication By-law to outline an alternate rate for parkland conveyance. Cash-in-Lieu of Parkland rates should consider the various types of lands within the Municipality and the abundance of shoreline in the Municipality. Waterfront lots/development typically come at a premium versus a rural or infill consent and as such would have a higher parkland dedication rate. Strategically utilizing the cash-in-lieu policy can support critical park enhancements like those recommended in this Plan.

RECOMMENDATIONS

P 44. Develop a Parkland Dedication By-law and a Cash-in-Lieu of Parkland Policy as discussed herein.

P 45. Parkland dedication conveyance rates should be included in the municipality's Fees and Charges By-law so that fees can be updated periodically with inflation or market rates.

P 46. In order to comply with recent changes to the Planning Act, use the recommendations in this Strategic Plan to spend or allocate at least 60% of the monies that are in the special parkland dedication account at the beginning of each year.

P 47. Prepare a matrix of all planned developments to clarify how much parkland and cash-in-lieu will be received in order to understand where there may be shortfalls. This can be done in-house, or can be added to the scope of the Urban Parks Master Plan.

P 48. In urban areas not meeting the recommended provision rate (3.3 ha per 1,000 people and/or no park within an 800 m catchment area to all households), parkland should be prioritized over cash-in-lieu.

P 49. In rural areas, cash-in-lieu should be prioritized to support the strategy of investing in key City and Community Parks in rural areas.

Community Garden Policy

Municipalities across Ontario follow a variety of models in providing community gardens based on where the gardens are situated (municipal lands, schools, or other institutional lands), the role of community partners, and the municipal department's capacity to provide oversight or facilitate the delivery of programs. Community food gardens should be led by interested community members or organizations to ensure their success. In most cases, community gardens are provided through a partnership between the municipality and community organizations, whereby the municipality provides land (including but not limited to parkland) free of charge along with planter frames, soil, fencing around the site, and a shed with basic supplies. The community group in turn takes on the administration and operation of the site. Maintenance can be shared between the two partners, typically with the municipality providing grass cutting and taking care of larger repairs.

Before community garden projects are initiated between the City and an interested community group, a policy should be developed outlining, at minimum, site selection criteria, approved species (for fruit trees, etc.) and roles and responsibilities pertaining to supplies, construction, operations, maintenance and programming. The policy may include a contract to be signed by relevant parties to ensure that gardens are properly cared for.

RECOMMENDATION

P 50. Develop a community garden policy to clarify goals/objectives, roles and responsibilities etc. of the City and community group(s).



6.10 Assessment: Accessibility, Safety, and Equity

The topics of accessibility, safety, and equity are strongly linked, and when applied to parks planning, include additional consideration of:

- accessible parks and amenities
- health and safety (e.g., emergency phones, water safety, sharps disposal, lighting)
- free and affordable access to recreation

6.10.1 Accessible Parks and Amenities

The Accessibility for Ontarians with Disabilities Act (AODA) mandates minimum standards that apply to spaces, including accessible pathways, ramps, and washrooms. The municipality has taken accessibility further by implementing its own Facility Accessibility Design Standards (FADS). The FADS covers primarily indoor facilities (e.g., prescribing one universal washroom per floor), but provides less direction on outdoor spaces, or more specifically for parks (e.g. does not include anything related to play equipment or trails). A third document, a staff Parks Manual (draft), states that only accessible picnic tables will be used going forward, but otherwise does not provide any goals or guidelines for accessibility in parks and trails. Rather than adding yet another document to refer to for accessibility, recommendations contained here are suggested to be reflected in the Parks Manual so staff have all the information in one place.

Supporting accessibility means: "Removing the barriers faced by individuals with a variety of disabilities (including, but not limited to physical, sensory, cognitive, learning, mental health) and the various barriers (including attitudinal and systemic) that impede an individual's ability to participate in social, cultural, political, and economic life. Disabilities can be temporary or permanent. As we age our abilities change and therefore an accessible society is one designed to include everybody; both people with disabilities and people who self-identify as non-disabled."[1]

1 City for All Women Initiative. (2015). Advancing Equity and Inclusion. A Guide for Municipalities. Ottawa. p. 17.

Additional accessibility considerations to be included in the Parks Manual include:

- Playground surface: include discussion of accessibility upgrades such as engineered wood fibre, poured in place rubber or rubber tile safety/fall surface and cast-in-place flush concrete curb with ramp around perimeter of playground to retain safety surface and allow for barrier-free access
- Additional playground features: for example, communication boards for children who are non-verbal or have difficulty communicating, a roller slide which eliminates static electricity which can be dangerous for children with cochlear implants, wheelchair accessible gliding swing, raised sand/water table.

- Pathways and trails: again, much is covered by AODA and FADS, however the parks manual could discuss increasing accessibility at certain trails by adding 'tapping boards' along trails for those who are vision impaired.[1]

Accessibility upgrades should be planned in conjunction with scheduled playground replacements and park revitalization. In general, it is recommended that parks in the 'Destination Park' category (see Table 6-2) should be first priority for accessibility upgrades as these parks are most frequented by residents and visitors, followed by 'Community Parks'.









1 New trail in Qualicum improves accessibility for the visually impaired https://www.cbc.ca/player/play/video/9.6651424

6.10.2 Health and Safety

Accessibility is often discussed as a standalone issue, however, the general improvements discussed here have multiple, overlapping benefits that not only address accessibility but also serve to support public health and make spaces safer, more inclusive, more comfortable, and more usable. The following are key considerations for health and safety that are not currently reflected in policy or in the Department's internal Parks Manual (draft):

- water safety: at all municipal locations where people are known to swim, safety rings, a sign with a location identifier/number (to be provided to 911 in case of emergency) and swim ladders (if needed) should be provided. In areas of the municipality where cell phone service is intermittent, an emergency phone should also be provided.

- lighting: certain parks and amenities should be lit to facilitate use in winter and shoulder seasons when days are short. Examples include pathways used for jogging, sport facilities, and skate parks and pump tracks.

- shade: adequate shade needs to be provided in each park, either through tree canopy or a built structure. This is particularly important in playgrounds where caregivers with young children often spend considerable time exposed to the sun, and at facilities that seniors often frequent. Given the importance of providing shade in parks, shade structures and/or additional tree planting should be incorporated into all parks.

6.10.3 Free and Affordable Access to Recreation

Accessibility also means financially accessible, and parks are a key way the municipality supports free and affordable recreation. All park spaces and amenities for unstructured use, such as beaches, trails/paths, playgrounds, skateparks/ pump tracks, basketball courts and outdoor fitness equipment, provide opportunities for all residents at no up-front cost. When investing in these types of amenities (improvements or new), consideration should be given to this contribution to accessibility, as well as to the relative benefit to the surrounding population (e.g., prioritize these projects in areas with high instances of low-income families, youth, and seniors).

RECOMMENDATIONS

P 51. Update the staff operational Parks Manual to include further details on park accessibility, such as playground surfacing, play equipment and signs, and pathway trail features.

P 52. Update the Parks Manual to include information/guidance on water safety, safety lighting, and shade as discussed herein.

P 53. Prioritize accessibility upgrades at Destination Parks, followed by Community Parks.

P 54. When prioritizing and funding park and amenity upgrades, consider local demographics to maximize the impact/contribution of free/ affordable access to recreation.

6.11 Assessment: Climate Conscious Approach to Parks

6.11.1 Tree Canopy

A healthy, diverse, and resilient tree canopy is a significant public asset with lasting environmental, economic, and social impacts. Tree and forest canopy (TFC) coverage impacts several facets of ecological systems, including water quality, erosion protection, air quality, reduced UV exposure, and the health and prevalence of flora and fauna. While many areas in Kawartha Lakes have mature trees and adequate TFC coverage, others lack shade where it is needed most, such as around playgrounds. Recognizing the importance of tree canopy, many municipalities have established tree planting targets, however, no such target exists in Kawartha Lakes yet.

To develop a thoughtful target for Kawartha Lakes, it is recommended that the municipality retain the services of a consulting arborist to complete an inventory of trees on selected parcels of municipal-owned land, and then develop a Tree Canopy Strategy. The inventory will provide the baseline data to inform a management strategy. Given the extent of municipally owned land, this work should be limited to key areas, for example, select streets/right-of-ways within urban settlement areas, and/or at City and Community Parks across the municipality. All trees within the scope of the inventory should be geolocated. Data collected for each tree should include diameter at breast height (DBH), canopy width, species name, tree health, and hazard potential. The cost of this service will depend greatly on the scope, such as the number of trees included, the minimum size of the trees included, and whether woodlot areas or edges are included. The municipality should work with the consultant to ensure that the scope is strategic and well-defined. It should be noted that certain types of urban forest analysis are more effectively conducted as a desktop exercise using recent aerial imagery.

Following completion of the tree inventory, the Tree Canopy Strategy should be developed to guide the management of trees on municipally-owned land. The Plan should set targets related to the percentage of canopy cover, desired species composition, new tree planting, and ash tree removal to help manage and mitigate the effects of the Emerald Ash Borer. The strategy should include urban design standards and policy recommendations for the successful care and integration of trees in urban conditions such as along streets, parking lots, and stormwater ponds. The strategy should also have considerations for forest fire mitigations, such as maintenance of forest litter, barbeque policy, setbacks and fire breaks, and avoiding overflow parking on grassed areas. The main goal of the plan should be to expand and preserve tree canopy cover in Kawartha Lakes, with a focus on tree cover in parks and along trails and on select streets.

RECOMMENDATIONS

P 55. Hire the services of a consulting arborist to complete a tree inventory of planted trees on a scoped portion of municipal land (e.g., parks and municipal rights-of-way in urban settlement areas, and/or limited to City and Community Parks across the municipality), and to thereafter develop a Tree Canopy Strategy to guide the management of these trees and define tree-planting targets.

P 56. Contribute funding to the Tree Canopy Reserve for the implementation of projects identified in the future Tree Canopy Strategy. At a minimum, budget will be required for tree planting, tree care maintenance, and hazard tree removal. The budget will depend on the outcomes of the proposed management plan and should be adjusted accordingly.

6.11.2 Naturalization and Re-wilding

Naturalization is a key strategy that can enhance the ecological functions of green spaces, reduce maintenance requirements and costs, and help mitigate the effects of climate change. It involves managing natural plant growth, typically by limiting non-native and invasive species and planting/encouraging the establishment of desired native species, resulting in improved ecosystem health and resilience.

Despite its benefits, naturalization faces two main challenges:

1. Some residents perceive naturalized landscapes as unkempt, prompting removal requests and/or or illegal clearing/encroachment.

2. Early maintenance demands can exceed those of mowed lawns due to specialized needs. Although maintenance will decrease after the first couple years once established.

Actions that can help address the first challenge by enhancing the intentional appearance of naturalized spaces include:

- Bold patterns/clean lines: While naturalized areas will change over time, the initial plantings should be laid out and confined to clear patterns or lines. This will help slowly introduce the idea to residents who request neat gardens.

- Bird feeders and pollinator gardens: Bird feeders and plants for pollinators communicate the intention of the place and reinforce that it is not abandoned or neglected.

- Borders: Borders have the quick ability to make any collection of plants look neater and can be made by fences, plantings, shrubs, or by mowing around the edges.

- Signage: Educational signage describing the plants and/or process in the naturalized area may help increase community understanding and, therefore, acceptance. Signage should also encourage visitors to stay out of the area to avoid trampling plants and exposure to ticks.

Community engagement is crucial when selecting and designing sites for naturalization. Consultations help educate residents and align designs with preferences. The Kawartha Lakes Healthy Environment Plan contains detailed directions for implementing naturalization projects and working with partners in these efforts, such as Kawartha Conservation.

Two other considerations that must be taken into account for naturalization projects:

- Even mature naturalized areas will require some maintenance (L4 - annually or semiannually) to remove invasive species.
- Care should be taken when naturalizing shorelines to not interfere with swimming area access.



RECOMMENDATIONS

P 57. Implement managed naturalization practices as directed in the Kawartha Lakes Healthy Environment Plan, consulting with the community before embarking on projects.

P 58. Incorporate best practices for naturalized areas as described herein.

P 59. Plan to maintain naturalized areas at least twice a year to remove invasive species.

6.11.3 Movement

Park staff spend considerable time in vehicles driving to all corners of the municipality. Moving to hybrid vehicles is a current corporate-wide initiative that will reduce emissions related to park and recreation duties.

6.11.4 Extreme Heat

Extreme heat events are becoming more frequent, and in general, summers are getting hotter. For safety and comfort, there is a need for more shade, and if possible, water sources, in parks. The parkland hierarchy in section 6.4 identifies the need for shade and water in all City and Community Parks, and park-specific recommendations in section 6.7 identify additional parks (including some Neighbourhood Parks and Parkettes) that would benefit from the addition of shade pavilions.

6.11.5 Flooding & Water Quality

With climate change driving heavier and more frequent rain events, both natural and engineered stormwater systems are under increasing stress. Intense storms can rapidly overwhelm sewers, storm drains, wetlands, and vegetated swales, reducing their effectiveness and leading to localized flooding, property damage, and erosion. At the same time, stormwater carries sediments, chemicals, and excess nutrients from urban surfaces like roadways, rooftops, and parking lots into lakes and watercourses, degrading water quality and harming aquatic ecosystems. Contaminants such as heavy metals, de-icing salts, fertilizers, and bacteria—including those introduced by large populations of geese—contribute to algal blooms, oxygen depletion, and habitat disruption. In places like Kawartha Lakes, the presence of geese and their impact on swimming areas remains a particular concern.

As rainfall patterns continue to shift, communities should invest in resilient stormwater management solutions to mitigate these growing risks. Low Impact Design (LID) emphasizes sustainable, nature-based approaches to managing stormwater by mimicking natural hydrological processes. Strategies such as permeable pavements, rain gardens, green roofs, and bioswales help capture, filter, and slow the movement of runoff, reducing pressure on traditional stormwater infrastructure. Additionally, preserving and restoring wetlands, vegetated buffers, and riparian edges enhances flood resilience while improving water quality.

RECOMMENDATION

P 60. Implement Low Impact Design (LID) practices in parks as part of regularly scheduled updates and/or park redevelopments. Prioritize parks that experience flooding and/or poor water quality.

6.11.6 Community and Pollinator Gardens

The municipality has several active horticultural clubs that plant baskets, planters, ornamental and pollinator gardens in various communities and contribute greatly to beautification and sense of place. These groups are supported by the municipality through the Community Partnership and Development Fund Beautification program.

The municipality also contributes to pollinator-friendly landscaping by implementing naturalization areas. Bee City Kawartha Lakes and the Kawartha Lakes Environmental Action Committee (KLEAC) run the annual Bee a Hero Garden Challenge, where they encourage residents to submit pictures of their personal pollinator/native gardens for a chance at a prize.[1]

In terms of community gardens for growing food, currently United Way provides a number of community garden plots for use by residents, and Kawartha Lakes Food Source has open-access gardens run by volunteers.[2] There are also apple and pear trees at Orchard Park, which were planted in 2018 through a collaboration that included the Kawartha Lakes Food Coalition Food Security Working Group, the City's Parks, Recreation and Culture division and others with funding through the Healthy Communities Fund grant.[3]

Community gardens provide opportunities for education and programming, which is increased when gardens are located near schools and facilities with kitchens. Program participants can

learn gardening skills and grow food during the summer. As produce is ready for harvesting, it can be used for cooking and preserving classes. Such a program would require a partnership with community groups or volunteers to maintain the gardens and instruct the lessons. Community gardens are also an excellent opportunity for intergenerational programming, which strengthens the bonds in the community by forging relationships between people of varying ages (children, teens, adults, seniors).

Any community garden should be supported by the development of a community garden policy as discussed under section 6.9 Park Policy, New Policies. Community groups could be further encouraged to plant bird and bee-friendly plants through grants for approved species, and other incentives that can be built into the Community Partnership and Development Fund.

RECOMMENDATIONS

P 61. Update the Community Partnership Development Fund to include grants and incentives to encourage the planting of pollinator gardens on municipal lands.

P 62. If approached by an interested community group to develop a community food garden, ensure the policy is in place first to guide the process and agreement.

1 https://www.kawarthalakes.ca/en/news/bee-a-hero-garden-challenge-now-open-for-2024.aspx
2 https://ckl-unitedway.ca/category/community-gardens/
3 https://www.kawarthalakes.ca/en/news/kawartha-lakes-community-coming-together-to-create-access-to-fresh-fruit.aspx#:~:text=Kawartha%20Lakes%20%E2%80%93%20A%20new%20cooperative,at%20Orchard%20Park%20in%20Lindsay.

6.12 Assessment: Cemeteries

The municipality has 17 active and 30 inactive cemeteries. Of these, 13 have grass cut by contractors, and the remainder are maintained by staff.

6.12.1 Cemetery Trends/ Considerations

Columbaria and Scattering Grounds

Columbaria offer a range of benefits (e.g., sheltered areas for visitations, affordability, etc.) for those seeking a unique and dignified way to memorialize their loved ones. Columbaria are also space-efficient, making efficient use of land resources.

To enhance future columbaria, the municipality should focus on implementing a sheltered/outdoor style in their designs. This approach combines the benefits of being sheltered and protected while maintaining a connection to the outdoors, providing visitors with a comforting and contemplative space. It is also essential to include comfortable seating, allowing visitors a peaceful and restful space for reflection. The option for fixtures at each niche to leave flowers, photos, or other mementos creates a personal touch, allowing families to celebrate the lives of their dearly departed in a tangible and meaningful manner. In designing future columbaria and burial areas, the municipality should provide a variety of columbarium types, seating types, seating arrangements and pathways, to add uniqueness to different resting areas, and offer a variety of choices.

Scattering gardens can be incorporated around the cemetery where residents are invited to lay their loved ones' cremated remains to rest. These gardens should be designed with consideration of providing private seating areas. Scattering gardens have higher maintenance needs, and if the City does expand them, it may be advisable to adjust the rates (which are currently very low at $30 per scattering), to help cover the costs of providing this service.

Green/Natural Burials

Green or natural burials are another popular alternative to traditional burials and cremation. In a natural burial, the body is placed in a wood or wicker casket, or wrapped in a shroud, and buried in a natural setting like a forest or meadow. The Green Burial Society of Canada outlines the five principles of green burial:

1. No Embalming
2. Direct Earth Burial
3. Ecological Restoration & Conservation
4. Simple Memorialization
5. Optimized Land Use [1]

Green/natural burials are better for the environment, have lower maintenance needs, and are typically more affordable than traditional burials. The municipality should consider assigning an undeveloped area of a cemetery as a green burial area and certifying it through the Green Burial Society of Canada. Staff will need to research and determine the best methods of opening the grave, and ensuring detailed record keeping as there are no grave markers.

1 https://greenburialcanada.ca/the-five-principles/

Diverse Practices

While the current population in Kawartha Lakes is overwhelmingly of European descent, with population growth, there is the possibility of increased diversity, and with that, demands to accommodate a broader range of burial and cremation methods. The top countries of origin of immigrants to Canada in 2024 were India, China, the Philippines, Nigeria, Cameroon, Afghanistan, Eritrea, Pakistan and France. These countries represent a vast array of cultures and religions, and burial practices. A cursory review of common burial practices in these countries indicates that burial and cremation are the preferred methods, with some specifications (e.g., some have restrictions on embalming and use of alternative coffins). The municipality should continue to provide columbaria and burial plots, but should also consider expanding scattering grounds and green burial grounds to accommodate diverse populations, but also to recognize the growth in popularity of these choices generally.

Visiting the Cemetery

In other municipalities, historic and mature cemeteries have contributed to the green space systems. For example, both Meadowvale Cemetery in Brampton and Streetsville Memorial in Mississauga include walking paths and nature-observation areas, together with more formal gardens, encouraging people to visit and spend time on the grounds.

Picturesque cemeteries have increasingly been used for wedding photos, and even wedding ceremonies. The Williamsburg Cemetery in Kitchener, for example, also includes a chapel that can be rented for weddings. The City planned the development of the cemetery with this goal in mind and markets the rentals on a variety of wedding sites:

"We're trying to encourage people to see this area as more than just a place where we bury our dead," [the Cemeteries Manager] said. "I see this cemetery as multi-use. It's here for the community to enjoy... Kitchener doesn't have an abundance of land,... The city planned very carefully to make the site inviting, with ponds, extensive landscaping, a long bridge snaking across the water, a wooden pergola and gazebo."[2]

RECOMMENDATIONS

P 63. Expand scattering gardens and columbaria options.

P 64. Introduce green burial grounds.

2 https://www.cambridgetimes.ca/news/till-death-do-us-part-kitchener-cemetery-a-hot-spot-for-weddings/ article_99d9ffa7-2f70-5b88-b3bd-f7a52c232e69.html

7.0 Service Delivery

7.1 Review of Organizational Structure

7.1.1 Overview of Kawartha Lakes Delivery Model for Parks and Recreation Services

Municipalities in Ontario are not explicitly mandated by law to provide parks and recreation services; they are discretionary services. Under the Municipal Act, 2001, municipalities have the authority (given to them by the province) to establish and operate parks and recreation programs if they choose to do so. Most do provide some level of service, while other very small municipalities, unorganized communities, or northern locations, do not have the resources or inclination to do so. However, under the Planning Act municipalities are required to plan for public spaces, including parks, and may require developers to contribute land or funds for parkland through the parkland dedication process.

There are several fundamental models of how municipalities choose to deliver parks and recreation services, including direct service delivery, commission/board, non-profit/community-based, public private partnership, regional/shared, contracted and hybrid. These models are profiled, along with the advantages and disadvantages of each, in Appendix H.

The City of Kawartha Lakes employs a hybrid model for its Parks and Recreation Division; specifically, a mix of direct provision, non-profit or community based, and contracted services. In this structure, the municipality directly manages and delivers parks and recreation services through its Parks and Recreation Division. This Division is responsible for maintaining parks, trails, forest tracts, arenas, recreation facilities, community halls, and cemeteries. The Division also offers a variety of recreation, fitness, and aquatics programs for all ages, organizes special events, and oversees various grants and funding programs. At the same time, Volunteer Management Committees play a large role in managing and operating a number of facilities, some of which also provide their own programs and events.

Non-profits like BGC Kawarthas play an important role in the municipality as well, in providing summer camps for children. In terms of parks and cemeteries, some grass cutting, particularly in rural areas is contracted out to private contractors.

The Division also engages with the community through advisory committees, such as the Kawartha Lakes Parks Advisory Committee, which provides input on park developments and policies.

Current Structure and Operations



The structure of the Community Services Department, and the Parks and Recreation Division within it, is shown below (Figure 7-1):

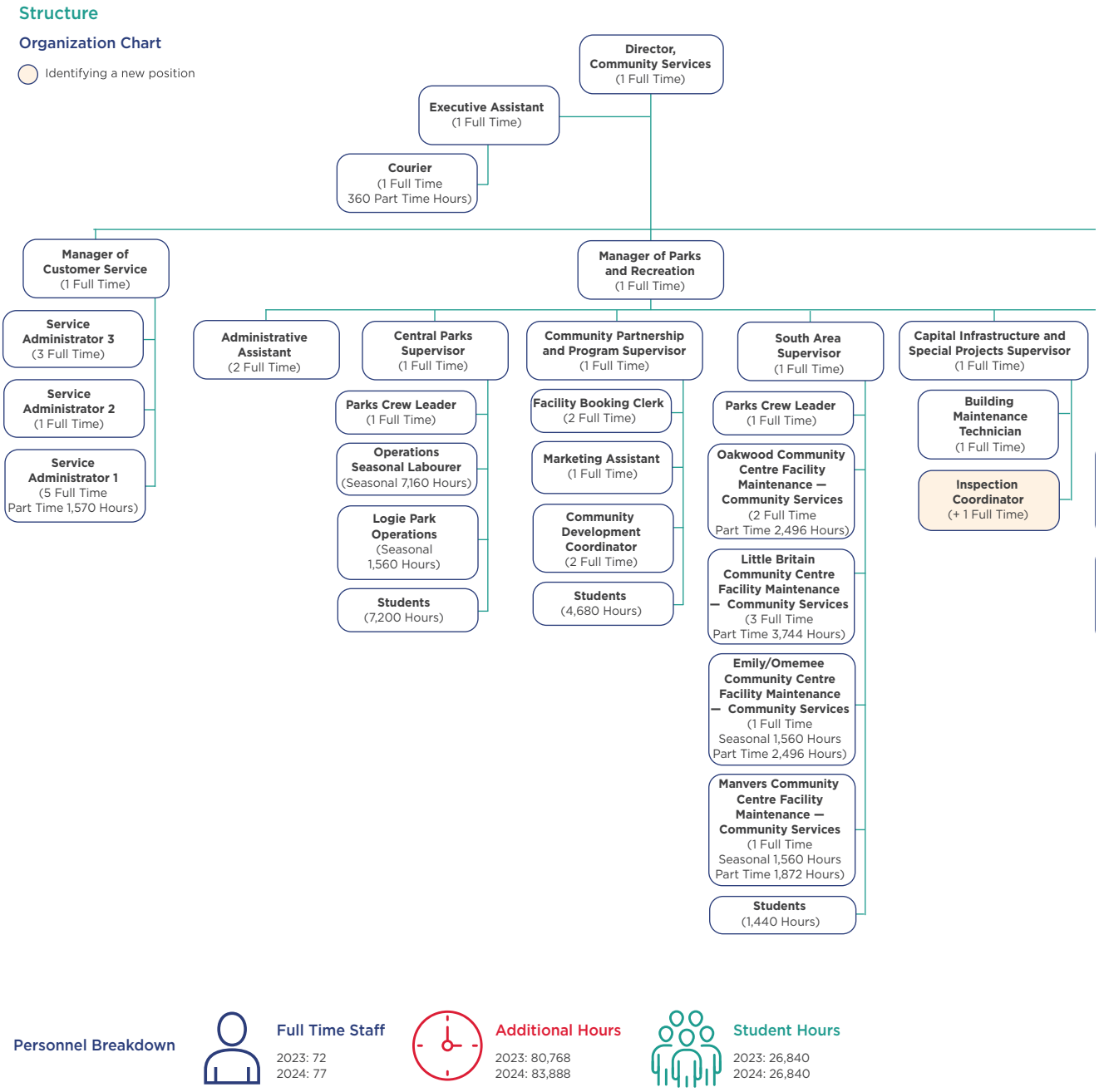
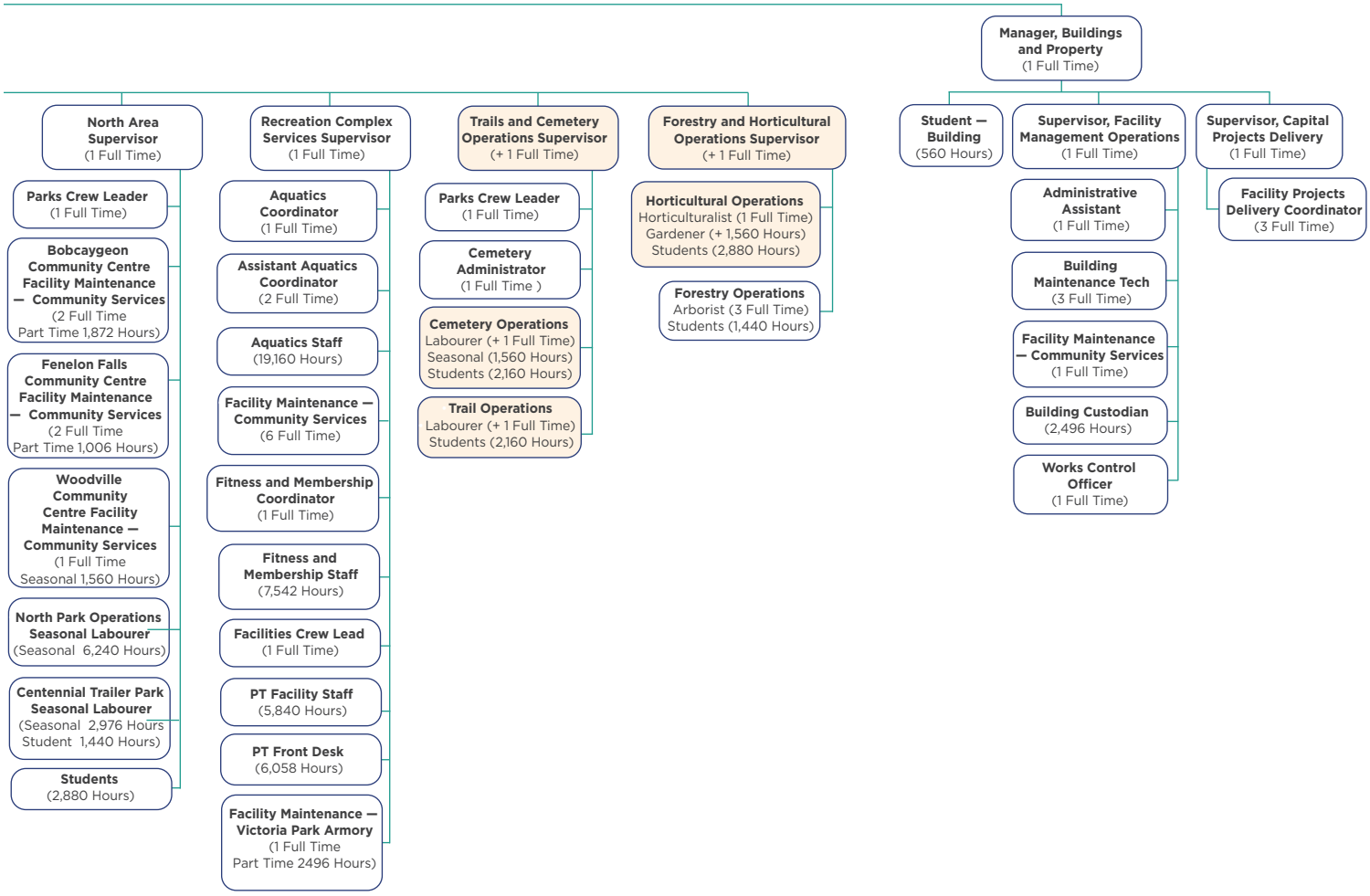


Figure 7-1: Kawartha Lakes Community Services Department Organizational Structure

Source: Kawartha Lakes 2024 Budget and Business Plan


Manager, Buildings and Property
(1 Full Time)
North Area Supervisor
(1 Full Time)
Parks Crew Leader
(1 Full Time)
Bobcaygeon Community Centre Facility Maintenance — Community Services
(2 Full Time
Part Time 1,872 Hours)
Fenelon Falls Community Centre Facility Maintenance — Community Services
(2 Full Time
Part Time 1,006 Hours)
Woodville Community Centre Facility Maintenance — Community Services
(1 Full Time
Seasonal 1,560 Hours)
North Park Operations Seasonal Labourer
(Seasonal 6,240 Hours)
Centennial Trailer Park Seasonal Labourer
(Seasonal 2,976 Hours
Student 1,440 Hours)
Students
(2,880 Hours)
Recreation Complex Services Supervisor
(1 Full Time)
Aquatics Coordinator
(1 Full Time)
Assistant Aquatics Coordinator
(2 Full Time)
Aquatics Staff
(19,160 Hours)
Facility Maintenance — Community Services
(6 Full Time)
Fitness and Membership Coordinator
(1 Full Time)
Fitness and Membership Staff
(7,542 Hours)
Facilities Crew Lead
(1 Full Time)
PT Facility Staff
(5,840 Hours)
PT Front Desk
(6,058 Hours)
Facility Maintenance — Victoria Park Armory
(1 Full Time
Part Time 2496 Hours)
Trails and Cemetery Operations Supervisor
(+ 1 Full Time)
Parks Crew Leader
(1 Full Time)
Cemetery Administrator
(1 Full Time)
Cemetery Operations
Labourer (+ 1 Full Time)
Seasonal (1,560 Hours)
Students (2,160 Hours)
Trail Operations
Labourer (+ 1 Full Time)
Students (2,160 Hours)
Forestry and Horticultural Operations Supervisor
(+ 1 Full Time)
Horticultural Operations
Horticulturalist (1 Full Time)
Gardener (+ 1,560 Hours)
Students (2,880 Hours)
Forestry Operations
Arborist (3 Full Time)
Students (1,440 Hours)
Student — Building
(560 Hours)
Supervisor, Facility Management Operations
(1 Full Time)
Administrative Assistant
(1 Full Time)
Building Maintenance Tech
(3 Full Time)
Facility Maintenance — Community Services
(1 Full Time)
Building Custodian
(2,496 Hours)
Works Control Officer
(1 Full Time)
Supervisor, Capital Projects Delivery
(1 Full Time)
Facility Projects Delivery Coordinator
(3 Full Time)

The Parks and Recreation Division operates under the Community Services Department. At the top, the Director of Community Services oversees Parks and Recreation along with other Community Service Divisions. The Parks and Recreation Division is led by a Manager of Parks and Recreation, who is responsible for all day-to-day operations, staffing, and budgeting within the Division. This Manager reports directly to the Community Services Director, linking the Division's activities to the broader municipal administration and Council's oversight.

