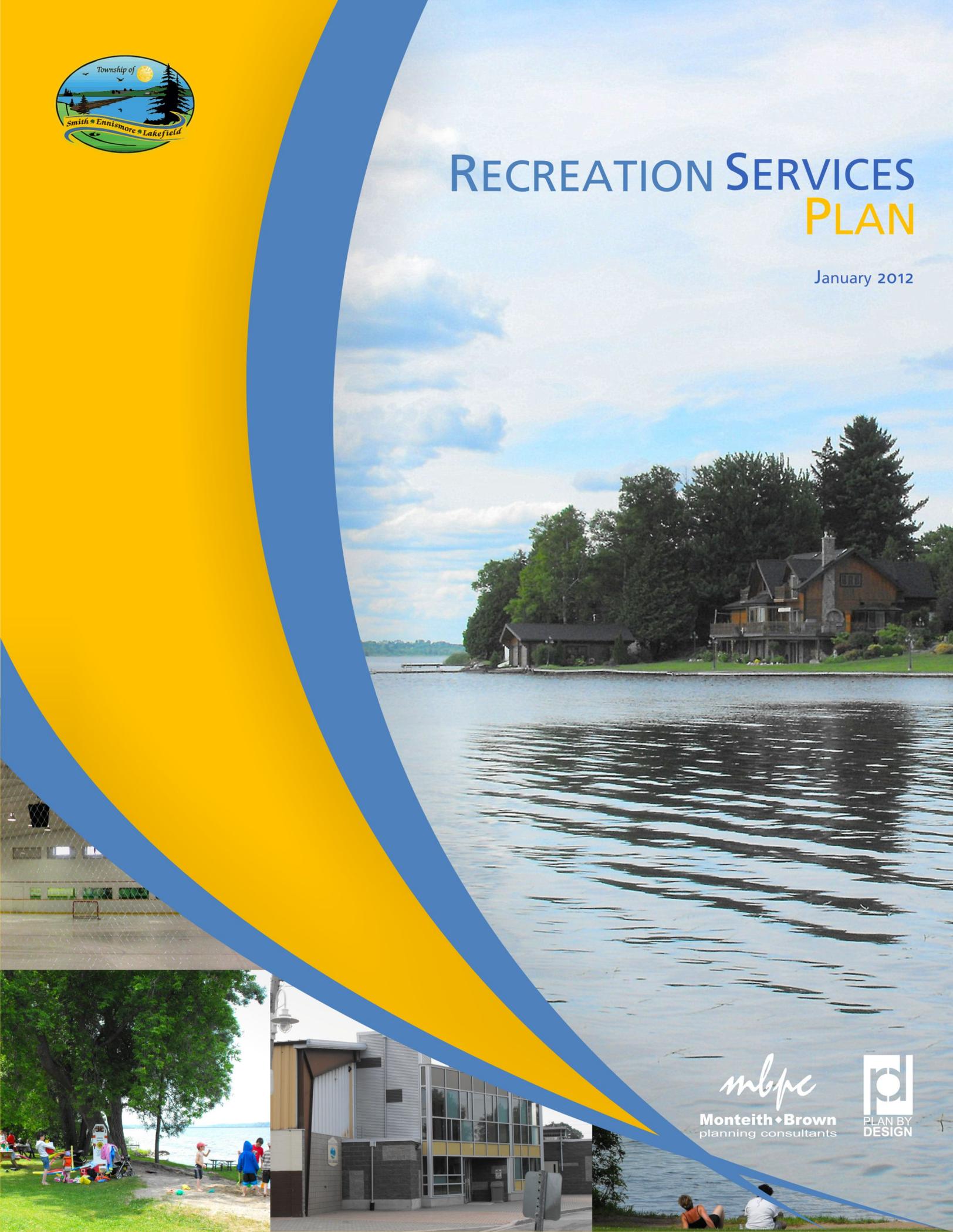




RECREATION SERVICES PLAN

January 2012



Monteith + Brown
planning consultants



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Township of Smith-Ennismore-Lakefield

RECREATION SERVICES PLAN
Final Report

January 2012

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APPENDICES

Appendix A: Terms of Reference

Appendix B: Parks & Recreation Facility Descriptions

Executive Summary

The Recreation Services Plan provides a framework for addressing needs and priorities for parks and recreation facilities, programs and services over the next five to ten years (planning for needs until the year 2021). The Plan explores topics such as:

- The type and amount of **parkland** required to serve residents;
- **Recreation facility needs** such as arenas, sports fields, skateboard parks, splash pads, etc.;
- Opportunities for residents that are **inclusive** of all abilities, incomes and interests;
- Ways in which spaces and services can be **most effectively provided** by the Township, community groups, volunteers and businesses; and
- The needs of **core markets** such as the aging population, seasonal residents, families, etc.

The community positively contributed to the Recreation Services Plan by providing input through a number of ways, including:

- A statistically valid, random **telephone survey** of 388 local households (generally representing the collective views of 993 individuals);
- **Questionnaires** sent to dozens of local community groups, with 21 organizations responding (representing a collective membership/customer base of nearly 5,000 individuals);
- A ‘**Community Search Conference**’ with over 20 individuals to brainstorm needs and priorities;
- **Interviews** with community stakeholders, Township Staff and members of Council;
- **Topic-Specific Workshops** about the Robert E. Young Recreation Complex and the Lakefield-Smith Community Centre;
- **Written feedback** sent through letters and e-mails;
- Three **Public Open Houses** were held to present the Draft Plan, and to solicit feedback on the recommendations prior to finalization;
- Regular meetings with the **Project Steering Committee**; and
- **Presentation** of the final Plan to Township Council.

The following is a summary of key themes arising from the Recreation Services Plan’s **recommendations**. Supporting analyses and additional findings are found throughout the rest of the Plan. A complete listing of all recommendations contained in the Plan can also be found in Section 7.

Working Hand-in-Hand with the Community

- The Township will continue to **focus on providing its core services** such as parks and traditional facilities, while acting as an indirect provider so that the community can offer programs to residents and visitors.
- The Township will **emphasize an Asset Based Community Development (ABCD) approach** by

empowering the community and volunteer sector to deliver sustainable programs and services.

- The Township will explore **opportunities to partner** with community and/or private sector stakeholders (including conservation authorities, service clubs, etc.), where it makes sense for the Township to be involved in the provision of non-core municipal services.
- Ensuring an appropriate degree of **cost recovery and subsidization**, with the view of meeting community needs while balancing fiscal sustainability.
- Hiring a **Recreation Services & Festival Liaison** will allow the Township to better engage the community and volunteer sector, in order to facilitate enhancements in the way local service providers deliver programs and address gap areas that may arise in the future.
- Create **appropriate resources for local volunteer groups** to address challenges in the volunteer sector such as recruitment, retention, training and recognition; assistance to facilitate coordination of local volunteers will form part of this process to help define strategies and actions.
- Build upon relationships and **work with the local school boards** to develop reciprocal agreements which increase affordable access to school gymnasiums, meeting rooms, and outdoor spaces as a means to address gaps in parks and facilities, particularly in more remote areas of the Township.
- Consult with youth-serving agencies and school boards to evaluate how existing municipal, institutional and community-based facilities can be enhanced or adapted to **better meet the needs of local youth**.
- Promote facilities, programs and services that are **sustainable and inclusive** (e.g. ensuring a broad range of affordable, accessible, safe and diverse choices).

The Need for Recreation Facilities

- Develop a **splash pad** in Ennismore, either at the Robert E. Young Recreation Complex or the Ennismore Waterfront Park – a second splash pad may be considered in Bridgenorth or Lakefield if warranted.
- Construct a **skateboard/BMX park** in Lakefield at Isabel Morris Park – additional skateboard parks may be considered elsewhere (e.g. Ennismore or Bridgenorth) if warranted by need. Youth and skateboarders/BMXers should be consulted in the design process.
- New **multi-use basketball courts** should be developed in Bridgenorth and Lakefield. Additionally, consider converting the existing basketball court at the Robert E. Young Recreation Complex to a multi-use format to allow ball hockey, outdoor skating and possibly outdoor box lacrosse.

- Provide 1 **soccer field** in Lakefield, making sure that any site chosen is large enough to hold a second field that may be phased in should additional pressures be generated as a result of growth.
- While Township-wide **arena** capacity does not generate sufficient need for a new ice rink in the next ten years, prime time capacities are becoming constrained thus the Township should facilitate discussions between arena users to find efficiencies in scheduling and service delivery practices. Arena needs should be re-evaluated every 5 years.
- Ensuring that parks and facilities are designed and maintained to a high level of **quality**, and incorporate appropriate spaces for **non-scheduled recreational opportunities**.

Enhancing the Township's Parks & Trails

- To meet the needs of anticipated growth, **20.5 hectares (51 acres) of new parkland** will be required to attain the service level identified in the Official Plan. Some of this will be met through the Neighbourhood Park planned in the Lakefield South Development Area and unmaintained open space parcels already owned by the Township. Furthermore, a neighbourhood-level park and associated amenities should be provided in Young's Point.
- In the absence of an immediate park or recreational need for the **former Ennismore United Church lands**, explore appropriate alternative uses for the site in accordance with the gifting agreement.
- Undertake a park master plan for the existing **Woodland Acres Open Space** parcel to determine the preferred layout and amenity of the park, as well potential to link to a park that may be contained in adjacent residential lands that may be developed in the future.
- Evaluate the Township's supply of **unmaintained waterfront accesses**, for one-time improvements which encourage neighbourhood-based access and use (e.g. beach or boat launches).
- Investigate **acquisition of a small waterfront access parcel** to allow small watercraft launching from the southern shoreline of Deer Bay or Buckhorn Lake.
- Design/redesign appropriate parks (such as Isabel Morris Park and the Robert E. Young Complex) in a manner that contains space for **local gatherings, festivals and special events**.
- **Design** parks and trails to promote healthy and active lifestyles, facilitate civic pride, and incorporate appropriate features that maximize comfort, convenience and safety (e.g. shade, marked paths, benches, windbreaks, etc.).
- Undertake a **Trails / Active Transportation Master Plan** to establish a comprehensive framework that defines the vision and addresses long-range needs for the local trails system.

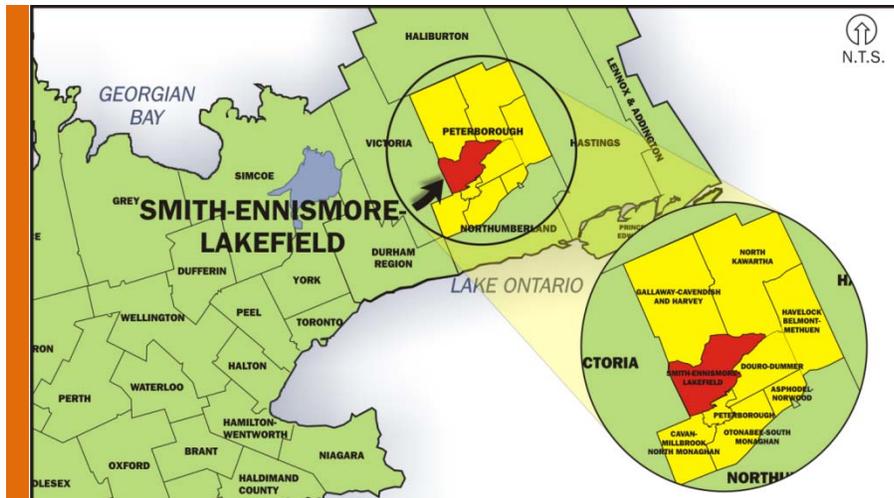


1.0 INTRODUCTION

1.1 Study Context

The Township of Smith-Ennismore-Lakefield was formed in 2001 through the amalgamation of the Township of Smith-Ennismore and the Village of Lakefield. Located north of the City of Peterborough, Smith-Ennismore-Lakefield is the largest populated lower-tier municipality in Peterborough County. Although the Township is mostly rural, there are three primary urban settlement areas consisting of the Village of Lakefield, Hamlet of Ennismore, and Hamlet of Bridgenorth. Lakefield is the focal point for new residential development as it is the only settlement within the Township with full municipal servicing and has been designated through the County Official Plan as the Township’s primary growth centre.

Figure 1 : Regional Context of the Township of Smith-Ennismore-Lakefield



Smith-Ennismore-Lakefield is rich in its range of recreation activities and local attractions, many of which are popular with local residents and tourists alike. From high quality marinas and sports fields, to special events such as the Shamrock Festival and PolarFest, availability of multi-use trails, and strong community-based

programs, there is something to do for people of all interests across all four seasons.

In order to effectively manage the Township’s parks and recreation services, a framework is needed to guide decision-making and make sound investments (in terms of human, social and financial capital) through long-range strategic planning. As with the previous Parks and Recreation Services Plan (2002) that was developed with a 10 year planning horizon, this Recreation Services Plan has also been initiated to guide the delivery of high quality recreation services and facilities to users for the next 10 years (2011-2021).



1.2 Terms of Reference

In May 2011, the Township of Smith-Ennismore-Lakefield issued a Request for Proposal and Terms of Reference for the development of a Recreation Services Plan. This is in line with Section 4.5.3 of the County of Peterborough Official Plan which encourages local municipalities “to prepare and implement comprehensive recreation and open space plans.” A Consulting Team led by MONTEITH BROWN PLANNING CONSULTANTS was subsequently retained and the project was initiated on June 8, 2011 at an initial meeting with the Township’s Steering Committee assigned to the Recreation Services Plan.

Project Purpose

To review existing recreation services and facilities, outline relevant emerging trends in the Recreation sector, and include sufficient recommendations for the future, to allow the Township to develop an implementation plan.

- Project Terms of Reference

The Terms of Reference states that the intent of the project is to “review existing Recreation services and facilities, outline relevant emerging trends in the Recreation sector, and include sufficient recommendations for the future, to allow the Township to develop an implementation plan.” The development of this Plan also includes a conceptual site plan of

the Robert E. Young Recreation Complex, which is a part of the addition to the Ennismore Community Centre. Appendix A contains a more detailed description of the Terms of Reference guiding the Recreation Services Plan, including the objectives and specific components to be considered.





1.3 Methodology

The preparation of the Recreation Services Plan flowed through three distinct phases. The Consulting Team has conducted an extensive review of background research and community demographics, analysed existing supplies of recreational resources, and carried out an extensive consultation with local residents, user groups and representatives from the Township of Smith-Ennismore-Lakefield. This was followed by a comprehensive needs assessment of parks, facilities and the way in which services are delivered to the community.



Needs have been assessed using a combination of local and regional trends, application of market-driven service level standards (pioneered and tested by MONTEITH BROWN PLANNING CONSULTANTS), input received through consultations, and with the timing and resource implications to the Township in mind. Recommendations have been developed and are defined throughout the Recreation Services Plan, along with an indication of their suggested timing and level of priority.

Timing of recommendations has been assigned by four key periods within the ten-year master planning horizon:

- Short-Term → 2012 to 2014
- Medium-Term → 2015 to 2017
- Long-Term → 2018 to 2021
- Ongoing → Over the entire planning period

Timing assignments have been based upon present municipal conditions, however, they are subject to revision as the Township implements the Recreation Services Plan. For example, timing may be changed based upon population growth being realized at a rate that is different than envisioned in this Plan,

municipal budget availability or constraints, staffing resources, etc. To ensure that recommendations align to future circumstances, an update to the Recreation Services Plan is recommended after five years have elapsed while reviewed annually during the municipal budgeting process.



1.4 Report Organization

The Recreation Services Plan is organized as follows:

Section 1: [Introduction](#)

Provides an overview of the Plan's purpose, methodology and organization.

Section 2: [Community Consultations](#)

Outlines and evaluates the public's perceptions of the current state of recreation as well as future needs and opportunities as identified through consultations.

Section 3: [Delivering Effective Services](#)

Contains strategies aimed at improving the way in which the Township facilitates the delivery of parks and recreation services with its community partners.

Section 4: [The Need for Recreation Facilities](#)

Assesses the current supply and future needs for outdoor and indoor recreational facilities.

Section 5: [A Robust Parkland System](#)

Evaluates parkland requirements to meet the current and future population base.

Section 6: [An Effective Trails System](#)

Provides a high-level overview of local trails and their role within the active transportation network.

Section 7: [Implementation](#)

Articulates how the Recreation Services Plan should be implemented.





2.0 COMMUNITY CONSULTATIONS

Community consultation is a key component of the planning process as it provides insight into the perceived needs of the public, stakeholders, staff and members of local government. Combining locally collected data with an analysis of national and provincial trends and other factors, provides a solid foundation upon which the Recreation Services Plan was built. The Plan utilizes five primary public consultation tools (household survey, stakeholder survey, key informant interviews, a community search conference, and public open houses).

Consultations provided valuable input regarding strengths, challenges, needs and concerns of Smith-Ennismore-Lakefield residents. Findings from consultation efforts were carefully considered for assessments of parks and recreation needs. Note that the information presented is specific to each consultation tool and has not been considered in the context of other research or consultation initiatives (i.e. consultation findings are not to be interpreted as recommendations but simply as foundational elements to establish themes moving forward).

2.1 Household Survey

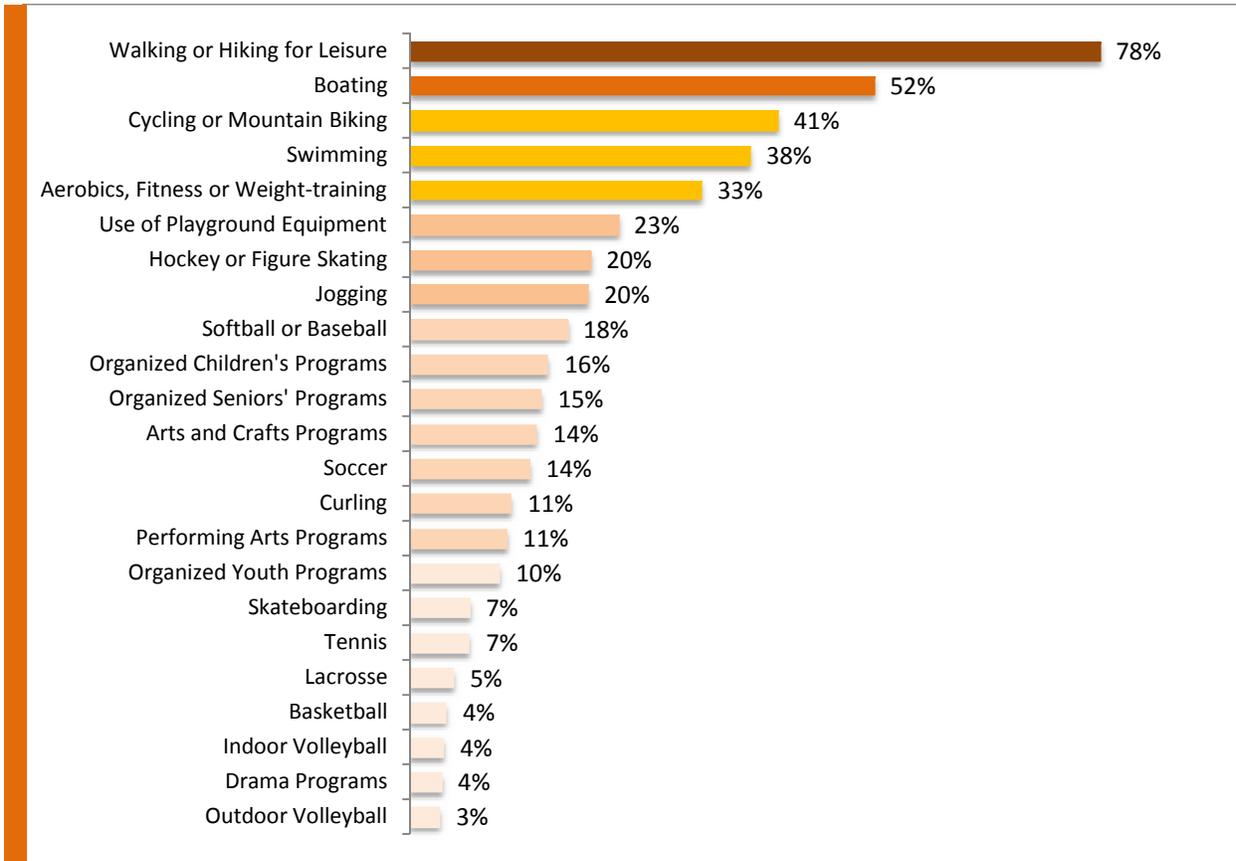
A household telephone survey of residents was conducted in June 2011. The survey was administered in urban and rural communities within the Township and is considered to be representative of the population.¹ The survey explored attitudes towards various aspects of park and recreation activities, usage, facilities, opinions and priorities. Although representative of Township residents, the survey did not specifically target those that participate in leisure activities.

As the most popular leisure activity, 78% of respondents participated in walking and/or hiking for leisure during the past 12 months. Boating was identified as the second most popular activity (52%), understandable, given the Township's abundant lakes. Other popular activities included cycling or mountain biking (41%), swimming (38%), and aerobics, fitness or weight-training (33%).

¹ A total of 388 surveys were completed, yielding a confidence interval of $\pm 5\%$, 19 times out of 20. To qualify, respondents were required to be above 16 years of age and reside in the Township of Smith-Ennismore-Lakefield. Please note that responses and graphical illustrations reflect the opinions of only those participating in the household survey.



Figure 2: Household Survey Sample Participation in Various Leisure Activities



Although recreation pursuits are a key factor in maintaining a healthy lifestyle, some people are met with barriers preventing them from enjoying amenities found throughout the community. To identify these barriers, respondents were asked what barriers, if any, prevented them from participating in parks and recreation activities. Similar to other communities, a 'lack of time' was cited most commonly, and unfortunately, there are limited strategies that the Township can employ to significantly alter this barrier such as providing appropriate opportunities for self-scheduled leisure activities.

Respondents were asked to rank their importance and satisfaction of different types of facilities such as 'indoor recreation facilities', 'outdoor recreation facilities', 'natural areas and open space', and 'trails and pathways'. The most important facility type identified by respondents was 'natural areas and open space' (89%) and 'trails and pathways' (81%) which received a satisfaction rating of (73%) and (71%), respectively. Respondents gave an importance rating higher than satisfaction for every facility type, indicating that residents are looking for more in terms of quality and/or quantity of local parks and

2. COMMUNITY CONSULTATIONS

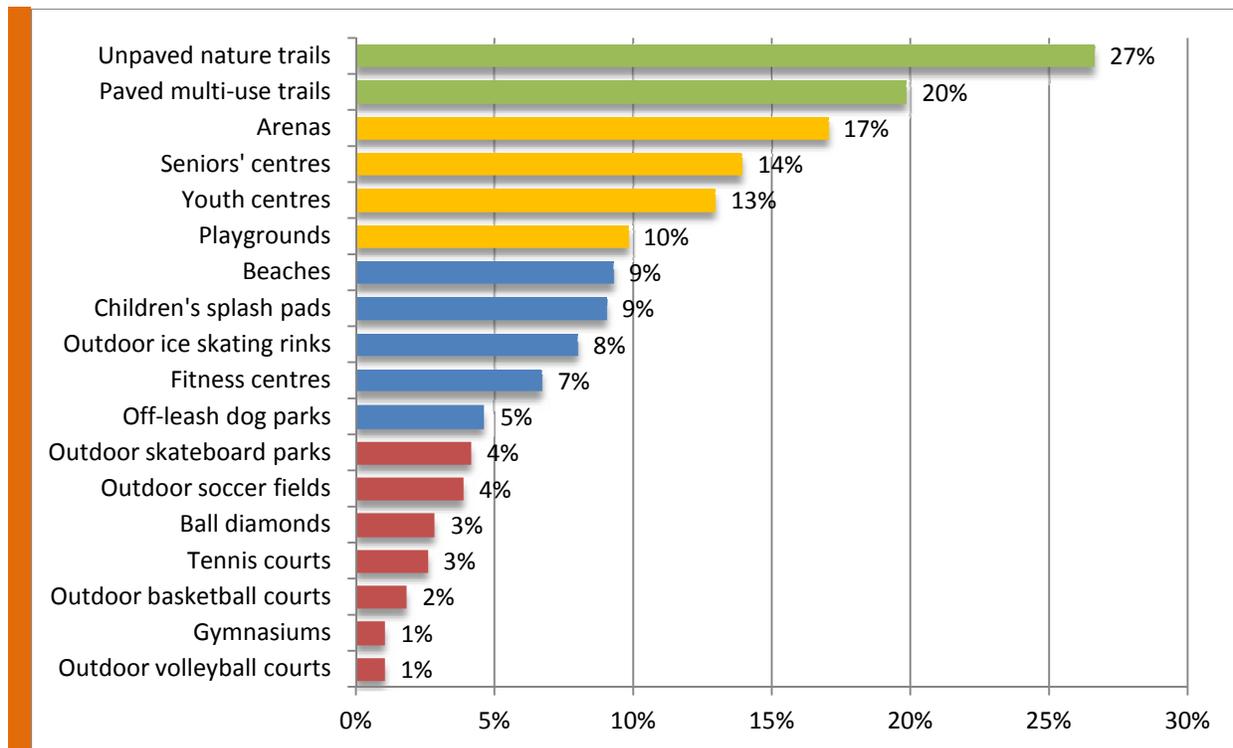


facilities. This is particularly true for ‘natural areas and open space’, and ‘trails and pathways’, which had the greatest amount of difference between importance and satisfaction.

To assess where municipal resources should be allocated, respondents were asked which facilities should receive additional public funding using a scale between 1 (**do not** spend) and 5 (**definitely** spend). With an average score of 3.87 out of 5 (i.e. 78% approval rating for more investment), youth centres was the highest ranking focus followed by senior’s centres (75%), unpaved trails (74%), playgrounds (72%) and beaches (71%).