Key functional areas within the Parks and Recreation organizational structure are:

- **Facilities/Parks Operations:** This section maintains recreation facilities and parks, trails, forest tracts, cemeteries and open spaces across Kawartha Lakes. Maintenance crews are organized regionally, each overseen by an Area Supervisor (for example, a Central Parks Supervisor covers Lindsay). These supervisors manage park maintenance staff, schedules, and upkeep of green spaces and amenities. Horticulture is divided among staff and community groups: the Horticultural Operations team from the Parks and Recreation Division work in mainly in Lindsay (with some services provided to outlying communities); and volunteer groups maintain gardens and baskets in their respective downtown areas. Also part of the 2024 restructuring, a Supervisor of Forestry and Horticulture position was also added. Forestry services are handled separately. The Centennial Trailer Park is staffed by two seasonal workers dedicated to this property, along with two FT staff and some student hours. As part of the 2024 restructuring, a dedicated Supervisor of Trails and Cemetery Operations was introduced. This new role focuses on Kawartha Lakes' extensive trail network and the municipality's 17 active (and 30 inactive) municipal cemeteries, ensuring these assets receive focused maintenance and improvements. The creation of the trails/cemetery supervisor position reflects the municipality's effort to enhance park and trail operations through specialized oversight.

- **Community Development and Recreational Programming:** This section manages the arenas, recreation complexes, swimming pools, and community halls. It delivers a wide array of recreation programming, either directly or through other agencies and volunteer organizations. Key roles here include Supervisors (who manage facilities year-round and parks on a seasonal basis) and Program Coordinators. For example, the Lindsay Recreation Complex (a major hub for aquatics and fitness) is managed by a Recreation Complex Supervisor, who oversees program staff (lifeguards, fitness instructors, etc.), schedules programs (swimming lessons, public skates, fitness classes), and maintains the facility. Similarly, supervisors or coordinators manage other facilities like the Forbert Memorial Pool in Bobcaygeon and various community halls. Program staff within this section plan and run leisure programs, aquatics, summer camps, sports leagues, fitness classes, and special youth/adult programs. They also organize special events such as the annual Concerts in the Park series and the Lindsay Milk Run community race. These event responsibilities are often handled by a Community Development or Programs Coordinator team within the division (accessible via the "community development" contact person) to ensure events and activities align with community interests. The Supervisor of Community Partnerships and Programs and staff in this section are responsible for facilitating and supporting program provision by non-municipal agencies and the volunteer sector.

- Capital Infrastructure: The division includes staff dedicated to capital improvements and long- term planning of parks and facilities. A Supervisor of Capital and Special Projects leads this area, managing major park development projects, facility upgrades, and grant or funding programs. This role coordinates projects like new park constructions (e.g. the Bobcaygeon Beach Park redevelopment) or infrastructure upgrades to arenas and playgrounds. Staff in this section work closely with other City departments (engineering, finance) to deliver projects and also administer sponsorships and the memorial dedication program for park amenities. By having a dedicated capital projects supervisor, Parks and Recreation can focus on strategic improvements and ensure projects are completed efficiently and meet community needs.

Recent Changes (2022-2026 Restructuring):

Kawartha Lakes is undertaking an internal reorganization of the Parks and Recreation Division to address significant gaps in resources to meet the expected service levels. This resulted in a modified organizational structure with several revised positions to support park and trail operations. A notable change was the addition of two supervisors; the Trails and Cemetery Operations Supervisor, and a Forestry/Horticulture Supervisor. By carving out these specialties, the department aims to enhance maintenance standards in parks, trails, and cemeteries, acknowledging that these services require dedicated focus. Additionally, the Division filled other support roles (such as trail maintenance staff and seasonal workers) to assist this new supervisor. There was also a leadership change: the long-time Manager of Parks and Recreation transitioned into the Director of Community Services role, and a new Manager of Parks and Recreation took charge of the Division. This leadership update was part of the realignment to ensure clear reporting lines and fresh oversight for the evolving Division. Overall, the 2024 restructuring modernized the Parks and Recreation organizational model to better match its wide range of responsibilities, from horticulture and parkland care to arena programming and community events.

Overall, the Parks and Recreation Division's structure is designed to cover a broad mandate – from maintaining outdoor spaces to running indoor recreation programs – by delegating responsibilities to specialized units. The reporting hierarchy flows upward from front-line staff (parks workers, lifeguards, instructors) to Supervisors/ Coordinators, then to the Manager, and up to the Director, ensuring that each level can focus on its core duties while maintaining accountability. The 2024 reorganization refined this model by adding capacity where needed (especially for trails and projects) and clarifying who is responsible for emerging priorities. With this structure, the Division can more effectively provide services like year-round facility programming, well-maintained parks and trails, and community events, all aligned under a unified leadership.

Table 7-1 provides a high-level depiction of the Parks and Recreation Division's hierarchy and key roles.

Table 7-1: Summary of the Parks and Recreation Division Roles

Role / Unit	Description	Reports To:
Director of Community Services	Oversees all Community Services divisions, including Parks and Recreation. Sets strategic direction and ensures alignment with corporate goals.	Chief Administrative Officer (CAO) and City Council
Manager of Parks and Recreation	Leads the Parks and Recreation Division. Manages budgets, staff, and operations across all Parks and Rec services (parks, facilities, programs, etc). Implements policies and reports on division performance.	Director of Community Services
Parks Operations Section • **Parks Area Supervisors** • **Supervisor, Trails and Cemetery Operations** • **Supervisor, Forestry and Horticulture**	Maintains parks, trails, forests, and cemeteries city-wide. Handles landscaping, turf maintenance, snow removal in parks, trail grooming, cemetery upkeep.	Manager of Parks and Recreation
	(North and South Parks and Facilities) Supervise crews in their geographic area. Schedule maintenance, ensure safety and service standards in parks, arenas and community halls	Manager of Parks and Recreation
	(New in 2024) Oversees trail system maintenance and all municipal cemetery operations. Coordinates trail inspections, repairs, and cemetery burials and grounds care.	Manager of Parks and Recreation
Recreation Facilities and Programs Section • **Recreation Complex Supervisor** • **Program Coordinators/ Instructors**	Operates arenas, recreation centers, pools, and community halls. Delivers recreation and aquatic programs for all ages (sports, fitness, camps, swims). Coordinates facility rentals and community events.	Manager of Parks and Recreation
	Oversee daily operations of major facilities (e.g. Lindsay Recreation Complex). Manage front-line staff (lifeguards, instructors), program scheduling, and customer service at their facility.	Manager of Parks and Recreation
	Plan and run specific programs (e.g. children's summer camps, fitness classes, aquatics. Gather community feedback on program needs and adjust offerings.	Recreation Supervisors / Manager
Special Events and Community Partnerships • **Community Partnership and Programs Supervisor**	Plans city-led events (concerts, runs) and works with volunteer groups and sports associations (and partnerships). Manages the Sponsorship and Dedication program for memorial benches, tree plantings etc. Engages the public and promotes recreation opportunities. Responsible for programming and facility rentals.	Manager of Parks and Recreation
Capital Projects and Planning • **Capital Infrastructure and Special Projects Supervisor**	Manages park development projects and facility upgrades. Prepares long-term plans (informed by master plans and community input) for new or improved recreation amenities. Pursues grants and capital funding opportunities.	Manager of Parks and Recreation
	Leads implementation of major projects and strategic initiatives. Examples: new park constructions, arena revitalizations, trail expansions. Ensures projects meet scope, budget, and community expectations.	Manager of Parks and Recreation
Administrative Support	Handles division-wide administration: marketing, facility bookings, customer inquiries, budgeting assistance, and clerical support. Often centralized at the Parks and Recreation office (50 Wolfe St.) for recreation.	Manager of Parks and Recreation

Potential Areas for Improvement

The current organizational model appears to be robust and covers all major functions of Parks and Recreation. However, there are several improvements to consider that would enhance efficiency, role clarity, alignment with community needs, and improved grant capacity:

- **Enhance Operational Efficiency:** Continue to seek ways to streamline operations and eliminate any duplication of efforts between sections. For example, better integration of seasonal work could improve efficiency – parks maintenance staff could be further cross-trained to support arena or winter programs in the off-season, and vice versa, ensuring full utilization of the workforce year-round. Introducing modern maintenance management software for scheduling park and trail work, and coordinating it with recreation event schedules, can optimize resource use. Small operational tweaks, such as centralizing procurement of supplies for all facilities and parks (to leverage bulk purchasing and avoid each facility ordering separately), could reduce costs and administrative overhead.

- **Ongoing Assessment of Organization Structure:** Periodically, the City should evaluate the organizational structure's performance – perhaps through an internal audit or a review in a few years – to determine if the 2022-2026 restructuring achieved its goals in efficiency and service quality. Metrics such as facility use rates, program participation, park condition scores, and response times to maintenance issues can highlight where the structure is working well or where adjustments are needed. For example, if maintenance response is lagging, perhaps an additional parks supervisor or crew is justified; if certain program areas are exploding in popularity, maybe a new coordinator role should be added. By monitoring outcomes and remaining adaptable, the Parks and Recreation Division can ensure its organizational model remains effective and future-ready.

- **Improve Role Clarity and Communication:** To capitalize on the restructured model, the Department should clearly define and communicate the responsibilities of each role to both staff and the public. Internally, updated job descriptions and an up-to-date organizational chart should be shared so that every team member understands "who does what." This will prevent overlap or gaps. For instance, if a community hall needs repairs, staff should know exactly who to call. Regular inter-departmental meetings or briefings can help clarify any gray areas, especially where duties intersect. This would need further assessment to determine where the product(s) needed are stored and how they are distributed in order to determine whether there really a is cost savings over suppliers simply delivering o each location. (e.g. when a special event in a park involves both the Parks Operations team for setup and the Programs team for event coordination). Externally, providing residents with a clear contact list for various services (as the municipality partially does via the 705-324-9411 ext.1301 main line) can improve service delivery, such that residents know who to contact for a given issue. The Department could publish a simple organizational chart or directory on the municipal website and in community guides, showing the hierarchy and key contacts for parks, facilities, programs, and cemeteries. This transparency ensures that community members and partner organizations can easily reach the appropriate staff, thereby improving responsiveness. Overall, sharpening role clarity will foster better teamwork and public satisfaction, as each employee knows their mandate and stakeholders know where to turn for help.

- **Attracting and Retaining Staff:** Like many municipalities, particularly those in rural areas, Kawartha Lakes is challenged to recruit and retain staff. This trend worsened during and after the pandemic. As a response, the municipality completed a market assessment of wages, and implemented a significant increase, with the second half of the market adjustment to occur in 2025. In addition, the municipality has adapted some hiring requirements and introduced more flexible and work-from-home arrangements where possible to further retain and attract staff. These changes have resulted in a greater volume of applications. Another option being explored by other municipalities for Kawartha Lakes to consider is to transition roles from casual or contract to permanent part and full-time.

- **Volunteer Management Committees:** The Volunteer Management Committees, working within Terms of Reference, operate and program rural halls and associated properties on behalf of the municipality. Further integrating the activities of the City and the Committees in providing a comprehensive community-wide parks and recreation system is in keeping with the service delivery improvements suggested here. Recommendations on approaches to this objective are provided in the facilities discussion.

- **Strengthen Parks Staffing:** It was widely agreed that parks operations are understaffed, and that it has been a challenge to retain staff. It has also been a challenge to maintain parks in the rural areas due to staff levels, but also due to the wide distribution of parks. Currently park operations staff are responsible for certain zones, which are geographically quite large. As the recommendations from this Plan are implemented, and facilities and amenities are added at key locations, the municipality should consider adjusting these operations, for example, aligning operations teams with the four rural areas used in the parks assessment, plus urban teams for Fenelon Falls, Bobcaygeon, and Lindsay. The parks assessment (section 6.0) also recommends disposing of a number of underused parcels, which would further lighten operations' load. Overall, the amount of staffing should be in proportion to the amount of parkland. Appendix G provides a detailed analysis of how to calculate staff needs based on parkland, with the findings summarized in Table 7-2. These ratios should be used to help determine staffing needs as parkland is acquired.

- **Horticulture:** While the volunteer model has worked well for Kawartha Lakes, with the aging volunteer base and broader trend of declining volunteerism, the municipality should be prepared for the potential to take on more horticulture care over the term of this Plan if needed. As a first step, staff should work closely with volunteer groups currently providing horticulture care, to monitor need, and to improve response time. Ideally the municipality should continue to support these groups so they may continue providing this valuable service. However, if they are unable to continue to maintain a high level of service (especially in downtown and tourist areas), the municipality should provide assistance by way of staffing. Depending on needs, this could mean moving horticulture staff based in Lindsay to different locations or adding additional horticulture staff to be focused in other areas, for example, split time between Bobcaygeon and Fenelon Falls (in the downtown areas of these communities).

- **Centennial Trailer Park:** As noted above, the two full time staff leave the Trailer Park in August to begin getting the rinks ready. However, the Trailer Park is open until Thanksgiving, leaving the area attended by only three staff (one of whom is a student)

Table 7-2: Amount of park hectares maintained per FTE, by maintenance level.

	Target Hours Spent per Acre Acquired (rounded)	Target Hours Per Hectare Acquired (rounded) (2.471 acres = I ha)	Implied Hectares Covered per FTE[1] (rounded)
Category of Parkland	Target Hours Spent per Acre Acquired (rounded)	Target Hours Per Hectare Acquired (rounded)	5
(2.471 acres = I ha)	Implied Hectares Covered per FTE1 (rounded)	213	10
L1	172	425	5
L2	86	213	10
L3	26	64	32

1 At a ratio of 2,080 hours per FTE. So, for example, one FTE (2,080 hours per year) could cover approximately 6 hectares of parkland maintained at an L1 standard (2,080 divided by the 360 hours required to maintain one hectare of parkland).

for the last two months of the season. The Trailer Park is a challenging area considering the number of tasks, breadth of knowledge required, and potential for conflict with and between residents, and as such it should be staffed sufficiently, and with mature, knowledgeable staff. This can be achieved by either hiring dedicated staff for the season, and/or by adjusting staff schedules so seasonal roles do not overlap.

- **Strengthen Alignment with Community Needs:** Ensuring the organizational model stays aligned with what the community needs is an ongoing process. The municipality is already taking a major step in this direction through this Parks and Recreation Strategic Plan (2024–2040), which is focused on defining community needs and how services should adapt to meet them. To support this work, the department should establish regular feedback loops with the community. This could include annual surveys, suggestion forums, or town hall meetings (perhaps an extension of the current Parks Advisory Committee's role) to gauge satisfaction and emerging needs in parks and recreation. The organizational structure should remain somewhat flexible to respond to this input – for example, if the public indicates growing interest in trail use or in new types of recreation programs (such as esports or outdoor fitness equipment), the Manager can assign staff leads or form working groups to address these, rather than adhering strictly to traditional roles. Another improvement could be the creation of a Community Development Coordinator position within the division, as one does not formally exist. This person (or team) would liaise with sports clubs, volunteer recreation groups, and park users, ensuring their needs are heard and integrated into planning. By having a role focused on facilitating the efforts of non-municipal service providers, the Department can better adapt its services – for instance, coordinating with local trail associations or service clubs willing to sponsor park improvements. In terms of facility use, aligning with community needs might mean adjusting hours or programming based on use data (e.g. opening a recreation centre earlier if there is demand for morning fitness classes, or repurposing under-used space for popular activities). The Strategic Plan's outcomes should guide any realignment of staff or budget priorities – for example, as

the Plan identifies a need for more recreation programming in rural areas, the Department might assign a program coordinator to travel and run satellite programs in those communities. In summary, continuous community consultation and a willingness to tweak the organizational setup (such as creating new roles or teams for high-priority initiatives) will keep Parks and Recreation in tune with residents' needs. Section 7.3 provides additional detail on service planning and evaluation which, in turn, will inform needed staff resources and the organizational approach to delivering them.

- **Leverage Ongoing Training and Evaluation:** The department should also invest in professional development to ensure staff at all levels can operate effectively within the Division. Training for supervisors in leadership and project management will help them run their teams more efficiently and clarify their decision-making authority. Front-line staff (parks crews, facility attendants) can benefit from customer service and cross-functional training (so a parks worker can inform citizens about recreation programs, and a facility attendant can handle basic park inquiries).

- **Improved Grant Capacity:** There are a number of provincial grant possibilities for which Kawartha Lakes may be eligible for in the future. These are listed in Appendix L. Having a full-time development officer (or having fundraising and development responsibilities being part of a full-time staff responsibility) would ensure that the municipality is aware of changing grant requirements, application deadlines, private foundation possibilities, etc. Note that this is an area that could be part of a larger municipal function, beyond just the Parks and Recreation Division.

By implementing the actions described above, the department can further improve its service delivery. This will lead to a more responsive organization that not only operates smoothly internally but also fulfills its mission of providing high-quality recreation opportunities, facilities and well-maintained parks that enhance residents' quality of life. Modifications to be made should be based upon a review of the 'new' model and incorporation of changes where it makes sense. Specific modifications would relate to the Manager scope; establishing a Compliance Officer position (for training, health and safety development (SOPs) and preventative maintenance); a split of facility and recreation programming at the Supervisor level; and the establishment of a Customer Experience/Recreation software lead position.

RECOMMENDATIONS

SD 1. Introduce maintenance management software for scheduling park and trail work, and coordinate it with recreation event schedules.

SD 2. Regularly review the workloads of staff since the 2022-2026 restructuring to ensure balance and efficiency.

SD 3. Continue to monitor market rates for wages, adapting to remain competitive, and offering other incentives (e.g., flexible hours/ arrangements, full-time positions, etc.) to attract and retain candidates.

SD 4. Consider reducing the size of parks operations' geographic zones and increasing staff to cover new zones (e.g., aligning operations teams with the four rural areas used in the parks assessment, plus urban teams for Fenelon Falls, Bobcaygeon, and Lindsay).

SD 5. Use the parkland maintenance/ staff hour ratios and outlined in Table 7-2 and Appendix G, and use it to gauge the operating cost implications of new park development or acquisition in future.

SD 6. Work closely with volunteer groups providing horticulture care, and provide assistance as needed to support their ongoing service. If needed, mobilize existing municipal horticulture staff beyond Lindsay, and/or add horticulture positions to be focused in other areas (e.g., split time between Omemee, Bobcaygeon and Fenelon Falls).

SD 7. Hire mature, experienced staff for Centennial Trailer Park, and if using full-time staff, adjust schedules so that seasonal roles do not overlap, leaving Park understaffed.

SD 8. Explore centralizing procurement for facility and parks supplies to achieve efficiencies.

SD 9. Improve role clarity and communication internally and externally (i.e., circulate new job descriptions and organizational chart to all staff, update website and contact information etc.).

SD 10. Establish ongoing consultation to gauge satisfaction and emerging needs in parks and recreation.

SD 11. Consider creating a Community Engagement/Outreach/ Partnerships Coordinator position within the division to be responsible for soliciting regular community consultation, and liaising with sports clubs, volunteer groups, and park users, ensuring their needs are heard and integrated into service delivery. This position can be part time to start, and eventually grow to full time.

SD 12. Invest in professional development to ensure staff at all levels can operate effectively within the organizational model (e.g., training for supervisors in leadership and project management; customer service and cross-functional training for frontline staff).

SD 13. Use metrics such as facility use rates, program participation, park condition scores, and response times to maintenance requests to identify where additional training and/or staffing may be needed.

7.2 Review of Parks and Recreation Policies and Procedures

7.2.1 Review of Current Policies

The Kawartha Lakes Parks and Recreation Division adheres to several policies and guidelines to ensure the effective management and safety of its facilities and programs. These policies are designed to promote safety, responsibility, and enjoyment for all participants and staff involved in the providing the municipality's programs and facilities. The policies that most directly pertain to parks and recreation facilities and programs are listed below.

1. **Alcohol Management on Municipal Premises Policy (CP2019-006):** This policy governs the consumption and possession of alcohol on municipal properties, ensuring compliance with provincial regulations and promoting responsible use.

2. **Code of Conduct - Employees (CP2016-018):** Establishes standards of behavior and ethical conduct expected from employees within the Parks and Recreation Division.

3. **Occupational Health and Safety Policy (CP2016-010):** Outlines the commitment to maintaining a safe and healthy work environment for all staff and patrons.

4. **Refunds, Cancellations, and Service Interruptions Policy:** Details the procedures for program cancellations, refund eligibility, and handling service interruptions. For example, refunds for programs canceled due to insufficient registration are issued in full, while other refund requests may incur an administration fee.

5. **Centennial Trailer Park Code of Conduct Rules and Regulations:** Specifies guidelines for behavior, noise curfews, alcohol consumption, and other regulations to ensure a safe and enjoyable environment within the trailer park.

6. **Strategic Asset Management Policy (CP2019-389):** The City of Kawartha Lakes is committed to both responsible fiscal resource management efficient infrastructure and asset management. Expanding on this commitment, this policy provides for the City's compliance with Section 3 of Ontario Regulation 588/17 (Asset Management for Municipal Infrastructure) under the Infrastructure for Jobs and Prosperity Act. As a result, this policy embeds asset management planning into the corporate planning framework in a manner aligned with the Corporate Strategic Plan.

7. **Community Partnerships and Development Fund Program Policy (CP2021-009):** The Community Grants Program consists of four separate elements – Beautification Fund, Culture Fund, Special Events Fund, and the Municipal Tax Rebate Fund. The program is administered by the Community Services Department in conjunction with Council. This policy addresses the process for the request and distribution of operating and/or minor capital funds to be used in partnership with local community organizations to provide financial support for such organizations that provide a valuable resource and service to the municipality and its residents.

8. **50/50 Community Project Capital Funding Initiative (CP2021-010):** The 50/50 Community Project Capital Funding Initiative policy addresses the process for the request and distribution of capital funds to be used

in partnership with local community organizations to provide for the betterment of the City's facilities and parks.

9. **Public Art Policy (CP2021-035):** The Corporation of the City of Kawartha Lakes (the City) recognizes that Public Art is a valuable cultural asset that improves the aesthetic of streetscapes and public space and expresses our cultural identity and heritage. This policy establishes the framework and procedures for the procurement of Public Art that is City owned and installed on City owned public space, and expressed intent of the City to work with the broader public, development and business community to encourage public art. The goals of this policy are:

   a) To facilitate the municipal acquisition of Public Art with artistic merit and establish a standardized and transparent process for the selection, acquisition, maintenance and de-accessioning of Public Art;

   b) To provide Public Art guidelines that will guide involvement in creative place-making processes in order to encourage civic pride and celebrate the unique cultural identity of the City's diverse communities;

   c) To increase understanding and enjoyment of Public Art and awareness and appreciation of diverse artistic environment;

   d) To encourage contributions by business and private investors that will contribute to Public Art in our communities;

   e) To enable artists to contribute to the design and development of the public domain through collaborations with planners, architects, landscape architects and urban designers in City capital works projects; and

   f) To nurture the City as a creative environment in which opportunities for artists and their role in the community can flourish and expand.

10. **Council, Committee, Board and Task Force Policy (CP2021-031):** The City appoints citizens from the municipality to Council Committees, Boards and Task Forces to review and recommend actions to Council to advance various issues relating to the municipality. It is recognized that Committees, Boards and Task Forces are vital to informing and supporting City Council in accomplishing the City's strategic goals and priorities. It is further recognized that appointed volunteer members of these Committees, Boards and Task Forces bring valuable community knowledge, experience and information, and are committed community stakeholders and ambassadors. This policy establishes the process for appointments, defines the volunteer appointee's roles and responsibilities, and establishes how they conduct business for the betterment of the municipality. This policy applies to all Council Committees, Boards and Task Forces created and approved by Council and their working groups.

11. **Street, Municipal Facility and Park Naming Policy (CP2022-001):** This policy provides for a consistent process for the City of Kawartha Lakes to recognize heritage, events of significance, people, Indigenous names, geographic features and overall community identity through the naming of streets, parks and municipal facilities. This policy applies to all streets, parks and municipal facilities within the geographical area of the City of Kawartha Lakes.

We have reviewed these policies and determined that overall, they are comprehensive and up-to-date. Section 6.0 on Parks contains recommendations for improvements and additions to parks-related policies.

While not strictly a "policy", the department is also responsible for the Municipal Event Application (MEA). The MEA outlines the procedures and requirements for organizing events on municipal property, including necessary approvals, accessibility considerations, and emergency planning. Event organizers are advised to submit applications well in advance, which allows various departments to coordinate services if needed, and allows organizers enough time to ensure compliance with all municipal regulations.