As these rankings generally reflect ‘wants’ of the sample (i.e. they might be nice to have), a follow up question was posed asking respondents to choose any two facilities which they felt should be the highest priorities for investment should the Township not invest in anything else (i.e. to identify the true ‘needs’). The following graph articulates the highest priority needs of the survey sample. It is notable that despite ranking as the highest ‘want’, youth centres actually dropped to fifth as the most ‘needed’ facility type while multi-use trails rose from the sixth to second.

Figure 3: Highest Priorities for Investment in Facilities



Note: reflects the two highest priorities stated by respondents

2. COMMUNITY CONSULTATIONS



Lastly, respondents were asked to rank a series of statements based on their level of agreement. Based on respondents who 'agree' or 'strongly agree' with each statement, 70% identified that the travel distance to parks and recreation activities is reasonable. 68% of respondents indicated that their household is aware of the parks and activities available in the area, 66% identified that parks and recreation services should be a high priority for Council, and 64% of respondents identified that their household is satisfied with the level of service provided by the Township with respect to parks and recreation.

2.2 Community Search Conference

A community search conference for the Township of Smith-Ennismore-Lakefield Recreation Services Plan was held on June 29, 2011 at the Bridgenorth Public Library. The public consultation session was attended by a total of 22 individuals representing 14 different organizations, and also included unaffiliated local residents. Township Staff and members of the Project's Steering Committee were also present at the meeting to assist in facilitating small group discussions. Search Conference participants included members from:

- 1st Lakefield Scouts Canada
- BEL Rotary Club
- Community Care (Chemong Office)
- Ennismore Community Centre Project Committee
- Ennismore Figure Skating Club
- Ennismore Girls Minor Hockey
- Ennismore Minor Hockey Association
- Ennismore Optimist Club
- Lakefield District Minor Hockey
- Lakefield Junior C Hockey Club
- Lakefield Lions
- Lakefield Skating Club
- Lakefield Youth Soccer
- Otonabee Region Conservation Authority
- SEL Trails Committee
- Members of the General Public



Participants were assembled into small groups and asked to respond to a series of questions pertaining to the provision, issues, and potential solutions of parks and recreation services, facilities, and other assets in the Township. In some cases, group members were asked to prioritize the importance of group responses regarding potential improvements or solutions to perceived issues pertaining to the provision of parks and recreation facilities. Highlights from this process are as follows.

2. COMMUNITY CONSULTATIONS



A number of key themes emerged from the Community Search Conference. In terms of values, participants appreciated the availability of a wide range of parks and recreation opportunities in the Township. They enjoyed living in a small town that offers all the services and amenities that can be found in a city, combined with their strong social ties and sense of community, all while living a short distance from Peterborough.

When questions were raised pertaining to the improvement of Smith-Ennismore-Lakefield's recreation facilities, participants identified a number of issues. The most common issues, along with a number of creative and unique ideas, identified by participants, included:

- providing a new, centrally located recreation complex to accommodate all community residents, while attracting users from surrounding municipalities;
- reducing the cost of ice rentals;
- pursuing partnerships with other organizations in order to reduce the participation costs and improve access to facilities;
- improving the scheduling structure of renting facility space to ensure an equal opportunity among groups;
- ensuring all public spaces are accessible by the community;
- either providing soccer fields in each community, especially in Lakefield, or develop a centrally located sports field complex;
- installing lights at the outdoor facilities to increase usage;
- improving Isabel Morris Park with better access, repairs to the canoe launch and additional parking in the area; and
- making improvements to outdoor spaces surrounding local arenas and community centres.

2.3 Stakeholder Survey

A self-administered questionnaire was distributed to local organizations and user groups with an interest in parks and recreation services. A total of 21 questionnaires were received and analyzed. The breakdown of user groups completing the survey is as follows:

- 71% of groups anticipate expanding the scope of their programming, services, and membership in the future. 6% of



2. COMMUNITY CONSULTATIONS

groups identified that there are no future plans to expand.

- 57% of groups stated that they are able to attract enough volunteers, while 33% of groups are not.
- 38% of groups stated that they would benefit from assistance from the Township in volunteer training and recruitment, while 19% of groups said they would not.
- The most popular local facilities used by groups are the Robert E. Young Recreation Complex (23%), Lakefield-Smith Community Centre (17%), and the Marshland Centre (13%).
- 43% of groups identified that they will require access to new park or recreation facilities in the next five to ten years, while 29% of groups said they did not. Some new facilities requested by groups include an indoor running/walking track around the ice pad, large multi-purpose rooms, volleyball/badminton facilities and a full-size ice pad.
- 38% of groups would be willing to contribute financially to develop or operate new or expanded facilities. 14% of groups said they were not, and 48% of groups said they were unsure.
- Of the groups who responded to contributing financially to new or expanded facilities, fundraising was the most attractive option (48%) followed by partnerships (22%), and other options (11%) such as making a donation or assisting with recruiting volunteers. 11% of groups said that they would be willing to pay higher rental fees.

2.4 Key Informant Interviews



In August 2011, a number of interviews and workshops were held with members of Township Council and Staff, the public and separate school boards, community policing representatives, the Township Trails Committee, and other stakeholders with a vested interest in parks and recreation.

Given the personal and / or confidential nature of these communications, individual responses have not been reproduced but rather, key concerns, ideas and themes have been integrated into the assessment stages of the planning process to supplement recommendations arising from the analyses.



2.5 Robert E. Young Recreation Complex Workshop

A total of ten individuals, representing stakeholders associated with the Robert E. Young Recreation Complex, attended a workshop and walking tour of the site in August 2011 in order to brainstorm and create a vision for the site. This input has been considered in relation with findings from other consultations as well as the needs assessments conducted as part of the Recreation Services Plan.

At the workshop, attendees were asked a series of questions. The intent of the first question was to understand what was special about the site today, to which responses included the fact that the Complex is considered by many to be the 'hub' or 'downtown' of Ennismore in the absence of major commercial amenities found in communities such as Bridgenorth or Lakefield. The fact that the site groups multiple services (e.g. library, community care, the adjacent school, recreational facilities, etc.) and the fact that it brings existing and new residents together was also a benefit.

Respondents indicated that they would like to see many of the existing uses remain at the site, such as the soccer and ball, arena uses, hard surface courts and space for festivals. Examples of new uses that do not presently exist but should be considered included a skateboard park, box lacrosse court (which could be designed to allow multiple uses such as basketball or ball hockey), trails, splash pad and outdoor exercise equipment.

In terms of existing challenges at the Recreation Complex, attendees noted parking constraints, particularly in the spring and fall when both indoor and outdoor activities were occurring. The fact that washrooms were only accessible from inside the community centre was noted as an inconvenience, and respondents mentioned that the converted hardball diamond remains underutilized. Lastly, the point was raised that the site is largely oriented to organized uses, thus more balance was needed to accommodate unstructured uses serving the neighbourhood-level.

Lastly, respondents were asked to envision in their minds the types of uses that would be happening in five years, and who the users might be. Overwhelmingly, the site was seen as a place for residents of all ages, where older generations interacted with younger ones, while a full range of activities and camps were taking place throughout the

2. COMMUNITY CONSULTATIONS



day, and across all four seasons. Some also envisioned the site as being a place to appreciate and interpret the natural heritage of the area.

2.6 Public Open Houses

Three public open houses were held on November 16th and 17th, 2011 after the Draft Recreation Services Plan. Two of these open houses were to present the Draft Plan while the third was a facilitated session to obtain input about potential configuration options for the lobby within the Lakefield-Smith Community Centre.

A total of 61 individuals attended the public open houses to provide their views on the Draft Plan. Of these, approximately 10 people participated in the lobby discussion for the Lakefield-Smith Community Centre. The following themes emerged from the Open Houses.

- General support for the Plan as a whole.
- Support for skateboard parks that are targeted to a range of ages and skill levels.
- Involving youth in decision-making regarding parks and recreation services.
- A desire to offer multiple uses at parks and facilities (through multi-use parks, multi-use courts, community centres, etc.) for all seasons including additional wintertime activities.
- Need for additional trails to connect to other destinations.



3.0 DELIVERING EFFECTIVE SERVICES



Ennismore Waterfront Park

The delivery of effective parks, facilities, programs and services that address the recreational needs of local residents is a collaboration between the Township, community-based providers, volunteers and the private sector. Each entity brings its own set of expertise and efficiencies in delivering specific services that benefit a broad spectrum of residents. This Section explores regional and national trends in relation to what is happening in Smith-Ennismore-Lakefield to determine how the Township can continue to successfully encourage the availability of a wide range of services that are required to meet local needs over the next ten years.

3.1 The Need for Recreation Services

Benefits of Parks & Recreation

Parks and recreation services provide individuals with numerous physical health, psychological, economic and environmental benefits that are indicators of a high quality of life. Participation in recreation offer opportunities for a healthy lifestyle, as well as facilitating greater cognitive development, self-esteem, social interaction, economic spending, conservation of natural lands, and community vibrancy.

- **Community Benefits** – encourage and support new leaders and volunteers, reduced healthcare costs, etc.
- **Personal Benefits** – sport positively contributes to physical, intellectual, social and emotional development.
- **Environmental Benefits** – facilitate stewardship and appreciation of natural areas, focus on walkability and active transport reduces reliance on cars, etc.
- **Economic Benefits** – new business is attracted to the Township resulting in economic growth, tourism increases from festivals and special events, increased property values, etc.²

² Canadian Parks & Recreation Association. The Benefits of Recreation. 1992. Canadian Centre for Ethics in Sport. What Sport Can Do, the TrueSport Report. 2008



3. DELIVERING EFFECTIVE SERVICES

Combating Rising Levels of Obesity

Today's work-oriented, fast-paced digital age is filled with sedentary activities and physical inactivity, a growing trend notably prevalent among youth and children, often leads to high levels of obesity and chronic disease. A recent report on obesity completed by the Public Health Agency of Canada found that nearly 6% of young children (ages 2-5) and 9% of children (ages 6-17) are obese. The risks of obesity increases with age where nearly one in four Canadian adults are considered to be obese and over 60% of all Canadians are obese or overweight.³



Isabel Morris Park

The trend of obesity has become to be known as the "new smoking", where many Canadians are eating towards an unhealthy lifestyle and as many as one-third of Canadians who are obese or overweight suffer from heart disease, stress on the bones such as the knees and spine, diabetes,

blood clots, cancer, and other weight-related health problems. Although obesity is a growing problem in Canada, many surgical operations to reduce weight or restrict diets are not covered by OHIP, promoting local level governments to promote healthy lifestyles and recreation opportunities through master plans, the provision of parkland and programs as effective means of combating obesity.

Other initiatives have recently been undertaken to reduce obesity at all age groups at a provincial and municipal level. With respect to the Province, funding and opportunities for weight-loss surgery such as bariatric bypasses have been increased, investing up to \$75 million across the Province; although the screening process for this operation is rather lengthy to ensure candidates are serious about losing weight.⁴ Starting this summer, the Province is also removing 'junk foods' and vending machines in high school cafeterias to reduce the risk of obesity among youth. Municipalities, including Smith-Ennismore-Lakefield, have also been taking steps towards promoting healthy lifestyles by encouraging recreation and physical activities as well as establishing trails and bike routes to link destinations and reduce the reliance on automobiles and utilize alternative forms of transportation.

³ Public Health Agency of Canada. (2011). *Obesity in Canada*. Retrieved from http://secure.cihi.ca/cihiweb/products/Obesity_in_canada_2011_en.pdf

⁴ Moira W., Michele H., and Emily M. (June 17, 2011). We are fat. So what's Ontario doing about it? *Toronto Star, HealthZone*. Retrieved from <http://www.thestar.com>



3. DELIVERING EFFECTIVE SERVICES

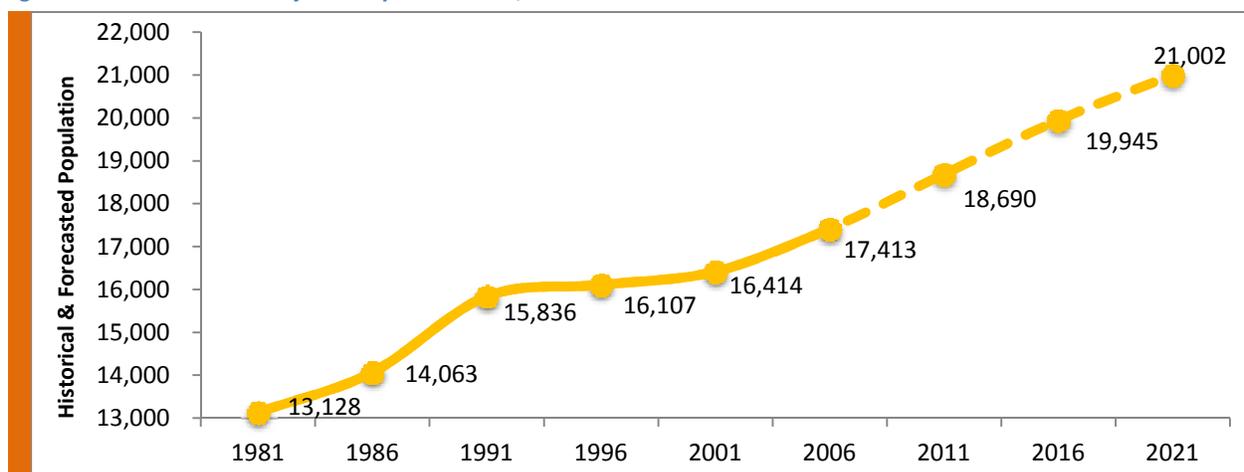
Pressures on Parks & Recreation Infrastructure

As the population of the Township grows, so will the pressures that will be placed upon existing infrastructure, ultimately to a point where new parks and facilities will be required to alleviate demands placed upon existing assets which have exceeded their capacities.

Smith-Ennismore-Lakefield’s population has grown by 33% since 1981, however, growth rates tapered in the 1990s before increasing again since the year 2001. In 2006, Statistics Canada reported the Township of Smith-Ennismore-Lakefield’s population was 17,413, representing an increase of 6.1% from the recorded 2001 Census count. The Township has responded to pressures associated with its historical population growth by providing and adapting its parks and recreational infrastructure.

The Recreation Services Plan looks at the provision of facilities and services over a ten year period, thus it is important to consider the anticipated growth between 2011 and 2021 in order to effectively position the Township to continue to meet the needs of its existing and new residents. According to a report prepared for the County of Peterborough, Smith-Ennismore-Lakefield is expected to grow faster and accommodate a greater share of population growth than the other lower-tier municipalities in the Greater Peterborough Area.

Figure 4: Growth Trend & Projection by Census Year, 1981-2021



Source: Statistics Canada Census 1986 to 2006; County of Peterborough, 2008 (Reference Scenario)

The population forecast for the year 2011 is estimated to be 18,690 residents. The County projections anticipate that the Township’s population will increase by 2,312 residents (12%) over the next ten



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years, growing to 21,002 residents by the year 2021.⁵ In addition to pressures placed on local facilities and services by permanent residents, the Township has a large base of seasonal residents⁶ whose presence creates peak demands for parks and facilities primarily in the summer months, while conversely resulting in a level of underutilization for spaces oriented to winter uses.

3.2 The Township's Role in Parks & Recreation

The "business" of parks and recreation service delivery is rapidly evolving, which means that progressive municipalities and their Departments must be flexible in adopting methods to manage and control their day-to-day activities. Successful parks, recreation and leisure organizations recognize that management and operating techniques must be revised over time in response to shifts in corporate culture or changes in market conditions.

Corporate decision-making at the Council and Staff level are guided by the Township's Strategic Plan⁷; as such, the effective delivery of recreation services must reflect the Township's Vision, Mission as set out therein. The Strategic Plan is highly reflective of the Township's current service delivery model for parks and recreation services.

Corporate Mission

Partnering with the community, key stakeholders and the other levels of government, we are a leader in the provision of innovative, efficient and effective municipal services, valued by our citizens.

- Township Strategic Plan, 2007

Since amalgamation, the Township has taken a pragmatic, business-oriented stance with regard to its recreation services by generally acting as a 'facilitator' (rather than a provider) of services through the provision of spaces that the

community-based organizations can utilize for programming. This has been a fairly cost effective approach where rental revenues are allocated against facility operations and maintenance, while the Parks & Recreation Department has been able to be leaner in terms of staffing despite the expansive geographic boundary of the Township.

⁵ County of Peterborough. Population Projections: The County of Peterborough, 2006-2036. Prepared by Lapointe Consulting Inc. September 2008.

⁶ The 2008 Development Charges Background Study assumes that 39% of the 2006 population to be seasonal residents, a proportion which would remain similar over the next twenty years.

⁷ Township of Smith-Ennismore-Lakefield. A Strategic Plan for the Township of Smith-Ennismore-Lakefield: Our Vision to 2012. July 2007.



Figure 5: Strategic Plan at a Glance



Source: Township of Smith-Ennismore-Lakefield Strategic Plan, 2007



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While this approach has minimized net operating subsidies (relative to other business models that are oriented to direct municipal program delivery), the Township’s approach has also generated a heavy reliance on the community to provide needed services to residents of Smith-Ennismore-Lakefield. While community-based program delivery out of municipal space is common across the province for certain facility types (notably sports field and arena programs), some municipalities choose to directly provide programs to specific markets (e.g. fitness or arts and culture) recognizing that there is a business case to support investment in supplementary facilities and staff. Many municipalities also facilitate programming through clearly defined strategic partnerships, working with organizations such as the YMCA or private-sector groups to deliver certain services.



The Vision and Mission Statements articulated in the Township’s Strategic Plan represent, in many ways, the desired role of the municipality and its Parks & Recreation Department in providing recreation services. The ultimate objective is to facilitate healthy lifestyles through meaningful physical and social activity, through the continued availability of sustainable opportunities for sport and recreation, and arts and culture. The Strategic Plan’s Mission Statement is seen as the way to achieve this where the Township and its partners aim to provide a wide range of recreational choices.

In order to provide a broad range of choice, however, the Township of Smith-Ennismore-Lakefield will have to **strategically evaluate where the community or private sector has not been able to address market demands**. The Township should update and annually review its current community program inventory in order to understand “gap” areas. By doing so, business planning exercises can be undertaken to determine the feasibility of direct municipal provision, being cognisant that program delivery will require additional human and financial resources; this means the Township would need to define its intended level of cost-recovery to either an accepted level of subsidy or net gain (whether through user fees or alternative funding streams). The degree of cost recovery would vary for each service ultimately considered, with the Township basing its decision on whether or not to enter a new program market based on its desired level of cost recovery.



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Recommendation #1

With the view of remaining an 'indirect' provider of services, the Township should conduct a comprehensive review of the community-based recreation program inventory every five years and identify if there are any major service gaps. Based upon this review, requests for direct municipal provision of non-core facilities and services may be considered on a case-by-case basis or by utilizing a standardized partnership evaluation framework (see Recommendation #5).

Timing: Ongoing (2012-2021)

Resource Implications: Staff time to monitor availability of community-based programs. Monitoring and liaising with community groups to address program could be conducted by the proposed Recreation Services & Festival Liaison (see Recommendation #11). Staff time will be required to rationalize potential municipal delivery of non-core services, the costs of which would be determined at that time.

3.3 The Role of the Community & Volunteers

Volunteers are essential to the operation of many of the Township's recreation services, including special events and programs for children. Volunteers are the backbone of Smith-Ennismore-Lakefield's community-based service delivery system, and the Township recognizes the tremendous contribution of these dedicated individuals. From sport and recreation to arts and culture, local volunteers devote a significant amount of their time towards helping community groups deliver programs and services to residents.



Volunteers for the Township's popular events have been an essential component in providing quality services while remaining affordable to users, participants, and the community. There are challenges, however, as have been expressed by volunteers who have participated in this master planning process. Many of the issues, such as volunteer burn-out, insufficient funding, and declining numbers, are similar to experiences in other communities across the country. While the 2007 *National Survey of Giving, Volunteering and Participating* has indicated that volunteerism is rising slightly, experience in several communities suggests that many leisure organizations still face challenges in finding volunteers. One key result of the national survey was that most volunteer hours were associated with the sports and recreation sector. A key area of concern,



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however, was that the average number of volunteer hours is decreasing.

It is important for both the Township and its community groups to find ways to recruit, retain, and sustain the number of volunteers in the community. According to one particular study, under half of current volunteers stated that they approached an organization by themselves to become involved, though once they joined, they provided more of their time than those who did not approach an organization on their own. The report also stated that one of the barriers to volunteering was that people were not asked to do so, which would suggest that the Township and local groups would benefit from communicating their need for volunteers to the public-at-large in order to target residents who are unaware of opportunities but would otherwise be willing to help.⁸

To come up with locally-driven strategies aimed at increasing volunteer participation in Smith-Ennismore-Lakefield, local volunteer organizations (e.g. municipal organizing committees, sport and cultural program providers, service clubs, etc.) should be encouraged to coordinate on the development of **volunteer management resources**. Using a community development approach, with the Township providing assistance as necessary, local groups are encouraged to address topics such as recruitment and retention, selection, training, supervision and recognition. Coordinated Volunteer Management resources are also seen as a tool to coordinate the roles of local volunteers, service clubs and other organizations by providing a framework to operate within, in partnership with the Township. This is especially important given that the Recreation Services Plan continues to advocate an 'indirect' approach to providing services and thus the Township will have to rely on its community to address program gaps rather than having to do so itself; as a result, the Township should rationalize the provision of appropriate resources to assist local volunteers.

Furthermore, local volunteer-based groups are well established in the community and benefit from ample experiences of sustaining themselves, particularly after amalgamation of the Township. If these groups can organize and share resources within themselves, efficiencies can be attained which will support the delivery of

⁸ Imagine Canada & Statistics Canada. [Caring Canadians, Involved Canadians: Highlights from the 2007 Canada Survey of Giving, Volunteering and Participating](#). Ministry of Industry, 2009.



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sustainable programming over the long run. It is, therefore, in the interests of the Township to explore ways in which to **facilitate the sharing of information and resources** between volunteer groups through initiatives such as annual volunteer forums, to build off the Municipality's existing database of local volunteer groups to encourage volunteer-based networking opportunities, developing information tools (such as a Volunteer Fact Sheet), etc. In this way, the Township acts as the liaison between groups but also achieves community development objectives (as advanced in Strategic Direction #5). Furthermore, the Municipality could explore the development of a regional volunteer database (i.e. for Peterborough County or surrounding municipalities) in conjunction with a regional partner(s). Another benefit would be for the various **organizing committees to have balanced geographic representation** to ensure that they are not necessarily centric to a specific community but instead have input as to how to make their events and services accessible / engaging to all Township residents.

Finally, it is important to not only support volunteers but also **recognize their efforts and achievements** in the community. For example, many municipalities host annual banquets, barbeques, and other types of events to show their appreciation for volunteers. Other municipalities have taken such recognition events one step further to customize recognition to specific sectors of the community (such as volunteers in minor sports, arts and culture, service clubs, etc.). The number one barrier to volunteerism is a lack of time which can lead to volunteer "burn-out" and frustration, though in tandem with other supports, recognition can help in making their efforts feel wanted and worth the commitment while also bringing awareness to the community at large.

Recommendation #2

Create appropriate resources for local volunteer groups to address challenges in the volunteer sector such as recruitment, retention, training and recognition. To this end, the Township may:

- Coordinate local volunteer organizations in the development of volunteer management resources using a community development approach, with the Township contributing expertise as a partner in this process.
- Take a leadership role in facilitating the sharing of information between local volunteer groups to increase efficiencies and community capacity, and reduce reliance upon the municipality to contribute staff resources. One initiative to this effect may be the creation of a local volunteer database so that groups have the ability to



'share' volunteers with each other

Timing: Short-Term (2012-2014)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would lead discussions with volunteers and reduce operational pressures that may be placed on the Township in the absence of facilitating a community development approach

3.4 An Integrated Service Delivery System

Municipal Leadership

The result of amalgamation is that Smith-Ennismore-Lakefield is now "a community of communities." The Township's various villages, hamlets and rural areas are vastly dispersed across 319 square kilometres, with access to facilities and services also being distributed across the entire geographic region. While most residents living in an urban-rural municipality are willing to drive to access certain facilities, there is also the expectation that certain services will be available locally.

A coordinated approach is required between the Township and the community sector. An Integrated Service Delivery model represents this desired outcome.

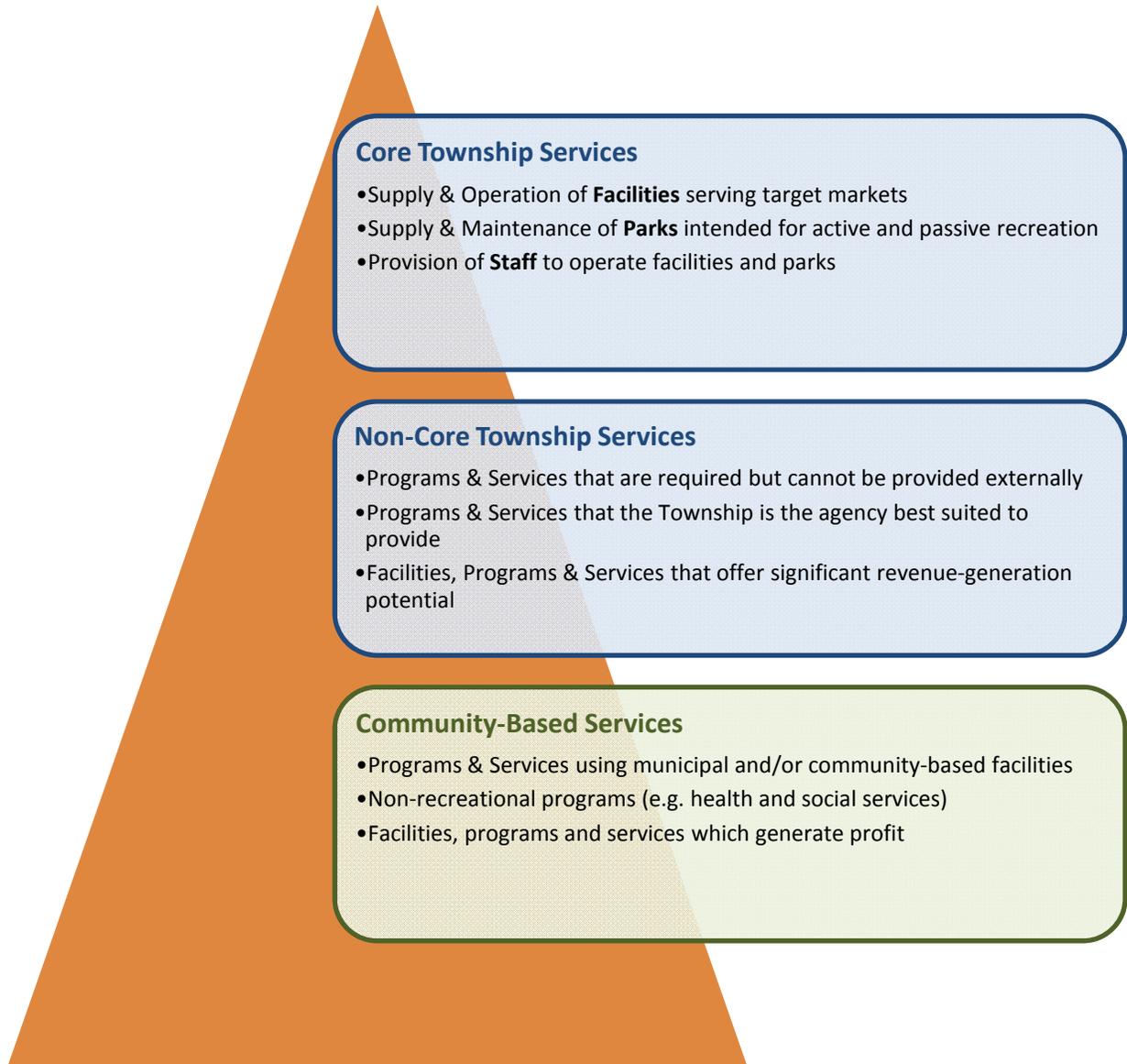
Recognizing that the Township cannot establish multi-use community centres or other financially intensive facilities in each settlement area, a great reliance is placed upon communities themselves to strengthen their neighbourhoods and build their internal capacities in providing the services that their

residents desire the most. Over the years, the Township has developed positive relationships with community and volunteer organizations, some of which precede amalgamation. In large part, these relationships have been shaped by the individual needs and competencies of the groups and, therefore, there is not much uniformity in the nature of the relations that the Department has with its community partners.

The following graphic is a culmination of the first two subsections discussing municipal and non-municipal roles in service delivery. It defines a hierarchy of services for the Township, comprised of core, non-core, and community-based services.



Figure 6: Foundation of Service Provision from the Municipal Perspective



To continue to provide a broad spectrum of facilities and services across Smith-Ennismore-Lakefield, a coordinated approach is required between the Township and the community sector. An Integrated Service Delivery model best represents this desired outcome, and is the culmination of municipal leadership and asset based community development.

Internally, each municipal department must be focused to serve and engage a similar base of community groups, neighbourhoods, residents and businesses. Coordinated efforts are made to respond to common issues and emerging trends on an as needed basis.



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Communication in and amongst the Departmental staff is critical in order to provide services consistently and equitably through agreement on priorities. In Smith-Ennismore-Lakefield, there is generally good collaboration between the Departments as many of the staff are long-time employees and have been brought up together in the municipal system. All of the Departments work collectively to a certain extent but efforts to take an integrated approach to service delivery could build on the relationships of staff, maximize resources and streamline efforts. The Departments work independently in some cases with the same community partners to deliver on the mandate of providing recreation facilities and parks to all residents.



Lakefield Millennium Trail

In an effort to streamline resources and focus on priorities in government, many models have emerged; the most successful being the models that recognize the 'power of the collective' – staff departments, community partners and agencies working together to address pressing community issues. Lessons have been learned that working in isolation often leads to duplication and ineffective approaches to community issues. This collective approach is considered as an Integrated Service Delivery Model to a certain degree. Staff would still have

the function of looking after their respective responsibilities in their departments and to deliver on service mandates but at the same time work collectively with other departments and agencies to address specific initiatives.

Integrated Service Delivery relies on and recognizes the capacity of individuals, organizations, agencies and neighbourhoods to interact creatively to develop innovative approaches and utilize available resources to address emerging and existing social issues and the multi-dimensional needs of the community; the model also recognizes the role of each organization to provide their own continuum of services that serves their respective stakeholders and residents.



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Asset Based Community Development

For an Integrated Service Delivery System to be successful, the community must have a strong internal capacity to sustainably provide programs and services over the long term. It is, therefore, in the Township's interest to facilitate a community development approach so that organizations and volunteers grow to a point where they can function autonomously and with minimal support from external agencies.

Asset Based Community Development (ABCD) is an approach that focuses on capacities of organizations, rather than their deficiencies,

ABCD focuses on the strengths and capacities of groups, not on their deficiencies, to identify and address their needs.

to address their needs; a relevant analogy is as simple as viewing the "glass being half full" or "half empty." The intended result of ABCD is to empower the community to create positive outcomes for themselves.

For ABCD to be initiated, an understanding of local assets is required; assets, in this sense, refer to the collection of people, groups, institutions and their collective infrastructure (e.g. whether built structures such as schools, parks, or outcomes such as businesses, citizen's associations, etc.). Assets are thus a broad range of physical, institutional and knowledge-based resources which need to be mapped to define the "building blocks" of the community. Combined with community engagement (e.g. outreach, awareness, etc.), the goal of ABCD is to strengthen communities and enable residents to take responsibility in enhancing their own quality of life, which then leads to a greater quality of life for all.

While the details of ABCD may be unfamiliar to some stakeholders, Integrated Service Delivery is not a wholesale change for the Departments or community-based providers with established relationships leading to collaboration over the years. Already, many groups of stakeholders meet to work collectively on existing initiatives and projects. It is suggested that the Parks & Recreation Department take the lead of developing an Integrated Service Delivery Model and facilitating Asset Based Community Development. This may be achieved by implementing an ABCD approach as part of the service priorities and Recommendations contained within the Recreation



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Services Plan and then use this as a model for the other Departments to follow. For example, the Township could utilize an ABCD approach to bring a partner on board to provide youth services out of space in a local school (thereby involving at least three separate partners). By bringing interested and skilled staff persons to the table, finding a common ground, becoming focused in addressing common issues, and developing creative solutions, all parties involved can collectively aim to strengthen and enhance the effectiveness of service delivery in Smith-Ennismore-Lakefield.

Recommendation #3

Formalize an Integrated Service Delivery (ISD) approach to use the collective expertise of all municipal departments, along with community-based service providers, to create innovative solutions to addressing local needs. Given that the Township is already well positioned internally to achieve ISD, a focus should be placed upon creating an Asset Based Community Development Model through engagement and the provision of appropriate supports (e.g. financial, logistical, expertise, etc.) as a means to empower the local community, continually develop their internal capacity, and enhance their capacity to deliver programs and services over the long-run.

Timing: Ongoing (2012-2021)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would be responsible for liaising with groups to determine gaps/needs and facilitate the ABCD approach.

Community Use of Schools

Devoting efforts to strengthen the relationship between the Township and its local school boards should continue to be a priority area of focus for the Township. Both the Kawartha Pine Ridge District School Board (KPRDSB) and Peterborough Victoria Northumberland & Clarington Catholic District School Board (PVNCCDSB) are ideal partners to address space needs. Section 6.2.14.3g of the County Official Plan provides policy support to this position by stating the Township, in cooperation with other public agencies (including school boards) may coordinate plans for conservation and public recreation open space areas in the rural areas, and that the Township shall encourage the clustering of community facilities and public uses such as schools. Similarly, Section 6.3.2.6c(vi) of the Official Plan states that the establishment of future parkland areas shall, wherever feasible, be coordinated with the School Board to achieve integration of facilities in the urban areas.



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The *Education Act* permits joint agreements between School Boards and municipalities to allow use of school facilities for recreational, athletic, cultural, educational or community purposes. Schools have been long used for community activities (e.g. for their sports fields, gymnasiums, resource areas, etc.), though escalating costs across the province has led to recent challenges. This has led to frustrations where many people view Ontario's schools as "sitting empty" while their groups struggle to find space to deliver cost-effective programs.

Due to their very nature, schools are distributed across the Township and can provide opportunities for outreach or satellite services, particularly to peripheral residential areas.⁹ Municipal staff should **continue working with school boards** to remain apprised of potential school relocations / closures which may pose an opportunity for the Township to adaptively reuse vacated school properties for recreational and cultural uses, particularly those with sports fields, gymnasiums, arts and crafts rooms, etc.

Both school boards have been consulted through the Recreation Services Plan, and while there is no formalized Joint Use Agreement with either of them, the school boards indicate a willingness to discuss options to increase access with the Township. It is apparent that the school boards are looking at cost recovery for any use of their space (which can be expensive, particularly since janitorial duties are not always scheduled after-hours in the rural areas, thus adding a significant cost to users), though the boards do indicate that reciprocal agreements could mitigate costs somewhat (e.g. trading lower school rental fees for lower ice rental fees at a municipal arena).

Presently, the KPRDSB permits use of the high school field to a local soccer organization. The board also indicates that with declining enrolment at the high school, they have excess capacity and are looking for partners to rent out the space (again, with cost recovery in mind). As will be discussed later in this section, a potential opportunity may be to facilitate community-based programming (possibly using an ABCD approach) to integrate an after-hours youth centre, or even community-based childminding services. Similarly, an idea advanced by the KPRDSB would be three-way reciprocal agreement that has the Township offering reduced ice rates (in exchange for access to school facilities), having a service club donate skates and/or helmets, and the

⁹ There are five elementary schools (Buckhorn, Chemong, St. Martin's, St. Paul's, and Ridpath), and one secondary school (Lakefield & District High School) in Smith-Ennismore-Lakefield.



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schools offering skating opportunities.

Recommendation #4

Build upon relationships and work with the local school boards to develop reciprocal agreements which increase affordable access to school facilities such as gymnasiums, meeting rooms, and outdoor spaces as a means to address gaps in parks and facilities, particularly in more remote areas of the Township.

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time to liaise with school boards, principals and teachers, which could potentially be the responsibility of the proposed Recreation Services & Festival Liaison (see Recommendation #11).

Partnerships

Parks and recreation opportunities are provided by a number of parties in addition to the Township. Organizations such as school boards, conservation authorities, non-profit organizations, and certain private providers offer access to parks, natural areas and recreation activities throughout Smith-Ennismore-Lakefield. Organizations that assist the Township with providing recreation and leisure services include the minor sports associations, service clubs, seniors clubs, organizing committees, and various others. To maximize the efficiency and effectiveness of the Township's parks and recreation services, all parties involved would benefit from a holistic approach to acquiring, developing and maintaining parks and recreation opportunities.

Emerging consumer demands and shifting economic conditions have caused many communities to pursue partnership approaches that dramatically differ from traditional service delivery mechanisms. Partnerships, alliances and collaborative relationships of varying types are required in today's economy to effectively and efficiently provide for the leisure needs of citizens. Collaborative agreements with schools, places of worship, social clubs, user groups, etc. in the Township can be extremely effective in delivering sustainable and fiscally responsible recreation services to the community. Facilitating partnerships with external service providers and maximizing on the internal strengths of the community will allow the Township to provide the best possible service to its residents. With the Township's willingness to be a facilitator of services through the community, it has established a number of partnerships with its community providers, though many of them are through informal arrangements and



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historical affiliations.

Examples of potential partners in Smith-Ennismore-Lakefield should include, at a minimum:

- Upper tiers of government (e.g. Ministry of Natural Resources, County of Peterborough, etc.);
- Adjacent or nearby municipalities (e.g. Peterborough, Kawartha Lakes, Douro-Dummer, etc.);
- Environmentally-focused organizations such as the Otonabee Region Conservation Authority;
- Kawartha Pine Ridge District School Board, the Peterborough Victoria Northumberland & Clarington Catholic District School Board, and Trent University;
- Local stakeholders such as service clubs, minor sports and recreation providers, arts and cultural groups, festival organizers, seniors' centres, community associations, BIA, etc.;
- Non-profit organizations such as Big Brothers and Sisters, United Way, Community Health Centres, etc.; and / or
- The private sector (e.g. fitness providers, sporting groups, local theatres, etc.) and local land owners.

The most successful partnerships are derived from common objectives (e.g. environmental conservation, community improvement, physical activity, heritage interpretation, trail development, etc.), maximizing the strengths of each other in delivering access and programming to parks and trails, and mitigating risks (e.g. costs, liability, etc.). Maximizing the resources of each party is seen as a beneficial way to increase the amount of publically accessible parkland provided that the public interest is maximized and that partnerships fulfill the desired objectives of the Township and its partners. The trend towards integrated park provision is growing with the realization that many landholders (municipalities and communities included) cannot do it alone.

There are a number of criteria that must be considered prior to establishing a relationship and a partnership with a third party wishing to introduce a new level of service with municipal assistance. At a minimum, the Township will have to consider:

- first and foremost, that the proposed partnership is consistent with the municipal mandate and philosophies;



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- that there is a role for the Township to play in the provision of the program or service;
- whether there is a quantifiable or justified need for the service in the community;
- that the service can be sustainably accommodated within the Township's long-term capital and/or operating resources;
- whether the partner is sufficiently capable / qualified (e.g. financially, staffing, internal expertise, etc.) to be able to deliver the service over the long-term, and in compliance with legislated policies and municipal standards;
- the level of risk (e.g. financial, liability, etc.) and how this will be managed by the partner or the Township;
- whether the partner can provide the service on a sole source basis; and / or
- agreeing upon terms, conditions, standards, and responsibilities for all parties involved.

After partnerships are developed and agreements are formalized, it is important that the Township regularly meet with its partners to discuss successes and challenges of the partnership and, where necessary, revisit and strengthen the agreements to ensure that a dynamic process exists to respond to changes and public preferences. For example, a representative of the Parks & Recreation Department could arrange monthly meetings with partners to discuss not only the effectiveness of the partnership agreements but also as a means to continually understand local trends and needs.

Recommendation #5

Requests for facilities and services that are not part of the Township's core mandate should be evaluated on a case-by-case basis after measuring them against this Plan's principles and goals, as well as:

- Considering the anticipated municipal role, quantifiable measures of demand and costs to the Township, and other long-term implications prior to deciding whether or not to partner in the public interest. Requests for organized services should be supported by a proponent-led market assessment and business plan that demonstrates why the Township should be involved in the delivery of a non-core service.
- Developing and applying a standardized process or framework for evaluating and responding to requests for partnerships, with the view of maximizing public interests.



- Internal trend tracking and business planning conducted by the Township to determine if its entry is warranted into new levels of service.

Timing: Short-Term (2012-2014) for development of standardized partnership framework; Ongoing for response to requests

Resource Implications: Staff Time to develop standardized partnership framework and evaluate partnership requests.

3.5 Striving for Service Excellence

Leadership & Quality Assurance

The Township of Smith-Ennismore-Lakefield possesses an excellent pool of talented staff who work cohesively to achieve necessary objectives. Discussions held with Staff suggest that meeting public needs are their top priority, taking great pride in ensuring that facilities are maintained to a high level of quality and attempting to provide highest attention to customer service.

Sound leadership at the executive levels is apparent from the Office of the Chief Administrative Officer through to Department Heads and others in the organization, with a willingness to delegate and listen generally apparent as well. Township Staff are well engaged and accessible to the public and community groups, which is strong asset in any community but particularly important in a smaller urban-rural community where collaboration is critical to delivering a broad range of high quality services.

Corporate Operating Principle

Strive for service excellence by anticipating and planning for the needs of our citizens while continually improving service delivery.

- Township Strategic Plan, 2007

Municipal leadership is evident in the desire to provide high quality facilities and services, as the Township continually assesses ways to improve its community facilities and parks. The Township should consider pursuing involvement in certain quality assurance programs as a means to maintain and enhance operational excellence.

For example, a number of municipalities participate in the Communities In Bloom initiative aimed at civic beautification, while certain waterfront municipalities (e.g. Kincardine, Lambton Shores,



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etc.) strive to attain 'Blue Flag' designations for their beach and marina operations; while involvement typically requires additional resources (e.g. fiscal, staffing, etc.), the benefits to the communities can be great in terms of economic development and environmental stewardship.

Quality assurance is of paramount importance when striving to provide the best services possible, and though the Township is presently not a direct provider of recreation services, if it does enter into limited programming into the future it would be incumbent upon the Township to be able to benchmark itself against accepted criteria.¹⁰ Furthermore, ensuring a high level of quality and quality assurance will mean the necessary staff supports are in place; for example, the proposed Harbour Master position (see the staffing subsection) will assist the Department in ensuring that its marina is designed and operated according to industry best practices.

The way in which the Township delivers its facilities and services is guided by policies and practices that have been established over the course of time. The Township's overarching Organizational Policy¹¹ formalizes a number of key expectations and desired outcomes from its Staff, covering topic areas such as terms of employment, employee conduct, recruitment and selection, performance management, etc. This has been an effective policy for senior management.

With specific regard to the Parks & Recreation Department, many of its policies are currently informal, a result of many different corporate practices being combined through the course of amalgamation. The relationships of these policies are different than the Organizational Policy as they tend to guide actions between municipal staff and the public (whereas the latter is generally geared solely to staff). It is important to ensure that operations are transparent and consistent in order to provide guidance to staff, volunteers and the public as to how policies and procedures are implemented. A good example of a formalized policy is the Department's Community Fundraising Policy which guides fundraising efforts that are carried out to enhance the Township Parks and Recreation spaces.

¹⁰ For example, if the Township were to fill certain programming gaps related to children's programming, it could align with Parks & Recreation Ontario's High Five Program that provides training and assessment tools to children's service providers. This is a marketable asset as caregivers want to ensure that Township staff and volunteers are properly trained to deliver safe and meaningful experiences for their children.

¹¹ Township of Smith-Ennismore-Lakefield Organizational Policy, revised March 9, 2010.



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The Township would benefit from **regularly reviewing all of its standardized, formal and informal policies** to assess their relevancy and any need to update them. Furthermore, the Township should ensure that all staff are aware of updated policies by providing copies of the policies within municipal recreation facilities. This will enable consistent implementation and ultimately lead to a higher level of service to the customer.

The Township is also considering ways in which to incorporate new technologies to deliver leisure services more effectively to the community. The Internet represents one of the most powerful communication tools, with the Township already providing information through its website. Social media represents the next generation of online communication, utilizing forms such as Twitter and Facebook to raise awareness within the community. Making use of the Internet to not only to disseminate information but also to assist groups with online registration opportunities (as well as for any programming that the Municipality may choose to deliver directly) would be a valued service among many in the community, while also providing the Township with a way to track data and statistics that can be utilized as performance measures. Furthermore, an online booking system for municipal facilities could accompany registration capabilities.

Other ways to increase effectiveness of the municipal service delivery system could also consist of providing service kiosks at major municipal facilities (e.g., community centres, libraries, etc.) or other new technologies / best practices as they emerge. The Township currently utilizes tracking software to gauge performance of its facility bookings on a monthly and annual basis.

Recommendation #6

Initiate a comprehensive review of the Township's set of standardized, formal and informal operational policies, and regularly review these policies to assess their relevancy, effectiveness, and if there is a need to update them.

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time

Utilizing Targets & Performance Measures

In order for the Township to track and quantify areas of success, use of quantifiable targets and performance measures is encouraged to identify *how* delivery of its services can be improved. Doing so creates



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a process whereby operational transparency results from the delivery of recreation services, and eventually programs, as staff have accountability in meeting targets and desired outcomes in their respective areas of focus.

Similarly, the strong community sector presence in Smith-Ennismore-Lakefield can also benefit by adopting targets and measures to improve their services, allowing the Township to benchmark external community-based delivery in the context of its own expectations; the result is a collaborative process where all stakeholders have an interest in achieving targets for the betterment of their patrons, and ultimately the stakeholders themselves.

Performance measures generally consist of four primary components:

- **Inputs** are the resources which are required to provide recreation services; examples may include the *number of full-time staff equivalents per service type*, the *budget allotment for each service*, or the *square footage or number of hectares per service type*.
- **Outputs** are the performance of the service, as compared to its service standard; examples may include the *number of participants or users per service type*, *parks and trails visits*, *program visits*, *number of trees maintained*, or the *square footage of horticultural displays*.
- **Efficiencies** are generally the cost per service type; for example, the *cost per hectare of open space maintained*, the *annual cost per beach visitations*, *cost per square footage of property maintained*, or the *cost per resident per service type* provide an indication of efficiency year-over-year.
- **Effectiveness** is generally measured through customer satisfaction or relativity to the anticipated opinion from local residents; for example, *overall satisfaction with leisure services* can be measured every two years, *satisfaction per service type*, or if the *public opinion* changes with regard to the anticipated level of service are all factors that can be used to assess how effective the Township has been doing in delivering services.

The Township already has a system of performance measures in place, such as annually tracking facility utilization and contacting groups for registration information. Supplementing these existing benchmarks with performance measure articulated above will allow Staff to understand



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local trends in municipal and community-based delivery of services.¹² Creating a digital database of performance statistics from year to year would allow for easier tracking and reporting.

With the goal of improving efficiency, the Township should strive for an equitable and transparent process in how it allocates times at its facilities, in order to plan for the effective use of these facilities and maximize their utilization. A good example lies in the Township’s arenas, which have pressures for prime ice which could be somewhat reduced over the planning period if scheduling could be better coordinated among user groups (thereby reducing the pressure on Council to construct another ice pad). Creating an ‘Ice Allocation Policy’ would enable municipal staff to equitably allocate time and access to multiple user groups at both arenas. Typical Ice Allocation Policies address elements such as rental rates, allocation priority (e.g., youth, adult, low income households, community groups, non-resident rentals, private resident rentals, etc.), rental procedures, and responsibilities of user groups. Depending upon the need to do so, allocation policies could be extended to other facilities such as sports fields, etc.

As part of the allocation and capital planning process, all organized users of municipal facilities (notably minor and adult sport leagues using sports fields, arenas, etc.) should be required to provide registration data so that the Township can equitably allocate facility access while monitoring participation trends in various activities.

Recommendation #7

Establish a simple set of quantifiable targets and performance measures that can gauge the efficiency and effectiveness of parks and facilities which are offered by the Township. These measures can be refined and expanded upon over time to respond to changing consumer expectations and Departmental operating practices.

Timing: Short-Term (2012-2014)

Resource Implications: Staff Time to review Departmental policies

Recommendation #8

In order to make effective use of the market driven standards (e.g. 1 facility per X number of participants) and equitably allocate scheduling for permitted facilities, the Township should collect annual registration data (including contact information for each

¹² The Facility Supervisor, Administrative Assistant and/or proposed Recreation Services & Festival Liaison would be optimal staff persons to track appropriate data and report back to the Recreation Services Manager, who in turn would inform the rest of the Senior Management Team (i.e. CAO, Financial Services, Clerk, etc.).



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participant) from all sport organizations that utilize Township-owned facilities (e.g. sports fields and arenas, at a minimum) to accurately determine existing and future facility needs.

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time to collect and review annual participation statistics

Excellence in Customer Service

Throughout the province, consumers of public recreation services are more sophisticated and demanding than ever before. Smith-Ennismore-Lakefield, which is a primary destination for seasonal residents as well as retirees coming from highly urbanized areas, is already observing enhanced expectations. Patrons of recreation

facilities and program participants seem to be expecting new degrees of service treatment that is well beyond traditional norms. This trend will continue to be increasingly prevalent as newcomers arriving to the Smith-Ennismore-Lakefield from larger urban areas seek the high quality, convenient programs and facilities that they have grown accustomed to.

Corporate Value
 Providing consistently excellent customer service.
 - Township Strategic Plan, 2007

A well managed, quality-focused customer service system is considered to be one of the fundamental components of an effective service delivery system. Top performing parks and recreation departments acknowledge this by allocating sufficient resources as well as an appropriate number of well trained staff to fulfill the service expectations of their clientele.

The way in which a patron is treated by staff is often perceived to be just as important as the quality of the facility or program that they are using. Consequently, progressive organizations are placing greater emphasis on their ability to meet their patrons' service expectations, while also realizing that the consistent delivery of quality customer service is a planned activity that must be carefully managed and effectively coordinated. They recognize that they must devote at least as much time on the "people side of the business" as they do on the technical and procedural aspects of providing facilities and services.

Recommendation #9 Regularly explore ways in which to enhance the way in which



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services are being delivered to customers, with a continued focus on quality. As such, the Township should be willing to explore new approaches and technologies which will aid Staff in their ability to administer the high quality customer services that residents now associate with municipal facilities and programs.

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time and potential costs/cost-savings associated with implementing new customer service delivery systems

Regular Strategic Planning

In order to attain and maintain operational excellence, care must be taken to ensure that long-range planning is supported by short-term monitoring. In essence, this implies planning for the future while consistently understanding the current circumstances and context of the community. For the Recreation Services Plan, this would imply that the Township **track progress made on implementing the Recommendations contained in this document** and review them when new information (such as updated population forecasts, or a new Corporate Strategic Plan) becomes available. The Township should annually review the progress made on implementing the Master Plan’s recommendations, as part of the capital and operating budgeting exercises, while also utilizing the previously identified Performance

Standards to evaluate whether to revisit priorities associated with certain Recommendations.

Regular strategic and long-range planning is an important exercise that ensures that the Township is well positioned to respond to unforeseen or anticipated circumstances. By being well prepared, consistent and high

quality services can be provided in a cost-effective and sustainable manner, which is a common trait of the most successful Departments and leisure service providers. Leadership staff in the Department prepare annual plans that are aligned with strategic priorities and are held accountable to achieve targets and initiatives. Lastly, it is strongly recommended that the Township **undertake an Update to the Recreation Services Plan after five years** to not only track progress made on implementation but also ensure that the Recommendations and their supporting assumptions remain appropriate for that future time.