7.2.2 Potential Additional Policies

Comparing Kawartha Lakes Parks and Recreation policies to those maintained by other municipalities in Ontario has revealed some additional areas where policies could be developed to enhance awareness, accessibility, inclusivity and sustainability, and revenue generation (Examples of municipalities that have implemented such policies are provided in Appendix I). These policy areas, and the rationale supporting each, are summarized in Table 7-3. It should be noted that these policy areas would affect not only the municipal provision of parks and recreation services, but also potentially other areas of municipal service provision.



Table 7-3: Additional Policies for Consideration

Policy Type	Rationale
1) Community Engagement Policy	This policy would create a framework for actively involving community members in planning and decision-making processes related to parks and recreation services, fostering a sense of ownership and responsiveness to public needs.
2) Digital Accessibility Policy	This blanket policy would ensure that all online resources, including program registrations and information portals, are accessible to individuals with disabilities, aligning with the Accessibility for Ontarians with Disabilities Act (AODA) standards.
3) Volunteer Recruitment and Management Policy	This policy would establish clear guidelines for the recruitment, training, and recognition of volunteers to ensure a positive and productive experience for both volunteers and the community overall. (While several facilities have thjeir own Volunteer Management Boards, an over-arching policy would ensure consistency.)
4) Environmental Sustainability Policy	This policy would focus on minimizing environmental impact through sustainable practices, such as waste reduction, energy efficiency, and conservation initiatives within parks and recreational facilities. As well, it would apply to all other areas of municipal operations.

Implementing these policies could further promote sustainability, inclusivity, and community involvement within the Kawartha Lakes Parks and Recreation Department. Also the need for insurance for all bookings should be considered (currently the only mandatory requirement is $2M for events with alcohol) in an increasingly litigious environment.

RECOMMENDATIONS

SD 14. Develop a Community Engagement Policy

SD 15. Develop a Digital Accessibility Policy

SD 16. Develop a Volunteer Recruitment and Management Policy

SD 17. Develop a Environmental Sustainability Policy

SD 18. Update the Naming Rights and Sponsorship Policy to specifically enable naming rights for facilities, as well as sponsorships.

7.3 Service Planning and Evaluation

The motivation for formal planning, monitoring and evaluation processes is to direct investment in parks and recreation services based on 'needs' vs. 'wants' and to ensure investment in needs is judicious and generates intended returns. Further, there is a requirement to both anticipate future needs and manage existing assets. The following section summarizes the key components of information collection and use in needs-based services planning to:

- verify community service needs
- monitor and evaluate the success of the service response
- incorporate results in subsequent planning activities

Each component of the above tasks is outlined in Table 7-4. [1]

1 Although the table deals with both facilities and programs/services under the same headings, it is noted that facility (infrastructure) planning is typically a longer-term endeavor than program planning, which is annual or even seasonal. It also includes tasks that may already be conducted by the Township to show where they fit in relation to other activities.

Table 7-4: Services Planning Information Requirements and Application

Verify Community Service Needs		
	Facilities	**Programs/Services**
Maintain a Single, Comprehensive Inventory	Document and regularly update an inventory of all facilities and relevant information by type. Ideally, all facilities now or potentially available for community use in the municipality should be included in a single, integrated data base.	Document and regularly update an inventory of all programs and relevant information by type. Ideally, all programs/services available either directly or indirectly through collaborations with the municipality should be included.
Document Data on Use Related to Capacity	Track actual hours of facility use in relation to capacity within total prime and non-prime time hours, where applicable.[1] Institute periodic, rotating checks on unscheduled facilities to document use at different times and/or apply available technologies for this purpose.	Track program/service fill rates in instances with a capacity limit or simple counts of participants/ users/attendees when no limit on capacity.
Develop Indicators of Unmet Demand	Document information on unmet demand for facilities, programs and services from organized users, community interests via Jump In Kawartha Lakes, resident inquiries/requests to the municipality, and through formal market research (e.g., periodic random surveys, focus groups).	
Monitor and evaluate to determine success of response		
Measure Service Performance Against Targets	Using tools noted above to gather feedback, evaluate success of individual facilities and programs/services on an ongoing basis with organized and casual users, program participants and instructors, in relation to pre-determined performance targets.	
Incorporate results in subsequent planning activities		
Adjust Service Plans According to Evaluation Findings	As a cyclical activity covering both short- and long-term service provision, the findings on evaluation can be used to maintain alignment between the supply /delivery of services and community needs.	

1 Actual use is the same as scheduled use if all scheduled use occurs.

Parks and Recreation Ontario's Manual entitled "Measuring Customer Value and Satisfaction for Parks and Recreation" is a practical guide to supporting service evaluation work. As noted in the Manual, it is "intended to enable providers of parks and recreation to easily and consistently assess customer value and related issues. [It] includes a common set of core questions and an enhanced set of questions that can be used by providers to evaluate the effectiveness of their programs and services, as well as advice on approaches to administering surveys" (p.1).

Definitions and applications of prime time are key to determining the point at the municipality should consider additions to facility supply, especially where cost is a major factor. In terms of use, prime time can comprise a very small proportion of total time available and the need to balance the cost of provision - if capacity use of limited prime time is considered the 'tipping point' - needs to be considered against adding more to unused facility time.

Recreation management software enables information collection on service use and trends in performance to inform the planning and evaluation process. The municipality has software it uses for recreation services management functions. In expanding its planning and evaluation capacity, staff can develop a comprehensive menu of information requirements - based on needed indicators in all service areas.

7.3.1 Incorporating Data in Service Planning

The results of this work will reveal patterns of use/participation over time, available facility/program capacity that is not being used, and measures of outstanding demand. The municipality can then determine if:

- Response to unmet demand will mean adding more facilities/programs to supply or improving the performance of existing services
- Response to underused services will mean offering fewer times or locations for the same program, rescheduling to more convenient times, or discontinuing the service; consolidating, relocating or removing facilities from supply

7.3.2 Annual and Long-term Planning to Updating the Master Plan

The results of monitoring and evaluation will also inform annual planning and budgeting. It will contribute to setting annual objectives in the budget cycle, and tracking their progress.

Monitoring and evaluating can also be used to project into the future and

assist in anticipating longer-term facility requirements by verifying changing levels of participation and use. The outcomes of decisions based on these activities can be used to keep the Plan current through regular updates in relation to a changing context.

A comprehensive review and update of the Plan should occur in five years. The review will be facilitated by the annual work noted above in tracking the progress on implementing recommendations and documenting contextual changes that have impacted/influenced this work. Ideally, this will provide a current information base on which to proceed directly to the update.

7.3.3 Engaging Other Service Providers

The importance of collaborations and partnerships should be supported by regular, joint services planning by all key providers in the community with a view to integrating the efforts of all in developing facilities, programs and services. The municipality can take a leadership role in facilitating joint planning activities. This will help ensure a comprehensive, whole community approach to service planning and provision, especially as Kawartha Lakes grows and services expand. A process that works for the municipality and relevant other parties in terms of the number and scheduling of planning sessions, their structure, etc. should be developed and implemented in the short-term and grow over time, as needed.

RECOMMENDATIONS

SD 19. Further develop and implement service planning, monitoring and evaluation capacity to align service provision with verified community needs.

SD 20. Use the results of monitoring and evaluation to detail year by year steps to implementing initiatives within each term of the Plan, by setting annual objectives in the budget cycle, and tracking their progress.

SD 21. Conduct a five-year review and update of the Plan.

SD 22. Engage all relevant parties to collaborations and partnerships in regular joint service planning sessions to create a coordinated, whole community approach to provision.

7.4 Marketing and Promotion

7.4.1 Framework for Assessing Marketing Practices

The approach taken here to assessing the marketing and promotion aspect of Kawartha Lakes' parks and recreation services is to first develop a framework that identifies the elements of a successful marketing strategy for parks and recreation services, and then assess the performance of Kawartha Lakes on the basis of that framework. The Framework is outlined in detail in Appendix K. It describes 10 marketing best practices for parks and recreation services:

- Develop a Strategic Marketing Plan
- Know Your Audience
- Embrace Digital and Social Media
- Community Engagement and Co-Promotion
- Equity, Diversity and Inclusion (EDI) in Messaging
- Youth and Family Engagement
- Program Guides and Seasonal Calendars
- Collect and Use Feedback
- Promote Subsidies and Access Programs
- Monitor and Measure Success

7.4.2 Assessment of Marketing Considerations for Parks and Recreation Services in Kawartha Lakes

Using the framework developed above, a number of considerations for the marketing of parks and recreation facilities and services for Kawartha Lakes are offered below. The overall context in which these marketing considerations are developed is a recognition that Kawartha Lakes is a large, predominantly rural municipality with over 250 lakes and rivers, a mix of small towns, villages, and agricultural communities, and a strong seasonal resident and tourism sector. The municipality is also characterized by:

- An aging population (average age above provincial average)
- A growing number of newcomers and seasonal residents
- High community pride in local heritage, trails, and outdoor spaces
- Ongoing development of the Parks and Recreation Strategic Plan 2040
- A need to promote equity of access across urban and rural areas

Key considerations for marketing of recreation services

The municipality should develop a strategic marketing plan that encompasses the following best practices and key considerations:

1. **Enhance collaboration internally:** There are both corporate-wide and Parks and Recreation Division communications functions. The consultation process identified that

there are opportunities to better collaborate between these two. While parks and recreation should retain its own channel in this regard (as it is closely aligned with the needs and expectations of parks and recreation consumers across the spread of the municipality and can better respond to their specific communications needs), the corporate function has a broader platform to get the word out regarding new programs and services to all residents. Communications initiatives across these two delivery channels should be coordinated and harmonized. Note that depending on the actions contained within such a marketing effort may involve additional staff time and resources - and possibly additional cost.

2. **Understand and Segment Audiences:** A key element in the marketing campaign will be to structure the audience into meaningful segments and identify the core messages aligned with each. For example:

Segment	Sample Messaging and Programs
Seniors	"Stay Active, Stay Connected – programs for 55+"
Families with Kids	"Free splash pads and family swim nights"
Seasonal Residents	"Make the most of your cottage time – top 5 parks to explore or 'can't miss' events" A summer-long campaign with: Weekly spotlight on a different park or trailw User-submitted photos (with prizes) Featured free or low-cost programs Printable or digital scavenger hunt sheet
Rural Residents	"Your park might be just down the country road"

A key analytical element would be to use postal code-based registration data to determine usage patterns by geography.

3. **Actively Utilize Digital and Social Media Presence:** Having a digital and social media presence is an absolute must for community engagement. Critical initiatives include:

- Focus on Facebook and Instagram, which have high local engagement.
- Post short-form videos of seasonal activities (e.g., kayaking, ice skating trails, community clean-up days).
- Try Instagram Reels or TikToks for showcasing trails, behind-the-scenes staff features, or "park of the month" videos.
- Consider targeted Meta ads for underused rural facilities or upcoming seasonal programs.
- Use hashtags like #ExploreKawartha, #KLRecreation, #ThisIsMyKL in digital promotion.

4. **Strengthen Community Partnerships:** Partnerships with local and regional organizations can not only act effectively to 'spread the word' to a larger audience, but also can lead to exciting new programs and services being developed. Points to consider include:

- Collaborate with:
  - School boards and individual schools for after-school programs and promotion
  - Local service clubs (e.g., Lions, Rotary) for co-hosted events
  - Tourism and Economic Development on event promotion

    - Libraries for co-promoted literacy + recreation programs

- Partner with First Nations and Indigenous organizations on inclusive program design and land acknowledgment signage.

- Partnerships with developers and development initiatives (such as the Wilson Estates or Tribute developments in Lindsay) could result in additional parks and recreation facilities.

5. **Focus on Inclusion and Accessibility:** Also very important will be to ensure that accessibility and inclusion are seen to be key values underlying the provision of parks and recreation activities, and that the actual provision follows through on this promise. Initiatives would include:

- Promote accessibility features: paved trails, adaptive equipment, sensory-friendly programming.

- Translate promotional materials into common languages for newcomers.

- Advertise subsidy programs like "Recreation Fee Assistance" prominently. (e.g., partnership programs such as 'Jumpstart')

- A key message is that recreation is "for all residents – full-time or seasonal, young or old, new or rooted."

6. **Emphasize Fun for Youth and Families:** Clearly this represents a key target market. Suggestions for initiatives include:

- Launch a Parks Passport Challenge: kids get stickers or badges for visiting 10+ parks.

- Host pop-up rec events in rural hamlets with inflatables, games, or arts.

- Use student ambassadors at local high schools to promote programs on social media.

7. **Optimize Print and Digital Program Guides: Suggestions include:**

- Include QR codes on posters/signs to quickly access schedules or register.

- Distribute guides at:

    - Grocery stores and LCBO

    - Pharmacies

    - Libraries

    - Farmers markets

8. **Collect and Act on Feedback:** Any marketing campaign needs to solicit feedback from existing and potential customers and users, and 'evolve' the campaign over time. Effective mechanisms for soliciting feedback that should be considered include:

- Use of QR code kiosks at recreation centres for instant feedback.

- Send follow-up emails after registered programs with short surveys.

- Host a yearly Recreation Town Hall (virtual or in-person) to get community input on what is working/ not working.

- Google Analytics to see which pages/ programs are most visited.

- Social media insights to refine messaging.

- Registration and usage data by program and location.

As well, the Department should track progress and regularly report key insights to Council and the community to show value and build support. Key data should also be posted on the municipal website to demonstrate progress to the community.

RECOMMENDATION

SD 23. Create a Strategic Marketing Plan including the best practices and key considerations provided herein.



8.0 Resources and Asset Management

8.1 Current Deficit in Parks and Recreation Budget

To gauge the implication of this shortfall on the current budget, the calculation can be made based upon the budget data for the current and previous fiscal year (for the Parks and Recreation Division within the Community Service Department) (Table 8.1).

Table 8-1: Calculation of Percent of Operating Budget Allocated to Staffing

	2024 Budget	2025 Budget
Full-Time (FT) Staff	53	55
FT Hours (@ 2,080 hours per year)	110,240	114,400
Additional Hours (Contract)	79,462	82,582
Student Hours	26,280	26,280
Total Hours	215,982	223,262
FTE Equivalent (Rounded)	104	107
Salaries and Wages Budget	$6,509,767	$7,213,817
Equals Average FTE Salary	$62,594	$67,419
Total Parks and Recreation Division Budget (Expenses)	$12,636,539	$13,372,332
Percentage of Operating Budget Allocated to Staffing	51.5%	53.9%

Source: 2025 Mayor's Budget: Parks and Recreation Division

The budget data shows that the number of full-time (FT) staff in 2024 and 2025 was (or is expected to be in the case of 2025), 53 and 55 respectively. Assuming a workload of 2,080 hours per year per FT staff person (i.e., 40 hours a week for 52 weeks) implies 110,240 FT staff hours in 2024 and 114,400 in 2025. To this is added the number of additional hours (part-time and contract) and student hours paid in 2024 and anticipated in 2025, to yield a total number of hours paid for by the community services department (which includes salaries, wages and benefits). In turn, dividing into this the number of hours spent per full-time employee equivalent (i.e., 2,080) provides an estimate of the average full-time equivalent paid by the Department. This equates to approximately $62,600 in 2024 and just under $67,400 in 2025.

Appendix B shows that according to the benchmarking analysis of parts and recreation expenditures in comparable communities, Kawartha Lakes is underfunded relative to the average of comparable communities by somewhere on the order of $1 million to $2.5 million, depending upon the measure used (see the Appendix B). Taking the lower figure as a conservative estimate of the amount of underfunding, if it is assumed that 54% of this amount (as per the staffing ratio for 2025 calculated above, rounded) would be allocated to staffing, this would imply approximately $540,000 being allocated to wages, salaries and benefits (with the other 46% being allocated to other operational costs). At the current average FTE staffing cost of approximately $67,000 as shown above (the 2025 average of salaries, wages and benefits per position), this would translate to approximately 8.1 full-time equivalents. This can be matched against the human resource requirements of the Parks and Recreation Strategic Plan to obtain some sense of 'reasonableness' of the plan.

Another way to look at this would be to pro-rate the $1 million of underfunding according to the 2025 budget allocations, which would imply additional expenditure in the areas outlines in Table 8-2.

Table 8-2: Estimated Distribution of Additional Funding to Close $1M Gap of Underfunding

Cost Area	Allocation 2025	% Breakdown of Total Expenses	Implied Allocation for $1 Million
Salaries, Wages and Benefits	$7,213,817	53.9%	$539,458
Materials, Training, Services	$2,446,400	18.3%	$182,945
Contracted Services	$1,919,970	14.4%	$143,578
Rents and Insurance	$3,000	0.0%	$224
Debt, Lease and Financial	$79,550	0.6%	$5,949
Transfer to External Clients	$249,500	1.9%	$18,658
Inter-functional Adjustments	$1,460,095	10.9%	$109,188
Total	$13,372,332	100%	$1,000,000

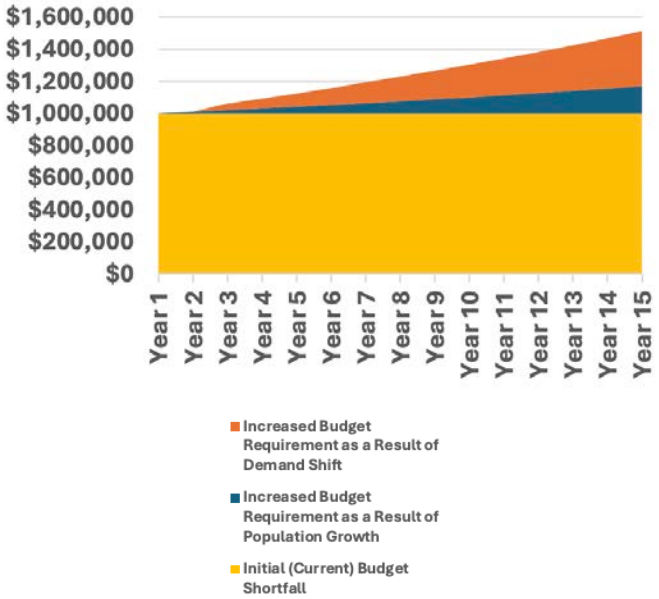
Future Growth in Parks and Recreation Funding

It should be borne in mind that this is the estimated shortfall at the present time, and that this deficit will only grow in future. A first level approach to estimating the additional budget requirement over the coming decade (which would be seen to the time-period of this plan) would be to simply grow the budget by the amount of permanent population growth anticipated for Kawartha Lakes over the coming decade (a simple projection of the growth rate seen in the last census suggests about 1% per year). A more feasible and likely accurate approach would be to recognize that, in addition to population growth alone, there are other societal and cultural factors that will contribute to the growing demand for parks and recreation services. These include an aging population, an increasing awareness and emphasis upon the importance of health and wellness, growing concern on the part of parents regarding the amount of 'screen time' spent by their children, and (still) a rebound factor from the pandemic. One estimate from Reportlinker suggests that growth in market demand for parks and recreation facilities and services is expected to grow by nearly 6% per year .

Given that this reflects demand for all services (public and private) it is reasonable to assume that only some portion of this demand growth would represent growth in demand for publicly-provided parks and recreation services. Accordingly, an estimate of 2% annual growth in demand is felt to be a reasonable ballpark growth trajectory.

Adding this to the demand anticipated as a result of population growth, yields an estimate of the growth in the projected deficit to something like $1.3 million in 10 years' time. Figure 8-1 shows the components of this deficit.

Figure 8-1: Components of Estimated Budget Shortfall



Again, this provides a rationale supporting the need for additional resources to support the implementation of this Parks and Recreation Strategy.

8.2 Pricing

8.2.1 Pricing Strategies Used by Kawartha Lakes

The municipality employs a multifaceted approach to pricing its parks and recreation services, incorporating several models to balance accessibility, cost recovery, and community benefit. The primary pricing strategies currently in use include:

1. **Tax-Supported (Subsidized) Services**

- **Public Access:** Basic services such as playgrounds, parks, trails, unscheduled sports fields, and public washrooms are provided free of charge, funded through municipal taxes.

2. **Fee-for-Service (User Pay)**

- **Program and Facility Fees:** Specific programs and facility uses, including recreation programs, swimming pools, and arenas, require users to pay fees. For instance, the Parks and Recreation Division offers various children's programs with costs varying by service

3. **Differential Pricing**

- **Discounts for Specific Groups:** The municipality provides discounted rates for seniors and people who are disabled for certain programs, typically set at up to 25% less than the base rate. However, these discounts generally do not apply to ice or facility rentals and may not be available for all programs.

4. **Financial Assistance Programs**

- **Subsidies and Payment Plans:** Subsidies up to $500 may be granted to families in greatest need through Tri-County Respite. Additionally, payment plans are available for program fees, ensuring financial constraints do not hinder participation.

5. **Permits, Licenses, and Rentals**

- **Facility Rentals:** The municipality offers various facilities, including community halls, parks, and sports fields, for rent. Rental rates are based on the nature and size of the event, and interested parties are encouraged to contact the Facility Booking Office for pricing.

6. **Partnership-Based Access**

- **Community Passes:** In collaboration with local organizations, the Kawartha Lakes Public Library provides free family passes to cultural, educational, and recreation facilities, enhancing access to various services.

8.2.2 Potential Considerations for Future Improvement

To further enhance the accessibility and sustainability of parks and recreation services, Kawartha Lakes might consider the following improvements:

- **Enhanced Differential Pricing:** Expanding discounts to include more demographics, such as youth or low-income households, and applying them to a broader range of services, including facility rentals, could promote greater inclusivity.
- **Increased Financial Assistance:** Developing more robust subsidy programs or increasing subsidy amounts can help ensure that financial barriers do not prevent residents from participating in recreation activities.
- **Dynamic Pricing Models:** Implementing pricing that varies based on demand, time of day, or season can optimize facility use and increase revenue during peak times while encouraging use during off-peak periods.[1]
- **Community Engagement in Pricing Decisions:** Regularly consulting with residents to understand their needs and financial capabilities can lead to more responsive and acceptable pricing strategies.
- **Encourage Consistency Among Volunteer Management Committees:** We heard from the interviews that different volunteer associations and boards are inconsistent in what they charge for use of facilities and services. This should be an area where consistent rationale for pricing is in place. (This could be part of a Volunteer Management Policy – see the Policy section of this report).

  The facilities discussion recommends allocating some portion of time on ball diamonds managed by the VCMs to scheduling by the municipality for organized users to increase needed access. Presumably this time would be charged at the same rate as other scheduled diamonds in equivalent classes. Whether or not a differential rate is applied during facility time allocated to the VCMs for local use, the fees charged should be consistent across all comparable facilities.

By adopting these strategies, the municipality can continue to provide equitable and sustainable parks and recreation services that meet the evolving needs of its community.

RECOMMENDATION

R 24. To increase the financial accessibility of programs and services, consider implementing differential pricing, increased financial assistance, and/or dynamic pricing.

1 An example would be the Vancouver Parks Board that used dynamic pricing for some of its services: https://parkboardmeetings.vancouver.ca/2024/20241125S/REPORT-2025FeesCharges-ParksRecreation-20241125.pdf?utm

8.3 Asset Management

The municipality has implemented several best practices in municipal asset management for parks and recreation facilities, aligning with Ontario's regulatory requirements and industry standards (see Appendix M for a summary of asset management best practices). An overview of the practices currently adopted by Kawartha Lakes and recommendations for future enhancements are as follows:

1. **Alignment with Ontario's Asset Management Planning Regulation (O. Reg. 588/17)**

Current Adoption:

- **Asset Management Plans (AMPs):** Kawartha Lakes has developed AMPs for both core and non-core assets:pub-kawarthalakes.escribemeetings.com+1Home+1
    - **Core Assets:** An AMP was prepared to meet the July 1, 2022, deadline, covering infrastructure such as roads, bridges, water, and wastewater systems.
    - **Non-Core Assets:** An interim AMP for non-core assets, including parks and recreation facilities, was adopted to comply with the July 1, 2024, deadline. pub-kawarthalakes.escribemeetings.com

RECOMMENDATION

R 25. Continue efforts to develop a comprehensive AMP encompassing all municipal assets by the July 1, 2025, deadline, ensuring full compliance with O. Reg. 588/17.

2. **Inventory and Data Collection**

Current Adoption:

- Asset Inventory: The municipality maintains an inventory of parks and recreation assets, including equipment and facilities. However, age-based condition ratings have been assigned to only a small percentage (1%) of these assets. These data could be documented as part of the comprehensive inventory noted in Section 7.3.

RECOMMENDATION

R 26. Implement comprehensive data collection methods, such as GIS mapping and mobile data collection apps, to improve the accuracy and completeness of asset inventories.

3. **Regular Adoption and Current Assessments:**

- **Condition Assessments:** Limited age-based condition assessments have been conducted, with only 1% of parks and recreation assets evaluated.

RECOMMENDATION

R 27. Conduct regular physical condition assessments using standardized rating scales to better inform maintenance and rehabilitation priorities.

4. Lifecycle Costing and Long-Term Planning

Current Adoption:

- **Lifecycle Cost Estimates:** Preliminary estimates for maintaining current levels of service have been developed, with an average annual lifecycle cost of approximately $4.93 million for parks and recreation services. See the Kawartha Lakes Asset Management Plan: https://www.kawarthalakes.ca/en/news/resources/Kawartha-Lakes-Asset-Management-Plan-Non-core-Assets_final.pdf?utm

RECOMMENDATION

R 28. Utilize asset management software to develop detailed financial models, including 10-20 year capital forecasts, to support sustainable long-term planning.

5. Define Levels of Service (LOS)

Current Adoption:

- **LOS Statements:** The municipality has articulated level of service statements for parks and recreation services, focusing on maintaining pleasant experiences for staff and visitors.

RECOMMENDATION

R 29. Engage the community to define and refine LOS metrics, ensuring they align with public expectations and needs.

6. Preventative Maintenance Programs

Current Adoption:

- **Maintenance Planning:** While lifecycle costs are estimated, specific details on preventative maintenance programs are not extensively documented.

RECOMMENDATION

R 30. Develop and implement structured preventative maintenance schedules to extend asset lifespans and reduce emergency repairs, and document these in the staff operational Parks Manual.

7. Climate Change and Sustainability Considerations

Current Adoption:

- **Strategic Planning:** The municipality is developing a Parks and Recreation Strategic Plan to guide asset management through 2040, which may incorporate sustainability considerations.

RECOMMENDATION

R 31. Explicitly integrate climate change risk assessments and sustainable practices into asset management planning to enhance resilience.

8. Performance Monitoring and Continuous Improvement

Current Adoption:

- **Performance Metrics:** Some performance measures, such as the number of complaints about facilities, are tracked, though data may be limited.

RECOMMENDATION

R 32. Establish a broader set of key performance indicators (KPIs) to monitor asset performance and inform continuous improvement efforts.

9. Integration Across Departments

Current Adoption:

- **Strategic Alignment:** The Parks and Recreation Strategic Plan aims to align with other municipal strategies, such as the 2024-2027 Strategic Plan.

RECOMMENDATION

R 33. Enhance coordination between departments (e.g., planning, finance, public works) to ensure cohesive asset management planning and implementation.

By building upon current practices and adopting these recommendations, the municipality can further enhance the management and sustainability of its parks and recreation facilities, ensuring they meet community needs now and in the future.

The Use of Predictive Asset Management

A tool that will be increasingly used in future for municipal asset management (for a full range of assets, not just parks and recreation facilities) will be predictive asset management (PAM). This is a method that leverages artificial intelligence to anticipate equipment failures, optimize maintenance schedules, and reduce operational downtime. The creation and utilization of such a tool typically involves a number of steps:

Data Collection

- Sources of data: IoT sensors, machine logs, maintenance records, ERP systems, weather data, etc.
- Types of data typically collected: Vibration, temperature, pressure, load, energy usage, past failures, etc.

Data Processing & Integration

- AI systems clean, normalize, and integrate data across disparate sources.
- Time-series data is crucial for tracking equipment performance over time.

Predictive Modeling

- Using Machine Learning (ML) and Deep Learning (DL) which are part of the proprietary software from the supplier, models are trained to detect

patterns and anomalies.

- Common techniques: regression models, neural networks, decision trees, and anomaly detection.

Failure Prediction

- The system predicts which components are likely to fail and when (Remaining Useful Life or RUL).
- Alerts and recommendations are generated before failure occurs.

Prescriptive Insights

- Depending upon the particular software used, PAM recommends what action to take (e.g., replace a specific component in 5 months) and when to schedule it to minimize disruption.

Continuous Learning

- Models improve over time as more data is gathered and outcomes are fed back into the system.

There are several technologies that can be employed including:

- IBM Maximo Application Suite
- SAP Predictive Asset Insights (PAI)
- Siemens MindSphere
- Uptake Fusion Platform
- GE Digital – Asset Performance Management (APM)
- Azure IoT with AI (by Microsoft)
- PTC ThingWorx

RECOMMENDATION

R 34. Explore using Predictive Asset Management tools



9.0 Implementation

9.1 Implementation Considerations

The proposed roll-out of recommendations is based on the information available at the time of Plan development and includes the following considerations.

Operations vs. Capital Projects

Of the 183 recommendations, 143 are operational/strategic in nature. This means the implementation of these recommendations would be undertaken by existing or additional staff as part of their day-to-day activities. The remaining 22 capital recommendations and 18 recommendations to undertake supplementary studies/designs require discrete budget allocations for execution. This includes both improvements/repairs to existing parks and facilities, as well as the design and construction of new parks, facilities and amenities.

Note, multiple recommendations can be addressed under the same study. In many cases there will be capital costs resulting from the studies, but we cannot know what they will be so they are shown as to be determined (TBD) pending the results of the design/study. The capital cost estimates for parks provided here include the construction and materials costs as well as design fees, initial project start-up permits, insurance, protection fencing, construction signage, contingency and cash allowance.

Dependences and Efficiencies

While recommendations are described as individual initiatives, many are interrelated and need to be considered in the larger context of achieving efficiencies in implementation. Some recommendations must be initiated and completed before other recommendations can begin, while others may benefit from being undertaken simultaneously in terms of process efficiency and providing a more fulsome approach to physical improvements. This is reflected in the implementation strategy by indicating if a recommendation should occur in the short, medium, mid-late, or late term.

Budget Considerations

The implementation sequence attempts to evenly distribute the costs of recommendations over the Plan's 15-year time frame. This includes costs associated with operations, additional staffing, planning/design, and implementation. The total cost allowance of all recommendations over the 15 years is $22,892,812, with the majority of spending to occur in the mid to late term. A summary of total costs for each term, and for each service area is shown on page 260.

It should also be noted that costs for some recommendations are not available and are yet to be determined. These have been noted in the forecast and would be in addition to the numbers provided in the strategy. For example, where a park design is needed, we have provided a price for that process, but not for the

capital costs for the resulting design of that process. Another factor to consider are cost premiums/fluctuations due to the current rate of inflation. We have applied an inflation factor to medium- and late-term costing to try and account for anticipated inflationary increases.

Staff Resources

The need for staff resources to do the work requires both a distribution of tasks over time and, in some cases, hiring additional staff to take responsibility for implementation. Additional recommended staff include two Community Development Coordinators (one in short term to focus on event support and development, and one in the medium to late term to support seniors programming), a Community Engagement/Outreach/Partnerships Coordinator, and parks operations staff (amount to be determined as development occurs). The Community Engagement/Outreach/Partnerships Coordinator will focus on agreements and volunteer arrangements to support the ongoing success of collaborative service provision.

Flexibility

The proposed schedule reflects a reasonable roll-out, assuming no major obstacles to activation. However, it is expected that some projects may need to be delayed due to unforeseen circumstances. There may also be opportunities to "fast-track" other initiatives.

Some recommendations are ongoing (to be carried through each year to the end of the Plan's term as relevant), but the implementation plan shows the time they are to be initiated. Their applicability throughout the entire period, however, will depend on evolving needs in relation to service development. For example, program expansion for specific interests may be sufficient to meet demand in considerably less than 15 years (subject to potential changes based on continuation of monitoring and verification needs). The point at which this will happen, however, is unknown and thus not identified as an "end-date" in implementation.

The recommendations shown as time-limited endeavors may also extend beyond the years shown. It may take longer to complete the identified activities and/or the completion of a recommendation may result in a new system component or procedure. Recommendations to establish formal agreements or contracts, for example, are shown as time-limited for negotiating arrangements that will create new, ongoing relationships between the municipality and other providers (e.g., volunteers, agencies, businesses, etc.)

9.2 Implementation Plan

The following tables outline the anticipated costs and timeframe for implementing each of the Strategy's recommendations. These tables (provided to staff in Excel format) can be used to track ongoing progress of the plan.

Table Legend:

- Operations
- Strategic approach
- Study or Design
- Capital

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Programs & Events						
Variety of Programs						
PE1	Expand capacity for high-demand programs such as aquatics, day camps, fitness classes, and pickleball, baseball and soccer, through facility expansion and staffing (see Facilities and Service Delivery recommendations).					
PE2	Work with the Cultural Centre to support arts and culture programming and events in parks.					
PE3	Where feasible, move existing programming (e.g., bootcamp, yoga, simple crafting, literacy, parent-and-tot programs) to parks to increase outdoor recreation opportunities					
PE4	Introduce a mobile activity centre, and seek partners to assist with equipment, volunteering, etc.	see PE 9				
PE5	Introduce water, park and trail-based programming to engage residents in outdoor recreation through programs like paddling clinics, outdoor survival skills courses, trail running, etc.					
PE6	Monitor demand for a more diverse range of programs, activities, and events as Kawartha Lakes' population grows, and conduct programs needs assessments on a 5 year cycle (including community consultations) to confirm interest before pursuing new offerings		see SD20		see SD20	

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Variety of Events						
PE7	Continue to support community groups to organize events by providing support, resources, and promotional assistance, while encouraging them to diversify events to reflect the changing needs and preferences of the community.	see PE 9				
PE8[1]	Explore opportunities to provide large-scale sports tourism events in collaboration with the Economic Development Division to enhance the local economy, strengthen the municipality's tourism brand, and create unique experiences that benefit both residents and visitors.		see PE 9	see PE 9	see PE 9	
PE9[2]	Add a Community Development Coordinator position to focus on event development (both community and City-led), MEAs, and the Mobile Activity Centre.	$221,130	$221,130	$294,840	$368,550	**$1,105,650**
Age-based Programming Gaps						
PE10	Monitor demand for dry-land programs for toddlers and children on an annual basis through community outreach to assess whether additional programming is needed. Regular feedback should also be collected at the conclusion of municipally-run programs to identify emerging needs.					

1 Timing dependent on facility improvements/development.
2 Based on an estimated salary of $73,710 per year.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
PE11	Explore opportunities to expand day camp programming by introducing sessions at the Fenelon Falls Community Centre, using a phased approach based on demand, to improve geographic accessibility and accommodate anticipated population growth.					
PE12	Build on existing drop-in programs by introducing additional drop-in sports programs for both youth and adults, while exploring opportunities to facilitate these programs through the use of an app such as Pickup Hub.					
PE13	Consider opportunities to offer or encourage additional walking groups to form in Kawartha Lakes, with the long-term goal of having programs led by volunteers.					
PE14[1]	Collaborate with volunteer groups offering seniors' programs to identify ways the municipality can support their sustainability. If groups are unable to provide services, and the municipality must begin providing seniors' programs directly, a seniors-focused Community Development Coordinator will be required.	TBD	TBD	TBD	TBD	

1 To be determined if a seniors CDC will be required.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
PE15	Consider developing targeted communications/ marketing to seniors to increase awareness of parks and recreation services.					
Geographic Programming Gaps						
PE16	Explore solutions for providing programming that is accessible to rural and remote areas through the expansion of programming at Fenelon Falls Community Centre and Forbert Memorial Pool.					
Accessible Programming						
PE17	Collaborate with local agencies that specialize in inclusive recreation to identify opportunities for improving program accessibility.					
PE18	Develop additional recreation programs that target accessibility barriers, while exploring new opportunities to use supportive technology to enhance access to both organized and self-guided recreation activities.					
Affordable Programming						
PE19	Consider working with the Kawartha Lakes Public Library to expand the variety of equipment that is lent out through the "Library of Things", and to develop programming that promotes these offerings.					

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Programming for Girls/Women in Sports						
PE20	Continue to engage local recreation groups that focus on girls' and/or women's sports to better understand community needs and support program planning and development.					
PE21	Integrate gender-inclusive training for Parks and Recreation staff.					
Total Cost Programs		**$221,130**	**$221,130**	**$294,840**	**$368,550**	**$1105,650**

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Facilities						
Indoor Facilities - Ice Pads						
F1[1]	Optimize use of all ice pads by increasing weekend prime time scheduling between 8am and 11pm on Saturday and Sunday.					
F2	Prepare a detailed Recreation Facility Master Plan and, as part of this study, confirm the number of ice pads needed to serve population growth.	$258,000				
F3[2]	For additional ice pads recommended in the Recreation Facility Master Plan and beyond, consider their provision as part of twin pad facilities to also replace aging single pads in locations that will cover existing markets and serve population growth in each of the following areas: South Lindsay; Fenelon Falls/ Bobcaygeon; Emily/ Omemee/Manvers; and Woodville/Little Britain/ Oakwood.					
F4[3]	As part of the recommended Recreation Facility Master Plan, assess Ops as a priority location for a new twin pad facility in South Lindsay.					
F5[4]	Treat potential twin pad arenas as the core of future indoor recreation hubs that may also be appropriate locations for other needed facilities (e.g., gyms, multi-purpose space, etc.).	part of F4		part of F3	part of F3	

1 Practice to be initiated in short-term; ongoing thereafter.
2 Staff will use the results of F4 and F5 to determine the need for and timing of feasibility studies for twin pad facilities in indoor recreation hubs to serve other areas identified in F3, after Ops facility is fully operational. Potentially $300,000 for up to three studies; assumes at least one will not be required until after 2040.
3 Cost for detailed study to prepare for design and construction of twin pad arena and potentially co-located facilities as noted in F5.
4 Cost for recreation facilities included in corporate budget for all municipal buildings.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F6	Use detailed building condition assessments being prepared for the arenas over the next five years to inform the priority of proposed arena replacements as part of twin pad facilities.					
F7	Monitor and apply trends in participation/ use of all ice pads to ensure projected facility requirements reflect demand over time to confirm when new facilities should be designed and developed, and how they should be configured.					
Indoor Facilities - Gymnasiums						
F8	Secure use of the Fleming College Fieldhouse through an agreement or other alternative arrangement with the College, as deemed appropriate.					
F9[1]	As part of future arena-recreation hub development, consider including municipal gyms to serve the north and south ends of Kawartha Lakes (pending access to Fleming College Fieldhouse in Lindsay).		see F5 re: potential hubs	see F5 re: potential hubs	see F5 re: potential hubs	
F10[2]	Establish agreements for greater access to School Board gyms, especially in rural areas of the municipality.					

1 Gyms to be considered as part of arena hub developments.
2 As required over time.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Indoor Facilities - Fitness Facilities, Track, Squash						
F11	As part of future indoor recreation hub development, consider including strength and conditioning rooms and fitness program studios.			see F5 re: potential hubs	see F5 re: potential hubs	
F12[1]	Prepare a facility needs assessment to confirm required upgrades and expansion to the Forbert Memorial Pool fitness facility.	$45,000				**$45,000**
F13[2]	As part of design/ costing work related to future development plans for arena-based recreation hubs, investigate options to including an indoor track.			see F5 re: potential hubs	see F5 re: potential hubs	
F14[3]	No additional squash courts will be needed during the term of the Strategic Plan.					
Indoor Facilities - Pools						
F15	Investigate increasing operating hours and coordinating program schedules between the LRC and Forbert Memorial Pools to maximize use of all available time.					
F16	As part of the recommended Recreation Facility Master Plan, prepare a facility needs/ feasibility assessment for redeveloping and expanding the Forbert Memorial pool into a 25m, 8-lane facility with a leisure component to serve long-term need for aquatic facilities.			part of cost for F2		

1 Assumes this is for the fitness component, general building, and maybe some mechanical upgrades to the pool, but not a pool expansion.
2 To be considered in the F6 feasibility studies.
3 Term is not applicable.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Indoor Facilities - Multi-purpose Rooms						
F17[1]	For all municipally owned community rooms, implement a data collection system that documents needed information for planning purposes and is comparable and consistent across all facilities.					
F18	As part of the recommended Recreation Facility Master Plan, confirm the future of municipally-owned stand alone community rooms.					
F19[2]	Engage Volunteer Management Committees in ongoing data collection and reporting activities.					
F20[3]	Use upcoming building conditions assessments to inform the cost-related implications for building systems and space planning to enhance the multi-purpose function of stand-alone facilities					
F21[4]	Prepare a prioritized program to implement capital upgrades to municipal facilities.					
F22	Where possible, maximize use of Volunteer Committee managed community rooms to satisfy demand for programming/ rentals, using all existing facilities before adding new space.					
F23[5]	As appropriate, work to facilitate community access to not-for-profit space.					

1 Practice to be initiated in short-term; ongoing thereafter.
2 Ongoing engagement.
3 To inform F21.
4 Costs will depend on results of conditions assessments and location-specific requirements, options to enhancing the spaces.
5 To inform F21; short-medium term to negotiate access; ongoing thereafter.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Outdoor Facilities - Ball Diamond						
F24[1]	Adopt a collective 'group' approach (using the eight groups described herein) to the function of ball diamonds to better serve communities throughout Kawartha Lakes and optimize municipal investment in facility provision.					
F25[1]	Incorporate Friday evenings into prime time diamond scheduling.					
F26[1]	Formalize definition of prime time to 6pm to 9pm and 6pm to 11pm Monday through Friday on unlit and lit diamonds, respectively.					
F27[1]	Revise rates to charge an hourly fee for each hour scheduled.					
F28[2]	Working with Volunteer Management Committees, integrate 'bookable' municipal diamonds into the scheduling, and use tracking system and allocate agreed-upon prime times for organized use.					
F29[3]	Complete required capital upgrades on volunteer managed diamonds to be used for expanded organized use.		$700,000	$700,000		**$1,400,000**
F30[4]	Increase weekend use of diamonds to the extent possible.					
F31[4]	Work with organized users to investigate options to better distribute diamond use throughout June, July and August.					

1 Practice to be initiated in short-term; ongoing thereafter.
2 Short-term to negotiate with existing VMCs; mid-term to initiate new ones.
3 Based on a range of $300k - $1.1M. Actual costs will be based on required upgrades.
4 Short-term to initiate; ongoing thereafter.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F32[1]	With prime time definitions, additional bookable diamonds, and revised fee structure in place, continue to track use of all municipal ball diamonds to verify unmet demand for additional access to facilities due to population growth and participation.					
F33[2]	Prior to building new facilities consider ways to optimize the use of existing diamonds through capital improvements (e.g., lighting), and agreements to access not-for-profit and school diamonds.					
F34[3]	If the Valentia diamond is not needed over the long term, consider it for removal from supply.				$80,000	$80,000
Outdoor Facilities - Athletic Fields						
F35[4]	Incorporate Friday evenings into prime time athletic field scheduling.					
F36[5]	Formalize definition of prime time to 6pm to 9pm and 6pm to 11pm Monday through Friday on unlit and lit fields, respectively.					
F37[6]	Revise rates to charge an hourly fee for each hour scheduled.					
F38[7]	Increase weekend use of fields to the extent possible.					

1 Part of ongoing planning activities.
2 Part of ongoing planning activities.
3 Based on a range of $50k - $80k. Timing and cost to be determined based on need; assumes removal of diamond and associated amenities and restore to open sod field.
4 Practice to be initiated in short-term; ongoing thereafter.
5 Practice to be initiated in short-term; ongoing thereafter.
6 Practice to be initiated in short-term; ongoing thereafter.
7 Practice to be initiated in short-term; ongoing thereafter.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F39[1]	Work with organized users to investigate options to better distribute field use throughout June, July and August and to schedule games times to minimize competition for the same allocations.					
F40[2]	With prime time definitions and revised fee structure, and potential increased use on weekends and in non-peak months, continue to track use of all municipal athletic fields to verify unmet demand for additional access to facilities due to population growth and participation in soccer and other field sports.					
F41[3]	Once operational, use the new field at Sylvester Park to shift some of the early evening use from Wilson Fields to this location.					
F42	The completion of Ops, George Street and Sylvester Parks development will add the equivalent of six (6) unlit fields to supply, which will satisfy the population-based facility need projection for Lindsay.					
F43[4]	Once the artificial turf field at Ops is operating, pilot access prior to May 15 during its first year for interested groups.					
F44[5]	Monitor the performance of new additions to lit fields to confirm the need for more than four (4) total based on trends in participation that increase need beyond population growth.					

1 Short-term to initiate; ongoing thereafter.
2 Part of ongoing planning activities
3 Assumes Sylvester Park will be completed and used soon.
4 Determine need to extend after pilot.
5 Part of ongoing planning activities; see also F38.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F45[1]	If improvements are needed to sustain use of high school athletic fields for organized users, consider entering agreements with one or both School Boards to improve the facilities in exchange for guaranteed community access.					
F46[2]	If required later, light the natural turf field at Ops to provide two (2) lit facilities and to contribute to this location's recreation hub function.				$425,000	**$425,000**
F47[3]	If required later, upgrade Elgin Park field to accommodate organized use.				$520,000	**$520,000**
F48[4]	Working with the Fenelon Agricultural Society to amend its agreement for use of the property, provide two (2) A class athletic fields in Fenelon Falls to anticipate area population growth.			$1,650,000		**$1,650,000**
Outdoor Facilities - Cricket Field						
F49[5]	Prior to developing a formal cricket field, continue to schedule cricket activity at Optimist Park on weekends to distribute use of this space throughout the week, and to confirm demand for a formal field in view of the Optimist Club's interest in providing one at this location.		$800,000			**$800,000**

1 Potential capital costs would be specific to each field and reflected in negotiated agreement; timing as required.
2 Based on a range of $200k - $400k. Assumes new electrical panel, posts, wire and lighting required for one field.
3 Based on a range of $200k - $400k. Depends on what exact upgrades are needed.
4 Based on a range of $1.5M - $6M. Low end estimate is for 2 grass fields, high end is for two artificial turf fields; timing will depend on demand in conjunction with ability to meet early needs through an agreement for access to Fenelon Falls SS field.
5 Based on a range of $400k - $1.2M; cost to municipality would be adjusted relative to Optimist contribution.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F50[1]	Consider locating a cricket field on Fleming College property through a long-term lease for a municipal facility or a joint development and operating agreement with the College.					
Outdoor Facilities - Tennis and Pickleball Courts						
F51[2]	Repurpose the two shared tennis/pickleball courts at Optimist Park to tennis only and add two more for a total of four (4) dedicated tennis courts.	$530,000				**$530,000**
F52	Repurpose lit shared use courts at Memorial Park to create eight (8) dedicated pickleball courts, for a total of 12 pickleball courts including existing facilities at Little Britain.					
F53	Reallocate 2026 funding for developing four (4) new pickleball courts at Fenelon Township CC to repurpose and/or upgrade the courts at Memorial Park and Little Britain as dedicated pickleball courts.	See F52				
F54	Confirm projections to add an estimated three (3) tennis courts and five (5) pickleball courts, all single use, and two (2) shared courts to total supply by 2040, beyond those included in near term shared court addition at Ops.					
F55	For future needed facilities, consider adding pickleball courts to those at Memorial Park, adding tennis courts or lights at Optimist Park, and meeting shared court requirements with a court at each of Ops and Pioneer Park.					

1 Potential to acommodate college use; need to determine College's interest and opportunity to share costs.
2 Based on a range of $5k - $50k.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Facility Allocation						
F56[1]	Create a formula-based seasonal allocation process for Kawartha Lakes ball diamonds and fields with the objective of providing an equitable distribution of available prime time among all user groups.					
F57	Create a formula-based allocation process for ice to ensure optimal use and distribution of available prime time among all user groups.					
F58	Develop honour system protocols for shared use of all casual use courts, detailed by type.					
F59	Post basic court use protocols at all municipal courts and supplement with additional required details/explanation regarding rules and etiquette on the City's website.					
Facility Agreements						
F60	Consider options to determine the preferred model for access to / use of pickleball courts by organized users.					
F61[2]	Agreements between the municipality and the VMCs should ensure a process is implemented whereby the Committees monitor and report on required use data for planning purposes.					

1 Short-term to initiate; ongoing thereafter.

2 part of planning activities for both existing and potentail new VCMs; agreements would follow the finalization of the pro cess and determination of other relevant items (e.g., access to diamonds for organized users; capital improvement plans, etc.)

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
F62	Capital investment to improve facilities operated by the VMCs should be directed by agreed upon plans to meet needs for their respective communities and other groups they may serve.					
F63[1]	The potential for the municipality to take responsibility for managing/programming the Fleming College Fieldhouse should be supported by a formal agreement that is mutually beneficial to both parties.					
F64[2]	Consider the possibility of entering reciprocal use agreements with the School Boards for access to facilities for community recreation at select schools throughout the municipality, and especially in non-urban locations.					
Facility Design and Development						
F65[3]	When planning new or renewing existing facilities, investigate opportunities to provide those that are designed to be inclusive.					
Total Cost Facilities		**$833,000**	**$1,500,000**	**$2,350,000**	**$1,025,000**	**$5,450,000**

1 See also F8.
2 As required over time, and would comprise a different type of agreement than one on access only for (for example) use of gyms.
3 Ongoing practice as part of planning activities.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Parks						
Parkland Hierarchy, Supply, and Staffing						
P1	Adopt the updated/ expanded Parkland Hierarchy system provided herein, and categorize parks accordingly.					
P2	In urban areas, aim to reach or maintain a parkland provision ratio of 3.2 ha per 1,000 people and/or provide parks within an 800m catchment area to all households.					
P3	In rural areas, focus on providing and improving Destination and Community Parks.					
P4	Avoid accepting Parkettes as parkland dedication. Parks should be of sufficient size to act as a Neighbourhood Park (at minimum), or linear parcels should be given to accommodate pathways and trails. Where neither of these options is possible, smaller parcels from adjacent developments should be assembled together or adjacent to other community use space (e.g., schools, commercial areas, parks or recreation centres etc.)					
P5	Any land given to the municipality should fit one of the classifications in the hierarchy, and be assigned a level of service to assist staff in determining what resources will be needed to maintain and/or develop the parcel.					

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P6	Update the descriptions of each level of service, and include them in the staff operations Parks Manual.					
P7	Review to determine if currently applied LOS is appropriate to each park.					
Park Amenity Quantities - Playgrounds						
P8[1]	Invest in upgrading existing playgrounds to include greater variety of equipment, themed playgrounds specific to different locations, activities for broader age groups etc., as playgrounds reach the end of their life.	$1,200,000	$1,200,000	$1,650,000	$2,060,000	**$6,110,000**
P9	Playgrounds should be paired with other facilities or amenities where possible					
Park Amenity Quantities - Splash Pads						
P10[2]	Consider adding two more splash pads to supply if, first, demand is sufficient and confirmed (i.e. through community consultation during the park design process), and secondly, if the municipality is seeking to develop a Community or Destination Park and needs an anchor facility.		$1,000,000		2,200,000	**$3,200,000**
P11	The preferred model is a location that has municipal infrastructure but other may options may be considered.					
Park Amenity Quantities - Dog parks						

1 Based on 2024 budget allocation of $412,000 for 3 playground upgrades, and 5 playground surface upgrades. Cost shown here is $412,000 per year, and assumes a similar rate of upgrades (3-5 play grounds/surfaces per year).

2 costed in P20.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Park Amenity Quantities - Basketball courts						
P13[1]	The municipality is relatively well supplied with basketball courts. However, given the high demand from residents, the municipality should consider adding basketball courts to parks undergoing revitalization or when seeking to add diversity to the types of amenities in parks.					
Park Amenity Quantities - Skateparks and Pump Tracks						
P14[2]	Continue with plans to add three pump tracks to supply.		$540,000	$540,000	$540,000	**$1,620,000**
P15	Update and improve existing skate parks in the municipality	$150,000	$150,000			**$300,000**
Park Amenity Quantities - Other Amenities for Consideration						
P16[3]	Where possible, prioritize new facilities/ amenities that appeal to all ages/multiple age groups (e.g., table tennis, multi-sport courts, outdoor fitness equipment, trail activities etc.).					
Recommendations for Urban Hubs						
P17[4]	Complete the Parks Master Plan					
Recommendations for Rural Hubs - Northwest Kawartha Lakes						
P18[5]	Enhance Dalton or Carden Community Centre Park by adding additional amenities (e.g., outdoor fitness equipment, basketball courts, etc.). Consult with the community to determine specific amenities and facilities of interest.			$750,000		**$750,000**

1 To be costed in park specific recommendations.
2 To be costed in park specific recommendations.
3 Cost TBD based on individual projects, site conditions, design, etc.
4 This is based on quote we provided as an add on to the PRSP, per the TOR provided. If done as a standalone project and/or scope increased, cost will likely be higher.
5 Based on a range of $500k - $1M, with specifics to be determined through community consultation.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P19[1]	Enhance Bolsover Community Centre Park by adding additional amenities (e.g., outdoor fitness equipment, basketball courts, etc.). Consult with the community to determine specific amenities and facilities of interest.		$750,000			**$750,000**
P20[2]	Add a splash pad to Woodville Ball Park, and seek opportunities to work with the community to fundraise for the project.				see P10	
P21	If policy allows, consider disposing the following parcels (see inventory/ GIS for exact locations): • Stanley Road Allowance • Three parcels on MacPherson Crescent • Trent River Road North Road Allowance • Natural Heritage Park • Pinewood Blvd., Bolsover • Doig-Abbot Park					
Recommendations for Rural Hubs - Northeast Kawartha Lakes						
P22[3]	Consult with Burnt River Community to improve and enhance the park. Suggestions include improving the rink and support amenities (e.g., add a warming hut), or adding a new amenity (e.g., outdoor fitness equipment).		$450,000			**$450,000**

1 Based on a range of $500k - $1M, with specifics to be determined through community consultation.
2 Based on a range of $1.5M - $2.5M, with specifics to be determined through community consultation, partnership opportunities, and fundraising. Includes design fees.
3 Based on a range of $300k - $600k, with specifics to be determined through community consultation.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P23[1]	Undertake a design process for Centennial Park (Burnt River) to identify options for improving/expanding water access, and adding amenities such as a picnic shelter.	$30,000	TBD			**$30,000**
Southwest Kawartha Lakes						
P24[2]	Undertake a design process with community consultation to improve Pleasant Point Park. Suggestions include, adding a picnic pavilion, improving the playground, and adding a half court basketball and/or volleyball court and/or table tennis table.		$30,000 capital cost TBD			**$30,000**
P25[3]	Undertake a design process with community consultation to improve Mariposa Estates Park. Suggestions include adding a picnic pavilion and improving the playground.				$30,000	**$30,000**
P26[4]	Improve Pumphouse Park through the addition of a picnic structure and parking spaces for 3-5 cars.				$200,000	**$200,000**
P27[5]	Undertake a design process with community consultation to redesign Sand Bar Park as a City Park. Some improvements to consider include trails through the forested area, mini putt course, improved playground, volleyball courts, picnic shelter, paddlecraft rental lockers, washrooms and parking.	$65,000 capital cost TBD				**$65,000**

1 Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project.

2 Based on a range of $20k - $50k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project. Design and construction in same time frame, capital costs TBD based on design.

3 Based on a range of $20k - $50k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project. Design and construction in same time frame, capital costs TBD based on design.

4 Based on a range of $50k - $100k. Includes design fees. Assumes small picnic structure.

5 Based on a range of $50k - $80k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P28[1]	Undertake a design process with community consultation to confirm demand, and if apparent, add a pump track or skatepark to Little Britain Community Centre Park.		$750,000			**$750,000**
Southeast Kawartha Lakes						
P29	Conduct research to confirm if any of the small parks in southeast Kawartha Lakes are not being used and are suitable for disposal.					
P30	Continue to collaborate with and support volunteer group operating at Nimigon Park.					
P31[2]	Develop the approved Omemee Beach Park Concept.		for potential splash pad, see P10			
P32[3]	Undertake a design process with community consultation to coordinate improvements to Terry Staples Park and Arbour Court Park to increase the variety of amenities available locally.			$30,000 capital cost TBD		**$30,000**
P33[4]	Undertake a design process with community consultation to improve Emily/Omemee CC Park so it better fulfills the role of a Community Park. Some suggestions include adding a large, age-inclusive play structure, and a basketball or multi-sport court.	$37,500	TBD			**$37,500**

1 Based on a range of $500k to $1M. Assumes consultation, design and construction. Low end for pump track. High end for skatepark.
2 Based on a range of $10k - $25k Assumes combined with another park design project.
3 Based on a range of $20k - $50k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project. Design and build should be in same term; capital costs TBD based on design.
4 Based on a range of $25k - $50k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project. Capital costs TBD based on design.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P34[1]	Conduct consultation with residents in the Dunsford area to improve the variety of park amenities in the area by making additions/changes at to one of these parks: Arnold Park, Dunsford Park, Laura Thurston Campbell Park		$37,500	TBD		**$37,500**
Waterfronts						
P35[2]	Develop a Waterfront Master Plan either as part of the Parks Master Plan, or as a subsequent project.	$50,000				**$50,000**
P36	As part of the Parks Master Plan: • confirm the inventory, including identifying swimming areas • identify potential locations for new or improved swimming areas • identify opportunities to improve water quality in swimming areas • review and confirm the waterfront recommendations contained in this Plan • confirm the need and identify location(s) for additional boat launch and dock areas • identify boat launch and/or dock areas for improvement/ expansion (especially regarding parking and circulation, as was identified as a pressing need in consultations).	part of P17				

1 Based on a range of $25k - $50k. Could be less if combined with other design work. High end assumes stand alone project. Low end assumes combined with a least one other project. Capital costs TBD based on design.