Corporate Goal

To plan for and support the timely delivery of well-planned opportunities through the controlled provision of infrastructure.

- Township Strategic Plan, 2007



Recommendation #10

A review and update to the Recreation Services Plan is recommended after 5 years to ensure that Recommendations remain relevant in the context of future population characteristics, preferences, and needs.

Timing: Medium-Term (2016)

Resource Implications: Consulting Fees (approximately \$70,000)

3.6 Municipal Staff - A Resource & Support System

Organizational Structure

Like most municipalities, the organizational structure within the Township of Smith-Ennismore-Lakefield is reflective of a centralized organization, whereby a number of Departments (including Parks & Recreation) report to the Office of the Chief Administrative Officer, through which key decisions are considered for approval by the elected municipal Council. With respect to the delivery of recreation services, the Parks & Recreation Department presently takes the primary lead though other Departments also have an influence in certain aspects (e.g. finance, capital planning and budget development, etc.).

Presently there are eight full-time employees in the Township’s Parks & Recreation Department (five of whom are Facility Attendants). The Manager of Recreation Services is presently supported by an Administrative Assistant and the Facilities Supervisor. Staff resources with responsibilities include:

- The *Manager of Recreation Services* is responsible for the Department as a whole.
- The *Facilities Supervisor* assists the Manager in the day-to-day operations of the Department as a whole.
- The *Administrative Assistant* is responsible for customer service, facility bookings and providing logistical support to festival groups.
- *Facility Attendants* primary responsibilities are in park maintenance and facility operations.

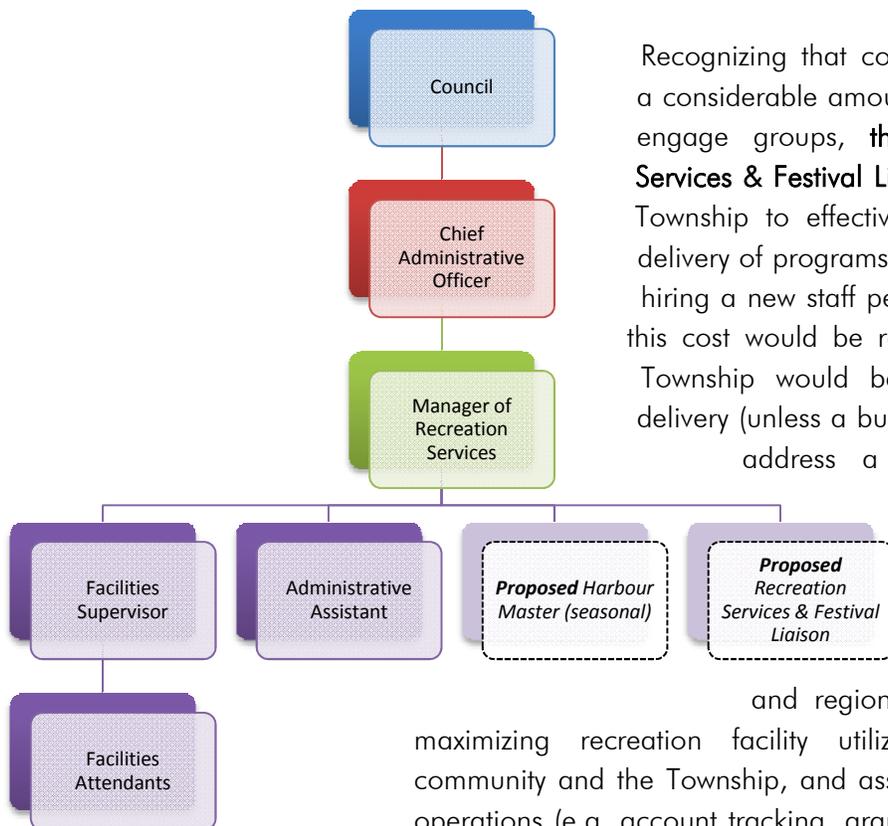
While the Parks & Recreation Department appears to be sufficiently organized to handle the facility operations side of the delivery equation



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(largely due to the Township’s traditional approach of being a program facilitator through facility provision), **additional human resources will be required** to engage community partners (through Integrated Service Delivery and Asset Based Community Development approaches), evaluate and address needs associated with program gaps, as well as administering and delivering services through both community development and, if required, direct municipal provision.

Figure 7: Proposed Organizational Structure for the Parks & Recreation Department



Recognizing that community development requires a considerable amount of staff time to meaningfully engage groups, **the addition of a Recreation Services & Festival Liaison position** would allow the Township to effectively facilitate community-based delivery of programs. Undoubtedly there is a cost to hiring a new staff person, though it is believed that this cost would be recouped in the sense that the Township would be relieved of direct program delivery (unless a business case were put forward to address a gap area). The Recreation

Services & Festival Liaison would be responsible for the development and promotion of recreation and wellness, global

and regional recreational trend tracking, maximizing recreation facility utilization, liaising between the community and the Township, and assisting festival groups with their operations (e.g. account tracking, grant writing, etc.). It is envisioned that this new staff position could be initiated on a part-time basis, with the Township determining whether to increase it to full-time hours dependent upon the actual workload.

Furthermore, the Parks & Recreation Department is also responsible for marina operations though it appears that the existing staff complement is not optimally positioned with the expertise required to effectively carry out such a specialized facility operation. As a result, the Lakefield Marina may not be fulfilling its entire potential in the absence of a staff person with intimate knowledge of effective marina management, promotion, and operations (including setting rates); as a result, **the addition of a seasonal Harbour Master is recommended to**



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guide marina operations for the Parks & Recreation Department. The previous figure illustrates the proposed organizational structure for the Parks & Recreation Department if the two new staff positions are added.

The Department will soon be in a position where a number of existing staff are approaching retirement. This is a common issue in many municipalities as the Baby Boomer population (who have comprised a vast majority of the workforce) conclude their professional careers. A strategy will need to be in place to determine the Township’s course of action to replace retiring workers, considering factors such as internal promotion, hiring from outside the organization, re-evaluating job descriptions of existing positions, and / or placing greater reliance on outsourcing and consulting services, etc. To mitigate this effect, the Township should also look at cross-training staff to work in different Departments in order to cover core responsibilities.

Corporate Strategic Priority

Conduct an organizational review that will consider and define the appropriate balance of resources with service levels and identify staff development and succession plans.

- Township Strategic Plan, 2007

To this end, it is recommended that the Township **undertake a comprehensive Staffing Review & Succession Planning Exercise** for the Parks & Recreation Department in order to ensure that it is in an optimal position to continue to deliver its recreation services effectively. Consistent with the Corporate Strategic Plan, this process would

rationalize the costs of adding new staff versus re-assigning responsibilities (recognizing that expertise for certain tasks may require new positions), while planning for future staffing needs in anticipation of retirements.

Recommendation #11

Ensure that municipal parks and facilities are supported by appropriate staff resources. Given the growth and complexity within the municipal parks and recreation system, the Township should:

- Undertake a comprehensive Staffing Review & Succession Planning Exercise to develop appropriate staffing standards that reflect desired service levels.
- As part of the proposed Staffing Review & Succession Planning Exercise, consider the addition of a Recreation Services & Festival Liaison (part-time position that may be extended to full-time depending upon workload) and a seasonal Harbour



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Master position.

Timing: Short-Term (2012-2014)

Resource Implications: Staff Time and/or Consulting Fees for the Staffing Review & Succession Planning Exercise, that will determine the extent of staffing costs due to changes in staffing allocations

Supporting Municipal Staff

At present, the role of the Parks & Recreation Department is largely to provide and operate municipal facilities through which the community delivers its own programming. The proposed addition of the Recreation Services & Festival Liaison could result in more dialogue and communication between the Department and its user groups. With amalgamation, roles and policies of the former municipalities have now been consolidated under the Smith-Ennismore-Lakefield umbrella, however, in many instances operations and roles of staff have carried over from pre-amalgamation practices.



Moving forward, the role of Departmental staff will be fairly similar with regard to the provision and ongoing operation of municipal facilities. As discussed in the previous subsection, the Township's indirect role of programs through capacity building of local groups (through community development) will be enhanced and complimented by a new role of potentially providing direct municipal programs. It is safe to assume, due to this shift in both corporate mentality and customer expectations, the role of the Township and its staff will grow in the development and delivery of parks and recreation services.

With a new and growing role, combined with an increasingly sophisticated base of customers, a greater complexity within the municipal operating environment can be expected. The Township will need to be in a position where it is able to respond to a changing operating and legislative¹³ environment by ensuring that it has appropriate staff resources that can monitor and respond to future trends and circumstances. Not only will this imply that an added focus be placed on creating high level policies and program development, but also the need to consider supporting realities such as risk and

¹³ There are over 100 legislative acts governing the delivery of parks and recreation services



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liability management, health and safety for staff and patrons, regulations of other levels of government, fiscal responsibility, and operating performance. As discussed earlier in this Section, a need exists for integrated planning and other team-based approaches in order to effectively deliver programs, facilities and services to the community. This would involve other Departments in the planning of new services (e.g. Finance would provide insight into capital and operating constraints, Planning Department could provide information into zoning or building code requirements, etc.).

Finally, a key theme that recurs throughout the Recreation Services Plan is for the Township and its staff to take a proactive role in community development. By making use of volunteers and potential partners (see the subsections on volunteering and partnerships), the Township's leadership in building the capacity of groups through community development (see the subsections on ABCD) is viewed as critical in achieving a holistic and comprehensive recreation and leisure services system. Training staff to liaise and interact with community groups can open the channels of communication while the proposed Recreation Services & Festival Liaison could take a more specialized role in making community participation a reality. Examples of facilitating community development locally may include:

- continuing to support organizing committees in the provision of community gatherings and special events;
- helping groups to generate awareness of their services through inclusion in the Recreation Guide or other marketing/promotion efforts;
- assisting local groups to maintain their own facilities through grants;
- assisting groups with volunteer recruitment, training and succession planning;
- upgrading municipal facilities through capital investment;
- facilitating partnership arrangements (e.g. with school boards and community groups) to provide programs; and / or
- taking on direct programming when the community is not in a position to deliver programs themselves.

For the Township to make informed decisions, deliver high quality facilities and services, and provide excellent customer services, its staff



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needs to be up-to-date on best practices in how to do their jobs effectively and efficiently. As previously alluded to, additional staff resources (full time, part time and seasonal) will likely need to be added in order to fulfill many of the Recreation Services Plan's recommendations; in fact, the majority of recommendations have staff time requirements associated with implementation and the existing staff complement is unlikely to be able to successfully implement all of the actions in a timely manner unless provided with additional supports. As mentioned earlier, the number of staff and the financial implications will need to be evaluated on a case-by-case basis through ongoing business planning (notably the recommended Staffing Review & Succession Planning Exercise) that would be associated with implementing the recommendations arising from this Plan.

Corporate Operating Principle

Respect, mentor and support our staff; encourage a team environment to maximize results.

- Township Strategic Plan, 2007

With regard to the staff complement, the Township has a screening process in its hiring process for new employees (e.g. qualifications and experience required to do a job) though it is equally important to recognize that existing employees often benefit from professional development initiatives and finding alternative methods to "doing what has always been done."

As such, the Township should continue to **look at professional development opportunities**, ranging from on-the-job training, seminars, symposiums and conferences, etc. as a means to improve internal skill sets and capabilities, and to provide a supportive professional network. While there are financial implications associated with staff development, the return on investment can be high if the employee(s) are able to deliver on their roles and responsibilities in a more efficient manner.

In terms of municipal leadership and setting an example, part of the Parks & Recreation Department mandate is to facilitate physical activity through the provision of facilities (and eventually programs). As such, implementing programs that also encourage municipal staff to engage in healthy and active lifestyles is viewed as a logical complement to initiatives that are pursued by the public-at-large. The creation of policies and programs specifically for municipal staff, such as physical activity days, distributing health-related information, creating a Staff Wellness Committee, or covering a portion of local fitness



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memberships (e.g. at Trent University) are ways in which to improve the health, productivity and commitment to their jobs over their lives. Furthermore, the Parks & Recreation Department is ideally positioned to lead these initiatives for other municipal departments by way of its mandate and area of expertise.

3.7 Providing Inclusive Opportunities

Providing residents with equitable opportunities to access parks and recreation services should continue to be a goal that the Township strives towards. People can be faced with barriers such as lack of time, limited disposable income, disabilities, unawareness of available activities, communication challenges, etc., thus it is important to provide inclusive opportunities to ensure choices are available.

Addressing Barriers Related to Accessibility

Under the *Accessibility for Ontarians with Disabilities Act (AODA)*, a barrier is defined as anything that prevents a person with a disability from fully participating in all aspects of society because of his or her disability, including physical, architectural, informational, technological, communicational, attitudinal, or policy/practice barrier(s).

The *AODA* states that municipalities, as well as businesses and organizations, will have to meet certain accessibility standards in the five following areas:

- customer service;
- transportation;
- information and communication;
- built environment; and
- employment.

The range of recreation services for people with disabilities has increased significantly in recent years. Providing residents of all ages and abilities with opportunities to 'play' is important in achieving inclusivity among all. Furthermore, research suggests that youth with special needs who participate in recreation activities are more likely to do well in school, have higher self-esteem and good social skills, and are less likely to be involved in criminal activity.¹⁴ The Township works

¹⁴ Canadian Council on Social Development. (2002; 1984). *The Progress of Canada's*



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collaboratively with a number of agencies and associations who offer recreation and cultural services and opportunities to persons with disabilities.

Unfortunately, people with disabilities still face considerable barriers (e.g., transportation, cost, etc.) when it comes to participating in recreation and cultural activities. The household survey found that 16% of the sample was unable to participate in recreational activities due to mobility or health-related issues (as well as older age). Staff and volunteer training is necessary to provide a better understanding of the breadth of disabilities that people are confronted with and the barriers they face.

Thus, it is critical that the Township strengthen its existing approach to understanding the needs, further develop programs and services, explore partnerships and evaluate service effectiveness when seeking to include persons with disabilities. The Township is largely compliant with the AODA and utilizes the advice of its Joint Peterborough County Smith-Ennismore-Lakefield Ontarians with Disabilities Advisory Committee (as mandated for communities larger than 10,000 population) to understand and create barrier-free infrastructure, programs and services. The Township is already exploring ways to improve accessibility, most recently through interior enhancements to the Lakefield Community Centre, though there is room for improvement elsewhere, such as at the Ennismore Community Centre.

A potential increase to the number of persons with disabilities requires staff to ensure that the Township is compliant, work with like minded support groups, and continue to increase participation. Similarly, community recreation services providers will also need to be cognisant of the needs of persons with disabilities. The Township should **work with groups to ensure that access policies are in place**, which not only includes affordability but also barrier-free and special needs considerations.

Overcoming Barriers Related to Affordability

Past studies have shown that a household's level of income is proportional to participation in recreation and leisure, especially in organized team sports. A household's level of income can thus

Children; Crime Prevention Through Social Development: A Discussion Paper for Social Policy Makers and Practitioners.



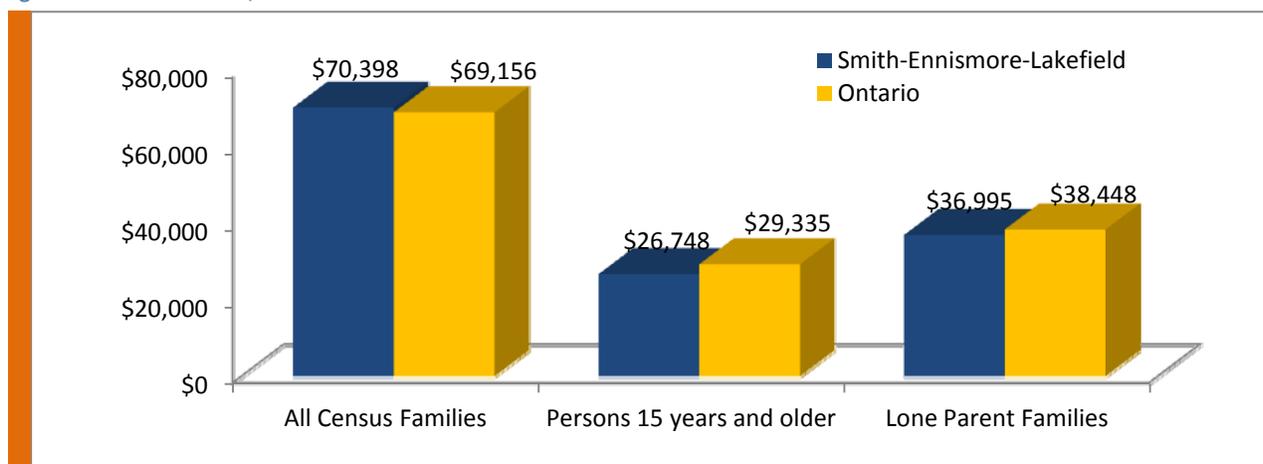
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become a significant barrier to participation in leisure pursuits due to the cost of participating in recreation activities (such as structured and unstructured recreation programs and services). This is especially problematic among young, single-parent or economically disadvantaged households as older, established households typically have more disposable income to spend on leisure activities.

Communities are, therefore, facing increasing pressures to provide more affordable programs and subsidies to promote participation among all user groups. Statistics Canada has identified that between 1980 and 2005, the top 20% of Canadian full-time earners saw median earnings rise by 16.4%, contrasted by the bottom 20%, within which median earnings fell by 20.6%. Median earnings by the middle 20% remained constant.

The term 'working poor' has been put forward in recent years to describe the financial situation of many Canadians who have a job but do not have any additional funds beyond paying for life necessities (due to increasing cost of living). Cases of obesity are also more commonly found among residents with a lower socio-economic status (14%) compared to residents with a higher income (11%)¹⁵, reinforcing the need to provide opportunities for parks and recreation activities to lower-income households. Exploring other partnership opportunities with the non-profit and private sectors to increase access to various parks and recreation activities may alleviate barriers to participation for lower income households.

Figure 8: Median Income, 2005



Source: Statistics Canada, 2005

¹⁵ Emily, M. (June 21, 2011). Obese youth in Canada tripled since 1981. *Toronto Star, HealthZone*. Retrieved from <http://www.thestar.com>



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In the 2006 Census, Statistics Canada reported the median income in Smith-Ennismore-Lakefield as \$26,748 for individuals ages 15 and over, and \$70,398 for families. The provincial average is slightly higher for individual income and generally the same for household families where the median income for individuals ages 15 and over and families is \$29,355 and \$69,156, respectively. This may indirectly imply that participation of household families in Smith-Ennismore-Lakefield may be the same or higher than the provincial average based solely on income.

By contrast, individuals living within the Township may have lower participation levels compared to the rest of the province based solely on income. This may imply that the need for affordable recreation opportunities should be provided to engage those with financial barriers through the provision of subsidized and no-fee activities to represent an opportunity for recreation participation among all residents in the Township.

With an increasing focus being placed on facilitating community-based programming, the Township may mandate that groups have access policies in place if they are to use municipal parks and facilities to deliver their programs; the Township could also **consider providing groups with the tools to offer affordable and inclusive programming opportunities** through a variety of means such as grants, subsidies on certain operational items (e.g. rental rates, advertising, direct subsidization of program costs, etc.). Such tools will need to be explored further in consultation with the community. A continued focus is needed to reach out to low income families and remove barriers to participation. The benefits to the community and the individual are worth the investment of time and funding.

Engaging Households with Time Constraints

Traditionally, lack of free time has been the number one barrier to participation for youth and adults. The random household survey conducted within the Township found that 18% of households cited the lack of free time / too busy as the number one barrier for participating in parks and recreation activities. Communities of similar size and characteristics to Smith-Ennismore-Lakefield are often faced with the challenge of overcoming this barrier from a program delivery perspective by evolving to provide more convenient opportunities. For example, people are generally more likely to participate if programs



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are of a drop-in nature, while flexible extended hours can allow people to participate at times that are most suited to their constraints.

Physical inactivity can also be partly due to a busy lifestyle correlating to the trend of a lack of free time. Additional recreation and leisure opportunities and incentives to exercise may help to address this issue such as the provincial Active 2010 strategy that provides opportunities and initiatives to assist the Township in facilitating physical activities. Coupling initiatives such as this with the Township's existing recreation activities and programs, which endeavour to bolster physical activity levels, could be effective in reducing physical inactivity.

Addressing Barriers Related to Perceived Safety

While Smith-Ennismore-Lakefield enjoys a relatively low crime rate compared to other municipalities, particularly larger and urbanized communities, it is still important to recognize that perceived safety concerns can be a barrier to certain households. The Township should continue to design new parks, and redesign existing parks, with patron's safety in mind. This also applies to community facilities and trails, as appropriate.

The application of CPTED (Crime Prevention Through Environmental Design) and other design principles is a good start. For example, high volume areas should be appropriately lit, the number of limited visibility areas should be minimal, and neighbourhood-level parks should be designed so that surrounding streets have visibility into the park, thereby discouraging illicit activities. The local police departments are also a good resource to consult with in any design projects, providing the Township with the opportunity to ensure safety is considered prior to implementing any given design and minimizing the need to redesign spaces after the fact. The local Ontario Provincial Police (OPP) detachment conducts CPTED reviews for the community, however, usually this occurs after something has already been built. When designing new facilities, parks or features within existing parks, the Township should work with the Ontario Provincial Police and Peterborough Lakefield Community Police on certain park designs and the application of CPTED principles.

It is a policy of the Township to conduct criminal record checks for all employees, as well as a policy that requires certain volunteers to provide a criminal records checks. The local Ontario Provincial Police



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(OPP) detachment conducts criminal checks for free, volunteer groups not subject to municipal policy (particularly those regularly using municipal facilities) would also benefit from initiating a screening process, especially for those who serve vulnerable populations such as young children.

Maintenance of parks and open spaces is now accepted in the industry as a key component of perceived safety in parks and in deterring inappropriate behaviour. Maintenance efforts also apply to safety in terms of an injury prevention perspective. The Township's existing playground replacement program should continue to be a high priority to ensure ongoing maintenance and replacement activities are conducted in a timely manner. Similarly, the Township should continue its diligent efforts in ensuring sports fields and hard surface courts are maintained to a high level of quality; a simple fear of spraining an ankle on an uneven surface or tripping over a crack can lead to potential users avoiding facilities altogether.

Representing “Under-Represented” Populations

In every community, there are certain households which face barriers to participation by the very fact that they are ‘under-represented’ through traditional means of engagement. Some of these households may include marginalized populations, those with lower incomes or disabilities (as discussed in earlier paragraphs), those living in remote or highly rural areas, youth or the elderly, or newcomers to Canada.

Regardless of what makes a person or household under-represented, the key to stimulating their participation and involvement lies in engagement, which in turn leads to understanding. As discussed earlier, the provision of balanced low-to-no cost opportunities throughout the community can lead to better participation among households with financial constraints.

Of the Township's overall population, only 1% of the population (200 residents) is recorded as a visible minority, which is significantly lower than the provincial average recorded by the 2006 Census, where 23% of the population is a visible minority. Although the Township's proportion of visible minorities is lower than the provincial average, current national immigration and population growth trends suggest that the level of ethnic diversification will increase; this is a trend that could be seen locally as the population grows over time. As such, the



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implication for the future is that increasing levels of ethnic diversity may lead to the emergence of “non-traditional” activities, thus suggesting the flexibility in the design, function, and provision of certain recreation services to be a key consideration in park development.

Recommendation #12

Provide a training program for staff to gain the skills needed to fully engage under-represented populations; at a minimum, this may include targeted marketing techniques that ensure utilization of plain and clear language in all reports and publications. This training could be expanded to include community groups and volunteer representatives.

Timing: Ongoing (2012-2021)

Resource Implications: Staff time, training costs

3.8 Targeting Core Markets

The Township, just as all other communities, is made up of a number of core market groups who have specific recreational interests. As discussed previously, examples of core markets could include households with different levels of income, ethnicity, physical ability, etc. Other core markets can be defined based on servicing residents of a certain age, as age plays a factor in the types of activities pursued and needed.

The socio-demographic profile of Smith-Ennismore-Lakefield is changing, like many communities, which is creating needs that are different from those observed in the past. Age plays an important role in determining the types of recreation activities that are pursued by residents. For example, children and teens are more likely to participate in active pursuits such as organized soccer or baseball, whereas older adults have a greater propensity to participate in unstructured activities such as walking and hiking.