2 This cost assumes it is paired with another study, such as the City-Wide Water Access Strategy or the Parks Master Plan. If this is done as a standalone project, the cost will likely be higher.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Park Policy						
P37	Expand the By-Law to Protect and Enhance the Healthy Tree Canopy (By-Law 2024-201) by adding targets for tree planting by the municipality, incentives (e.g., planting support, rebates etc.) for residents who wish to plant trees; and the list of preferred species.					
P38	Revise the Street, Municipal Facility, and Park Naming Policy (CP2022-001) to preclude naming public spaces and assets after individuals.					
P39	Revise the Street, Municipal Facility, and Park Naming Policy (CP2022-001) to clarify when naming elements within a park, the element name should not also include the word “park”.					
P40	Consider updating Regulate Public Parks and Facilities By-Law 2006 - 147 section 5.02 to permit alcohol in some public parks.					
P41	Consider the need for updates to Regulate Public Parks and Facilities By-Law 2006 - 147 sections 5.14 and 5.15 to to reflect the new Encampment Policy.					
P42	Consider updating Regulate Public Parks and Facilities By-Law 2006 - 147 section 5.20 to be less restrictive to self propelled devices, and include mention of scooters.					

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P43	Repeal section 8.0 Unopened Road Allowances Leading to Water of By-Law 2018-020, and replace it with a park disposal decision tree to aid in decisions related to park disposal. Staff should use the park disposal decision tree before taking the steps outlined in the Disposal of Real Property Policy and Land Management Policy CP2021-033.					
P44	Develop a Parkland Dedication By-law and a Cash-in-Lieu of Parkland Policy as discussed herein.					
P45	Parkland dedication conveyance rates should be included in the municipality's Fees and Charges By-law so that fees can be updated periodically with inflation or market rates.					
P46	In order to comply with recent changes to the Planning Act, use the recommendations in this Strategic Plan to spend or allocate at least 60% of the monies that are in the special parkland dedication account at the beginning of each year.					
P47	Prepare a matrix of all planned developments to clarify how much parkland and cash-in-lieu will be received in order to understand where there may be shortfalls. This can be done in-house, or can be added to the scope of the Parks Master Plan.					

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P48	In urban areas not meeting the recommended provision rate (3.3 ha per 1,000 people and/or no park within an 800m catchment area to all households), parkland should be prioritized over cash-in-lieu.					
P49	In rural areas, cash-in-lieu should be prioritized in order to support the strategy of investing in key city and community parks in rural areas.					
P50	Develop a community garden policy to clarify goals/objectives, roles and responsibilities etc. of the City and community group(s).					
Accessibility, Safety, and Equity						
P51	Update the staff operations Parks Manual to include further details on park accessibility including for example, playground surfacing, play equipment and signs, and pathway trail features.					
P52	Update the staff operations Parks Manual to include information/ guidance on water safety, safety lighting, and shade as discussed herein.					
P53	Prioritize accessibility upgrades at Destination Parks, followed by Community Parks.					
P54	When prioritizing and funding park and amenity upgrades, consider local demographics to maximize the impact/ contribution of free/ affordable access to recreation.					

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Climate Conscious Approach to Parks						
P55[1]	Hire the services of a consulting arborist to complete a tree inventory of planted trees on a scoped portion of municipal land (e.g., parks and municipal rights-of-way in urban settlement areas, and/or limited to City and Community Parks across the municipality), and to thereafter develop a Tree Canopy Strategy to guide the management of these trees and define tree-planting targets.		$150,000			**$150,000**
P56[2]	Contribute funding to the Tree Canopy Reserve for the implementation of projects identified in the future Tree Canopy Strategy. At a minimum, budget will be required for tree planting, tree care maintenance, and hazard tree removal. The budget will depend on the outcomes of the proposed management plan and should be adjusted accordingly.	$32,500	$32,500	$32,500	$32,500	**$130,000**
P57[3]	Implement managed naturalization practices as directed in the Kawartha Lakes Healthy Environment Plan, consulting with the community before embarking on projects.	$32,500	$32,500	$32,500	$32,500	**$130,000**

1 Extent of site work/tree assessments to be scoped appropriately in RFP to be a higher level assessment of existing conditions. Plan for assessing future tree inspections to be addressed as part of management plan.
2 Estimated Allowance, based on a range of $15,000 - $50,000. Depending on Council and staff discretion and specific project needs.
3 Cost project dependent, based on a range of $15,000 - $50,000.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
P58	Incorporate best practices for naturalized areas as described herein.					
P59[1]	Plan to maintain naturalized areas at least twice a year to remove invasive species.					
P60[2]	Implement Low Impact Design (LID) practices in parks as part of regularly scheduled updates and/or park redevelopments. Prioritize parks that experience flooding and/or poor water quality.	$32,500	$32,500	$32,500	$32,500	**$130,000**
P61	Update the Community Partnership Development Fund to include grants and incentives to encourage the planting of pollinator gardens on municipal lands.					
P62	If approached by an interested community group to develop a community food garden, ensure the policy is in place first to guide the process and agreement.					
Cemeteries						
P63	Support demand for cremation practices including expanding scattering gardens and columbaria.	TBD	TBD	TBD	TBD	
P64	Introduce green burial grounds.	TBD	TBD	TBD	TBD	
Total Cost Parks		**$1,630,000**	**$5,125,000**	**$3,097,500**	**$5,127,500**	**$14,980,000**

1 As part of staff time assuming L3 or L4 LOS for these areas.
2 Cost project dependent, based on a range of $15,000 - $50,000.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Service Delivery						
Organizational Structure						
SD1[1]	Introduce maintenance management software for scheduling park and trail work, and coordinate it with recreation event schedules.					
SD2[2]	Regularly review the workloads of staff since the 2022-2026 restructuring to ensure balance and efficiency.					
SD3[3]	Continue to monitor market rates for wages, adapting to remain competitive, and offering other incentives (e.g., flexible hours/ arrangements, full-time positions, etc.) to attract and retain candidates.					
SD4[4]	Consider reducing the size of parks operations' geographic zones and increasing staff to cover new zones (e.g., aligning operations teams with the four rural areas used in the parks assessment, plus urban teams for Fenelon Falls, Bobcaygeon, and Lindsay).					

1 Practice to be initiated in short-term; ongoing thereafter.
2 Practice to be initiated in short-term; ongoing thereafter.
3 Practice to be initiated in short-term; ongoing thereafter.
4 Practice to be initiated in short-term; ongoing thereafter.

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#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
SD5[1]	Work closely with volunteer groups providing horticulture care, and provide assistance as needed to support their ongoing service. If needed, mobilize existing municipal horticulture staff beyond Lindsay, and/or add horticulture positions to be focused in other areas (e.g., split time between Omemee, Bobcaygeon and Fenelon Falls).					
SD6	Use the parkland maintenance/staff hour ratios and outlined in Table 7-2 and Appendix G, and use it to gauge the operating cost implications of new park development or acquisition in future.					
SD7	Explore centralizing procurement for facility and parks supplies to achieve efficiencies.					
SD8	Improve role clarity and communication internally and externally (i.e., circulate new job descriptions and organizational chart to all staff, update website and contact information etc.).					
SD9[2]	Establish ongoing consultation to gauge satisfaction and emerging needs in parks and recreation.					

1 Responsibility of new staff reco SD 10. Practice to be initiated in short-term; ongoing thereafter.
2 Responsibility of new staff reco SD 10. Practice to be initiated in short-term; ongoing thereafter.

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
SD10	Consider creating a Community Engagement/ Outreach/Partnerships Coordinator position within the division to be responsible for soliciting regular community consultation, and liaising with sports clubs, volunteer groups, and park users, ensuring their needs are heard and integrated into service delivery. This position can be part time to start, and eventually grow to full time.	$156,162	$221,130	$294,840	$368,550	**$1,040,682**[1]
SD11	Invest in professional development to ensure staff at all levels can operate effectively within the organizational model (e.g., training for supervisors in leadership and project management; customer service and cross-functional training for frontline staff).	$14,400		$22,080		**$36,480**
SD12	Use metrics such as facility use rates, program participation, park condition scores, and response times to maintenance requests to identify where additional training and/or staffing may be needed.					
Policies and procedures						
SD13	Develop a Community Engagement Policy					
SD14	Develop a Digital Accessibility Policy					
SD15	Develop a Volunteer Recruitment and Management Policy					
SD16	Develop a Environmental Sustainability Policy					

1 Short term: annual part-time salary $52,054. Mid and late terms: annual full-time salary $73,710.

Table Legend: Operations | Strategic approach | Study or Design | Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
SD17	Update the Naming Rights and Sponsorship Policy to specifically enable naming rights for facilities, as well as sponsorships.					
Service Planning and Evaluation						
SD18[1]	Further develop and implement service planning, monitoring and evaluation capacity to align service provision with verified community needs.					
SD19[2]	Use the results of monitoring and evaluation to detail year by year steps to implementing initiatives within each term of the Plan, by setting annual objectives in the budget cycle, and tracking their progress.					
SD20[3]	Conduct a five-year review and update of the Plan.		$80,000		$200,000	**$280,000**
SD21[4]	Engage all relevant parties in collaborations and partnerships in regular joint service planning sessions to create a coordinated, whole community approach to provision.					
SD22[5]	Create a Strategic Marketing Plan including the best practices and key considerations provided herein.					
Total Cost Service Delivery		**$170,562**	**$301,130**	**$316,920**	**$568,550**	**$1,357,162**

1 Responsibility of new staff reco SD 10. Practice to be initiated in short-term; ongoing thereafter
2 Responsibility of new staff reco SD 10. Practice to be initiated in short-term; ongoing thereafter.
3 Mid term review assumed to be smaller in scope, making updates to the PRSP based on changes in supply and population updates for example. Update in long term will likely require a more in-depth study/development of a new Plan.
4 Practice to be initiated in short-term; ongoing thereafter.
5 Can be completed by staff or contracted out (for additional fee).

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Resources and Asset Management Resources and Asset Management						
R1	To increase the financial accessibility of programs and services, consider implementing differential pricing, increased financial assistance, and/or dynamic pricing.					
R2	Continue efforts to develop a comprehensive AMP encompassing all municipal assets by the July 1, 2025, deadline, ensuring full compliance with O. Reg. 588/17.					
R3	Implement comprehensive data collection methods, such as GIS mapping and mobile data collection apps, to improve the accuracy and completeness of asset inventories.					
R4	Conduct regular physical condition assessments using standardized rating scales to better inform maintenance and rehabilitation priorities.					
R5	Utilize asset management software to develop detailed financial models, including 10-20 year capital forecasts, to support sustainable long-term planning.					
R6	Engage the community to define and refine LOS metrics, ensuring they align with public expectations and needs.					
R7	Develop and implement structured preventative maintenance schedules to extend asset lifespans and reduce emergency repairs, and document these in the staff operational Parks Manual.					

Table Legend: Operations Strategic approach Study or Design Capital

#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
R8	Explicitly integrate climate change risk assessments and sustainable practices into asset management planning to enhance resilience.					
R9	Establish a broader set of key performance indicators (KPIs) to monitor asset performance and inform continuous improvement efforts.					
R10	Enhance coordination between departments (e.g., planning, finance, public works) to ensure cohesive asset management planning and implementation.					
R11	Explore using Predictive Asset Management tools					
Total Cost Resources and Asset Management						

Summary of Costs by Service Area for Each Term of the Plan

	Short-Term (1-3 years)	Mid-Term (4-6 years)	Mid/Late-Term (7-10 years)	Long-Term (11-15 years)	Total Cost
Programs and Events	$221,130	$221,130	$294,840	$368,550	**$1,105,650**
Facilities	$833,000	$1,500,000	$2,350,000	$1,025,000	**$5,450,500**
Parks	$1,630,000	$5,125,000	$3,097,500	$5,127,500	**$14,980,000**
Service Delivery	$170,562	$301,130	$316,920	$568,550	**$1,357,162**
Resources and Asset Management					
GRAND TOTALS	**$2,854,692**	**$7,147,260**	**$6,095,260**	**$7,089,600**	**$22,892,812**

Appendix A: Inventory of Recreation Programs and Activities in Kawartha Lakes

Municipally-led Programs

Table A-1 provides examples of programs that are provided by the municipality, including those that are structured and require registration, as well as drop-in/casual activities. Where data was available, average participation rates by activity were also included.

Table A.1: Sample of Municipally-led Programs

Type	Programs	Approximate Number of Sessions Offered Annually	Average Registration Rate (%)	Notes
Aquatics	• Baby Aquafitness • Parent & Tot Swim Lessons - Level 1-3 • Children's Swim Lessons - Level 1-6 (Ages 3-6) • Swimming Lessons for School-aged Children/Youth • Beach Swim Lessons • Lifeguard Training • Swim Instructor Training • Adult Level 1-3 Swim Lessons (Ages 15+) • Private/Semi-Private/ Homeschool Lessons • Aquatherapy • Aquafitness and Aquayoga	1517	75%	Highest registration rates in aqua therapy, children's swim lessons, and Aquafitness/ Aquayoga. Lowest registration rates in baby aquafitness, swim instructor training/first aid, adult level 1-3 swim lessons, and beach swim lessons. Waterfront programming was offered in the summer of 2024, but there was limited registration.

Type	Programs	Approximate Number of Sessions Offered Annually	Average Registration Rate (%)	Notes
Arena Sports	• Women's Recreational Hockey League • Women's Ball Hockey	1	100%	The Women's Recreational Hockey League was at capacity, with 132 players registered and 12 on the waitlist. Expanded to 10 teams for the 2024/2025 season. Women's Ball Hockey had 60 registrants with 5 waitlisted.
Fitness Classes	• Strength & Cardio Based • Yoga & Pilates • Rehab Based	79	85%	Nearly half of strength and cardio-based fitness classes were registered to capacity. Pilates at Forbert Pool was almost always full, but also only had a capacity of 8-10 people, while Yoga at Victoria Park Armoury was less than capacity generally, but capacity was 30.
Sports Programs	• Pickleball (15-week program) • Badminton	3	100%	Pickleball sessions were only offered during the Fall of 2023, but as of 2024, indoor sessions were offered from September to March, and outdoor sessions were available from May – October. Drop-in badminton was also offered twice a week from September to May, 2024.
Arts and Culture	• Introduction to Digital Photography • Capturing the Fall Landscape	2	14%	
Camps	• Summer day camps • March break camp	30	92%	

Non-municipal Programs

Table A-2 provides examples of programs and activities that are offered by public agencies other than the municipality, including not-for-profit organizations, community-based volunteer groups, and commercial operators in Kawartha Lakes. While not an exhaustive inventory, the programs and activities outlined offer a sample of the recreational offerings available to residents and visitors beyond what is provided by the municipality.

Table A.2: Sample of Non-municipal Programs

Organizer	Type	Program
Public Agencies	Arts & Culture	• Programs such as story time, music-based activities, art classes, creative writing workshops, book clubs, and social gatherings.
	Seniors Programs	• Offerings including senior exercise classes and indoor/ outdoor walking programs.
Not-for-Profit Agencies	Youth programs	• Offerings such as day camps, music lessons, and indoor/ outdoor sports activities.
	Adult Sports Programs	• Indoor and outdoor leagues, recreational play, and tournaments for sports, including tennis, volleyball, basketball, ball hockey, and pickleball
	Drama Programs	• Community theatre productions (opportunities to audition)
Community-based Volunteer Groups	Ice Hockey Leagues	• 9+ minor hockey clubs across the municipality providing organized hockey leagues for children and youth • 2+ men's hockey leagues
	Skating Clubs	• 5+ skating clubs across the municipality providing recreational and competitive skating programs
	Curling Clubs	• 6+ curling clubs offering opportunities for recreational and competitive curling
	Horticultural Organizations	• 7+ horticultural groups focused on gardening and landscaping activities across the municipality
	Basketball Leagues	• 1 children/youth basketball league
	Baseball/Softball Leagues	• 10+ minor baseball/softball clubs across the municipality providing organized leagues for children and youth • 2+ adult baseball/softball organizations

Organizer	Type	Program
Community-based Volunteer Groups	Soccer Leagues	• 3+ minor soccer clubs providing organized leagues for children and youth
	Other Sports Clubs	• 12+ clubs offering other sports, such as lawn bowling, pickleball, cycling, lacrosse, badminton, swim club, rugby, ball hockey, and special Olympics programs
	Seniors Organizations	• 4+ seniors organizations providing social activities for older adults • 2+ organizations providing sports programs for seniors, including slo-pitch, tennis, and hockey
	Nature and Outdoor Activities	• 5+ clubs promoting/leading activities such as hiking, birdwatching, snowmobiling, ATVing, and trail maintenance initiatives
	Hobbies and Crafts	• 3+ organizations focusing on activities such as weaving, rug hooking, and model railroading
	Service Clubs	• 13+ clubs across the municipality, with social, recreational, and service-based initiatives across multiple communities
	Other Clubs and Societies	• 4+ organizations supporting public speaking, youth cadets, agriculture activities, and more
Commercial Operators	Dance Studios	• 6+ organizations offering recreational and competitive dance programs for various styles.
	Visual Art Classes	• 1+ organization offering instruction in painting, drawing, and other artistic mediums
	Gyms	• 12+ gyms and/or fitness centres offering weight training, fitness classes, and yoga
	Golf Courses	• 14+ golf courses across Kawartha Lakes with various recreational and competitive leagues
	Other	• 8+ organizations offering other activities, such as gymnastics, diving, karate, jiu jitsu, boxing, and more.

Self-directed Activities

A variety of activities that are not formally organized but nevertheless rely on the availability of adequate recreational spaces and facilities to accommodate them also exist in the municipality. These activities are self-directed rather than being supported by instructors or facilitators. Because of the nature of these activities, it is difficult to produce a formal inventory of activities or related data on participation. Nevertheless, a list of examples of self-directed activities in Kawartha Lakes has been provided in Table A-3 below.

Table A.3: Sample of Available Self-Directed Activities in Kawartha Lakes

Activity Type	Activity	Location Examples
Nature-based Activities	Hiking, Cross-country Skiing, Snowshoeing, Snowmobiling, ATVing, Off-road Motorcycles, Hunting, Birdwatching	• Ganaraska Trail • Kawartha Trans Canada Trail • Victoria Rail Trail • Somerville Forest Tract • Pontypool Forest Tract • Emily Forest Tract • Bobcaygeon Wilderness Park • Ken Reid Conservation Area • Balsam Lake Provincial Park • Indian Point Provincial Park • Queen Elizabeth II Wildlands
	Cycling	• Kawartha Trans Canada Trail • Victoria Rail Trail • Somerville Forest Tract • Multiple On-road Cycling Routes Available
	Paddling, Fishing, Swimming, Boating, Stand-up Paddleboarding, Scuba Diving	• Scugog River • Sturgeon Lake • Pigeon Lake • Many other rivers and lakes available

Activity Type	Activity	Location Examples
Sports-based Activities	Skating	• 10+ outdoor rink locations • Logie Park Skating Loop • 9 indoor ice pads at 8 arenas with the following opportunities for open skates: • Public Skate • Accessible Skate • Skating - Parent & Tot • Stick and Puck • Ticket Ice • Shinny • Women's Shinny • Youth Shinny • Senior Shinny • Senior Skate
	Swimming	• Two indoor aquatic facilities (Lindsay Recreation Complex and Forbert Memorial Pool) with the following opportunities for open swims: • Adult Swims • Fitness Swims • Fun Swims • 15 public beaches and beach parks • 4 splash pads
	Racquet/Paddle Sports	• 8 outdoor tennis courts/12 outdoor pickleball courts • Fenelon Falls Community Centre used for indoor pickleball • 2 squash courts (Lindsay Recreation Complex) • Drop-in badminton and pickleball
	Basketball	• 10+ outdoor basketball courts
	Beach Volleyball	• 2 outdoor volleyball courts (Woodville Ball Park and Garnet Graham Park)
	Disc Golf	• 9-hole disc golf course at Memorial Park, Lindsay
	Playground	• 65+ playgrounds
	Skateboarding, BMX, etc.	• 4 municipal skateparks • BGC Kawarthas Skatepark
Non-sports-based Activities	Photography	• Numerous locations with scenic landscapes, wildlife, and historic sites throughout the municipality

Activity Type	Activity	Location Examples
Non-sports-based Activities	Museums	• Kawartha Lakes Museum & Archives • Fenelon Falls Museum (Maryboro Lodge) • Kinmount Model Railway and Kinmount Heritage Museum • Kawartha Settlers' Village • Boyd Heritage Museum
	Crafts and DIY Activities	• Kawartha Lakes Public Library weekly drop-in activities (e.g, weekly crafts, weekly creative building activities, drop-in knitting group, etc.)

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Appendix B: Programs and Events Benchmarking Results

Approaches to municipal recreation programming vary widely based on each community's needs, interests, and capacity, making it challenging to establish a standard for program provision across all municipalities. To address this, municipalities use several practices, including through a program inventory analysis, assessing current participation levels, and engaging the community to estimate future demand. These methods help create a tailored community-specific set of standards for programming.

Benchmarking is another valuable tool that can be used to compare a municipality's programs to those in similar communities, based on factors such as land area, growth pressures, population, and socio-demographics. While this can help highlight potential programming gaps, it is still important to consider that local conditions, preferences, economic factors, and available infrastructure ultimately shape what is desired and feasible. Additionally, if non-municipal organizations are already providing certain programs, it is counterproductive for the municipality to duplicate or compete with these existing programs.

As part of this Plan's preparation, a benchmarking exercise was conducted to compare the programming provided by the City of Kawartha Lakes with that of Norfolk County, Greater Sudbury, Chatham-Kent, and Quinte West. These municipalities were selected because they are all single-tier municipalities with large land masses. They each also have a relatively similar population/ number of households as Kawartha Lakes and experience a similar mix of growth pressures, waterfront resources, and tourism draw.

Table B.4: Sample of Available Self-Directed Activities in Kawartha Lakes

	Kawartha Lakes	Norfolk County	Greater Sudbury Area	Chatham-Kent	Quinte West
Total Population (2021 Census)	79,247	67,490	166,004	103,988	46,560
Population Density (people per Km2)	26.1	42.2	52.1	42.4	94
Land Area (Km2)	3033.66	1597.68	3186.26	2451.9	495.45
Total Parks and Recreation Expenditure (2022)	5,538,718	3,917,832	15,797,546	5,793,812	2,742,708
Per Capita Parks and Rec Expenditure (2022)	66.5	57.43	94.63	55.46	59.39
Total Number of Indoor Program Locations	10 locations (e.g., arenas, pools, recreation/ community centres)	13 locations (e.g., recreation/ community centres, pool, arenas, halls, local schools)	25 locations (e.g., recreation/ community centres, sports complex, public library, local schools, arenas, pools)	16 locations (e.g., community centre, youth centre, local schools)	The City does not provide direct programming. Programming is primarily provided by YMCA, 8 Wing Trenton Canadian Forces Base, Public Library, and commercial operators.
Total Number of Outdoor Program Locations	3 locations (e.g., beaches for swim lessons)	8 locations (e.g., trail locations for walking programs)	17 locations (e.g., Ski Hill, Campground, and 15 playgrounds that are used to host day camps)	N/A	

Sample of Preschool Programs	- Baby aquafitness - Parent & tot swim lessons - Pre-school swim lessons - Parent and tot skates	- Drop-in music and movement class - Pre-school swim lessons - Public Skates - Parent and Tot skates	- Parents and Tots Skating - Family/Parents & Tots Swim - Swim Lessons	- Parent and tot swim lessons - Learn to Play Programs (Baseball and soccer) - Skating lessons - Tiny tot skates - Parent and tot swim - Public skates	
Sample of Children's Programs	- Swimming lessons (indoor and beach lessons) -Public swims - March Break Day Camp - Summer Day Camp - Public skates - Stick and Puck	- Drop-in multi-sport programs - Afterschool program - Indoor floor hockey - Swim lessons - Public swims - Holday day camps - Summer day camps - Public Skates - Family stick and pucks	- Gymnastics - Taikwondo - Public skates - Ski and Snowboard programs - Neighbourhood playground day camps (20 different playgrounds and arenas used to host through July/ August) - Day Camp at Camp Sudaca - Children's visual arts classes - Swim Lessons	- Multi-sport program - Karate - Tennis - Skating lessons - Public Skates - Stick and puck - Swimming lessons - March Break Camps	

Sample of Youth Programs	- Swimming lessons - Lifesaving and leadership courses - Drop-in and registered fitness programs - Drop-in and registered pickleball programs - Public skates - Stick and puck - Ticket ice - Youth shinny - Drop-in badminton - Photography classes	- Drop-in multi-sport - Indoor floor hockey - Babysitting training courses - Public skates - Stick and puck - Women's shinny - Figure skating drop-in - Inline/roller skating - Swim lessons - Lifeguard training - Drop-in pickleball	- Taikwondo - Intro to fitness - Public skate - Ski and Snowboard programs - Camp councillor in training program - Ski and snowboard camps - Drop-in basketball - Drop-in badminton - Drop-in multi-sport - Drop-in pickleball - Public Swims - Swim Lessons - Lifeguard Training	- Karate - Tennis - Babysitting/first aid courses - Public skates - Stick and puck - Shinny hockey	

Sample of Adult Programs	- Swimming lessons - Aquafitness/ aquatherapy programs - Drop-in and registered fitness programs - Drop-in and registered pickleball programs - Public skates - Drop-in badminton - Photography classes - Shinny - Women's Shinny	- Drop in basketball - Drop-in ball hockey - Drop-in pickleball - Pickleball workshops - Indoor walking program - Outdoor walking program - Approximately 2 drop in fitness classes + 1 mindfulness/ stretching class per week - Aquafit/therapy swims - Public swim - Drop in cooking classes - Drop in craft class - Public skates - Stick and puck - Women's shinny - Figure skating drop-in	-Drop-in and Registered fitness programs - Taikwondo - Adult Shinny - Adult Skating - Indoor walking program - Ski and Snowboard programs - Art workshops - Drop-in basketball - Drop-in badminton - Drop-in multi-sport - Drop-in pickleball - Aquafit/ Aquatherapy - Public swims - Adult Swim Lessons	- Basketball - Volleyball - Badminton - Soccer - Pickleball - Aquafit - Public swims - Public skates - Adult skates - Shinny hockey	

Sample of Seniors' Programs	- Aquafitness/ aquatherapy programs - Drop-in and registered fitness programs - Drop-in and registered pickleball programs - Senior Skates - Senior Shinny - Drop-in badminton - Photography classes	- Numerous walking groups (indoors and outdoors) - Telephone-based social programs - Local speakers and history talks (virtual program) - Trivia and games - Stretching/gentle exercise/aerobics programs - Baking class - Arts and Crafts - Line Dancing - Shuffleboard - Cards - Social Café - Workshops (e.g., community legal clinic, seniors dental clinic, gardening workshop) - Bus trips for adults 50+ (e.g., St. Jacobs Market Bus Trip, St. Lawrence Market, and Casa Loma Bus Trip) - Aquafit/therapy swims - public swims - public skates	- Indoor walking program - 65+ Shinny - Art workshops - Aquafit/ Aquatherapy - Public Swims - Adult skating - Drop-in and registered fitness programs	- Pickleball - Aquafit - Public swims - Walking program - Public skates - Shinny hockey	

Sample of Events	- Easter in the Park - Concerts in the Park - Milk Run (5km and 10km run) - Kawartha Lakes Farmfest - Financial support for community-led holiday celebrations (e.g., Canada Day celebrations, Holiday Parades)	- Halloween bash - New year's eve skate - Spooky splash swim - Family day snow event	- Outdoor concerts - Large scale events in community arena (e.g., Harlem Globetrotters, Fire & Ice Charity Hockey Game, Concerts, etc.) - Holiday-based events (Holiday market, Santa Clause Parade, etc)	N/A	- Movies in the Park - Quinte West Family Fest - Canada Day Event - Quinte West Holiday Market - Quinte West Summer Pop-ups - The Great Summer Carnival - Touch the Truck Event - Summer Concert Series - Front Street Farmers Market - Home Decorating Tours (Halloween and Christmas) - Hops on the Water Craft Beer Festival

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Appendix C: Additional Recreation Trends

Program Type:

Growing Emphasis on Outdoor Recreation

Since the onset of the COVID-19 pandemic, many people have developed new interests in spending time outdoors, and it is likely these interests will remain high. In demonstration of this, a 2021 cross-country survey by Park People showed that parks and green spaces have become more important to Canadians' sense of connection to nature and that Canadians would like more opportunities to experience wild/natural spaces. The same survey demonstrated that 76% of Canadians want to see more community programming in parks and green spaces. And finally, a 2023 report showed a further increase of park use approximately 15% above 2020 pandemic levels.