According to the 2006 Census, the Township’s median age of 46.2 years is significantly older than the provincial median of 39.0 years, and the Township’s overall population is aging at a rapid rate as evidenced by an increase in its median age of 43.7 years in 2001; this ‘greying’ population is a common demographic trend that is being observed across Canada, and Smith-Ennismore-Lakefield’s population can be expected to continue to age accordingly throughout the

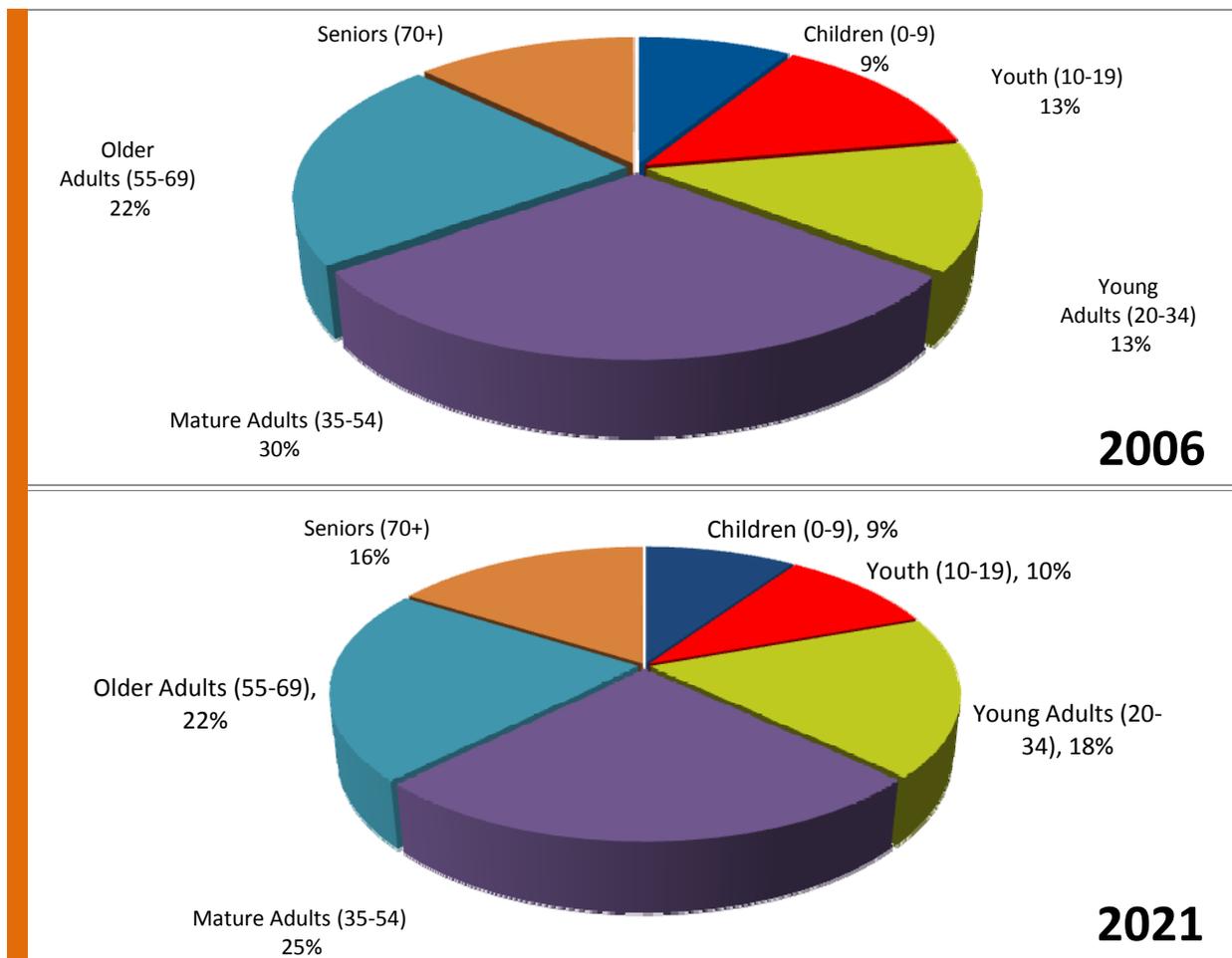


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foreseeable future.

The Township’s age distribution is generally well-balanced between the Children, Youth, Young Adults and Seniors cohorts. The largest age group is Mature Adults (35-54) who make up 30% of the Township’s overall population, a significant fact since these residents will move into the older adult market segment over the next few years, thereby increasing pressure and generating added recreation demands for this market. This is not to say that older adults should be the primary area of focus for future parks and recreation delivery; continued population growth will result in higher needs across all age groups.

Figure 9: Township Population Distribution by Age Group, 2006 and 2021



Note: 2006 figures are based on Statistics Canada Census; 2021 projected figures were developed for the Greater Peterborough Area by County of Peterborough¹⁶, and are assumed to constitute the Township’s future age distribution.

¹⁶ County of Peterborough. Population Projections: The County of Peterborough, 2006-2036. Note: Reference Scenario has been utilized



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The following pages discuss some core markets in greater detail. It should be noted that it is difficult to understand exactly what programs exist in the community without a comprehensive inventory of community-based services (something that is beyond the scope of the municipally-oriented Recreation Services Plan). A key responsibility of the Recreation Services & Festival Liaison, discussed earlier in this Section, could be to develop and continually update an inventory of community-based recreation services to allow the Township to understand where gaps may exist.

Addressing the Needs of Children

Children, in the context of the Recreation Services Plan, are those ranging from 0 to 9 years of age. According to the 2006 Census, there were 1,540 children in this age group and applying projected cohort proportions for the Greater Peterborough Area to Smith-Ennismore-Lakefield would result in 1,985 children by 2021 (an increase of 15%).

There are a range of programs available in the community which serve the needs of this age group, including but not limited to outdoor swimming lessons, minor sports, the YMCA summer day camp, and a host of programs offered at the local library branches. The following pages contain some key facility assessments specific to meeting the needs of children.

Early Childhood Development Space

While expansion to municipal community centres is not recommended through the Recreation Services Plan over the planning period, it is recognized that the pressure exists to do so. Should the Township find sufficient need and required justification to expand a municipal community centre, depending upon the nature of the components being added, drop-in child supervision space should be considered concurrently. For programs aimed at adults and caregivers, the inability to find adequate child supervision (e.g. babysitters, daycare, etc.) can become a barrier to participate in recreational activities. Provision of a drop-in supervision space (i.e. not daycare) for early childhood development opportunities could increase utilization among caregivers while introducing children to recreational activity at a very young age.



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Unless a partner is found to operate a drop-in supervision area, the Township would need to hire staff to supervise and/or administer programs; furthermore, these staff will need to be appropriately trained to care for children. These considerations will need to be explored as part of the service rationalization process to determine whether or not to provide such a space.

Playgrounds

A total of 5 playgrounds are provided in Smith-Ennismore-Lakefield, located at Isabel Morris Park, Lakefield Beach, Lions Park, Robert E. Young Recreation Complex, and Burritt Mann Park. A playground has been planned for the Ennismore Waterfront Park. Playgrounds should be provided in proximity to major residential areas located within the Township's designated growth areas,¹⁷ preferably within 800 metres (approximately a 10 minute walk) unobstructed by major pedestrian barriers such as waterways, and highways.



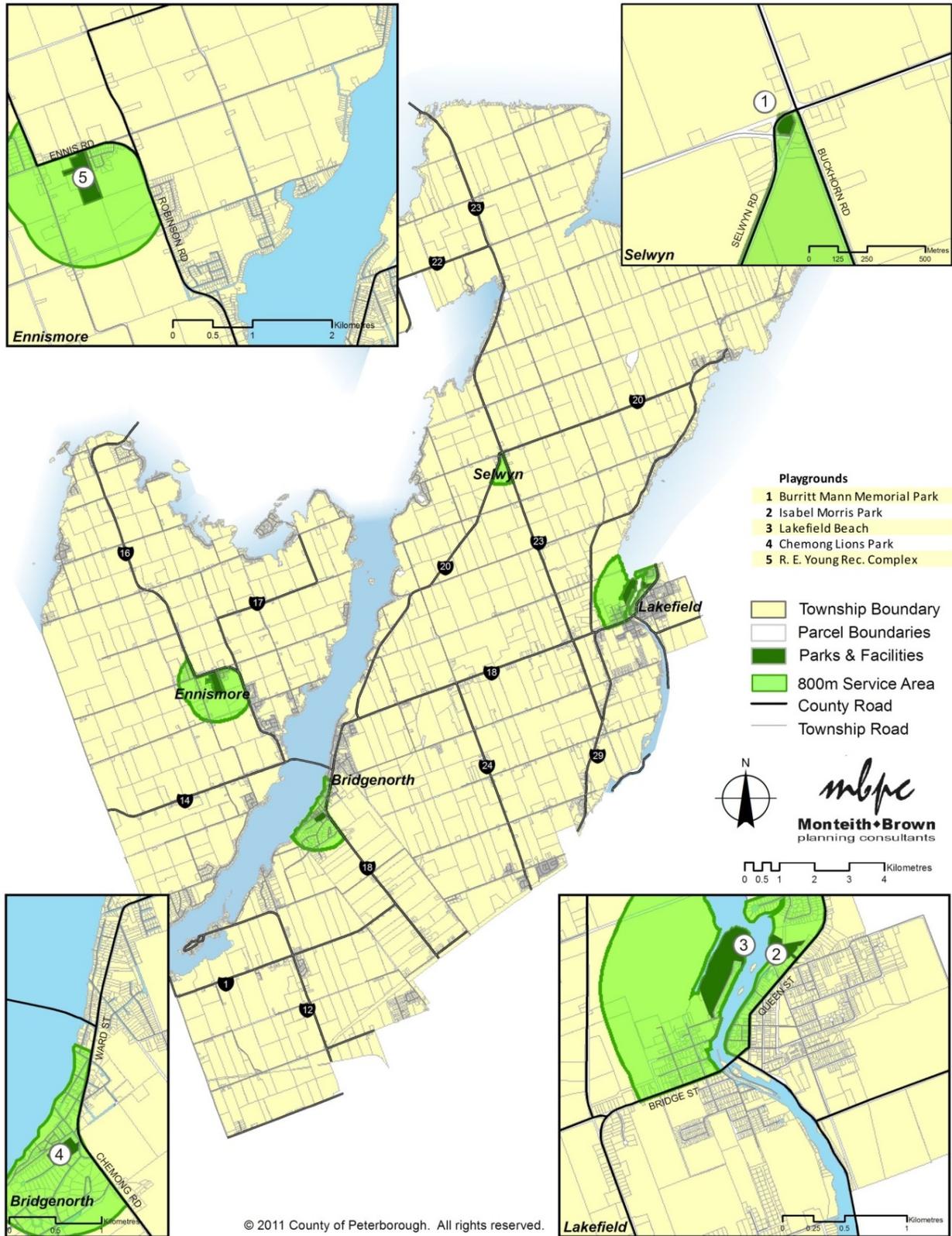
Based upon application of the service coverage (see the following figure), there are some noticeable gaps in the designated growth centres. A gap in Lakefield could be addressed either by providing a playground at the Coyle Crescent Open Space or at the future neighbourhood park identified for the Lakefield South Development Area. In Bridgenorth, neighbourhoods situated north of East Communications Road could access a playground located at the municipal property at Rae Avenue and Jopling Drive (though recognizing that this playground would serve a fairly small area given the lack of connectivity to the rest of Bridgenorth and given that it is a well established residential area, it is likely to exhibit an older population base thus further investigation would be required prior to constructing a playground there. Furthermore, Young's Point will require a playground (particularly given the closure of its elementary school) and this could be accommodated at a neighbourhood park recommended for the community, as discussed in the parkland assessment.

¹⁷ The Official Plan defines designated growth areas as the Village of Lakefield, Hamlet of Ennismore, Hamlet of Bridgenorth, and the Hamlet of Young's Point.

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Figure 10: Distribution of Municipally Owned and Maintained Playgrounds





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In terms of the rural settlement areas, only Selwyn has a playground structure at Burritt Mann Park. Rural settlements generally do not have a large enough concentration of population to justify acquisition of a park solely for the purposes of providing a playground. Where parks are located in rural settlement areas, playgrounds may be considered. For example, there is a concentrated population in the southern communities such as Fairburn Meadows or Fowler's Corners and though there is no formal park, residents here are generally served by City of Peterborough parks. It should be noted that the proposed service radius standard would not apply to rural settlements as they do not constitute designated growth areas under the Official Plan.

The Township proactively inspects and maintains its existing playground stock to ensure conformity to CSA guidelines for construction and maintenance. This is a practice that should continue to occur, along with the Township's focus on playground renewal when funding becomes available. In line with new accessibility requirements, the Township should ensure that new playgrounds integrate barrier-free components to provide inclusive opportunities for children of all abilities.

Recommendation #13

Target the provision 1 play structure within 800 metres of major residential areas in designated growth centres and hamlets (defined as Lakefield, Bridgenorth, Ennismore and Young's Point), unobstructed by major pedestrian barriers such as County roads, highways, and waterways.

- Based upon distributional gaps resulting from the service standard, explore provision of playgrounds in Lakefield (south of Bridge Street), in Bridgenorth (possibly at the Rae Street Open Space), and Young's Point (at a new neighbourhood park, either by converting the Arborview Drive Open Space or securing a new parcel altogether).
- Continued implementation of the playground inspection and renewal programs is necessary to ensure that equipment is safe, inclusive and responsive to meeting early childhood development needs.

Timing: Short-Term (2012-2014) in Young's Point, contingent upon timing of park acquisition; Medium-Term (2015-2017) in Lakefield and Bridgenorth

Resource Implications: Costs will vary upon type of playground



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Splash Pads

The Township of Smith-Ennismore-Lakefield currently does not provide any splash pads, though as noted in the Parkland Assessment, there are a number of outdoor aquatic opportunities associated with the municipal beaches and abundant access to lakes in the region. Furthermore, a splash pad is available at Riverview Park & Zoo in the north of Peterborough, offering reasonable proximity to certain Smith-Ennismore-Lakefield residents.

Splash pads have largely replaced outdoor pools as the norm for leisure-based outdoor aquatic experiences. They cater to a smaller market (children) than would an outdoor pool but the key advantage



of splash pads lies in their cost efficiencies and the element of fun that they bring, relative to a pool. Splash pads generally require a smaller capital investment in construction (depending upon the design and size), though the real savings are achieved by removal of direct staffing costs (no lifeguards, minimal water testing), and they are not susceptible for mosquito breeding (relevant due to recent outbreaks of West Nile Virus) as there is no standing water. With splash pads, water can be metered and discharged into a storm sewer, treated and recycled, or reused as 'grey water' for municipal operations (e.g. irrigation). In addition, splash pads can be triggered by a user rather than running constantly, thus reducing water waste.

Since splash pads are typically used by children under 10 years of age, a service level target of 1 splash pad per 2,000 children (ages 0-9) is recommended. This is a threshold that the Township is expected to reach by 2021, however, with just over 1,700 children at present there is a degree of latent demand which would justify provision of a splash pad in the short-term. Splash pads are viewed as a community destination and complement major parks, waterfront areas or beaches. Based upon this criteria, there appear to be a few plausible options to consider for the provision of a new splash pad.

Ennismore Waterfront Park would be a good candidate as there are also park enhancement plans that have been prepared. The availability of parking, the beach and the family-oriented atmosphere



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lend itself well to hosting a splash pad. The most notable challenge is that Ennismore Waterfront Park remains a 'hidden gem' that many residents in the Township are unaware of its existence (and its location could make the splash pad susceptible to vandalism without proper surveillance). It is also located remotely from a large proportion of the Township's population base and would not function as a tourist amenity / community focal point to the degree that it would at Isabel Morris Park or Lakefield Beach. In this context, a splash pad may be better utilized if provided at the Robert E. Young Recreation Complex.

Isabel Morris Park could also be an ideal location for a new splash pad, given the population mass surrounding it and the fact that it would form an ideal complement to the established water-based uses occurring at the Lakefield Marina and existing revitalization plans; furthermore, a splash pad would be viewed from an economic development perspective here due to the focus of the immediate area for tourism. The provision of the splash pad here, however, would likely come at the expense of another component in the Isabel Morris Park concept plan as space will be highly limited after factoring lands required for the skateboard park and the large gathering space surrounding the pavilion. A logical trade-off could be replacing the planned garden with a splash pad. An alternative to this park would be across the bay at the Lakefield Beach. Given Lakefield's strategic position in terms of tourism, economic development and future residential growth, a splash pad here may be developed to a more complex scale if the Township intends it to fit in with the high quality vision established for Isabel Morris Park.

The preferred course of action would be to develop the splash pad in Ennismore in the short-term, and then evaluate the need for a second facility in Lakefield and/or Bridgenorth in the medium-term. While application of the service standard would not justify a second facility during the planning period, spatial distribution may provide the basis to consider another facility to serve populations in the Township's eastern communities. As such, the provision of the second splash pad would need to be rationalized through business planning (i.e. in terms of need, no negative impacts on the proposed splash pad in Ennismore, and fiscal sustainability).

Recommendation #14

Develop a splash pad in Ennismore, either at the Ennismore Waterfront Park or the Robert E. Young Recreation Complex. A second splash pad may be considered, if confirmed through need and business planning assessments, elsewhere in the Township after



gauging the success of the Ennismore splash pad.

Timing: Short-Term (2012-2014) in Ennismore; Medium-Term (2015-2017) in another designated settlement area such as Bridgenorth and/or Lakefield

Resource Implications: Capital and operating costs will vary upon design, scale and water system employed

Addressing the Needs of Youth

Youth, who are considered to be between the ages of 10 and 19, represented 2,325 residents in 2006. Application of the County's age cohort forecasts for the Greater Peterborough Area to the Township's population would see the population of youth fluctuate, dropping to 1,961 youth in 2016 before rebounding slightly to 2,082 in 2021; over the course of the ten year planning period, this would mean a decrease of 2% in the youth population.

As with the children's market, there are a range of community-based programs available for youth, albeit they are more limited. Examples of programs include, but are not limited to, outdoor swimming lessons, minor sports, and a teen program offered at each of the local library branches. Lakefield Youth Unlimited is a faith-based organization which provides a number of youth-oriented programs out of Lakefield District High School (LDSS), Isabel Morris Park, and other spaces in the community.

Youth are often a challenging demographic to serve from a programming standpoint, largely due to the diverse range of interests and activities demanded by this cohort. Furthermore, interests of 10-14 year olds tend to be much different than those in the 15-19 age group. The following pages contain some key facility assessments specific to meeting the needs of youth.

Youth Space

The Township currently does not own or operate any dedicated youth spaces. Although the population of youth in Smith-Ennismore-Lakefield is expected to decrease as trends suggest that the population in the Township is aging, the importance of providing engaging, interesting and safe opportunities for youth is important in all communities. The facilitation of positive choices through the provision of spaces (both indoor and outdoor) is seen as a core component of healthy



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development of local youth.

Due to the spatial distribution of youth in the Township, it would not be feasible to recommend a youth centre in each community. Instead, there are two primary courses of action for the Township to address the need for youth-oriented spaces. First, the Township should look at its existing supply of assets to determine **how to make spaces more flexible to accommodate youth activities** that would be delivered by the community sector. For example, there may be ways to optimize meeting rooms to integrate amenities appealing to youth (e.g. adding portable components such as a small stage and portable audio system for 'jam nights' or poetry readings, installing a television to show movies or connect video games, etc.).

The second way to address youth needs is to **work with youth-serving organizations**, such as Youth Unlimited or local service clubs, to determine what their individual needs are and whether there is a municipal role to play in providing assistance. The Township should also consider partnering with the school boards to utilize the schools in Smith-Ennismore-Lakefield to encourage additional after-school programming; for example, surplus space at LDSS could be utilized by a community group and the Township may provide financial or administrative support to serve as an intermediary between the community group and the public school board (with the view on Asset Based Community Development to ensure that the community group can grow sustainably on its own).

Recommendation #15

Using an Asset Based Community Development approach (see Recommendation #3), consult with youth-serving agencies, school boards and youth themselves to evaluate how existing municipal, institutional and community-based facilities can be enhanced or adapted to better meet the needs of local youth.

Timing: Ongoing (2012-2021)

Resource Implications: Capital and operating costs will vary by facility and types of services offered



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Basketball Courts

One full basketball court is provided by the Township, located at the Robert E. Young Recreation Complex. Basketball is generally considered to be a growing sport, typically popular among youth ages 10-19. In past experience, demand for outdoor basketball courts has been high and they are easily incorporated into neighbourhood-level parks, thus allowing pedestrian and bicycle access which are primary modes of travel for youth.



Robert E. Young Recreation Complex

The provision target of 1 basketball court for every 800 youth age 10-19 is applied to evaluate local needs. With the number of youth projected to remain around 2,100 over the next ten years, the population data suggests that the Township will require 2 additional basketball courts over the life of this Recreation Services Plan.

Basketball courts can be accessed by all youth, providing un-programmed 'walk-to' outdoor recreation opportunities. It should also be noted that the Township may rely on these courts to be provided by schools to supplement existing and recommended courts. It is recommended, therefore, that the Township add outdoor basketball courts in Bridgenorth and Lakefield (for a total of two new courts) to supplement the existing court at the Robert E. Young Recreation Complex. Possible locations for these courts may be at the Isabel Morris Park and near the Bridgenorth Library. These courts could also be co-located with future skateboard parks as these outdoor facilities cater to the same age group.



Ajax

A new form of hard surface court is emerging in many municipalities, known as 'multi-use courts' which can accommodate a range of different activities. Compatible uses are considered on these templates (e.g. basketball and ball hockey, tennis and pickleball, etc.) which are ideally suited to meet unstructured



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neighbourhood level needs of residents just 'looking for something to play.'

An outdoor box lacrosse court has been requested through consultations for the Robert E. Young Recreation Complex, and while there is no indication of present need, provision of a multi-use court could address potential demands. This would, however, require installation of outdoor boards that would add a considerable cost. Provided that the community can demonstrate commitment and acceptance to having this level of service through fundraising / sponsorship, the Township may consider **expanding the existing basketball court to a multi-use court template** that could be used for basketball, ball hockey and lacrosse in the summer, while providing opportunities for outdoor skating in the winter (which would have the added benefit of reducing demand for public skating indoors, thereby freeing up ice time at the arena).

Recommendation #16

Provide 2 additional multi-use courts oriented to basketball, preferably in Bridgenorth and Lakefield, to meet needs of youth over the planning period; ideally, these courts would be co-located with other youth-oriented park amenities.

Timing: Short to Medium-Term (2012-2017)

Resource Implications: Increased capital and operating costs associated with new facility development

Recommendation #17

Explore the feasibility of expanding the Robert E. Young Recreation Complex basketball court to a multi-use court template in order to allow a greater variety of uses to take place across all four seasons.

Timing: Medium-Term (2015-2017)

Resource Implications: Capital and operating costs may be increased due to expansion, maintenance and provision of ancillary amenities (e.g. rink boards).

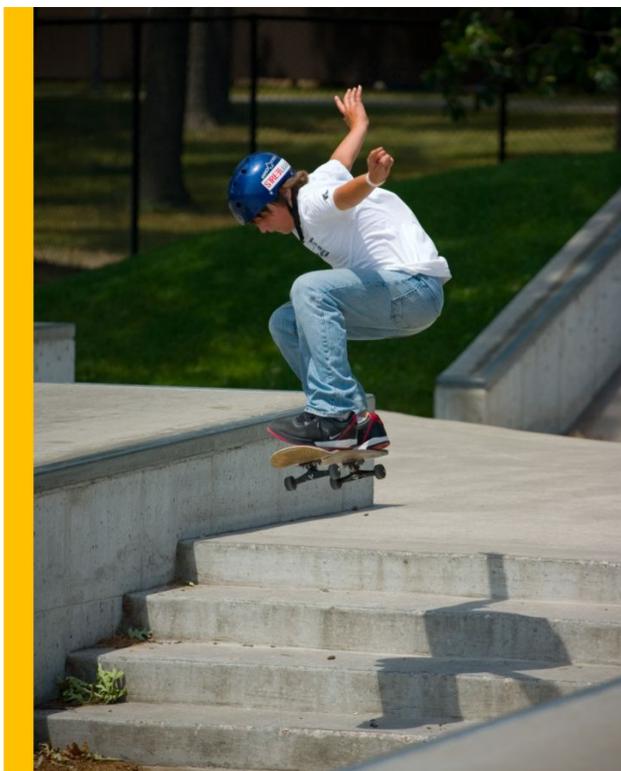
Skateboard Parks

The Township currently does not provide any skateboard parks, although one such facility has been considered through concepts prepared for the new Isabel Morris Park revitalization. Over the past several years, skateboarding has demonstrated sustained longevity and appears to have become a mainstream pursuit among youth and some young adults. Popular among young men and boys, skateboarding has become increasingly popular, creating a high



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demand for skateboard parks. Skateboard parks can meet the needs of Township residents as well as visitors, while also reducing damage to municipal infrastructure as well as private property where skateboarders and BMX users may frequent due to lack of a better venue. When analyzing the need for outdoor skateboard parks, an age-specific target in the range of 1 per 4,500 youth between the age of 10 and 19 is utilized.



With the number of youth projected to remain around 2,100 over the next ten years, a consistent need for the equivalent of 0.5 skateboard parks. While it is not possible to construct half of a facility, the standard does illustrate that there is a degree of latent demand for a skatepark in the community. Along with the recent interest garnered through consultations and the media, the provision of one skateboard park is worthy of consideration.

To truly gauge the need for a skateboard park, it is recommended that the Township develop one new facility in the short-term. This skateboard park should be developed and tested as a pilot project, and as such should be designed to contain smaller-scale modular components that could be removed if usage is minimal. To attain this course of action, it is recommended that the Township proceed with providing the skatepark at Isabel Morris Park given that detailed construction drawings have been prepared, and due to the fact that it is in a location that is accessible by the local trails and pathway system (meaning that a number of youth would not have to always rely upon getting a ride to the skatepark). Consideration should also be given to incorporating BMX elements into the design, as these users have been found to frequent skateparks as well.

To ensure that there is community buy-in, the Township may also consider setting a community fundraising target (which would be determined through municipal business planning) which would need to be met prior to constructing the facility. Mandating a fundraising target would not be practical for a pilot project (as people would not be as inclined to donate towards something that may be removed), yet if the target is met it would demonstrate a commitment on the part of the



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community and could justify the provision of more permanent skateboard features. It will also be extremely important to ensure that local youth and the skateboarding / BMX community are consulted as part of the design, as they provide a much better understanding of components required to make the skatepark successful.

In the future, a second skateboard park may also be considered in Ennismore and / or Bridgenorth should needs be rationalized and the communities willing to contribute capital. In Ennismore, the Robert E. Young Recreation Complex would be an ideal candidate while there is a municipally-owned parcel of land located immediately south of the library branch in Bridgenorth, that is in a highly visible location and close to a school and the OPP detachment.¹⁸

In the interim period if / when these facilities are developed, the Township should consider the provision of 'skate zones' which are geared to beginner level skateboarders and consist of one or two simple components (such as a rail or a curb) integrated into the overall park design. These basic features are easily integrated into existing parks, increase the availability of skateboarding options, and may introduce the activity to younger age groups.