Coupled with increased awareness and concern about climate change, it is likely that interest in outdoor programming will continue to rise as people, particularly youth, seek to reconnect with nature and obtain a better understanding of ecology and the environment. Consequently, the need to make use of existing assets and resources to encourage more residents and visitors to use parks, trails, and water routes has become increasingly apparent. And while many outdoor recreation activities can be effectively self-directed, there are also many social and educational benefits to offering more structured outdoor recreation programming. While the City of Kawartha Lakes has ample opportunities for self-directed outdoor recreation programming (see Appendix ?), the municipality does not provide any outdoor recreation programming.

Demand for Drop-in and Unstructured Activities

A 2023 study, which reviewed survey data from the master plans, needs assessments, and other similar types of strategic planning documents developed by 54 municipalities across Canada, determined that the top three barriers to participation were facility operating or programming hours being unsuitable, affordability, and a lack of time to participate. In many cases, organized recreation programs, particularly competitive sports, demand significant time for training, practices, travel, and league activities. However, as households face increasingly busy schedules, many are unable to commit to these types of structured activities.

As a result, a growing preference for casual, drop-in, and unstructured activities has been seen across the country, and municipalities are adapting their service delivery models by extending operating hours and increasing the availability of drop-in programs. The City of Kawartha Lakes currently offers a handful of drop-in programs, including badminton, pickleball, public skates, public swims, and ice programs.

Interest in Park Related Tourism/ Sustainable Tourism

Many public parks are becoming key destinations that attract visitors, particularly parks suited for special events, festivals, or multi-sport facilities capable of hosting tournaments. The American Planning Association notes, "Parks are frequently the location of choice for festivals and events because they are often centrally located gathering places that are intended to facilitate recreation and can accommodate temporary infrastructure without major disruption of their normal functions." Parks have the capacity to generate economic benefits, and park tourists by extension frequently contribute revenue to local restaurants, hotels, snack shops, and stores.

A 2023 Parks Canada publication notes, "More Canadians than ever before are choosing natural and cultural heritage places for recreation and vacations. Domestic and international travelers alike are seeking authentic experiences, unique activities and a deeper connection to community and culture, especially Indigenous cultures and traditions (p. 4)." With the inclusion of unique amenities such as a zoo, museum, or art/cultural/ heritage pieces (e.g., sculptures, murals, landscape planting), parks can become tourist attractions. At this time, Kawartha Lakes provides only a limited number of events in parks, with those provided primarily targeting local residents.

Digital Fatigue and Loneliness

The American Planning Association's 2025 Trend Report for Planners highlights a growing desire to reconnect in person, driven by increasing digital fatigue. Loneliness is also on the rise in communities across the world, the impacts of which have now been associated with significant physical and mental health challenges, including cardiovascular disease, dementia, stroke, depression, and anxiety.

The impact for parks and recreation professionals is a need to balance digital public engagement with face-to-face interactions that foster community connections and intergenerational relationships. At present, the City of Kawartha Lakes does not provide any virtual recreation programming, and there does not appear to be any explicit demand for it. Existing programs that intentionally foster community connections are also limited, however, with only a handful of community-focused events held annually.

Interest in Endurance Sports

Endurance and ultra-endurance sports have grown in popularity over the past two to three decades. According to a report from the International Association of Ultrarunners and RunRepeat, global participation in ultra running events increased by an astounding 1,676% between 1996 and 2019. Factors driving this trend include the accessibility of endurance events, their appeal on social media, the measurable personal challenges they offer, and advances in training technology, such as fitness apps, online coaching, and sport psychology resources. Endurance and ultra-endurance sports can also draw participants by showcasing stunning natural landscapes, which can boost local tourism.

Kawartha Lakes currently hosts its annual Milk Run (5km and 10km runs) in Lindsay, while the Kawartha Lakes Classic Cycling Tour is hosted annually by a community group. These events do not offer significant appeal to racers who are seeking an endurance challenge or who are interested in a competitive atmosphere, but their success indicates an opportunity to offer new events of a similar nature that could appeal to both local residents and tourists.

Pickleball's Rapid Growth

While the pickleball trend is a North American-wide phenomenon, a national survey conducted in January 2023 indicates that there are around 1.37 million individual Canadians playing the sport (approximately 11% of the population), with more than half of those 1.37 million playing four or more times per month. This number is up from an estimated 350,000 in January 2020. The experience of other municipalities indicates that pickleball is currently among the most requested programs in Ontario communities, and there are a number of factors that will likely support continued growth in participation, including:

- Play, in terms of rules and physical intensity, is relatively easy;
- There is an all-ages appeal;
- National organizational commitment to growing participation;
- Improving recognition as a legitimate sport nationally and internationally, with both recreational and competitive categories;
- It can be played year-round indoors and outdoors, with appropriate facilities; and,
- Participants report that it is fun as well as physically beneficial.

Municipalities everywhere are responding to the increased demand for pickleball by quickly introducing dedicated pickleball and/or dual tennis/pickleball courts to facility supply. Pickleball courts are being added through combinations of new builds and repurposing existing tennis courts, as one tennis court can be converted to use as two pickleball courts. It is important to note, however, that many municipalities are now seeing conflicts between tennis and pickleball players over shared use of courts. In the past few years, Kawartha Lakes has introduced pickleball courts (dual or multi-use courts) and programming both indoors and outdoors several times a week.

Participant Needs & Interests:

High Level of Inactivity in Children and Youth

Physical activity has been shown to positively impact nearly all health and well-being indicators for children and youth, including physical fitness, bone health, quality of life, motor skill development, psychological well-being, and pro-social behavior. However, according to the Participaction Report Card on Physical Activity for Children and Youth (2024), only 39% of children and youth aged five to 17 meet the recommended 60 minutes of moderate-to vigorous-intensity physical activity per day on average.

Identified barriers to physical activity among children and youth include increased screen time, reduced opportunities for active transportation, limited access to green spaces, financial constraints, and time limitations. The COVID-19 pandemic has also had lasting effects on physical activity levels due to lockdowns, physical distancing, and the suspension of organized sports. Additionally, the rise in extreme weather events and natural disasters, such as forest fires, floods, and heatwaves, underscores the impact of climate change on physical activity. These events pose unique risks to children and youth, who are particularly sensitive to climate-related health hazards and often need to stay indoors to avoid them.

Additionally, parks and recreation professionals can provide important offerings for youth when school is not in session, including before and after school, during weekends, and over the summer break. These programs provide opportunities for youth to develop physical literacy, job-related skills, social bonds, and to engage in structured and enriching experiences.

Currently, youth-directed programming provided by the City of Kawartha Lakes is limited primarily to aquatics/lifeguard training and youth shinny, though there is youth-directed programming offered by many community-led sports organizations, as well as BGC Kawarthas and other commercial providers.

Growing Need for Active Seniors Programming

As a result of an aging population and a growing post-pandemic interest in recreation programs, municipalities across North America are experiencing increased demand for active seniors programming. A report produced by the National Recreation and Park Association indicated that 9 in 10 park and recreation agencies in the United States dedicate facilities, activities, and programming to older adults, with 44% of agencies targeting adults as young as 50 years old for their older adult offerings. According to this report, the most common park and recreation offerings to older adults included exercise classes; field trips, tours, vacations; arts and crafts classes; opportunities to volunteer in recreation centres; and events and festivals for older adults.

Kawartha Lakes' geographic features and proximity to the Greater Toronto Area also make it a popular location for retirees and near-retirees to live and/or visit. The 2024 Community Analysis for the City of Kawartha Lakes notes that the municipality has a lower labour force participation rate than that of the Province (57.5% compared to 66.0%), which is likely explained by the larger percentage of residents that are retired. Responding to the needs of this population, the municipality has provided some programming that is directed to seniors, such as pickleball, aquafit, and fitness classes, however many non-sport seniors programs are currently provided by community groups and other public agencies.

Importance of Accessible Programming

The 2022 Canadian Survey on Disability showed that 27% of Canadians aged 15 years and older had one or more disabilities that limited them in their daily activities - a 5% increase since 2017. This increase can be partially attributed to both the aging population and the large increase in mental health related disabilities among youth and working-age adults. In 2022, 72% of persons with disabilities reported that they experienced 1 or more of 27 types of barriers to accessibility, with barriers related to indoor and outdoor public spaces representing the most commonly experienced (56%).

Supporting accessibility means: "Removing the barriers faced by individuals with a variety of disabilities (including, but not limited to physical, sensory, cognitive, learning, mental health) and the various barriers (including attitudinal and systemic) that impede an individual's ability to participate in social, cultural, political, and economic life. Disabilities can be temporary or permanent. As we age our abilities change and therefore an accessible society is one designed to include everybody; both people with disabilities and people who self-identify as non-disabled."

Although facility improvements can be expensive and require long-term planning, the cyclical nature of program planning provides more opportunities to improve accessibility, inclusivity, and the adaptive nature of programs. Kawartha Lakes is working towards improving the accessibility of its programming and acknowledges that there are many areas within which the City can still improve.

Need for Free and Low-Cost Recreation Opportunities

In 2010, Canadian households spent an average of $1,600 per year on recreation services. By 2021, this number had dropped to $1,168. When adjusting for inflation, this represents an approximate 40% decrease in recreation spending over this 11 year period. Studies have shown that many Ontarians are struggling with affordability, and are more concerned about paying for basic necessities than saving or spending on nonessential services. Consequently, it is expected that an increasing need for free and low-cost recreation opportunities will be seen in communities across the country.

A 2022 study by the Maple Leaf Sports and Entertainment (MLSE) Foundation found that the cost of recreation programs and equipment were identified as a barrier to participation by 43% of respondents, with this trend being most notable amongst youth aged 6-10 and 19-29. This highlights the importance of providing free or low-cost recreation opportunities, particularly to the youth demographic. While Kawartha Lakes does provide some free programming, primarily in the forms of free swims, free skates, and community events, there are opportunities to improve or better communicate the opportunities that are available. The parks section also discusses supporting free/affordable recreation through the provision of open access park amenities.

Importance of Supporting Women and Girls in Sports

Advocates for women in sport have long pushed for the rights of girls and women to have equal opportunities to play sports as boys and men. The 2024 Rally Report by Canadian Women & Sport demonstrates an encouraging trend in girls' participation in sport, with 63% of girls 6 to 18 reporting participation in organized team or individual sport at least weekly, compared to 68% of boys. Additionally, women's professional sports have taken off with the 2024 debut of the Professional Women's Hockey League, and the announcement of Canada's first Women's National Basketball Association (WNBA) team, and professional women's soccer league.

While this upward trend is encouraging, the 2024 Rally Report also demonstrated that there are gaps in terms of the frequency of girls participation in sports compared to boys. In fact, the 2024 Participation Report Card on Physical Activity for Children and Youth found that only 31% of girls (aged five to 17 years), compared to 57% of boys met the daily physical activity recommendation. Moreover, while nearly 4 in 10 girls aged 6 to 18 do not participate in sports, this number increases to 5 in 10 by age 16.

The benefits of youth sports participation are well documented ; but, girls' participation in sports has also been linked to success later in life, with a study by Ernst and Young indicating that 94% of women who hold C-suite executive-level positions were former athletes. Similarly, research by Deloitte found that 85% of women who played sports attribute their career success to the skills they developed through sports participation - a statistic that rises to 91% for women in leadership positions and 93% among women who make over $100,000 annually.

Kawartha Lakes currently offers women's ball hockey and ice hockey leagues, which are in high demand, as well as ice times for women's shinny. There are also opportunities for girls to get involved in sports through community-led leagues and commercial operators, though fewer opportunities exist for girls than boys at this time.

Growing Demand for Multi-Cultural Activities

Ontario is seeing a rapid shift in its population, with over 500,000 newcomers welcomed to the province from July 2023 to July 2024. By 2030, it is anticipated that immigration will account for all of Canada's net population growth. This rise in immigration is not only transforming the country's demographics, but also making clear the need to support immigrants as they integrate and adapt to life in Ontario.

Recreation opportunities offer significant promise in supporting newcomers' settlement satisfaction and helping to create a sense of community cohesion. In fact, the Institute for Canadian Citizenship conducted a survey about newcomer activities and interests, in which 87.3% of respondents strongly agreed (59.7%) or somewhat agreed (27.6%) that participating in activities that make them feel comfortable and welcome increases their sense of belonging and connection to Canada, and 95.6% indicated they would like to increase their participation

or attendance in social and recreational activities. Another study found that immigrants who are engaged in more outdoor activities reported a better sense of belonging and satisfaction with life in Canada, with outdoor experiences having a notable capacity to foster new memories that facilitate adaptation and attachment to new natural environments.

According to the 2021 Statistics Canada Census, just 1.4% of Kawartha Lakes residents are immigrants who arrived in Canada after 2000. However, as the municipality continues to grow, the number of newcomers is expected to rise, along with the demand for related resources.

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Appendix E: Trends in Hockey Participation

Data released in September 2021 by Statista on the total number of registered ice hockey players in Canada from 2010/11 to 2020/21 show a 26% increase in registrations from 2010/11 to 2014/15, from 572,411 to a peak of 721,504, after which numbers declined over time by 16% to 607,951 in 2019/20. 2020/21 registrations of 345,481 reflect the impact of COVID.[1]

A 3-part TVO report entitled 'End of an ice age, Part 1: Is youth hockey dying?'[2] looks at the reasons for declining participation in hockey among youth, using the City of Toronto as an example - where, despite anticipated population growth of 500,000 over the next 20 years, the number of arenas will be reduced. These include factors on both the demand and supply side of the equation.

In terms of demand:

- outside the hockey community, which is - in itself - healthy, the number of Canadians participating in hockey is stagnate or declining
- despite growth in girls' hockey, overall youth participation is down considerably
- the concept of recreation is evolving
- demographic changes are generating demand for sports other than hockey and there is no guarantee that Canadians will be interested in playing, simply because it's Canada's national sport (e.g., in Toronto soccer, basketball and cricket are experiencing unmet demand)

In terms of supply:

- old facilities are sometimes rink-only buildings and are not full NHL regulation size, which are no longer state-of-the-art recreation facilities
- the professionalization of youth hockey has driven up the cost barrier to entry for new players, makes it more competitive, and requires a greater time commitment - resulting in fewer entrants and more dropouts, as it is no longer fun
- privately operated arenas are attracting use away from public facilities

"At any level above house league, children can suddenly find themselves playing many hours a week all year long. Parents essentially live in arenas, shelling out huge sums of money for extra coaching, specialized training, and tournaments." (End of an ice age, Part 3: Why youth hockey can still be saved)[3]

1 https://www.statista.com/statistics/282125/number-of-registered-ice-hockey-players-in-canada/
2 Matt Gurney, Jan 7, 2020. (https://www.tvo.org/article/end-of-an-ice-age-part-1-is-youth-hockey-dying)
3 Matt Gurney, Jan 9, 2020. (https://www.tvo.org/article/end-of-an-ice-age-part-3-why-youth-hockey-can-still-be-saved)

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Appendix F: Municipal and Not-for-Profit Community and Meeting Rooms

Table F.5: Municipal Community and Meeting Rooms[1]

Location	Facility Name	Year Built (age) & Accessibility	Total Sq. Ft.*	Number and Capacity of Rooms	Features		
				No.	Capacity		
					< 100	>100	
Lindsay							
Lindsay (arena)	Lindsay Recreation Complex	2012 (13) elevator	-	1		180	kitchen; bar; AC
Lindsay	Victoria Park Armoury	1913 (112) ramps and accessible parking	29,796	2	60	650	tiled floor for seniors' multi-use; kitchen; bar; sound system; stage; AC large room only
Totals				**3**	**1**	**2**	
Northwest							
Bolsover	Bolsover Community Centre	1901 (124) accessible	4,370	1	82		kitchen; bar; stage; sound system
Baddow	Baddow Community Centre	accessible	1,200	1	60		kitchen; stage; sound system
Coboconk	Coboconk Lions Hall (within the Coboconk Community/Municipal Centre)	accessible		1		175	stage; kitchen; bar; sound system; AC; library & washroom in municipal service centre upstairs

1 Information is provided for municipal community and meetings rooms in Kawartha Lakes that are part of Parks and Recreation's portfolio. There are other municipal facilities in Kawartha Lakes that serve as community spaces that are outside parks and recreation (e.g., libraries, service centres) and, therefore, are not part of this assessment.

Fenelon Falls (arena)	Fenelon Falls CC	2012 (13) accessible	-	2	30	473	commercial kitchen; bar; sound system; pickleball courts
Norland	Norland Old School Hall	1950 (75) accessible		1	50		AC
	Norland Recreation Centre	1970 (55) budget in place for washrooms	9,222	1		250	kitchen; sound system; AC
Sebright	Carden C.C.	1982 (43) accessible	7,704	1		178	kitchen; bar; stage; AC
	Dalton CC	1945 (80) accessible	3,416	1	83		kitchen
Woodville (arena)	Woodville/Eldon CC	1977 (48)					new lobby area used for gathering
	Woodville Town Hall	lift to basement and upstairs	small	1		134	stage; kitchen; bar; Lions use basement
Totals				**11**	**6**	**5**	
Northeast							
Burnt River	Burnt River Somerville CC	1985 (40) accessible	10,000	2	60	250	stage; kitchen; bar; sound system; AC
Kinmount	Kinmount Community Centre	1909 (116) accessible	6,342	2	small	118	kitchen; bar; stage; AC
Totals				4	2	2	
Southeast							
Janetville	Janetville Community Centre	1960 (65) accessible	4,005	1		135	kitchen; bar; stage
Omemee (arena)	Emily/Omemee CC	1974 (51) not accessible	-	1		225	kitchen; bar; sound system; AC
	Coronation Hall	accessible (excluding washrooms)	2,128	1		140	kitchen; stage; good acoustics;
Bethany /Manvers (arena)	Manvers CC	1978 (47) washrooms; budget in place for lift	-	1		220	kitchen; bar; stage; sound system
Bobcaygeon (arena)	Bobcaygeon/Verulam Community Centre	1954 (71) elevator	-	1		200	not available Sept. through March
Totals				**5**	**0**	**5**	
Southwest							

Totals				**5**	**0**	**5**	
Southwest							
Cambray	Fenelon Township CC	1982 (43) accessible	8,696	1		258	kitchen; bar; stage sound system; AC
Little Britain (arena)	Little Britain CC	1977 (48) elevator	-	1		350	kitchen; bar; stage; AC; public library
Oakwood (arena)	Oakwood CC	1977 (48) elevator	-	1		242	commercial kitchen; bar; stage; sound system; AC
Totals				**3**	**0**	**3**	
Municipal Total				**26**	**9**	**17**	

*from 2019 DC study; was not shown for rooms that are part of the LRC or arenas

Table F.6: Not-for-Profit Community and Meeting Rooms

Facility	Existing Facility Supply		
	name	**main facility components**	**amenities/other**
Lindsay			
	Lindsay Curling Club	Upstairs hall (cap. 103) Downstair room (cap. 77)	catering kitchen; licensed; accessible; home of Lindsay Lions
Northwest			
	Fenelon Falls Curling Club	hall/lounge: 1,200 sf. table seating cap 64; meeting cap. 84	large commercial kitchen; licensed; not accessible
	Kirkfield District Lions Club	hall	stage, kitchen
Northeast			
Southeast			
	Dunsford Community Centre	10,000 square feet large hall (cap. 360) small hall (cap. 150) library	kitchen, bar
	Bobcaygeon Curling Club and Recreational Facility	large hall/lounge meeting room	kitchen; bar; licensed; fully accessible
	Pontypool Community Centre	hall (cap. 125 seated)	kitchen, bar, stage, partially accessible; Ontario Early Years playgroup
	Bobcaygeon and District Lions Club	hall	
	Fowler's Corners and District Lions Club	hall (cap. 80)	catering kitchen, accessible, additional basement space
	Omemee Lions** Omemee Curling and Recreation Club**	hall/lounge (cap. 150) off-season rink floor (cap. 350)	catering kitchen
Southwest			
	Oakwood Curling Club	curling rink no information available online regarding halls, etc.	

*from available web-based information; ** same location

Appendix G: Towards the Development of a Staffing Metric for New Parkland Acquisition in the Central Area

Purpose: The purpose of this methodology is to develop appropriate metrics to estimate the amount of additional staff time (measured in hours) that would be required to properly maintain any additional parkland that was acquired by the municipality in the Central area. An additional use of the methodology is to estimate the current shortfall of labour (again measured in hours) to properly maintain the municipality's current inventory of parkland.

Approach: After discussion with municipal staff, it was determined that only lands in the 'Central' area of the municipality would be considered, as these were the ones with the most regular maintenance requirement. (The total parks area in the 'Central' area of Kawartha Lakes amounts to 274.5 acres – 42% of the total inventory of 653.6 acres throughout the municipality.) As well, to be consistent, only staff time attributable to the maintenance of parkland in the Central Area would be considered.[1]

Note that all figures have been rounded to the first decimal place.

Calculation Methodology: The analysis follows a series of steps:

• establish current inventory: The majority of parkland in the Kawartha Lakes system in the Central area (in terms of the maintenance standard level) consists of lands in the L1 category (note that there are no parklands in the L4 or 'Other' category in the Central area):

Category of Parkland	Total Amount of Parkland in KL Inventory in Central Area* (acres)	% of Total Acreage
L1	255.6	93.1%
L2	16.3	5.9%
L3	2.7	1.0%
L4	0	0.0%
Other (parkettes, natural areas)	0	0.0%
Total Area	274.53	100.0%

* from Current Parkland Inventory (spreadsheet), Kawartha Lakes

1 Parkland acquisition in the North and South parts of the municipality will likely have extra requirements to take into account the additional travel time and cost of reaching these more remote areas. Each would need to be estimated separately based upon its distance from the nearest supply depot and the difficulty of reaching it. It is suggested that an approach would be to calculate maintenance requirements as though it were in the Central area of the municipality and then add the estimated additional travel time cost on a case-by-case basis.

- determine maintenance standard and implied effort: Moreover, because land in the L1 category has by far the most intensive maintenance requirement, it consumes an even higher proportion of staff resources; an estimate of the total amount of staff time can be calculated in the table below. Note that 'cuts' refers to not only grass cutting, but also litter removal, horticultural maintenance, occasional tree pruning, line trimming, as well as average travel time etc. to the site. For the purpose of this assessment, a 'cut' is assumed to be a standard unit of work.

Category of Parkland	Maintenance Standard*	Assumed Average or Standard	Total Cuts (average for cuts per acre per season [year] times no. of acres in category)	Total Effort (i.e., % of total cuts)
L1	15-22 cuts per season	20 cuts per acre	5,111	96.8%
L2	8-10 cuts per season	10 cuts per acre	163	3.1%
L3	maximum of 3 cuts per season	3 cuts per acre	8	0.2%
L4	maximum of 2 cuts per season	2 cuts per acre	0	0.0%
Other	unstated, but minimal maintenance; assume 1 'cut equivalent' per season	1 cut per acre	0	0.0%
Total Cuts	-	-	5,282	100.0%

* from Jenn Johnson, Kawartha Lakes Parks and Recreation Department

- determine total staff effort on parks maintenance: The total amount of staff time allocated to park maintenance (as defined above) in the Central area is estimated to be 40,440 hours.[1]

- calculate distribution of staff effort: Assuming the distribution of these hours follows that of the percentage of total effort above, this implies the total hours for each category of parkland, and the hours required per acre, to be as follows:

Category of Parkland	Distribution of Total Effort (i.e., % of total cuts)	Implied Total Hours Spent on this Category of Parkland (percentage of total effort times total hours)	Total Inventory (Acres)	Actual Hours Spent per Acre (i.e., total hours spent on that category of parkland divided by the number of acres in that category in the inventory)
L1	96.8%	39,132	255.6	153.1
L2	3.1%	1,246	16.3	76.6
L3	0.2%	62	2.7	23.0
L4	0.0%	0	0	0
Other	0.0%	0	0	0
Total	100.0%	40,440	274.53	147.3

1 Calculated from proposed PR Workforce Plan 2026-2028 by summing all part-time, seasonal and summer hours for parks, forestry and horticulture operations in the Central Area. Municipal staff estimated that 50% of the total hours for arborists and the urban forester should also enter into this calculation. No 'Trails and Cemeteries' staff time is considered.

- assess current vs. target levels of effort: However, we understand that a common perception in the parks area is that the department is understaffed and that more hours should actually be spent on park maintenance that is actually the case. This is borne out by the fact that the previous benchmarking work shows that Kawartha Lakes staffing complement per person was about 89% of the benchmark average of other comparable municipalities – accordingly, the target hours per acre is raised by 12%[1] to account for this discrepancy.

Category of Parkland	Actual Hours Spent per Acre	Target Hours Spent per Acre (rounded) (actual hours increased by 12% to compensate for current estimated shortfall)	Current Estimated Shortfall in Hours per acre (target minus actual)	Total Inventory (Acres)	Total Shortfall (Hours) (shortfall in hours times the acreage in that category – rounded)
L1	153.1	171.5	18.4	255.6	4,696
L2	76.6	85.7	9.2	16.3	150
L3	23.0	25.7	2.8	2.7	7
L4	0	0	n/a	0	n/a
Other	0	0	n/a	0	n/a
Total	147.3	165.0	17.7	274.53	4,853

1 This is the inverse of the amount of the current shortfall. For example, if a quantity is only 89% of a given target level that represents 100%, it needs to be raised by 12% of its current quantity to hit that target level.

- establish current shortfall: As per the calculation above, the current shortfall in terms of the labour required to maintain the current parks inventory at a reasonable benchmark standard is just over 4,800 hours, or approximately 2.3 FTEs (assuming that 1 FTE = 2,080 hours ; i.e., 52 weeks times 40 hours per week). In other words, approximately 4,800 additional hours should be added to the existing complement of labour for parks maintenance, to bring Kawartha Lakes up to the benchmark standard seen in comparable communities in the Central area.

- establish recommended target amounts going forward: It is recommended that for the acquisition of any new parkland, the target ratios calculated below be used. These are calculated on both a 'per acre' and 'per hectare' basis:

Category of Parkland	Target Hours Spent per Acre Acquired (rounded)	Target Hours Per Hectare Acquired (rounded) (2.471 acres = I ha)	Implied Hectares Covered per FTE[1] (rounded)
L1	172	425	5
L2	86	213	10
L3	26	64	32
L4	n/a	n/a	n/a
Other	n/a	n/a	n/a

1 At a ratio of 2,080 hours per FTE. So, for example, one FTE (2,080 hours per year) could cover approximately 5 hectares of parkland maintained at an L1 standard (2,080 divided by the 425 hours required to maintain one hectare of parkland).

Using the Ratios: Examples of how to use the ratios in the Central area are presented below:

Example	Calculation	Result (Additional Staff Time Required)
• acquiring an additional 1.5-hectare parcel to be designated as L1	1.5 hectares times 425 hours per hectare	an additional 638 hours of staff time
• acquiring an additional 5.0-hectare parcel to be designated as L2	5.0 hectares times 213 hours per hectare	an additional 1,065 hours of staff time
• acquiring an additional 3 hectares of land to be designated as L3	3.0 hectares times 64 hours per hectare	an additional 192 hours of staff time

Note as well that the above calculations consider only staff time required, and do not take expenses (e.g. gas for lawnmowers, vehicle depreciation, etc.) into account.

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Appendix H: Overview of Delivery Models for Parks and Recreation Services

1. Municipal Department Model (Direct Service Delivery)

This is the most common model, where the municipality directly owns, operates, and manages parks and recreation services.

- **Structure:** A Parks and Recreation Department (or Community Services Department) manages the services, typically reporting to the Chief Administrative Officer (CAO) or City Manager.
- **Staffing:** Municipal employees provide programming, facility maintenance, and park operations.
- **Funding:** Services are funded through municipal taxes, grants, and user fees.
- **Examples:**
    - City of Toronto: Parks, Forestry & Recreation Division.
    - City of Ottawa: Recreation, Cultural, and Facility Services.

Advantages:

- Direct control and accountability: The municipality maintains full oversight of service quality and standards.
- Consistency and reliability: Uniform policies, procedures, and service levels.
- Public ownership: Public access and affordability are prioritized over profit.
- Integration with other municipal services: Easier coordination with public works, planning, and other departments.

Disadvantages:

- Higher operating costs: Full-time staff, pensions, and benefits increase expenses.
- Limited flexibility: Bureaucratic processes can slow decision-making.
- Potential inefficiency: Public sector operations may lack the cost-efficiency of private sector management.

2. Commission or Board Model

In this model, an arms-length board or commission oversees parks and recreation services. The board may include municipal representatives, citizens, and stakeholders.

- **Structure:** The board operates semi-independently but is accountable to the municipal council.
- **Staffing:** The board may hire its own staff or contract municipal employees.
- **Funding:** Combination of municipal contributions, grants, and user fees.

- **Examples:**
    - Stratford, ON – Stratford's Parks Board manages parks operations independently from the city's general administration.
    - Greater Sudbury, ON – The Sudbury Arena Commission oversees arena operations.