Recommendation #18

The Township should refer to its past plans for skateboard parks and proceed with plans to construct a skateboard park at Isabel Morris Park, either as a pilot project (if the Township is the sole funder) or as a more permanent facility (if the community is able to reach a pre-specified fundraising target). Additional skateboard parks should only be considered after monitoring the success of the proposed facility along with the necessary justification through business planning. The design of any skateboard park should involve local youth and members of the skateboarding/BMX community, as well as other youth-oriented stakeholders (such as police, schools, etc.) through active consultations.

Timing: Short-Term (2012-2014) in Lakefield; Medium-Term (2015-2017) in another designated settlement area such as Bridgenorth and/or Ennismore

Resource Implications: Capital and operating costs will vary upon the design, size and scale of the skateboard park.

¹⁸ As an alternative to constructing additional permanent skateparks, provision of 'mobile skateparks' that takes modular components and set up a temporary skateboard park in urban and rural settlement areas for a week or two.



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Addressing the Needs of Older Adults & Seniors

Many members of the 'Baby Boomer' demographic (generally between the ages of 45 and 64) are quickly reaching retirement age, contributing to a significant 'greying' of the population and placing greater demand for activities aimed at older adults. This generation

may be shifting away from traditional seniors' activities and towards more active recreation, seeking quality wellness and active living opportunities such as lawn bowling or walking. The 'new senior' will typically be wealthier and more physically active than those in previous generations.



Similar to the rest of Ontario, Smith-Ennismore-Lakefield's population is aging with 30% and 35% of the Township's population in 35-54 and 55+ cohorts, respectively. This implies that the already significant number of older adults and

seniors in the community can be expected to increase substantially as the Baby Boom generation reaches their retirement years. In fact, regional age distribution patterns for the Greater Peterborough Area show that the segment of the population aged over 55 will increase from 34% to 38% over the next ten years; while this percentage increase may seem small, applying this trend to Smith-Ennismore-Lakefield would result in 1,600 additional older adults and seniors by the end of the planning period (a 26% increase).

Seniors in Smith-Ennismore-Lakefield have access to a number of traditional leisure activities through community-based service providers. The Township leases space to the Golden Years Club in Lakefield and the Ennismore Seniors Club to operate programs, activities and social functions while the Bridgenorth Seniors Club uses space in the United Church. Programs and services range from organized social gatherings, exercise, arts and cultural activities, clinics and day programs.

Aging populations are now generating demands for parks and recreation services that were previously not considered due to the great focus that was placed on children's programming. Today's older adults and senior (i.e. 55+) population has been observed to be more physically active than past generations, seeking recreation activities,



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active living, and a greater variety of arts and cultural choices. As such, the needs of older adults are expected to continue to place pressures upon programmed and non-programmed spaces for sports and social activities (such as chess, aerobics and fitness, open fields, etc.), as well as attractive features such as fountains, gardens, landscaped areas, and seating.

With a considerable number of mature, older adults and seniors, the Township facilitates access to a number of traditional programs and services directed to the Township's older population. Community-based services available year-round to these age groups include home support services, Chemong Senior Citizen's Family, Ennismore Seniors, Golden Years Seniors, and the VON Adult Day Program. The Township's Seniors Report (2010) contains a number of recommendations which are applicable and supported by the Recreation Services Plan (building on recommendations stemming from other sections of this Plan), including:

- developing stronger partnerships with service providers;
- maintaining and enhancing existing communication levels;
- hosting a bi-annual meeting with stakeholders to address the changing needs of the senior population;
- increasing the number of sidewalks and crosswalks within the Township, and to continually review accessibility of these pathways;
- purchasing a portable sound system to be used at community meetings to enhance audio experience for all, including seniors.

Emerging Markets

Increasing levels of socio-economic and ethnic diversity in communities facilitates the evolution of recreation, leisure and cultural needs. As mentioned earlier, evolving family structures and ethnic diversification generates demands for 'non-traditional' needs which should be considered if the goal is to increase physical activity and social interaction.

Many cultures see recreation and leisure as a family event and are inclined to do activities together. Growing diversity also creates the need for a wider range of activities and facilities, such as skateboarding, lacrosse, curling, tai chi, etc., which can place



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pressures on parks and facilities, particularly with respect to maintenance, space, and infrastructure (e.g., picnic tables, washrooms, gazebos, etc.) within the Township. Newcomers to Canada are frequent users of parks and other public spaces as they are an ideal location for social gatherings which are often a chosen activity for larger, multi-generational immigrant families.



According to Statistics Canada, 10% (1,800 persons) of Smith-Ennismore-Lakefield's population consists of immigrants, the majority of whom arrived prior to 1991. The majority of the Township's population is third generation Canadians or greater (70%) with 12% of the population second generation Canadians. This denotes that the majority of Smith-Ennismore-Lakefield's population is well established in Canadian culture and can generally be expected to seek traditional recreation programs and services.

As a result of diversification, communities have also been faced with a growing emphasis on non-traditional and non-structured activities. Municipalities have seen increasing popularity in a variety of open space sports such as Ultimate Frisbee, rugby, bocce, lawn bowling, etc. The popularity of emerging passive outdoor recreation

activities such as hiking, bird watching, and casual cycling will also encourage demand for passive parks and open spaces. Extreme/non-traditional sports such as skateboarding are also expected to experience continued growth and support given high participation rates among youth and children found across Ontario.

Undoubtedly, the Township will be pressed for additional indoor and outdoor facilities which are not currently part of the municipality's traditional service mandate, or do not have sufficient demand to warrant a specific recommendation in the Recreation Services Plan. The Township, however, must be prepared to appropriately respond to future requests. These demands may arise for existing activities / facilities or for those that evolve according to future trends and preferences. Examples may include, but not be limited to: bocce courts, cricket pitches, fields for Ultimate Frisbee, multi-media arts venues, etc.



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When requests are brought forward for investment in non-traditional, emerging and/or non-core municipal services, the Township should evaluate the need for these pursuits on a case-by-case basis. This should involve an examination into (but not be limited to):

- Local / regional / provincial trends pertaining to usage and popularity of the activity/facility;
- examples of delivery models in other municipalities;
- local demand for the activity / facility;
- the ability of existing municipal facilities to accommodate the new service;
- the feasibility for the Township to reasonably provide the service / facility as a core service and in a cost-effective manner;
- the willingness and ability of the requesting organization to provide the service if provided with appropriate municipal supports.

In this way, the Township can evaluate whether there is a municipal role to be played in providing the service in relation to quantified market demand and cost-effectiveness of such services, while also identifying potential strategies to address long-term need for such requests should a sufficient level of demand be expressed. An evaluation/rationalization process similar to that proposed through Recommendation #5 would be undertaken to determine whether municipal entry into a non-core service is warranted.

3.9 Developing the “Brand”

Promoting Awareness

The Township and its Parks & Recreation Department place a high priority on communications within itself and with the community. The Township’s Recreation & Library Services Guide is the primary method of informing the community of available facilities, programs and local service providers in Smith-Ennismore-Lakefield. Continuing to ensure that the Guide clearly articulates programming options is a key priority for the Township to focus upon, though there are other ways to market opportunities as well.



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No matter how comprehensive the availability and quality of parks and recreation services is within the community, they can be rendered ineffective if the public is unaware that the programs or spaces exist. Considering how to market the Township's assets better is thus seen as a priority area. While 67% of the Recreation Services Plan's household survey sample agreed that they were aware of parks, recreation and cultural activities available in their areas, 17% disagreed (the remaining 14% neither agreed nor disagreed); this represents an area for improvement for the Township in getting the message out to potentially one-third of the population.

Making residents aware of facilities and services made available by the Township and its community partners has been an ongoing challenge, largely due to the spatial dispersion of the population. The Township and its partners, however, have made strides as more efforts are being devoted to understanding the needs of specific target markets, such as youth. Furthermore, it is not only important for the public to understand what opportunities are available for participation in recreation activities, but it is also crucial that they are also aware of ways for them to become engaged and provide feedback to decision-makers.

No matter how comprehensive the availability or how high the quality of parks and recreation services, they are ineffective if the public is unaware that they exist.

In addition to communicating what facilities and services exist, it is also critical that residents understand *why* the availability of these opportunities are important. By listening to the public and **informing them of the benefits of creative, healthy and active lifestyles**, the intent is that quality of life and awareness of locally

available opportunities will be enhanced. Parks, beaches and recreation facilities enjoy thousands of visitors annually, thus **consistent messaging of benefits will contribute to the social changes needed to achieve objectives under the Department's purview**. Messaging with respect to embracing active lifestyles, respecting and becoming stewards of the environment, and the benefits of participating in recreation and parks opportunities are all messages that the Township must consistently impart through its many communications vehicles.

Community-based providers of recreation services also play a key role in educating the public and influencing the degree of participation within the community. The Township recognizes the valuable role of



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the community in providing a diverse and healthy base of programming that benefits local residents. Between the Township and its partners, a consistent message can be delivered to local residents about the importance of leading healthy lifestyles.

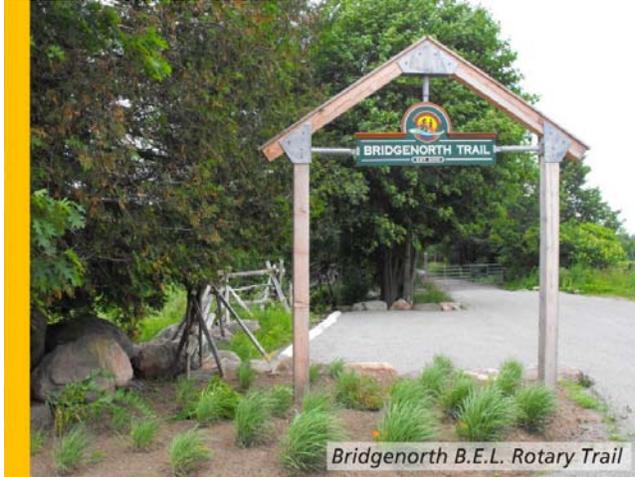
‘Spreading the Word’

As mentioned, the Recreation & Library Services Guide is the primary communications vehicle between the Parks & Recreation Department and the community. The Guide is a fairly simple reproduction on uniformly coloured construction-type paper, and provides a wealth of information about local facilities and services. The Guide appears to be formatted with cost in mind, as it contains no pictures or imagery (other than some basic ‘word art’ graphics), rather relying on text to convey information.

The Township should **consider revising the format of its Recreation & Library Services Guide**, creating a visual reproduction that instils a sense of pride among municipal Council and Staff, as well as among the community who read the document. Undoubtedly this represents an additional cost but it is something that is deemed worthwhile if it means that the message can get out. Cost recovery for the production of an enhanced guide could be attained through advertising, something which is not presently done in the current Guide, as well as charging a small fee for groups or businesses who wish to have their programs listed.

The Township should also **focus on developing a digital version of the Recreation & Library Services Guide** to minimize printing costs; a digital version could be emailed out to residents and would be an ideal complement to be added online to the Township’s webpage. Currently, the information in the Recreation & Library Services Guide is listed on the website but under different links which can reduce functionality to the reader. An online guide could be enhanced to be more user-friendly. This could be attained by incorporating technologies which allow the user to quickly toggle between sections (e.g. going from arena programs to facility rental info with the click of a button) or creating a more interactive, graphical interface using alternative software (e.g. mimicking the reading of a hard copy).

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It is not only important for the Township to improve its internal communications strategy, but as part of a community development approach, communications are part of the tools that groups will need to effectively understand if they are to inform the public of their services (and thus provide the potential for longevity and success). The Township should **continue to provide the necessary supports to groups in terms of enhancing communication strategies and vehicles of its partners** through initiatives such as providing affordable advertising in the Recreation & Library Services

Guide or assisting with the development of marketing strategies. The Township should also attempt to facilitate dialogue between groups in order to bolster communication between them and ensure that a collaborative approach is employed in delivering services across Smith-Ennismore-Lakefield (e.g. by hosting an annual forum of service providers with common interests, as discussed earlier in this Section).

Users and non-users of programs and services must have the opportunity to have open and ongoing dialogue with the Township on accessing programs and services, emerging trends, community and individual involvement, current and future needs and potential partnerships at a minimum. The Township must use all of its communication vehicles to maximize communications and its ability to listen to and influence residents and stakeholder behaviours.

As evidenced through the most recent elections in Canada and the United States, use of the Internet has become the primary medium in which to target the masses (particularly younger voters) through Facebook, YouTube, Twitter, etc. Furthermore, the Township's younger residents who frequently are involved in recreation are a generation that is at the forefront of using emerging technologies, and will eventually be the ones that best understand it. Conversely, the aging population may need to be better trained to use technology, though a number of Baby Boomers have been directly involved in the digital age by use of technology in the workplace. Making parks and recreation opportunities more visible, while improving the dissemination of such information on the Township's webpage, will assist in enhancing awareness throughout the community.



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In addition, communicating opportunities to the children and youth is critical to engaging them (particularly those who are less involved in organized activities) to ensure that they are aware of local activities, which in turn can lead them towards healthy and safe lifestyle choices. As such, marketing available opportunities through online sources and social networking sites poses great potential and provides municipalities such as Smith-Ennismore-Lakefield with the ability to reach a large number of residents. While it is easy to rely upon the allure of the Internet to market opportunities, it should be viewed as a supporting tool (i.e. combined with other forms of advertising) as there is still a proportion of households that either do not have frequent access to a computer or are not comfortable with the technology.

Lastly, the internal capacity of Township staff is an excellent way to 'spread the word' about certain activities. Word of mouth is a powerful marketing vehicle, particularly among younger generations, thus talking to residents about available opportunities can go a long way in promoting services. In partnership with other community leisure providers, outreach to a broad range of residents can be attained to inform them of all community-based services which are at their disposal. As many people tend to value face-to-face communications with their peers or colleagues, providing staff with training to spread 'word of mouth' messages about spaces and services which exist locally. This training can position municipal staff to understand how various marketing mechanisms can be implemented and choosing the appropriate medium for the program/target market in question. For example, attending workshops or seminars which teach 'word of mouth' marketing methods (as well as other techniques) would assist Township staff in promoting this type of advertising.

Recommendation #19

Through the planned corporate Communications Strategy, the Township should explore ways to increase the awareness of local parks and recreation services by enhancing its current mediums, such as the Recreation & Library Services Guide, and exploring new ways to reach its target markets such as through use of social media. As part of this Communications Strategy, the Township should also explore how to encourage community-based providers to better communicate their services to the public.

Timing: Ongoing (2012-2021)

Resource Implications: Staff time to develop Communications Strategy (presently underway), increased costs associated with more sophisticated forms of marketing and communication.



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Signage

Signage is an important element of the corporate communications and branding strategy. By having the Smith-Ennismore-Lakefield logo on a high quality sign, a number of benefits can be attained including:

- Promoting awareness among all residents that they are part of the larger Township, in addition to the communities in which they reside.
- Communicating the corporate brand, carrying consistency throughout the Township, and promoting tourism.
- Informing residents and visitors that the property is in fact public parkland and not private land, avoiding confusion about access.
- As the first impression of the park, residents and visitors view signs as an indicator of the quality of the local parks and open space system as a whole – a high quality sign can lead to people perceiving the park to also be of high quality.
- Signs develop a sense of place and combined with good urban design, can create unique districts and foster aesthetic development, while also improving wayfinding among residents and visitors.
- Provide interpretive information connecting users to the park, encouraging them to take an interest in their surroundings.

A good sign is clear, attractive and designed in context to its surroundings (in this case, parks and open spaces). Signs should clearly state the names of parks and trails, provide an address for emergency purposes, and/or state the names of any local organization that helped to fundraise for the park or trail. The Township should also explore the use of technology in its signage, notably at community centres which could benefit from digital displays that could advertise events or services, while creating a perception that facilities are progressive and modern.

Recommendation #20

Establish a consistent signage design template and install at all parks, trailheads and recreation facilities. These signs should be restored or replaced when they deteriorate.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of constructing and maintaining signs, though staff time may be required to develop a sign template for consistent application throughout the Township.



3.10 Fiscal Responsibility

Recreational and cultural infrastructure can represent a significant capital cost to construct, however, long-term operating resources are just as important to consider when making decisions to develop new,

or enhance existing facilities. Funding for local facilities has largely come from municipal and community contributions (e.g. taxes, debentures, capital reserves, fundraising, etc.) as well as grants from federal and provincial governments. Historically Smith-Ennismore-Lakefield has not had a high rate of residential and commercial development, which in turn has limited the ability of the

Corporate Goal

To ensure that resources are managed responsibly and taxpayers continue to receive the best value for their present and future tax dollar.

- Township Strategic Plan, 2007

Township to utilize Development Charge dollars, and thus places pressures to find alternative ways for funding. The Township does benefit from high waterfront assessments which contribute substantially to the tax base, and thus alleviates financial pressures associated with its otherwise modest population base; that said, a measure of equity needs to be balanced particularly with seasonal residents who may not place as much pressure on fiscally-intensive indoor facilities. All funding options remain viable choices and should be explored, however, business planning must be continue to be undertaken to ensure fiscal responsibility and sustainability over the long term.

The Township generally subsidizes a number of user groups, as evidenced by the fact that many facilities have annual operating expenditures which exceed their respective revenue streams. Similarly, the provision of public parkland is subsidized due to the very fact that parks are intended to be free, thus posing little or no opportunity for cost recovery. The Township generally accepts that subsidization of facilities and parkland provides intrinsic (i.e. not financially measurable) benefits such as improved quality of life, health, fun, etc.

Municipal taxes contribute a great deal towards the operation and delivery of facilities and programs, though user fees are seen as a way to limit impact on the tax rate. Despite their roles in achieving fiscal sustainability for the Township, user fees can create concerns relating to affordability and fairness in accessing services while potentially negating intrinsic benefits generated by subsidization. A financial



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assistance program, as discussed earlier in this Section, could assist households who would be most adversely impacted by the need for the Township to recover its costs.

Cost Recovery

Experience gleaned in other municipalities suggests that there are very few facilities that tend to generate profits. These 'enterprise' facilities (e.g. golf courses, some fitness centres, etc.) are beneficial in that they do not typically require a subsidy, however, as 'money-makers' the private sector is generally also involved, implying that these municipalities choose to compete with their private sector. In Smith-Ennismore-Lakefield, the Lakefield Campground generated net revenue of nearly \$17,000 for the Township in 2010, providing an example of a revenue generating asset (though it is noted that the campground is leased to a private operator). The Lakefield Marina operations have also demonstrated a positive upward trend in terms of net revenues.

'Full-Cost Recovery' facilities are generally those which a municipality seeks to break-even (or incur a marginal profit or loss). Arenas are excellent examples of full-cost recovery, with revenues primarily generated through ice rental fees. That said, it is difficult for single pad arenas (such as the Lakefield and Ennismore arenas) to fully recover their costs as the hourly cost of operation typically exceeds the ice rental fee. With twin pad arenas, cost-recovery is much more common since mutual operating costs (e.g. staffing and other overheads) is shared between two pads which are charging an ice rental fee that covers the hourly cost of operation.

In Smith-Ennismore-Lakefield, the rental rate of ice time ranges from \$153 (minor sports) to \$181 (adults) per hour, inclusive of HST. These appear to be on the upper end of the pricing spectrum in relation to a number of other communities in the province, though it is reflective of the Township's unique situation of having a smaller population base having to cover the costs of operating two single pad arenas (which have a higher hourly operating cost compared to twin pads found in comparator municipalities).

'Subsidized' Facilities tend to be community centres, indoor aquatic facilities, gymnasiums, etc. through which revenues do not cover costs. For example, the Lakefield-Smith Community Centre recorded an



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operating deficit of \$33,300 in 2010, largely a result of reduction in ice time of local minor sports, though deficits are recovered through a reserve transfer. In addition, both community centres receive an infusion from taxation to subsidize operations; in 2011, Lakefield-Smith Community Centre received a \$32,000 infusion while the Ennismore Community Centre received a \$37,000 infusion as a direct subsidy to minor sports. Additionally, the Township provides capital investments for its community centres, thus the level of subsidization is in fact greater than simply expenses less revenues.

The Township should adopt a set of principles aimed to guide full-cost recovery efforts and a separate set of principles guiding targeted subsidization efforts. For facilities that are intended to move towards full cost recovery, user fees would be incrementally increased to account for increases in operating costs of the facilities, capital cost outlays for maintenance work on older facilities, as well as costs to eventually construct new facilities or upgrade or add to existing facilities. Despite higher than average ice rental rates, **it is recommended that the two arenas move towards a 'full user pay' model** in order to ensure long-term sustainability of the arenas, given that they are in good condition and their life expectancy would likely span beyond this planning timeframe. A full user pay model, however, should continue to subsidize usage by minor sports so that inclusivity is maintained while also ensuring that sufficient capital reserves are allocated towards facility expansion or new facility construction.

For targeted subsidization of facilities that cannot be expected to cover their operating positions, creative ways of funding will need to be explored. While revenues from taxation are the most common approach, developing partnerships with groups to assume greater responsibilities in operations and maintenance should be encouraged in exchange for lower rental costs. Continuing to allocate sufficient resources to reserve funds is also critical to meet capital demands of subsidized assets, such as parks (which receive a \$10,000 annual contribution, though indications suggest this amount may need to be raised to cover increased costs of construction and development).

To ensure that facilities and parks are charging user fees which are fiscally sustainable and appropriate to the usage intended, the Township should **embark on a comprehensive pricing strategy** to set rates aimed at fulfilling principles of full cost recovery and targeted subsidization. Given the financial pressures that are placed upon the



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Township, a Pricing Strategy would assist the Township in determining the most appropriate degree to which facilities are subsidized.

Recommendation #21

Undertake a comprehensive pricing strategy to review the current fee structure for municipal parks and facilities in relation to the desired level of cost recovery/subsidization, the Township’s ability to sustain high quality services, and a particular focus on areas such as affordability and required contributions to reserves.

Timing: Medium-Term (2015-2017)

Resource Implications: Capital and operating costs may be increased due to expansion, maintenance and provision of ancillary amenities (e.g. rink boards).

3.11 An Opportunity for Economic Development

Economic Development

The provision of parks and recreation services ties into the Township’s overall sense of place. While the core recreational mandate of the Parks & Recreation Department is to stimulate physical and social activity through the provision of facilities and community-based programs, such services impact economic development and other priority areas for the Township (such as contributing to environmental health, creating lively streetscapes, attracting new residential and employment growth, etc.).

“People choose to live here, they do not have to live here – there is a difference”

- Statement from a Key Informant Interview

The provision of facilities and services that increase the quality of life are highly sought amenities when seeking new residents and employers for the community. Businesses, both large and small, tend to evaluate the potential employment pool as well as the civic opportunities available to its employees when choosing to locate in a community. Communities which are interesting, affordable, have natural beauty, and a strong creative sector have been found to be attractive to employers and new residents alike, while the provision of facilities such as arenas, theatres and parks all greatly contribute to a decision to relocate to a community. As a result, the provision of such facilities can help attract new businesses (e.g. manufacturing plants, company headquarters or satellite offices, etc.), highly demanded



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professionals (e.g. doctors, entrepreneurs), and new residential growth.

For example, the number of soccer and softball tournaments that occur each year brings many visitors into the Township, though discussions with the community suggest that marketing Smith-Ennismore-Lakefield's other amenities to these visitors poses great potential; to address this, the Township could consider bolstering visitor information, developing a Township information package that could be distributed through the field sport user groups, etc. as ways to encourage people to not only visit the sports field complex but also to experience other elements that the Township has to offer.

While outside of the scope of the Recreation Services Plan, economic development and tourism must be guided by a collective vision and an identity, of which parks, recreation and culture will form a part of. The tourism infrastructure must be considered holistically (i.e. not just recreation and culture) as a number of supporting services are required such as evening entertainment, overnight accommodation, etc. Economic development and tourism should emphasize the importance of enhancing and marketing municipal facilities in order to bring new residents and visitors to the community.

Promotion of Tourism



The provision of high quality parks, trails and facilities are a way to draw visitors and participants from external markets through sport, tournaments, festivals and special events, nature-based and historical experiences, and urban tourism (the latter of which is an objective in Lakefield). As such, the local parks and recreation system contributes greatly to tourism potential of the Township. For example, linking the municipal trail system to external networks (e.g. the Trans Canada Trail) can encourage users to pass through the Township, tournaments at the existing sports fields bring sport tourism dollars, while arts and cultural activities (e.g. Jazzfest, PolarFest) may bring overnight guests seeking experiences associated with creative and vibrant communities.

Promoting tourism requires exploring ways to improve



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awareness of the local resources to visitors. To encourage visitors and tourism, municipalities and communities often assess opportunities provided by their parkland and trail systems, as well as through the provision of high quality facilities and services that become destination points. While parks may not generate significant revenues and profits, they are often a destination for visitors, and provide a venue to host festivals and special events.

Assessing the potential for promoting parks and open spaces as tourist destinations has become a growing trend and allows municipalities to showcase high quality parks and open spaces to draw participants and spectators from external markets. The promotion of existing community and sporting events, cultural heritage and other events that are held in local parks and open spaces, while continuously seeking new opportunities, is beneficial in advancing tourism objectives. Building on existing visitor information resources such as creating an outpost in partnership with groups such as the Chamber of Commerce could also enhance awareness of recreational opportunities available for tourists and residents alike.

The Importance of Festivals & Special Events

Communities often seek “multiplier effects” from both tourism and local spending when facilitating festivals or special events. In addition to generating tourism revenue, holding these events in the outdoors, such as within parks or open spaces, has become popular for attracting new and frequent patrons, creates a sense of local pride among residents and volunteers, builds community values, and stimulates physical and social activity by offering a variety of leisure opportunities. Festivals and special events provide opportunities to boost funding through partnerships and volunteers, as well as provincial and federal assistance.

With the help and support of the community and volunteers, the Parks & Recreation Department celebrates arts, recreation, and culture through a number of festivals each year. PolarFest is held in January and February where the residents of all ages take part in ice sculpting, games and activities. The Shamrock Festival, held in July at the Robert E. Young Recreation Complex, is a family event held over three days that includes dancing, food, games, and a truck and tractor pull. In July, the Jazz, Art & Craft Festival celebrates local arts and culture along the Otonabee River at Isabel Morris Park, while the Lakefield



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Literary Festival is also held in July and celebrates literary history at the same park. A preliminary concept plan for Isabel Morris Park identifies upgrades to the pavilion structure to make it more conducive for special event usage.

Maintaining a variety of festivals and special events while seeking new and creative opportunities, assists in developing creative capacity within a community, sustain a sense of community pride, and plays a

role in the corporate branding and marketing efforts of a community. While local festivals require a great deal of resources from Township Staff (in terms of setup and takedown, tracking revenues and expenses for the organizing committees, assisting with website maintenance, etc.), the value and benefits brought about are certainly recognized. As recommended earlier, the creation of a part-time 'Recreation Services & Festival Liaison' is recommended to assist organizing committees with administrative tasks so that they can continue to thrive with minimal investment provided by the Township.



Jazz, Art & Craft Festival



Shamrock Festival

There will be an onus the festival groups to ensure that they are contributing the required resources (both volunteer time and financial) and position their events in a manner that evolves with local interests. As suggested earlier in this section, the Township should encourage organizing festival committees to seek balanced geographic representation from across the Township so that events can be positioned more effectively to all residents rather than those in one specific community.

Recommendation #22

Design/redesign appropriate Community-level parks (such as Isabel Morris Park and the Robert E. Young Complex) in a manner that contains space for local gatherings, festivals and special events.

Timing: Ongoing (2012-2021)

Resource Implications: Incremental increases in operating costs and reserve contributions.



4.0 THE NEED FOR RECREATION FACILITIES

4.1 Outdoor Facility Assessments

Sports Fields

A Trend towards Multi-Field Complexes

As with trends in community centre design that achieve economies of scale, parks are also taking advantage of co-locating a number of facilities on a site. Economies of scale can be achieved in both the capital development and ongoing operations of any given park in this regard.¹⁹ The provision of high quality, multi-field parks and open spaces in larger complexes or parks such as the Isabel Morris Park, Douglas Sports Centre, and Robert E. Young Recreation Complex not only encourage physical activities among all age groups, but high quality facilities also provide opportunities for attracting tourists and holding tournaments at a regional scale. When developing new or existing parks with sports fields, municipalities are considering the needs of local users and spectators with supplementary amenities such as washroom facilities and covered shelters. Incorporating casual spaces and natural areas, as well as linkage to a trail network, will also become increasingly important in serving local needs.

The need for additional sports fields in Smith-Ennismore-Lakefield is not great with only one new soccer field being proposed for the short-term. That said, locating this new field in a manner that allows expansion and addition of more fields is considered to be best practice to allow the Township to think long-term in planning how and where sports fields may be located; there may also be opportunities to relocate certain sports fields from where they are currently isolated from others (the ball diamond at Douglas Sports Park is an example, and could be considered for relocation to a sports field complex in Lakefield in the future).

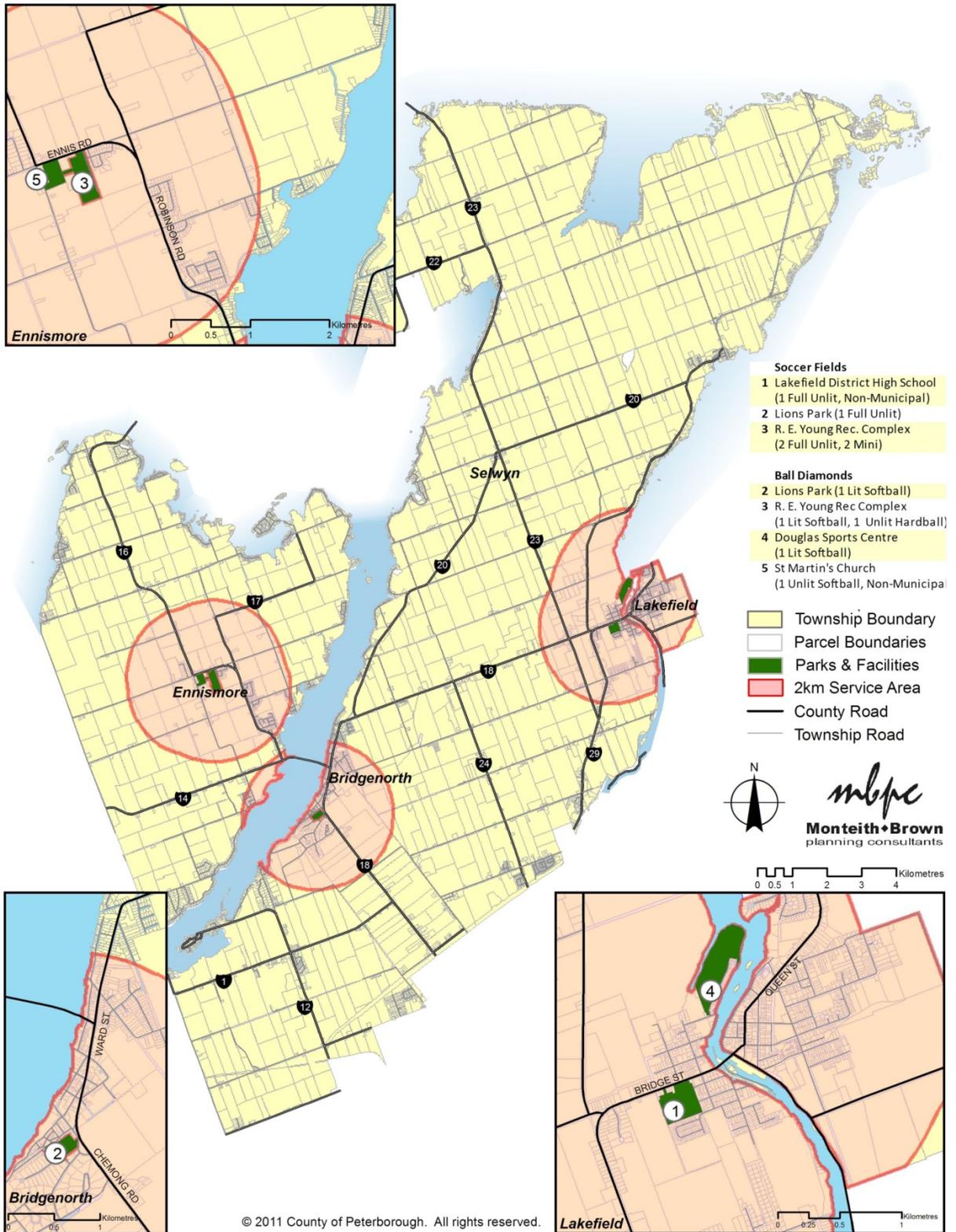
The figure on the following page identifies the Township's sports fields, with a 2 kilometre service radius applied as sports fields are typically considered to be drive-to facilities.

¹⁹ A multi-field sports complex achieves efficiencies through having common infrastructure (such as irrigation, lighting and drainage systems, common parking areas), centralizing staff operations (such as maintenance of a single parcel instead of multiple parks), and facilitating opportunities for tournaments and development clinics for user groups (much in the same way that a twin-pad arena would achieve its efficiencies).

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Figure 11: Distribution of Municipally-Owned Sports Fields



Note: Sports Fields located on school properties are not shown but are recognized as part of the supply, where regularly utilized by organized user groups

4. THE NEED FOR RECREATION FACILITIES



Soccer

The Township owns and maintains 5 soccer fields which are provided at Lions Park (1 field) and the Robert E. Young Recreation Complex (4 fields). Additionally, a field is also available for community use at Lakefield & District High School giving local soccer organizations access to a total supply of 6 soccer fields.

The need for soccer fields is assessed using a market-driven provision standard developed by Monteith Brown Planning Consultants. The recommended service level standard for the Township is 1 soccer field



per 80 registered soccer players. At present, there are 550 registered players (associated with the Ennismore Optimist Club) which implies a need for nearly 7 soccer fields, one short of the current supply. By the year 2021, it is expected that soccer membership will grow by about 70 players and suggests that there would be a need for the equivalent of 1.7 additional soccer fields.²⁰

With a need for 1.7 soccer fields over the planning period, the Township should consider providing 1 field in Lakefield to address its facility requirements. Lighting the field would increase its playable capacity to be the equivalent of 1.5 unlit fields, and would largely reconcile the long-term need over the planning period. It is cautioned, however, that lit fields cater primarily to older youth and adults, the latter of which is presently not a strong market locally; therefore, a lit field may not fully reconcile field needs given the number of children who would be placing pressures on the facilities (though field lighting could allow adult programs to grow).

As such, the preferred implementation approach is to develop a soccer field in Lakefield in the short-term, and then re-evaluate the need for additional fields as part of the five year review of the Recreation Services Plan (anticipated to occur in 2016, when soccer field needs would amount to 0.3 additional fields assuming one new field is

²⁰ In reality, clearly it is not possible to develop fractions of a field though the resulting field need should be interpreted as a capacity measurement rather than the absolute number of fields. For example, a lit soccer field can accommodate 50% more playable hours than an unlit field due to opportunities for late evening play; this would mean a lit field is equivalent to 1.5 unit fields.



constructed before then). Any site which is selected for a new soccer field should preferably be large enough to accommodate a second field to meet growth-related needs in the sport or act as a contingency to the LDHS field (or any other field) becoming unavailable.

Recommendation #23

Develop 1 soccer field in Lakefield and ensure that the selected site is large enough to accommodate a second field, should it be warranted by growth or if access to any municipal or non-municipal sports fields is removed in the future. The need for the second new field should be reconfirmed through the five year review of the Recreation Services Plan.

Timing: Short-Term (2012-2014)

Resource Implications: Capital cost to assemble site (as there are no parks in Lakefield deemed to be of sufficient size to accommodate two potential fields) and construct the field, as well as increased operational costs associated with maintenance.

Ball

The Township of Smith-Ennismore-Lakefield owns and maintains 4 ball diamonds. Three softball diamonds are lit, each of which is considered to be equivalent to 1.5 unlit diamonds due to the extended hours of play that they afford. Furthermore, there is an unlit softball diamond in Ennismore that is located on private land and is regularly used for Optimist ball programs, thus warranting its inclusion in the supply. As such, the effective supply in the Township is assumed to be the equivalent of 6.5 unlit diamonds.



Douglas Sports Centre

Utilization data suggests local ball diamonds, while booked throughout the week, are generally not under any major pressures for time. For example, the most utilized diamond is at Lions Park and is booked six days a week, though only for a couple hours each day which results in a 33% utilization of prime hours. Across the three softball diamonds which are booked on average four times per week, only 26% of prime time hours are utilized.

Data provided by the Parks & Recreation Department suggests that there are approximately 734 registered ball

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players in the Township. As with soccer fields, a market-driven standard has been applied that translates into 1 ball diamond per 110 registered ball players. This would suggest that diamond needs are presently being met, though by the year 2021 there could be a demand for one additional diamond. Given that utilization rates at existing diamonds could be greater and games scheduled more effectively, it is recommended that no new diamonds be constructed over the planning period, though ball diamond needs should be re-examined as part of the five year review of the Recreation Services Plan.

Recommendation #24

No new ball diamonds are recommended over the planning period, however, needs should be re-examined at the time of the five year review of the Recreation Services Plan.

Timing: N/A

Resource Implications: None anticipated.

Hard Surface Courts

Smith-Ennismore-Lakefield currently has 4 tennis courts, 2 of which are located at the Douglas Sports Centre and another 2 at the Robert E. Young Recreation Complex, the latter of which are currently being used by the Optimist Club to run programs. One full basketball court is also provided by the Township, located at the Robert E. Young



Recreation Complex (since basketball courts are primarily used by youth, an assessment of these facilities is contained in the 'Addressing the Needs of Youth' subsection found in the previous Section).

Trends research is not conclusive when it comes to participation in the sport of tennis. Some trends suggest that the aging Baby Boom generation could fuel demand for the sport due to their interest in active living opportunities, while some studies have found that tennis is not a growing sport. In addition, some tennis

organizations in the province have taken a proactive approach to increasing participation through programs aimed at children and youth. Experience suggests that the interest in tennis varies greatly between communities and can be influenced by the existing level of



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service and demographic composition.

The unstructured and un-programmed nature of tennis may bode well for future participation as the sport can be accommodated within a busy lifestyle; multi-court venues (2 or more tennis and/or basketball) are generally preferred which increase maintenance efficiencies. The Ennismore Optimist Club runs a tennis program at the Robert E. Young Recreation Complex which has approximately 20 participants.

A standard of 1 tennis court per 5,000 population is utilized for the Recreation Services Plan. Application of the service level standard suggests that the Township will not require additional tennis courts over the planning horizon of this Study. Furthermore, distribution is satisfactory with tennis courts located in Ennismore and Lakefield; while there may be a slight distributional gap in Bridgenorth, need for courts here (which are best developed in pods of two in order to attain operational and user efficiencies) is not deemed to be substantial enough to warrant the capital and ongoing operational investment in this location, particularly given that the Robert E. Young Recreation Complex is approximately within a 10 minute drive and the Douglas Sports Centre is within a 15 minute drive.

4.2 Indoor Facility Assessments

Notable Trends

By providing facilities such as arenas and multi-purpose meeting rooms, the Township facilitates access to a number of indoor recreation opportunities such as minor hockey, figure skating, and public skating along with other indoor recreation activities such as curling, volleyball, tai chi, health and fitness activities. These programs are provided by community groups such as minor sports associations, service clubs, historical and horticultural societies, etc. The following paragraphs contain some key trends which are impacting the provision and operation of indoor recreation facilities.

Aging Infrastructure

A 2007 study by Parks and Recreation Ontario identified that 30-50% of recreation facilities in Ontario are near the end of their useful life.²¹

²¹ Parks and Recreation Ontario. (2006). Ontario Sport and Recreation Infrastructure Study. Retrieved from <http://216.13.76.142/PROntario/index.htm>

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In fact, infrastructure province-wide is chronically under-funded, though these pressures have been somewhat alleviated through the Recreational Infrastructure Canada program that was launched as an element of Canada's Economic Action Plan in May 2009 to provide funding for construction-ready infrastructure projects.



The Township's two community centres, the Lakefield-Smith Community Centre and Robert E. Young Recreation Complex, were both constructed in the early 1970s and both have recently undergone structural investigations in 2010. The results of the investigations indicated that both buildings were generally in good condition and are well within the lifespan of the design; however, a number of remedial works were recommended to be completed to meet current building code standards. Although these community centres are physically in good condition, the facilities are three

decades old and now only meeting limited needs of the community as identified in the community consultation section of this Report. A number of respondents have requested that a new centralized multi-use facility be built to service current needs of Township residents.

Multi-use Facilities

Communities are moving away from single-purpose, stand-alone facilities in favour of multi-use facilities that integrate numerous activities and offer economies of scale with respect to construction, maintenance, staffing, scheduling, etc. Multi-use facilities are often designed with flexible spaces and the potential to expand in order to easily respond to changing trends and demands of future users. In addition, the ability to offer cross-programming opportunities and their responsiveness to the 'time crunch' make them an attractive 'one-stop shopping' destination. In some municipalities, there is a growing trend of locating a number of other services at larger complexes, such as municipal offices and bill payment kiosks, community supports and resources (e.g., employment centres, counselling services, food distribution, etc.), library services, healthcare (e.g. walk-in clinics, physiotherapy, etc.).

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As previously mentioned, the Township currently consolidates a few multi-use facilities within the Robert E. Young Recreation Complex and Lakefield-Smith Community Centre. The Douglas Sports Centre offers outdoor facilities such as a ball diamond and tennis courts, along with an abundance of open space to potentially add additional sports fields.

Environmental Initiatives

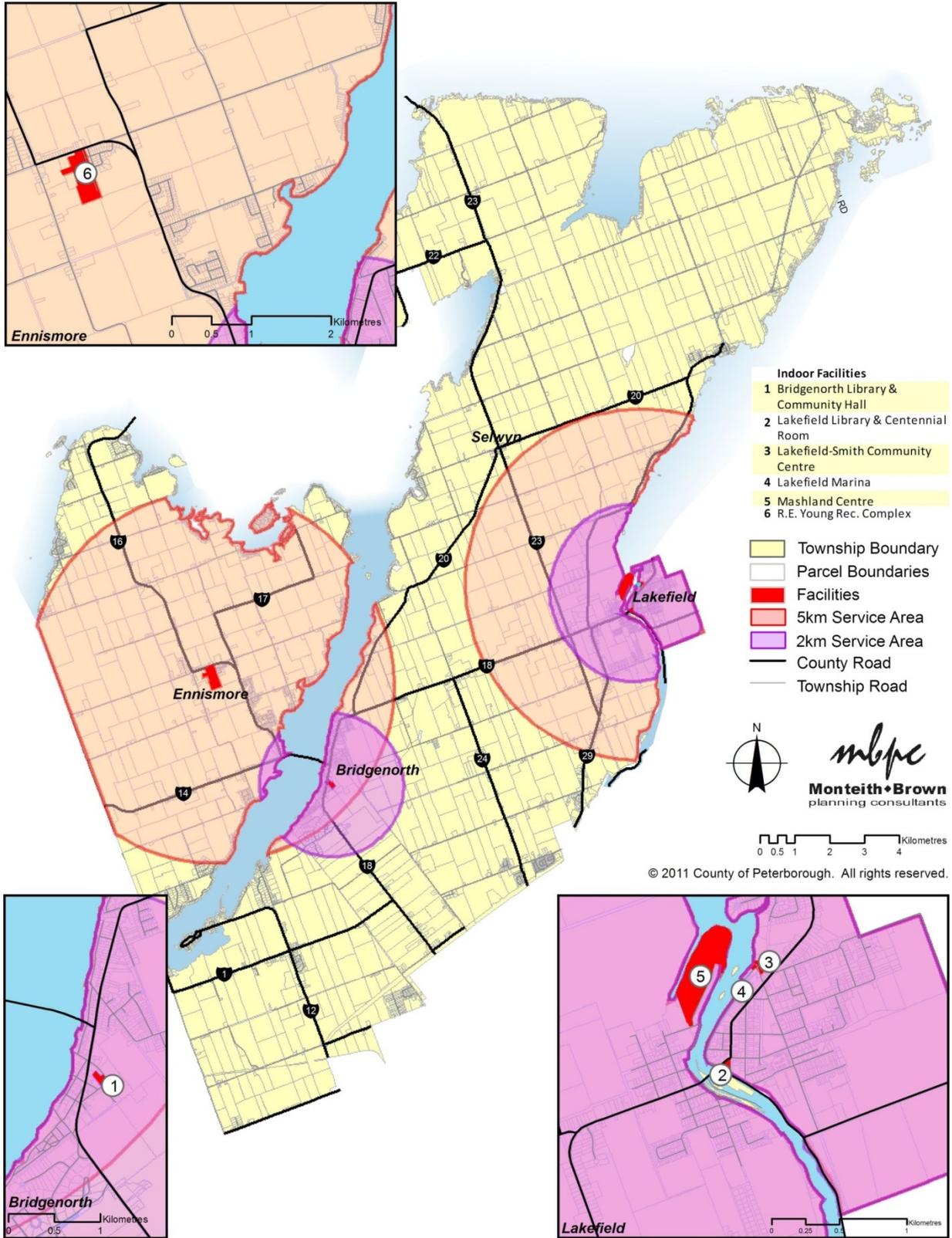
Infrastructure has major impacts on the environment. Integrating sustainable design principles that promote energy efficiency, water conservation, “green” technologies, etc. is highly desirable, though the costs of being “green” must be carefully balanced. While no new major capital projects have been recommended through the Recreation Services Plan, it is important that the Township continue to assume a leadership role in local sustainability planning as exemplified through various initiatives it has undertaken to improve green efficiencies. For example, municipal community centres should be evaluated for conformity to best practices in reducing energy consumption for the arena and meeting spaces, integrating low-flow plumbing and high-efficiency lighting features in municipal facilities, utilizing solar and/or geothermal energy for electricity and heat, and assessing the insulation and heat retention capacity of buildings. Given the abundant natural beauty and focus on the environment, such objectives would dovetail nicely in positioning the Township as a leader in the promotion of alternative energies.

The following figure identifies indoor facilities within the Township. A 5 kilometre service radius has been applied to both the Robert E. Young Recreation Complex and the Lakefield-Smith Community Centre as these are drive-to multi-use facilities used by residents across the Township, as well as users in surrounding communities. A 2 kilometre service radius has also been applied to multi-purpose spaces such as meeting rooms and community halls which are geared towards serving small-scale needs of residents and local groups within each community.

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Figure 12: Indoor Recreation Facilities





Arenas

Smith-Ennismore-Lakefield operates 2 ice rinks through two single pad arenas, one of which is located at the Lakefield-Smith Community Centre and the other at the Ennismore Community Centre; the latter is currently undergoing the first phase of a renovation project. There is also an outdoor 400 metre speed skating oval (with a natural ice surface) located in Lakefield that is run by a community-based organization.



The Township’s arenas are aging facilities though they remain in fairly good condition due to diligent efforts of the Township to ensure upkeep, particularly over the past fifteen years. While recent construction trends favour the provision of a twin pad arena rather than single pads, the provision of two arenas to serve a single municipality that is the size of Smith-Ennismore-Lakefield provides a level of service that ensures that residents across the Township are in proximity to an arena. This is more of a result of amalgamation and legacy of infrastructure rather than planning, as most

communities are looking at ways to consolidate their aging arenas into twin pad facilities that offer efficiencies in operation and program delivery. The two rinks translate into a service level of one ice pad for every 8,839 residents; as a result, the Township is providing ice pads at a higher per capita rate than many municipalities in the province (the average service level typically ranges from 1:12,000 to 1:15,000), including the GTA where tax bases can more easily handle the operating deficit associated with these facilities.

Township-wide utilization of prime time ice is 95% across both arenas. The majority of pressure for prime time is, however, is on the Ennismore Arena, which on average is utilized 97% and translates into 2 hours per week of prime time availability. Minor sports are the primary users of prime time ice at the community centres, booking 60% of the total ice time at the Ennismore Arena, and nearly half of the total ice time at the Lakefield-Smith Arena. Unbooked prime time ice is typically available during the late evenings and on the weekends.

According to data provided by Township and through the stakeholder



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questionnaires distributed as part of this process, it is estimated that there was a total registration of 1,251 participants for the 2010/2011 season. This translates into a current service level of one ice pad for every 625 participants. To assess the future need of ice pads in the Township, a provision target of 1 ice pad for 700 participants. Applying current capture rates to the future population in 2021 indicates that arenas will be running at full capacity by that time.

As such, population and registration growth over the next ten years is not deemed to be sufficient enough to warrant the significant investment associated with constructing a third municipal ice pad. Undoubtedly, local arena users will be challenged to find times in which to grow their programs yet it would be unsustainable over the planning period for the Township to invest in a third ice pad. Both the Ennismore and Lakefield arenas have recently received major reinvestments and, although they are around 40 years of age, they remain in good condition. As such, no new arenas are recommended for construction during the planning period, assuming that the current facilities remain in a state of good repair.

Instead, the Township will have to look at ways to attain efficiencies within its scheduling of the two arenas. Presently, separate minor programs are run out of each arena which creates certain duplications in program offerings. It is recommended that the Township facilitate a discussion between Ennismore Minor Hockey, Ennismore Girls Hockey, and Lakefield Minor Hockey (together whose collective membership totals 587 registrants) to discuss ways to collaborate on delivering common services; collectively, these groups have 587 registered players whose needs would require 80% of all prime hours at one of the ice pads (using the 1:700 registrant standard).

Furthermore, the Township should re-evaluate its arena needs in five years, possibly through a review of this Recreation Services Plan. As discussed in the soccer field assessment, the Township should collect registration data from all arena users on an annual basis so that it can monitor trends and apply the service level standard articulated herein. This will also assist the Township in rationalizing the need for additional facilities, which is particularly important given the financial constraints that arenas impose on the municipal budget.

Recommendation #25

Re-evaluate the need for additional ice rinks in five years, preferably as part of a Review for the Recreation Services Plan. Recognizing that local arenas are approaching prime time capacity over the



Recommendation #26

planning period, the Township should initiate a review of its scheduling practices and facilitate discussions between arena users in Smith-Ennismore-Lakefield, as a means to collaborate and find efficiencies in how the ice rinks can be scheduled.

Timing: Short-Term (2012-2014)

Resource Implications: Staff time to facilitate discussions between users

A building condition assessment should be undertaken for the Lakefield-Smith Community Centre in order to determine the remaining lifecycle and associated costs required to keep the arenas running to a similar level of service.

Timing: Short to Medium-Term (2012-2017)

Resource Implications: Consulting Fees for building condition assessments (this would be a similar process to that undertaken for the Ennismore Community Centre in 2010)

Indoor Aquatics

Although there are no indoor aquatic facilities in the Township, residents have access to pools located within the Trent University Athletics and Recreation building, YMCA of Peterborough, and the Peterborough Sport and Wellness Centre, all of which are roughly situated within 30 minute drive from most areas of Smith-Ennismore-Lakefield. The Holiday Inn and Best Western hotels in Peterborough also have indoor pools which have limited public access. In addition, with public access to Lakefield Beach, Jones Beach, and Ennismore Waterfront Park is available; swimming programs are offered by the Chemung Lake District Lions Club at Jones Beach and the YMCA summer camp at Lakefield Beach.