Advantages:

- Increased flexibility: Boards can make operational decisions more quickly than municipal departments.
- Community representation: Boards often include citizens, ensuring local interests are considered.
- Reduced municipal workload: Board handles day-to-day operations

Disadvantages:

- Potential for less oversight: Boards may operate with less direct accountability to Council.
- Inconsistent service quality: Service levels may vary if different boards manage various facilities.
- Governance complexity: Overlapping jurisdiction or unclear roles can cause confusion.
- Reliance on board competence: Effectiveness depends on board expertise and decision-making.

3. Non-Profit or Community-Based Model

In this model, non-profits or community groups deliver certain recreation services or operate facilities, often under agreements with the municipality.

- **Structure:** The municipality may own the facilities, but a non-profit manages them.
- **Staffing:** Staffed by non-profit employees and volunteers.
- **Funding:** Combination of municipal funding, grants, donations, and program revenue.
- **Examples:**
    - YMCA partnerships in several Ontario municipalities (e.g., YMCA manages recreation centers with municipal funding).
    - Community sports clubs operating local facilities under long-term leases.

Advantages:

- **Cost efficiency:** Non-profits often rely on volunteers, reducing staffing costs.
- **Community engagement:** Local groups have direct ties to the community, fostering greater involvement.
- **Flexibility and innovation:** Non-profits may be more adaptable to new trends or service needs.
- **Fundraising potential:** Non-profits can access grants and donations unavailable to municipalities.

Disadvantages:

- Inconsistent service quality: Service standards may vary between different non-profits.
- Limited oversight: The municipality has less control over day-to-day operations.

- Financial instability: Non-profits may struggle with funding, affecting long-term service sustainability.
- Volunteer dependence: Over-reliance on volunteers can lead to operational instability.

4. Public-Private Partnership (P3) Model

This model involves a collaboration between the municipality and private sector companies for the development, maintenance, or operation of recreation facilities or services.

- **Structure:** The municipality enters into a contract with a private partner.
- **Staffing:** May involve municipal employees, private employees, or a combination.
- **Funding:** Private sector investment combined with public funds. The private partner may generate revenue from the service.
- **Examples:**
    - Markham Pan Am Centre – Developed through a P3 agreement, where private partners participated in funding and operations.
    - Brantford's Wayne Gretzky Sports Centre – Managed through a partnership with a private management company.

Advantages:

- **Cost-sharing:** Reduces municipal capital investment by leveraging private sector funding.
- **Efficiency and expertise:** Private companies may bring operational efficiencies and specialized skills.
- **Innovation:** Private sector involvement can drive innovation in programming or facility design.
- **Reduced financial risk:** The private partner assumes part of the financial risk.

Disadvantages:

- **Profit-driven priorities:** Private partners may prioritize profitability over community interests.
- **Reduced public control:** The municipality has less influence over daily operations.
- **Long-term financial obligations:** P3 agreements may lock municipalities into long-term financial commitments.
- **Service affordability risks:** Private partners may introduce higher user fees.

5. Regional or Shared Service Model

In some areas, especially smaller municipalities or rural regions, parks and recreation services are delivered through inter-municipal partnerships or regional service bodies.

- **Structure:** Two or more municipalities jointly fund and oversee service delivery.
- **Staffing:** Shared employees or separate teams operating under one agreement.
- **Funding:** Shared costs among municipalities.

- **Examples:**
    - Niagara Region – Certain recreation services are delivered regionally across multiple municipalities.
    - Lanark County – Collaborative recreation programming across smaller townships.

Advantages:

- **Economies of scale:** Sharing resources reduces costs.
- **Improved service coverage:** Regional coordination can enhance service delivery across smaller or rural municipalities.
- **Standardized services:** Helps maintain consistent service levels across jurisdictions.
- **Efficient use of resources:** Shared facilities and programs avoid duplication.

Disadvantages:

- **Complex governance:** Requires clear agreements and coordination between municipalities.
- **Reduced local autonomy:** Individual municipalities may have less say in service decisions.
- **Equity challenges:** Service levels may not be evenly distributed across all participating municipalities.
- **Potential for disputes:** Disagreements over funding contributions or service priorities.

6. Contracted or Outsourced Model

Some municipalities contract out parks maintenance, programming, or facility management to private companies.

- **Structure:** The municipality retains ownership but contracts private companies for day-to-day operations.
- **Staffing:** Private company employees.
- **Funding:** Municipal payments and service fees.
- **Examples:**
    - Vaughan, ON – Outsourced some recreation program delivery.
    - Mississauga, ON – Certain parks maintenance services are contracted.

Advantages:

- **Cost efficiency:** Private sector involvement can reduce municipal staffing and operational costs.
- **Access to expertise:** Private companies bring specialized skills and efficiencies.
- **Flexibility:** Contracts allow for targeted, temporary, or specialized service delivery.
- **Reduced municipal liability:** Contractors assume operational risks.

Disadvantages:

- **Profit over service quality:** Private companies may prioritize cost-cutting, potentially lowering service quality.
- **Reduced public control:** The municipality has limited influence over day-to-day operations.
- **Contractual risks:** Poorly written contracts may result in legal or financial disputes.

- **Labour issues:** Staff may face reduced wages or job insecurity.

7. Hybrid Models

Some municipalities use a combination of models, e.g., direct delivery for core services but partnerships or outsourcing for specific programs or facilities.

- **Example:**
    - City of Hamilton – Operates public parks directly but contracts some maintenance to private companies and partners with non-profits for recreation programs.

Advantages:

- **Balanced service delivery:** Allows municipalities to retain control over core services while outsourcing or partnering for specialized services.
- **Cost management:** Hybrid models can optimize efficiency by combining public oversight with private or non-profit delivery.
- **Enhanced service variety:** More diverse programs and facilities through partnerships.
- **Flexibility and scalability:** Easier to adapt to changing community needs.

Disadvantages:

- **Complex administration:** Multiple service models can complicate governance and oversight.
- **Inconsistent service quality:** Variations in delivery models may create inconsistencies.
- **Coordination challenges:** Communication and collaboration between public, private, and non-profit partners can be difficult.

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Appendix I: Policy Examples

Examples of Community Engagement Policies

Several Ontario municipalities have established community engagement policies to involve residents in decision-making processes and ensure transparent governance. These policies govern aspects of community engagement for all aspects of municipal service provision, including parks and recreation services. They include:

1. **City of Mississauga:** Mississauga's Community Engagement Strategy outlines methods for involving the community in decisions affecting them, aiming to strengthen transparency and accountability. See: https://www.mississauga.ca/publication/community-engagement-strategy/?utm

2. **City of Toronto:** Toronto conducted a Public Engagement Review to assess and improve its engagement methods, focusing on inclusivity and accessibility in public consultations. See: https://www.toronto.ca/community-people/get-involved/public-engagement-review/?utm

3. **City of Guelph:** Guelph's Community Engagement Framework sets standards for designing, implementing, and evaluating community engagement, emphasizing transparency and inclusivity. See: https://guelph.ca/plans-and-strategies/community-engagement-framework/?utm

4. **City of Hamilton:** Hamilton's Public Engagement Policy, approved in January 2024, aims to ensure consistency, transparency, accountability, equity, and inclusivity in all City-led public engagement processes. See: https://www.hamilton.ca/city-council/plans-strategies/strategies/engaging-your-city/public-engagement?utm

5. **City of London:** London's Community Engagement Policy outlines the city's commitment to inclusive processes, ensuring quality communication and citizen involvement. See: https://london.ca/council-policies/community-engagement-policy?utm

6. **Town of Newmarket:** Newmarket's Community Engagement Policy emphasizes an inclusive process to inform stakeholders about decisions, fostering two-way communication. See: https://www.newmarket.ca/TownGovernment/Documents/Community%20Engagement%20Policy.pdf?utm

7. **City of Kitchener:** Kitchener's Community Engagement Policy defines the process of involving the community in decision-making, highlighting transparency and mutual respect. See: https://www.kitchener.ca/en/resourcesGeneral/Documents/COR_COMM_Community_Engagement_Policy.pdf?utm

8. **City of Vaughan:** Vaughan's Stakeholder and Community Engagement Strategy commits to involving citizens, businesses, and stakeholders in municipal decisions, guided by best practices from the International Association of Public Participation. See: https://www.vaughan.ca/sites/default/files/Engagment%20Strategy_Final.pdf?utm

These policies reflect the municipalities' dedication to fostering meaningful dialogue with their communities, ensuring that public input informs local governance and decision-making.

Examples of Digital Accessibility Policies

Digital accessibility policies ensure that online services and digital content are accessible to all residents, including those with disabilities. This is particularly important for the provision of information about parks and recreation facilities and programs, as they are one of the most frequently consulted and used municipal services. Examples include:

1. **City of Toronto:** Toronto's Multi-Year Accessibility Plan (2020-2025) includes commitments to digital accessibility, such as ensuring that the city's websites and web applications incorporate the foundations of the City of Toronto Digital Accessibility Standard. See: https://www.toronto.ca/wp-content/uploads/2021/02/94fc-MYAP-Status-Report-2020-to-2024.pdf?utm

2. **City of Mississauga:** Mississauga's 2023–2028 Multi-Year Accessibility Plan outlines initiatives like conducting annual reviews of the city's digital strategy to reflect current best practices in digital accessibility. See: https://www.mississauga.ca/wp-content/uploads/2023/05/Multi-Year-Accessibility-Plan-2023-2028.pdf?utm

3. **City of Hamilton:** Hamilton's Multi-Year Accessibility Plan (2020-2025) includes the development of a Digital Accessibility Policy to ensure that accessibility is integrated into the city's digital services and content. See: https://www.hamilton.ca/sites/default/files/2022-11/myap-2020-2025.pdf?utm

4. **City of Ottawa:** Ottawa's Accessibility Policies and Procedures address digital accessibility by providing guidance on accessible formats and communication supports to ensure information is available to all residents. See: https://app06.ottawa.ca/calendar/ottawa/citycouncil/occ/2012/04-11/fedco/02d%20-%20Accessible%20Formats%20and%20Communication%20Supports%20ProcedureMar23%20final%20DOC%204.htm?utm

5. **City of Kitchener:** Kitchener's Accessibility Plan emphasizes the city's commitment to building an inclusive community by providing accessible digital services and information. See: https://www.kitchener.ca/en/accessibility.aspx?utm

These policies demonstrate the municipalities' dedication to creating inclusive digital environments, ensuring that all residents have equitable access to online services and information.

Examples of Volunteer Management Policies

Several Ontario municipalities have established volunteer management policies to effectively coordinate and support volunteer activities within their communities. Examples include:

1. **Municipality of Kincardine:** Their Volunteer Management Policy outlines the framework for managing volunteers, detailing the types of work assigned, expected quality of work, and the responsibilities and rights of volunteers and the municipality. See: https://www.kincardine.ca/media/lupcq5zn/admin02-volunteer-management-policy.pdf?utm

2. **Town of The Blue Mountains:** This policy provides guidelines for

recruiting, training, and managing volunteers to enhance town program delivery, ensuring effective support and accommodation of accessibility requirements. See: https://www.thebluemountains.ca/sites/default/files/2021-09/B-3-8-FAF-20-109-Volunteer-Policy.pdf?utm

3. **Municipality of Hastings Highlands:** Their Volunteer Policy includes procedures for volunteer applications, outlines responsibilities, and emphasizes adherence to municipal policies and laws during volunteer work. See: https://www.hastingshighlands.ca/media/u01piv1h/2020-017-volunteer-policy.pdf?utm

These policies serve as frameworks for municipalities to manage volunteer involvement effectively, ensuring that both volunteers and the communities benefit from well-structured programs.

Examples of Environmental Sustainability Policies

Several Ontario municipalities have developed environmental sustainability policies to guide their efforts in addressing climate change and promoting sustainable practices. Here are some examples:

1. **City of Toronto:** Toronto's "TransformTO" is a comprehensive climate action strategy aiming for net-zero greenhouse gas emissions by 2040. The plan focuses on areas such as buildings, transportation, waste, and natural systems to achieve its goals. See; https://www.toronto.ca/services-payments/water-environment/environmentally-friendly-city-initiatives/transformto/

2. **City of Ottawa:** Ottawa's "Climate Change Master Plan" outlines the city's approach to reducing greenhouse gas emissions and adapting to climate change. It sets targets and actions for both mitigation and adaptation efforts. See: https://ottawa.ca/en/planning-development-and-construction/official-plan-and-master-plans/climate-change-master-plan

3. **Region of Waterloo:** The "TransformWR" strategy is a collaborative initiative aiming to reduce greenhouse gas emissions in the Waterloo Region by 80% by 2050. It focuses on areas like transportation, building energy efficiency, and waste management. See: https://climateactionwr.ca/wp-content/uploads/2021/07/Final-TransformWR-Stragegy.pdf

4. **City of Hamilton:** Hamilton's "Climate Action Strategy" provides a framework for reducing emissions and preparing the community for climate impacts. It includes actions related to energy use, transportation, and natural environment protection. See: https://www.hamilton.ca/home-neighbourhood/environmental-stewardship/environmental-plans-strategies/hamiltons-climate

5. **City of Mississauga:** Mississauga's "Climate Change Action Plan" outlines the City's commitments to reducing greenhouse gas emissions and enhancing resilience to climate change through various initiatives and policies. See: https://www.mississauga.ca/publication/climate-change-action-plan/

These policies reflect the municipalities' commitments to environmental sustainability and provide frameworks for action on climate change and related challenges.

Examples of Customer Service Policies

Municipal parks and recreation departments in Ontario have established various customer service policies to ensure high-quality experiences for residents. Examples from other municipalities include:

City of Toronto

Complaints & Compliments Process: Toronto has a structured process for handling feedback, acknowledging concerns within one business day and aiming to resolve complaints within 14 days. This process includes multiple channels for submission, such as email, phone, fax, mail, and in-person visits. See: https://www.toronto.ca/city-government/accountability-operations-customer-service/city-administration/staff-directory-divisions-and-customer-service/parks-forestry-recreation/parks-forestry-recreation-complaints-compliments/?utm

City of Hamilton

- Recreation Customer Service: Hamilton provides detailed customer service desk hours for each recreation facility, ensuring residents know when and where they can receive assistance. The city also offers clear guidelines on program transfers, waitlists, age policies, and non-resident surcharges. See: https://www.hamilton.ca/things-do/recreation/recreation-customer-service?utm

Town of Oakville

- Customer Service Standards and Customer Conduct Policy: Oakville is committed to delivering exceptional, equitable, and accessible customer service. The Town's policy outlines values such as accountability, dedication, honesty, innovation, respect, and teamwork. It also establishes procedures for customer service standards, expectations for appropriate conduct by customers, and processes for handling complaints and compliments. See: https://www.oakville.ca/town-hall/policies-procedures/customer-service-standards-and-customer-conduct-policy/?utm

Township of Zorra

- Customer Service Standards: Zorra's strategic plan focuses on strengthening customer service by enhancing communication, ensuring fair and consistent treatment, and aligning with corporate values like trust and respect. The Township encourages feedback through emails or online forms and reviews customer service performance annually. See: https://www.zorra.ca/our-township/customer-service-standards/?utm

These examples illustrate the commitment of Ontario municipalities to providing structured and responsive customer service within their parks and recreation departments.

Appendix J: Benchmarking Analysis of Kawartha Lakes Parks and Recreation Provision

Approach to the Analysis

A benchmarking analysis was undertaken to determine how Kawartha Lakes compares with similar communities in terms of expenditure on parks and recreation. 'Similar communities' were deemed to be single-tier municipalities between approximately 20,000 and 150,000 permanent resident population, so Kawartha Lakes, with a permanent population of nearly 80,000, is approximately in the middle of this range. In total, in Ontario, fourteen single-tier municipalities (including Kawartha Lakes) fall into this category; these are:

- Belleville, City
- City of Thunder Bay
- Brantford, City
- Cornwall, City
- City of Guelph
- Sault Ste. Marie, City
- City of Kingston
- City of Greater Sudbury
- City of Peterborough
- Prince Edward County
- Kawartha Lakes
- Quinte West, City
- Norfolk County
- Chatham-Kent

To ensure comparable figures, municipal expenditures on parks and recreation as reported in the Ontario Ministry of Finance's Financial Information Return[1] (FIR) for 2022 was used. (As of the time of writing, data for 2023 was not available for all municipalities, so 2022 is the most recent complete year for this data.) Four categories of municipal expenditure are considered to be the total of 'parks and recreation expenditures': parks expenditures; recreation expenditures; recreation facility expenditures (golf, marina, ski hills, etc.); and 'other recreation facility expenditures'. Permanent resident populations for 2022 were calculated based upon the 2021 census populations updated to 2022 by using the annual growth rate from 2016 to 2021, and from this, per capita expenditures on parks and recreation were calculated.

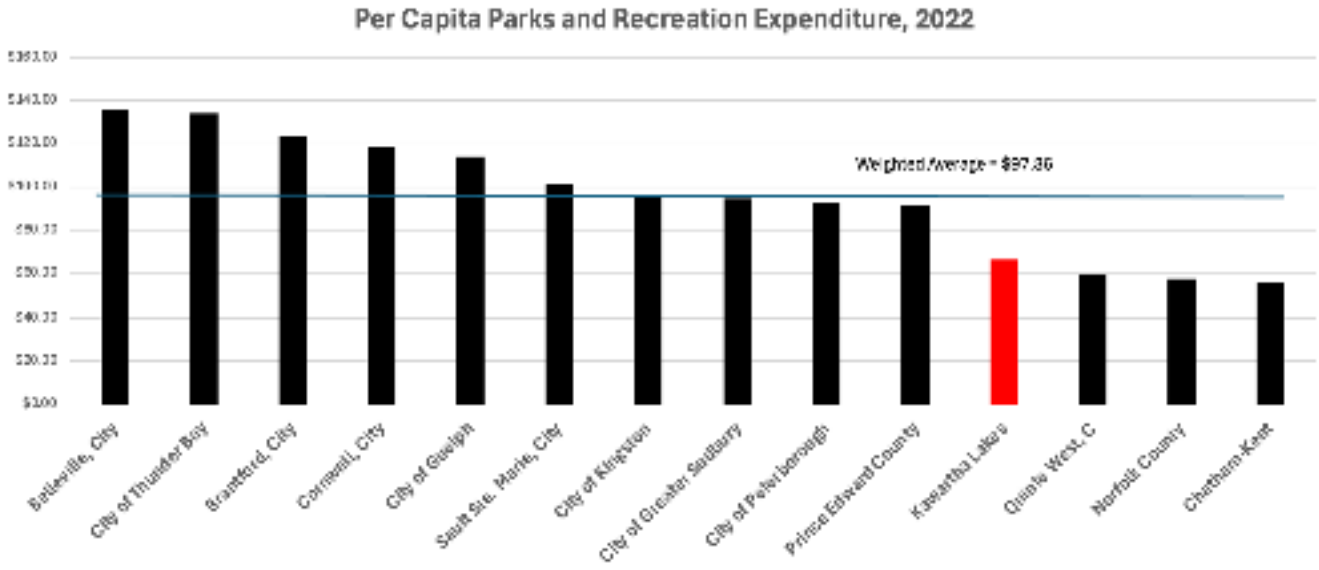
The 2022 FIR reports also contain information on staffing (permanent full-time; part-time and seasonal). From this data, estimates of how Kawartha Lakes compares to the benchmark communities on staffing levels were also examined.

1 See: https://data.ontario.ca/dataset/financial-information-return-fir-for-municipalities

Finally, the total resource base of the municipalities (total revenues, reflecting their total 'wealth') was examined to determine how parks and recreation expenditures compared on this measure.

Expenditures Comparison

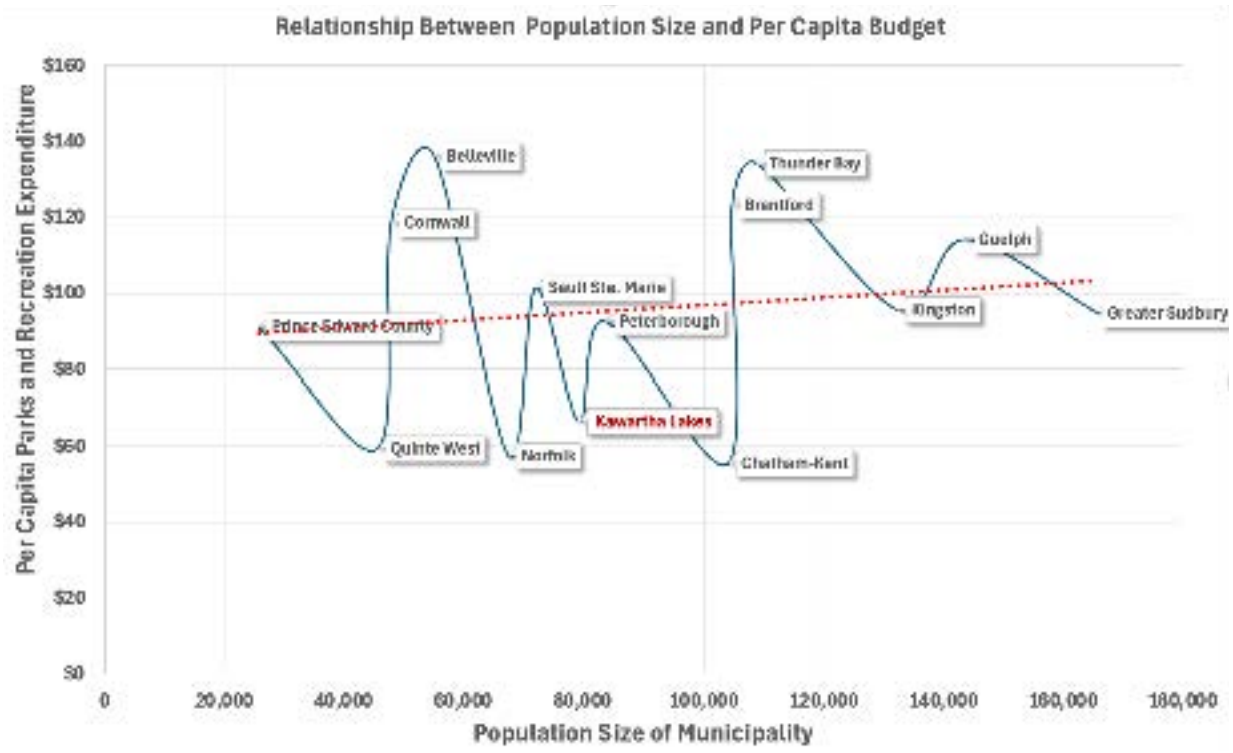
The graph below shows how total expenditures on parks and recreation in Kawartha Lakes compares to the benchmark set on a per capita expenditure basis:



As the chart shows, the range of per capita expenditures is from approximately $55 to $136, with a weighted average of approximately $97. Kawartha Lakes is towards the lower end of this range, with an average expenditure of approximately $67. One implication of this is that if Kawartha Lakes were to fund its parks and recreation programs and facilities at the same per capita level as the average, this would imply another $30 of expenditure per person.[2] Multiplied by the permanent resident population of the municipality (say 83,000) this would imply an additional nearly $2.5 million to the parks and recreation budget, bringing Kawartha Lakes up to the average of the benchmark set.

2 i.e., the weighted average of $97 for all benchmark communities less the current expenditure of Kawartha Lakes of $67 (= $30).

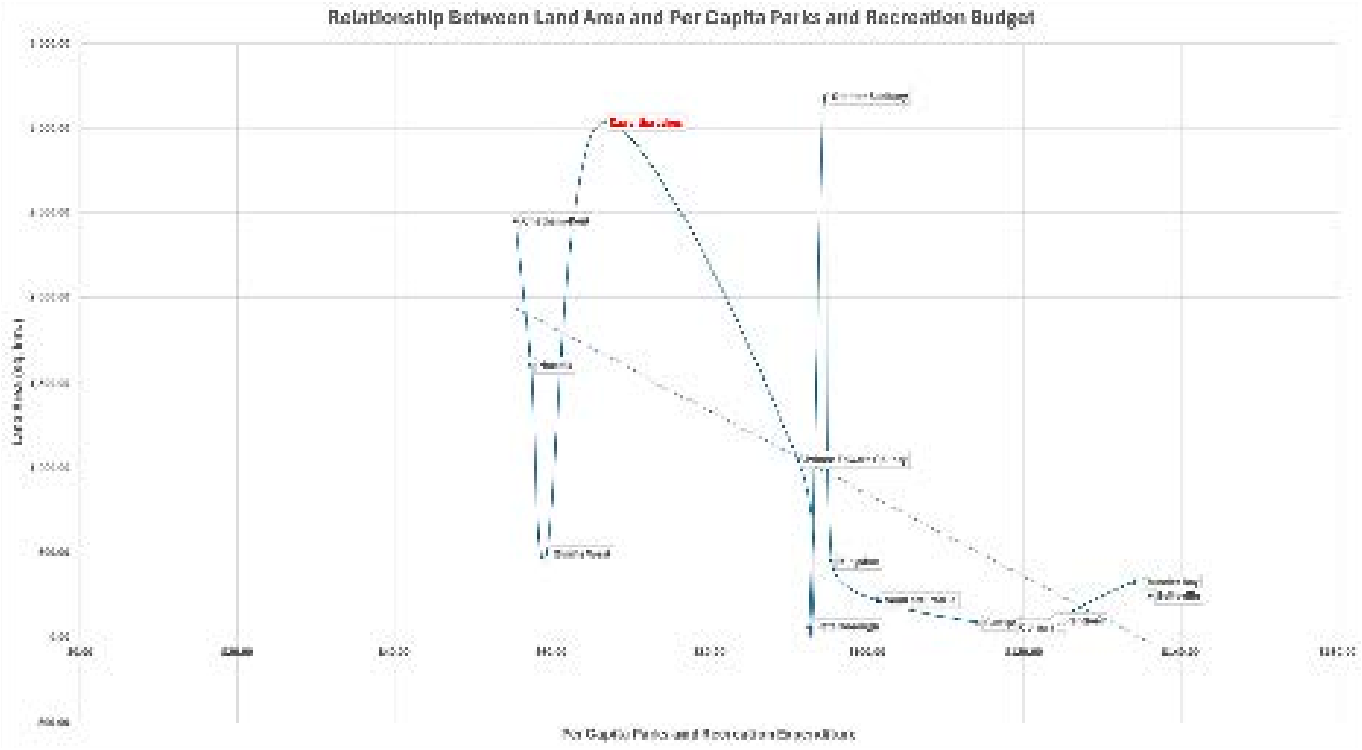
The difference in range of per capita expenditures does not appear to be influenced by overall population size of the municipality, as shown by the graph below:



As this graph shows, while there is a slight trend upward in terms of larger municipalities having higher per capita expenditures, this is by no means a determining or defining characteristic. Belleville, one of the smallest municipalities in the benchmark set, has the highest per capita expenditure, while Chatham-Kent, one of the largest, has the lowest. The correlation between population size and per capita expenditure is only 0.13: not significant.

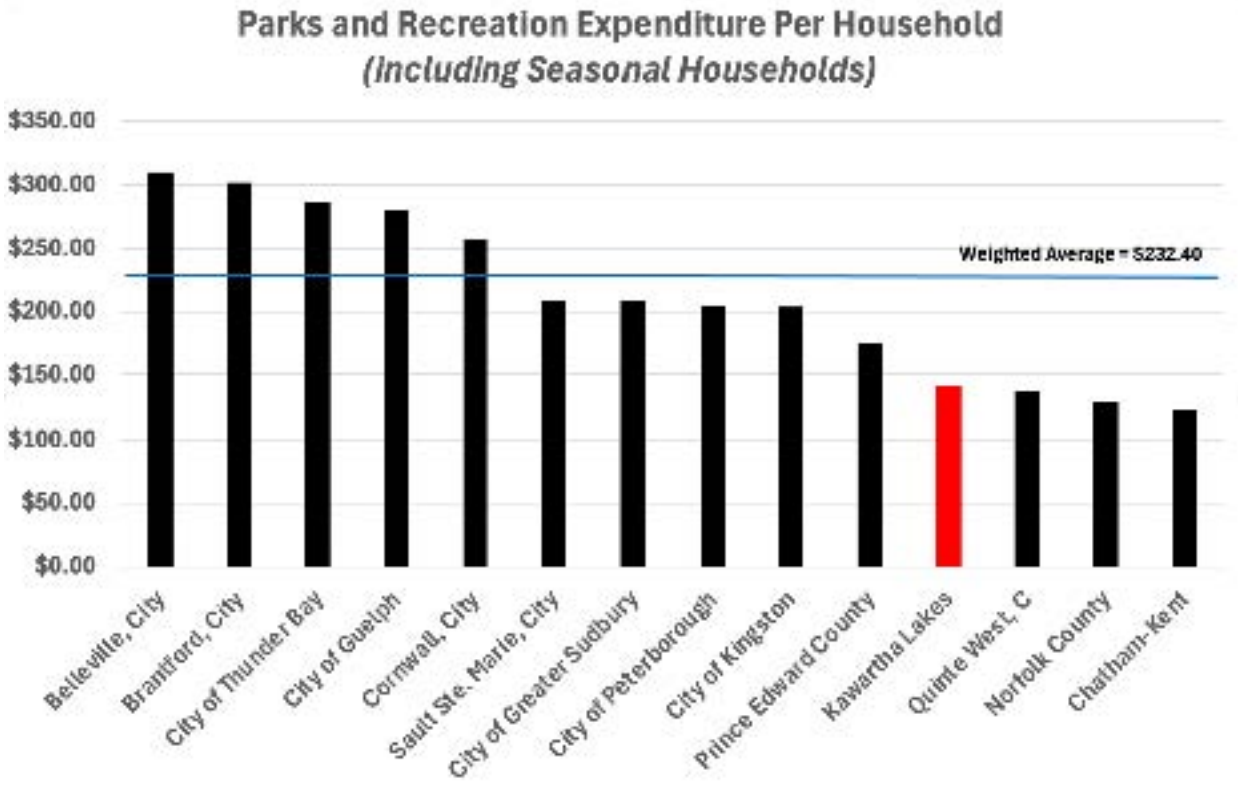
Another hypothesis might be that per capita expenditure is related to size of the municipality in terms of land area. Here there is actually an inverse relationship between the two variables, suggesting that, if anything, per capita expenditure decreases with increasing land area. However, again the relationship is only moderately significant - the correlation is -0.60. And, as suggested by the graph below, there is large variation in the data.

The difference in range of per capita expenditures does not appear to be influenced by overall population size of the municipality, as shown by the graph below:



Still another possibility is that higher parks and recreation expenditures are related to having higher seasonal populations. Seasonal residences (cottages or camps) are calculated as the difference between total households as counted by the Census and total resident households by the same count. Kawartha Lakes has one of the highest percentages of seasonal households in the benchmark set (16%), next only to Prince Edward County (at 16.4%). Clearly, however, additional households simply reduces the per household expenditure and widens the gap:

The per household expenditure (including seasonal households) for Kawartha Lakes is approximately $142, some $90 below the average for all the benchmark set. If this comparison were used to bring Kawartha Lakes up to the average for the entire group of benchmark municipalities, it would imply an addition to the budget of some $3.5 million.[1]

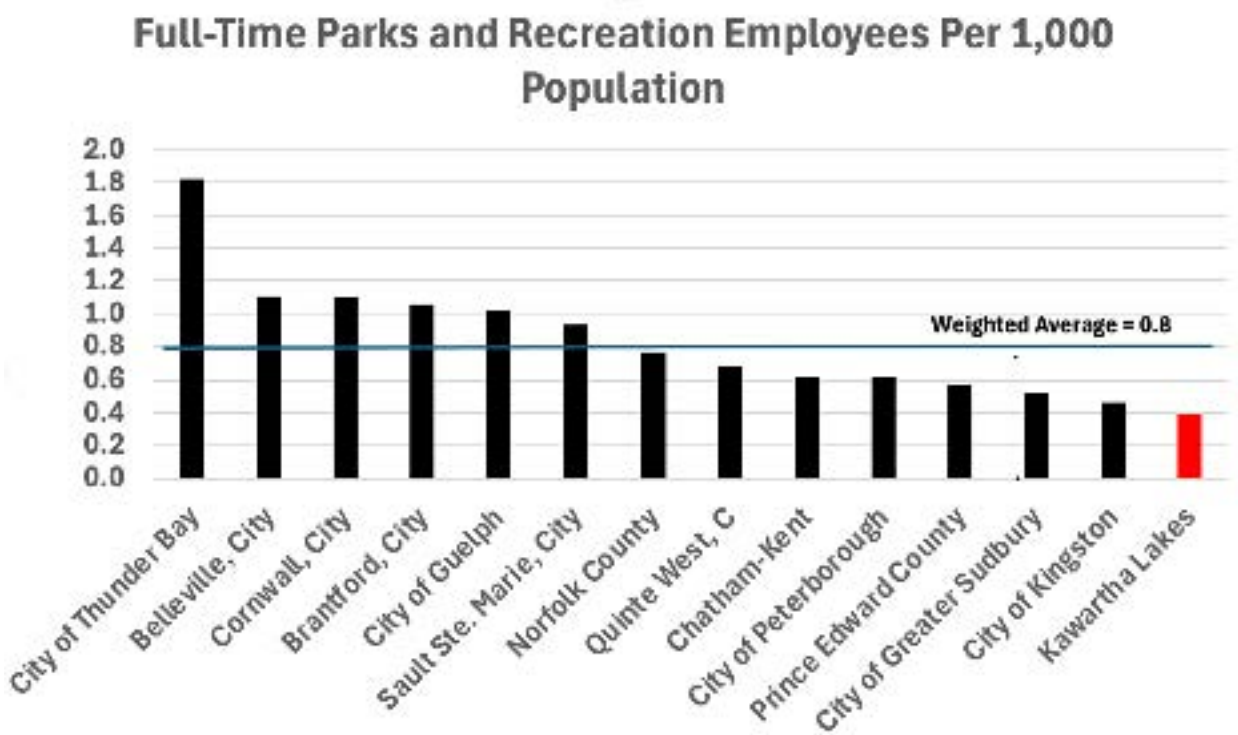


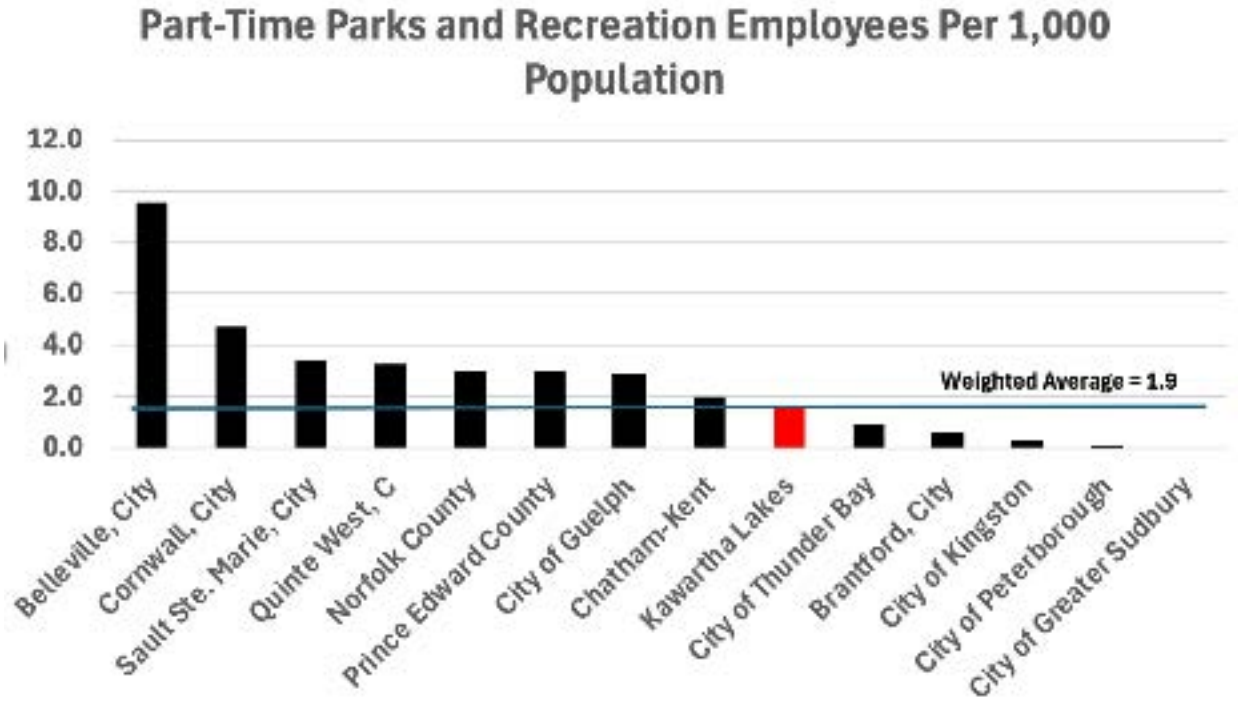
1 Calculated as: an increment of $90 per household (including seasonal households) times 39,000 households (approximately, including seasonal households) in Kawartha Lakes.

Staffing Comparison

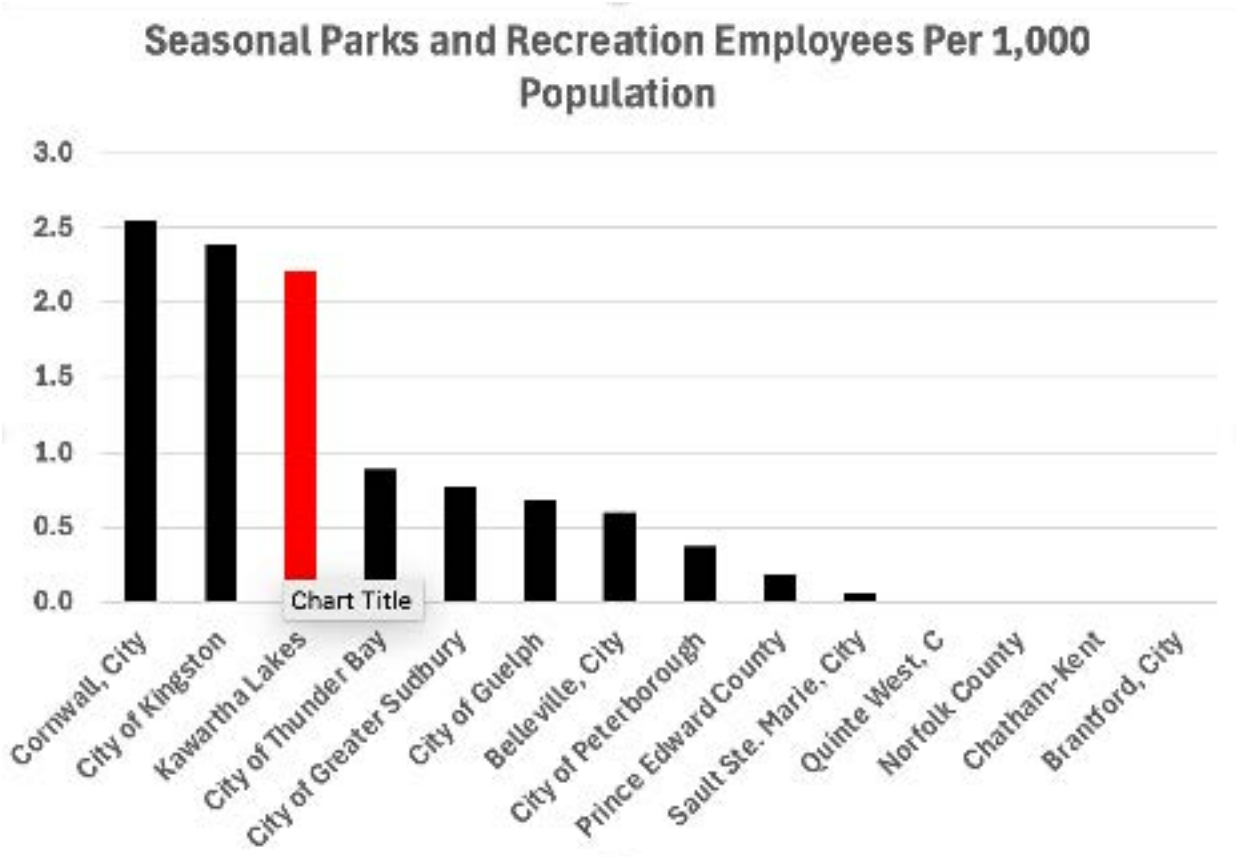
Another benchmark comparison undertaken was in terms of parks and recreation employees per capita. This is a less perfect measure than budget as it may reflect fundamentally different philosophies in terms of how municipalities choose to fund parks and recreation programs and services. Some, for example, prefer a direct service model, where the majority of parks and recreation services are provided directly by the municipality, which requires a relatively large number of staff employed to deliver those programs. In contrast, other municipalities choose to provide funding to community groups and organizations, letting them choose their own staff and volunteers to administer programs (assuming, of course, that certain performance criteria are met). In these latter cases, staffing costs will not be as high, but direct expenditures to community organizations will likely be relatively large. Total per capita expenditures for two municipalities with different philosophies in this regard may well be comparable, even though the mix of staffing costs and non-staffing costs may differ greatly. Accordingly, 'total expenditures' is the more robust measure. Nonetheless, a comparison of staffing complements may yield some useful insights.

The chart below shows the comparison of the benchmark set in terms of full-time employees. It shows that Kawartha Lakes is considerably below the benchmark average of 0.8 full-time employees per 1,000 permanent residents, at about half the ratio (0.4 full-time employees per 1,000 population).



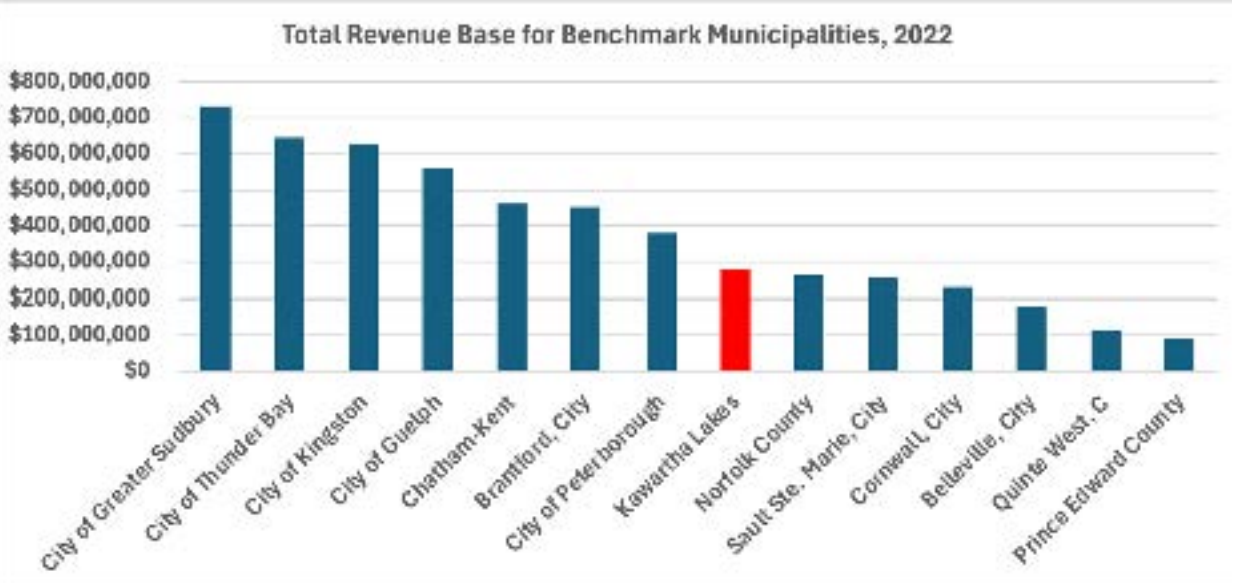


And, finally, in terms of seasonal staff, Kawartha Lakes actually compares quite well. Note however, that four municipalities reported having no seasonal staff, so that will pull down the average considerably. Also, the definition of 'seasonal staff' (in terms of the amount of time involved per staff member) varies considerably.



Relative Wealth of Municipalities in the Benchmark Set

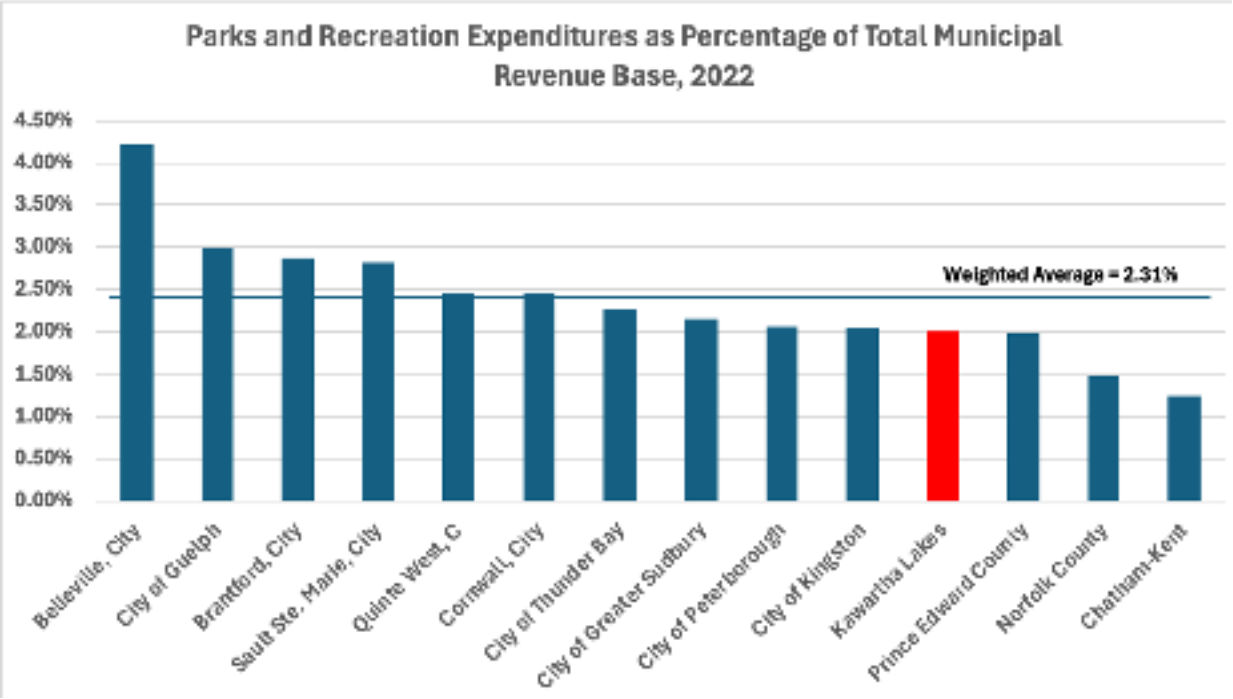
Another explanatory factor could be the fact that these benchmark municipalities have different revenue bases (from residential, commercial and industrial taxation; government transfers; sales of licences, fees and permits; etc.). In essence, some municipalities are 'richer' than others and thus may be able to afford a higher level of expenditure. The chart below shows that this indeed is the case, where the revenue bases for the various municipalities in the benchmark set range from a low of just under $100 million for Prince Edward County, to a high of over $700 million for the City of Greater Sudbury. Kawartha Lakes is in the lower half of this distribution, with a total revenue base of approximately $277 million. So naturally it could be surmised that a higher revenue base would be associated with higher per capita levels of parks and recreation expenditure.



However, if we examine parks and recreation expenditures as a percentage of the total revenue base, the data appear to tell a similar story as to what was seen previously. The chart below shows these figures for the benchmark set. The weighted average for all municipalities is 2.31%: that is, municipalities spent on average 2.31% of their revenue base on parks and recreation services. For Kawartha Lakes, the level of expenditure was just 2.0%. By the same logic as was employed previously, if Kawartha Lakes spent 2.31% of its revenue base upon parks and recreation its budget would be approximately $900,000 higher than it actually is.[1] Again, this metric shows that, all things being equal, Kawartha Lakes does not support its parks and recreation activities to the same relative extent as similar benchmark municipalities.

1 i.e., if Kawartha Lakes spent the benchmark average of 2.31% of its revenue base upon parks and recreation services and programs, its budget for such services in 2022 would have been approximately $6.4 million. Its actual budget for these services in that year was approximately $5.5 million, implying a 'shortfall' of nearly $900,000.

C



Conclusion

This analysis has shown that, on several measures, Kawartha Lakes underfunds its parks and recreation services relative to similar single-tier municipalities within the population range of 20,000 to 150,000. Depending upon the measure used, the amount of this underfunding ranges from just under $1 million to $3.5 million. (The higher end of this range considers the fact that there is a considerable influx of seasonal residents into the municipality.) In any event, this analysis appears to support some budget increase for parks and recreation services. This will be an important consideration in the parks and recreation plan developed here.

Appendix K: Framework for Assessing Marketing Practices

Marketing and promotion of municipal parks and recreation facilities in Ontario should be strategic, inclusive, community-driven, and digital-forward. Municipalities are increasingly expected to demonstrate the value of recreation, drive engagement, and ensure equity in access. The following is a checklist of best practices in the marketing of parks and recreation services in Ontario municipalities:

1. Develop a Strategic Marketing Plan

- Align with the municipality's strategic and recreation master plans.
- Identify key goals: awareness, participation, community engagement, revenue, etc.
- Include target audiences, messaging strategies, channels, budget, and performance metrics.
- Use seasonal or thematic campaigns (e.g., "Get Outside This Winter!" or "Summer in the Park").

2. Know Your Audience

- Segment audiences: families, youth, older adults, newcomers, Indigenous communities, etc.
- Use demographic and psychographic data from:
    - Census
    - Parks usage surveys
    - Registration data
- Tailor messages and programs to reflect community needs and cultural diversity.

3. Embrace Digital and Social Media

- Prioritize social media platforms: Facebook, Instagram, Twitter/X, YouTube, TikTok (for youth).
- Use engaging content: short videos, behind-the-scenes footage, user testimonials, "how-to" reels.
- Promote upcoming events and programs with targeted ads.
- Ensure the municipal website is mobile-friendly, up to date, and easy to navigate.

4. Community Engagement and Co-Promotion

- Partner with local schools, sports leagues, community centres, and Indigenous groups.
- Use word-of-mouth marketing: empower ambassadors and volunteers to promote programs.
- Host pop-up booths at festivals, farmers markets, and school events to spread awareness.
- Cross-promote with public libraries, transit, tourism offices, and health units.

5. Equity, Diversity & Inclusion (EDI) in Messaging

- Use inclusive imagery and language.
- Translate materials into common local languages (especially for newcomers).
- Spotlight programs for underrepresented groups: e.g., adaptive recreation, seniors, low-income families.
- Align with the AODA (Accessibility for Ontarians with Disabilities Act).

6. Youth and Family Engagement

- Run school program promotions with flyers or PE instructor partnerships.
- Launch family-friendly challenges or contests on social media (e.g., scavenger hunts in parks).
- Create activity guides or passports for kids to collect stamps for visiting multiple parks.

7. Program Guides and Seasonal Calendars

- Produce print and digital recreation guides, delivered quarterly or seasonally.
- Highlight registration dates, featured programs, and facility updates.
- Offer a searchable online activity catalog with filters by age, interest, or location.

8. Collect and Use Feedback

- Use post-program surveys, social media polls, and quick QR code feedback kiosks at facilities.
- Track satisfaction, unmet needs, and suggestions for improvement.
- Incorporate feedback into future programming and communications.

9. Promote Subsidies and Access Programs

- Publicize fee assistance programs (e.g., Jumpstart, Leisure Access Pass, municipal subsidy programs).
- Make eligibility info easy to find and digest.
- Remove stigma by positioning subsidies as "for everyone who needs a little help."

10. Monitor and Measure Success

- Track KPIs:
  - Website visits
  - Registration numbers
  - Social media engagement
  - Facility usage
  - Event attendance
- Use tools like Google Analytics, Meta Insights, and program registration software.

Appendix L: Funding Sources

Provincial Funding Sources

1. **Community Partnership and Development Fund:** Administered by the City of Kawartha Lakes, this fund provides financial assistance for beautification projects, cultural initiatives, and special events within the municipality. Eligible applicants include registered charities, not-for-profit organizations, and municipal volunteer management boards. The application deadline is October 31 annually for projects and events scheduled for the following calendar year.

2. **Community Sport and Recreation Infrastructure Fund (CSRIF):** Launched by the Ontario government in 2024, CSRIF is a $200 million initiative aimed at helping communities revitalize existing sport and recreation facilities and build new ones. The fund has two streams:

    - Repair and Rehabilitation Stream: Offers grants between $150,000 and $1 million for upgrading existing facilities. Projects must be completed within 24 months. The application deadline was October 29, 2024.

    - New Build Stream: Provides up to $10 million for constructing new facilities or replacing those at the end of their lifespan. Applications are accepted on an ongoing basis until funding is fully allocated, with projects required to be completed by March 31, 2027.

3. **Ontario Trillium Foundation's Community Building Fund:** This fund supports non-profits and Indigenous communities in the arts, culture, heritage, tourism, sport, and recreation sectors. It offers two streams:

    - Operating Stream: Provides operating relief to help organizations remain viable.

    - Capital Stream: Supports the repair, renovation, or retrofitting of existing sport and recreation facilities. At the time of writing (April 2025) the grant application periods for both streams are closed.

4. **Ontario Inclusive Community Grants Program:** This program offers funding to municipalities and local organizations for projects that contribute to building inclusive and accessible communities. The application period for the 2024-2025 cycle opened on April 9, 2024.

5. **Ministry of Tourism, Culture and Gaming:** This ministry supports tourism and cultural experiences, and champions participation in sport and recreation activities across Ontario. They offer various grants to assist organizations in these sectors.

Private Foundations

Several foundations in Ontario support municipal parks and recreation programs and services. Notable examples include:

1. **KidSport Ontario:** This organization provides grants to help remove financial barriers that prevent children from participating in organized sports. Municipalities and community organizations can collaborate with KidSport to support local youth sports initiatives.

2. **Weston Family Foundation:** Formerly

known as The W. Garfield Weston Foundation, this foundation focuses on initiatives related to healthy ecosystems and healthy aging. They have funded projects aimed at conserving natural spaces and enhancing community well-being, which can include support for parks and recreational areas.

3. **Ontario Arts Foundation:** Established in 1991, this non-governmental, not-for-profit organization encourages and facilitates private giving to the arts in Ontario. They oversee numerous endowments supporting a wide range of arts initiatives.

4. **Laidlaw Foundation:** Based in Toronto, the Laidlaw Foundation focuses on supporting initiatives that address social inequities, with an emphasis on youth engagement, Indigenous communities, and the arts.

Appendix M: Best Practices in Municipal Asset Management for Parks and Recreation Facilities

Municipal asset management for parks and recreation facilities in Ontario should follow both provincial guidelines and industry best practices to ensure effective, sustainable, and cost-efficient operations. Here are the key best practices, tailored to Ontario's legislative and funding landscape:

1. **Align with Ontario's Asset Management Planning Regulation (O. Reg. 588/17):** Under the **Infrastructure for Jobs and Prosperity Act,** municipalities are required to:
    - Develop and maintain asset management plans (AMPs) for all municipal infrastructure, including parks and recreation facilities.
    - Include levels of service, lifecycle strategies, and financial strategies in their AMPs.
    - Meet staged deadlines (e.g., full implementation for all asset classes by 2025).
2. **Inventory and Data Collection:** Maintain a complete and accurate inventory of assets including:
    - Playgrounds, sports fields, trails, courts, community centres, washrooms, splash pads, etc.
    - Record location, age, condition, usage levels, and maintenance history.
    - Use tools like GIS mapping, condition assessments, and mobile data collection apps.
3. **Condition Assessment and Risk Management**
    - Perform regular condition assessments (visual inspections, structural analysis).
    - Use risk matrices to prioritize assets based on likelihood of failure and impact.
    - Apply standardized rating scales (e.g., FCM's or NAMS' condition grades).
4. **Lifecycle Costing and Long-Term Planning**
    - Identify full lifecycle costs: acquisition, operation, maintenance, renewal, and disposal.
    - Develop capital forecasting tools (e.g., 10-20 year forecasts).
    - Use software like CityWide, PSD Citywide, or Assetic for financial modeling.
5. **Define Levels of Service (LOS)**
    - Define technical LOS (e.g., turf height, lighting standards, facility hours).
    - Collect community input on community LOS expectations.
    - Use surveys, consultations, or platforms like JumpIn Kawartha Lakes to gather feedback.

6. **Preventative Maintenance Programs**

    - Implement scheduled maintenance plans to reduce emergency repairs and extend asset life.
    - Track maintenance with CMMS (Computerized Maintenance Management Systems).

7. **Climate Change and Sustainability Considerations**

    - Assess climate-related risks (e.g., flooding of sports fields, heat stress on turf).
    - Integrate green infrastructure (e.g., permeable trails, shade trees, native plantings).
    - Align with Ontario's Climate Change Strategy and FCM's Climate Lens.

8. **Community Engagement and Equity**

    - Ensure inclusive access for diverse populations, including accessibility under AODA.
    - Engage the public in decision-making—especially for service level setting and prioritization.
    - Balance high-use urban parks with smaller rural or underserved areas.

9. **Performance Monitoring and Continuous Improvement**

    - Track KPIs like user satisfaction, downtime, cost per use, etc.
    - Use benchmarking tools (e.g., Ontario Recreation Facilities Association (ORFA) or Recreation Facilities Association of Ontario (RFAO) data).
    - Update AMPs every 5 years as required.

10. **Integration Across Departments**

    - Coordinate with planning, public works, finance, and recreation departments.
    - Link AMP to the municipal budget, strategic plan, and development charges background studies.