Indoor aquatic centres can offer a community the ability to provide a popular recreational activity that can be pursued by residents of all ages, either through structured programming or informal drop-in opportunities. They are also beneficial in waterfront communities by providing controlled environments for learn-to-swim to lifeguarding skills. Such facilities, however, come at a great cost as they are highly expensive and require significant outlays for capital and operational expenses. In fact, municipal indoor aquatic centres are virtually assured of running an operational deficit from year to year, even in the largest of markets (generally requiring annual subsidies between \$100,000 and \$400,000 depending upon the type of pool and the



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market that it serves). The decision to construct indoor aquatic facilities in communities is generally made from the perspective that intrinsic value (i.e., community benefit that everyone should have the opportunity to learn to swim), will outweigh financial losses.

Given the presence of three publically accessible pools in Peterborough, it would not be reasonable to provide an additional indoor aquatic facility due to competition with the regional pools, the Township's relatively small population base, and the constraints that such a facility would place on municipal finances. Instead, the Township should continue to facilitate community-based program delivery of outdoor aquatic programs at the local beaches. Building upon successes seen at Jones Beach and Lakefield Beach, the Township should investigate whether there is an interest from the community to deliver outdoor aquatics programming at Ennismore Waterfront Park.

Recommendation #27

While an indoor aquatic centre is not required over the planning period due to the ability of local residents to access the various high quality public pools available in the City of Peterborough, the Township should support new and existing local partners with the community-based provision of outdoor swimming programs in Smith-Ennismore-Lakefield.

Timing: Ongoing (2012-2021)

Resource Implications: None anticipated

Gymnasiums & Multi-Purpose Spaces

The Township currently does not provide any gymnasium space. Instead, the community has the opportunity to access gym space at Chemong Public School (Bridgenorth), St. Martins (Ennismore), St. Paul's (Lakefield), Ridpath (Lakefield), and Buckhorn Public Schools along with Lakefield District High School and regional gyms such as the Peterborough YMCA, Sport and Wellness Centre, and Trent University. The Township also offers 5 multi-purpose community rooms located throughout Smith-Ennismore-Lakefield, though it is noted that these are intended for meetings and small banquets, not gymnasium sports. These multi-purpose halls are generally well utilized, well managed and well maintained. The multi-purpose rooms are located at the Ennismore Community Centre, Lakefield-Smith Community Centre, Bridgenorth Library, Lakefield Library, and the Marshland Centre. A large banquet hall is also available to rent from the

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Ennismore Curling Club (at the Robert E. Young Recreation Complex).

Provision standards tend to vary for gymnasiums, ranging anywhere from one gymnasium per 30,000 to 50,000 residents, although there are smaller communities who have chosen to provide this level of service. As with the discussion surrounding the indoor aquatics assessment, gymnasiums can provide intrinsic benefits to a community by providing opportunities for:

- physical and social activity throughout the year;
- programs geared to a range of interests and ages (from children to older adults) due to the flexibility of the space;
- cross-programming initiatives and creating multiple uses at one site though a gym is best co-located with facilities such as pools, youth and seniors centres, fitness centres, etc. (noting that with only an arena at the Ennismore Community Centre, cross-programming opportunity would likely be limited to dry-land training for arena users).

The Township recently prepared a Feasibility Study for expanding the Ennismore Community Centre,²² which identified the possibility of a large multi-purpose room supportive of active recreation opportunities (i.e. a gymnasium) confirmed by an analysis of space utilization data, partnership opportunities, capital costs etc. The Study indicates that banquet / meeting type activities are not the drivers of need for the space, a point that is reinforced through this process due to the availability of large halls nearby at the Curling Club (500 person capacity with another 125 in the lounge), St. Martins Church (200 person capacity), and smaller rooms in the arenas and libraries.

A number of factors influence the construction of a new gymnasium, particularly the demographic make-up and geographic distribution of the Township. From the perspective of this Plan, it would be prudent for the Township to carefully consider the following prior to entering into this new level of service:

- With a declining population of youth and children and the dispersed nature of the Township's population, usage of a gymnasium space is highly unpredictable.
- As an indirect service provider, the Township would be relying

²² Township of Smith-Ennismore-Lakefield. Market Feasibility Study for Proposed Expansion of Services: Ennismore Community Centre. July 2010.



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heavily upon community groups to generate revenues required to operate the facility to its desired cost-recovery threshold.

- The Township would be asking its large base of seasonal residents to contribute a share of their property tax rates towards construction and operation of the facility, yet it cannot count on the seasonal population to sustain facility use during the winter months.
- A pressing concern is with regard to the Township's ability (or lack thereof) to compete with three high quality full size gymnasiums in Peterborough which are supported by overnight accommodations (unless partnerships can be negotiated with these major facility providers).
- Consultations conducted for this Recreation Services Plan (notably the household survey and stakeholder survey) did not place a high on the development of gymnasium facilities.
- Discussions with both school boards indicate that they are mandated to provide community access into their gyms; with five elementary schools gyms available as well as one full size gym available at Lakefield & District High School (which is of sufficient size and height to allow most competitive gymnasium sports). As discussed earlier, there can be issues with accessing school gyms due to costs, scheduling conflicts, and permitted uses though both school boards state a willingness to candidly discuss options with the Township or community groups to bolster usage.

As discussed in the partnership assessment of the Recreation Services Plan, it may be more cost-effective for the Township to explore a formalized reciprocal agreement (or another pact) with the school boards with the end goal of minimizing rental costs to user groups, rather than investing heavily into a new facility. It is foreseeable that an indoor walking track may be well used given the harsh winters and limited outdoor infrastructure in the area, though the Township could investigate the feasibility and costs of providing an indoor walking track within an existing facility, such as an arena, in comparison to the investment requirement required for a multi-purpose gymnasium.

While it is recognized that most user groups would choose to use a municipal gymnasium over a school gym (largely to avoid the custodial costs and scheduling conflicts), the Recreation Services Plan would caution that the identified capital investment (\$2.1 million) and

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operating subsidy (\$151,600 over the first five years) represents a major undertaking and an above-average financial risk due to market size and regional competition. It is understood that the Township has recently commissioned the preparation of a Business Plan and Economic Impact Analysis for the proposed addition of the multi-purpose space. It is recommended that the Township revisit the provision of a multi-purpose gymnasium based upon the findings of that report as well as after engaging into more comprehensive discussions with the school boards to gain access to their properties.

Recommendation #28

To gain better access and potentially more affordable rates for gymnasiums, it is recommended that the Township strengthen its relationships with the Kawartha Pine Ridge District School Board and the Peterborough Victoria Northumberland and Clarington Catholic District School Board, with respect to the Community Use of Schools initiative. This may involve the drafting of a formalized reciprocal agreement or funding agreement in order to achieve the end goal (also see Recommendation #5).

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time

Recommendation #29

The Township should proceed with the addition of a multi-purpose gymnasium at the Ennismore Community Centre if:

- it deems that the municipality has a role in providing such a space and that it is willing to primarily rely on community and private sector partners to generate revenues (in the absence of direct municipal program delivery);
- the need for the facility and the benefits of providing the space outweigh the capital and operating expenditures that would be required over the facility's lifecycle; and
- the level of risk is acceptable to the municipality after considering considerable competition from regional facilities and school-based gyms for a relatively small market that is further inhibited by a limited and modestly growing local population base.

Timing: To be determined through business planning

Resource Implications: To be determined through the business planning presently underway



Indoor Turf Sports

Indoor turf sports, particularly indoor soccer and lacrosse, are growing in popularity. Consultation with the Ennismore Optimist Club has identified that there is a perceived demand for an indoor turf field. The Township currently does not own or operate an indoor turf facility although the Lions SPIPLEX Sports Dome (a privately-owned indoor turf complex) is located in Fowlers Corners.

In some cases, the operation of these facilities is entirely funded by a non-profit third party and is therefore self-sufficient, while the capital and land can consist of a mixture of government and community funding. More and more however, communities are funding and operating indoor turf facilities with or without some level of financial or management assistance from local field sport organizers. The majority of communities who have entered the indoor turf market have fared well in operating indoor turf facilities given the strong demand that is being expressed by soccer and other field sport markets.

The provision of indoor soccer facilities varies considerably by community. While there are no set service levels for the provision of indoor turf facilities they are generally common in communities with 50,000 to 100,000 or more residents (although there are examples where communities with lesser population have an indoor turf facility. This loose population threshold would suggest that the Township would not be able to support an indoor turf field during this planning period. Users who are seeking indoor turf facilities would instead utilize the Lions SPIPLEX Sports Dome or Trent University in Peterborough. Given the current population levels of the Township, investment in an indoor turf facility would be an extremely risky endeavour. As such, careful study will be required to evaluate fiscal implications should significant interest be expressed in the community.²³

²³ If the Township receives significant interest from the generally public and local sport organizations, it should consider the request through the preparation of a feasibility study, business plan and funding strategy (using the process discussed in Recommendation #5).



5.0 A ROBUST PARKLAND SYSTEM

Access to parkland and natural areas is something that is highly valued by Canadians, from both urban and rural parts of the country. From National Parks that span hundreds of hectares to small neighbourhood parks in urban areas, the affinity for the outdoors is evident as demonstrated by park usage, participation, recreation services, and the desire to live close to green space.

The role of parkland and trails within the urban fabric is immense. Depending upon their size and function, parks have multiple applications and can act as:

- facilitators of “placemaking” and high quality urban designs;
- catalysts for community improvement and revitalization;
- hubs for special events and social interaction;
- venues for physical activity, whether for programmed or spontaneous usage;
- educators and stewards of the natural environment; and
- spaces for family gatherings and relaxation.

The increasing integration of “places” and “destinations” through urban design seeks to create comfortable, connected and sustainable streetscapes. The role of parkland and trails is essentially tied to these objectives as such spaces function as hubs for social and physical activity, while increasing the overall attractiveness of any given area (provided they are designed with aesthetics and functionality in mind). While park and trail development can increase the attractiveness and marketability of new areas, parkland and trail redevelopment can similarly act as a catalyst for improving quality of life and revitalizing existing areas.

As such, the importance of the parks and open system as an asset cannot be understated. The Township of Smith-Ennismore-Lakefield offers a number of parks, open spaces and trailways to encourage physical and social activity, wellness, and informal use opportunities, all of which are paramount considerations in the design of local parks in order to encourage use and facilitate activity levels. Through the various parks, beaches and trails, there are opportunities for unstructured usage as well as community based programming such as soccer and ball, swimming, day camps, scouts, fairs and festivals, etc.



5.1 Parks & Open Space Assessment Overview

The Township's Parks & Recreation Department has made significant strides with its parkland system since the time of amalgamation. Township staff have done an excellent job buying in to the importance of parks and take pride in maintaining parkland to a high level of quality. This Section examines the Township's current parkland and open space supplies, policies, acquisition methods, and future parkland requirements.

Parks provide the land base that supports many recreation amenities and their continued provision and enhancement is required in order to achieve the vision and recommendations of the Recreation Services Plan. Specifically, this assessment:

- Examines relevant park and open space issues and opportunities, including needs and gaps;
- Reviews the parkland hierarchy outlined in the Official Plan (2010); and
- Identifies future parkland needs and acquisition priorities and methods.

5.2 Parkland Classification and Distribution



The County of Peterborough Official Plan, which is used as the basis for land use planning decisions in the Township of Smith-Ennismore-Lakefield, contains a range of policies pertaining to the recreation and open space system. It is a general goal of the Official Plan "to ensure that the residents and visitors of the County have access to parkland, natural areas and a range of recreational activities." These goals are supported by a number of objectives ranging from increasing awareness and access to the Trent-Severn Waterway system, establishing an integrated system of areas and corridors across the County for recreation and open space functions, and to promote linkages between natural areas (Section 4.5).

Defining a hierarchy within a parks and open space system is important to directing many aspects of

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intended park usage, such as size, form, function and/or amenity. Primary considerations of the parks system as a whole include (but are not limited to):

- Planning the appropriate **function** and use for each park;
- Achieving a satisfactory **distribution** and quantity of parks to provide access to residents and maintain the integrity of the natural heritage system; and
- Ensuring a high degree of “walkability” and ability to access parks by forms of **active transportation**.

The Official Plan contains recreational and open space policies for the ‘rural components’ of the County (Section 6.2.14) as well as a separate set of recreational open space policies for ‘urban components’ consisting of growth centres in the County, identified locally as Lakefield and Bridgenorth (Section 6.3.2c).

For the urban areas, it is the intent of this Plan to ensure that adequate public parks, open space and recreational facilities are available to provide for a range of leisure opportunities for all age groups, giving considerations to the natural landscape as well as promoting active and passive forms of leisure. A hierarchy of parkland is established for Lakefield and Bridgenorth, categorizing between ‘community’ and ‘neighbourhood’ parks, each with a specific purpose in the provision of active and passive recreation opportunities. The Official Plan establishes parkland provision standards for each type of park, notably 2.5 hectares per 1,000 persons for Community Parks and 1.5 hectares per 1,000 persons for Neighbourhood Parks, resulting in an overall service standard of 4.0 hectares per 1,000 persons.

Community Parks	Neighbourhood Parks
<p>Size: 3.2 to 6.4 hectares in size</p> <p>Provision Target: 2.5 ha per 1,000 residents</p> <p>Functionality/Other Considerations:</p> <ul style="list-style-type: none"> • Provides multi-purpose recreational areas for active and passive pursuits 	<p>Size: 1.6 to 3.2 hectares in size</p> <p>Provision Target: 1.5 ha per 1,000 residents</p> <p>Functionality/Other Considerations:</p> <ul style="list-style-type: none"> • Provides mainly passive outdoor areas • Centrally located in neighbourhoods • Adjacent to secondary schools or major indoor sports facilities

Source: County of Peterborough Official Plan



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For the rural areas, it is the intent of the Official Plan “to provide a range of open space and low intensity recreational opportunities for both the residents of the Township and the travelling public including cottagers and tourists.” No parkland hierarchy is set out, largely as classifications are most relevant to the urban context where a variety of parks are needed to address different needs and at varying densities.

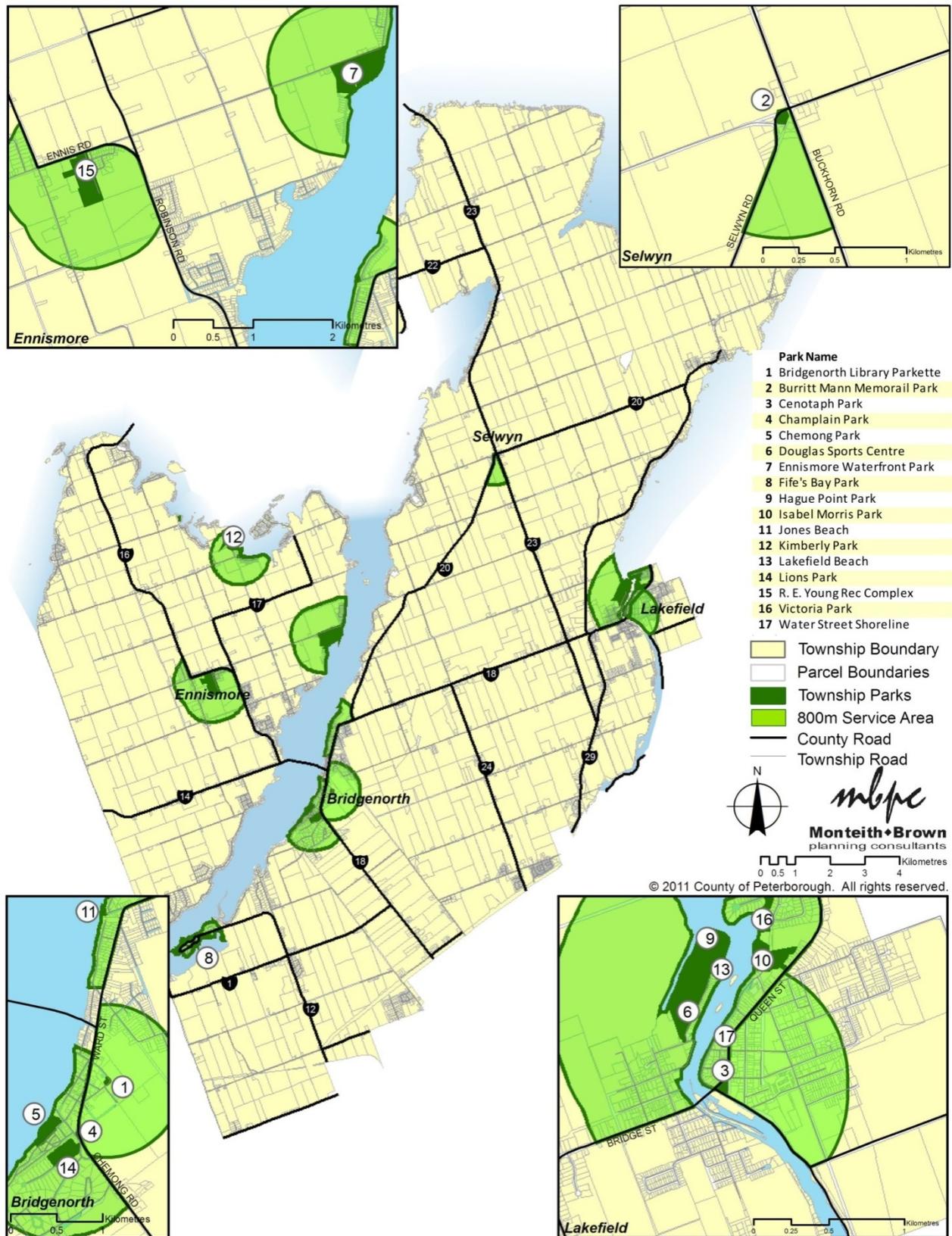
The current descriptions of parkland categories contained in the Official Plan are considered to adequately articulate the desired functions within each form of parkland. As a lower-tier municipality, the Township must conform to the policies of the upper-tier Official Plan and as such will continue to implement its parkland provision practices in accordance with the policies set out.

Along with the established land use planning framework, the Township should encourage a policy which provides guidance regarding the distribution of parkland, particularly in the major urban settlement areas. Based upon industry standards, the geographic makeup of Smith-Ennismore-Lakefield and previous work in other communities, it is recommended that the Township ensure that all major built-up residential areas be located within 800 metres of parkland, free of pedestrian barriers such as waterways, County Roads and highways. The following figure illustrates the distribution of Township maintained parks using the 800 metre service radius applied around them (which is a typical 10 minute walking distance), accounting for major pedestrian barriers.





Figure 13: Distribution and Service Area of Township Maintained Parks





5.3 Parkland & Open Space Supply

Township Maintained Parkland

In total, Smith-Ennismore-Lakefield owns and maintains 63.5 hectares (169 acres) of parkland, translating into 3.4 hectares of parkland per 1,000 persons based upon the 2011 population of 18,690. These parks are distributed across the Township, as shown in the preceding figure.

Table 1: Supply of Township Maintained Parkland

Park Name	Size (ha)
Community Park	Provision Level: 3.2 ha/1,000
Chemong Park	3.6
Douglas Sports Centre	4.0
Ennismore Waterfront Park	21.0
Hague Point*	6.5
Isabel Morris Park	0.8
Chemong Lions Park	6.0
Robert E. Young Recreation Complex	17.0
Total Community Parks	58.9
Neighbourhood Park	Provision Level: 0.2 ha/1,000
Bridgenorth Library Parkette	0.1
Burritt Mann Park	0.6
Cenotaph Park	0.8
Champlain Park	0.4
Fife's Bay Park	0.7
Jones Beach	0.2
Kimberly Park	0.2
Victoria Park	1.6
Total Neighbourhood Parks	4.6
Total Supply	63.5

* includes Lakefield Beach and the leased campground

In terms of alignment to the Official Plan parkland provision standards, the total supply is less than the 4.0 hectares per 1,000 resident standard encouraged. The Township, however, is providing Community Parkland at a greater rate than the Official Plan target of 2.5 hectares per 1,000, while Neighbourhood Parkland is provided at a significantly lower rate than the 1.5 hectare per 1,000 standard in the Official Plan.

The lower neighbourhood park rate is somewhat mitigated by a number of naturalized open space lots, road accesses, and waterfront areas found throughout the Smith-Ennismore-Lakefield (which are discussed in subsequent paragraphs). While these are not considered as part of the Township maintained supply, they do offer

limited opportunities for passive recreation for the neighbourhoods in which they are located.

Road Access & Other Lots

The Township's parks inventory has identified a number of non-maintained open space and wooded lots, some of which could accommodate passive recreation. As mentioned in the previous section, some of these lots provide a limited opportunity for passive recreation. The benefit of having these lots, however, is much greater in the sense that they provide future opportunities for the Township to



respond to future neighbourhood level park needs (if such demands emerge) and may create potential connections within the recreational open space system. The total acreage of these parcels is 9.4 hectares, consisting of Road Access Lots (3.4 hectares) and Other Lots (6.0 hectares).

5.4 Parkland Needs

As noted throughout this Section, the Official Plan has defined provision targets for parkland in the Township for community and neighbourhood parks, in addition to an overall parkland target of 4.0 hectares per 1,000 persons.

Community Parks	2.5 hectares per 1,000 persons
Neighbourhood Parks	1.5 hectares per 1,000 persons
Total Parkland Requirements	4.0 hectares per 1,000 persons

Using these targets as the basis of assessing the quantity of municipal parkland, the Township is presently deficient in the overall provision of parkland and significantly deficient in neighbourhood parks. The table below illustrates how the parkland service level will affect the need for future parkland assuming no new parkland is added to the supply.

Year	2011	2016	2021
Population	18,690	19,945	21,002
Community Park Standard	2.5 ha / 1,000 persons		
Community Parkland Supply	58.9 ha		
Community Parkland Required	46.7 ha	9.0 ha	6.4 ha
<i>Deviation from Official Plan Standard</i>	+ 12.2 ha	+ 14.0 ha	+ 13.4 ha
Neighbourhood Park Provision Standard	1.5 ha / 1,000 persons		
Neighbourhood Parkland Supply	4.6 ha		
Neighbourhood Parkland Required	28.0 ha	29.9 ha	31.5 ha
<i>Deviation from Official Plan Standard</i>	- 23.4 ha	- 25.3 ha	- 26.9 ha
OVERALL PARKLAND TARGET	4.0 ha / 1,000 persons		
Overall Parkland Supply	63.5 ha		
Overall Parkland Required	74.8 ha	79.8 ha	84.0 ha
Deviation from Official Plan Standard	-11.3 ha	- 16.3 ha	- 20.5 ha

In order to meet the standard provision of 4.0 hectares of parkland per 1,000 persons as identified by the Official Plan, the Township would require an additional 11 hectares of parkland by the end of the planning period. It is noted, however, that the Township already owns



9.4 hectares of unmaintained parkland which if actively or passively developed to better accommodate recreational uses, would reconcile a portion of the deficits associated with the application of the Official Plan standards. For example, consideration may be given to:

- Developing the *Woodland Acres Open Space*, which would add 1.5 hectares (associated with the existing parcel size), and would service the residential area in its vicinity (more discussion about the Woodland Acres Open Space is contained later in this Section).
- Developing the *Coyle Crescent Open Space*, as proposed in the playground assessment, which would add 0.1 hectares. It is noted, however, that the Coyle Crescent property would be in close proximity to the proposed neighbourhood park for the Lakefield South Development Area, thus this option would need to be rationalized after a plan of subdivision is submitted for the area.
- Developing the *Patricia Crescent Open Space* for passive neighbourhood use, which would add 0.3 hectares. A woodlot is located on this site and could be an ideal candidate for a small naturalized walking path, pending an environmental management review to ensure that no major disturbances are impacted on the ecological function.
- Developing the *Village Meadows Open Space* for passive neighbourhood use, adding 0.3 hectares. As with Patricia Crescent Open Space, an environmental management review should be undertaken due to the presence of the onsite woodlot.
- To address a parkland gap in Young's Point, explore the development of the Arborview Drive Open Space for passive neighbourhood use, adding 0.2 hectares. If this parcel is not deemed suitable for any reason, another site for a park should be investigated for this community.

That said, a new neighbourhood level park is anticipated to be secured in the Lakefield South Development Area, in line with Official Plan policy which suggests a centralized location in the vicinity of the Lakefield Fairgrounds and the proposed speed skating oval. It is also noted that the former United Church lands (now owned by the Township) which are located across from the Robert E. Young Recreation Complex would also reconcile a large portion of the



Official Plan requirement if developed for active parkland purposes.

Recommendation #30

To meet the parkland needs associated with forecasted population growth, a total of 20.5 hectares of parkland will be required by the year 2021. The acquisition and development of a neighbourhood park in the Lakefield South Development Area will partially address parkland requirements, though the Township should investigate the feasibility of converting all or a portion of the 9.4 hectares of unmaintained opens spaces owned by the Township for active and passive park uses on a parcel-by-parcel basis.

- To address a noted gap in parkland distribution, a neighbourhood park should be provided to serve the hamlet of Young’s Point either through conversion of the existing Arborview Drive Open Space or provision of a new park elsewhere. This park should contain appropriate neighbourhood-level amenities deemed required to serve the hamlet’s residents.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of parkland acquisition (depending on the value of land and how it is obtained) and maintenance

Recommendation #31

The Township should focus on acquiring parkland between 1.6 and 3.2 hectares in size to satisfy the deficit of overall parkland and neighbourhood parks in accordance with the provision standards established in the County Official Plan.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of parkland acquisition and maintenance

5.5 Selected Analysis of Specific Sites

Robert E. Young Recreation Complex

The Robert E. Young Recreation Complex in Ennismore has been the subject of much discussion in recent years. As discussed in the indoor facility needs assessments, the first phase of a renovation project is complete. There are additional phases that are proposed, notably the expansion of the facility to include a multi-purpose gymnasium.

While it will be up to the Township to ultimately rationalize the need to proceed with additional phases to the indoor component of the site

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according to the discussions contained in the Recreation Services Plan and other documents, this Plan is also tasked with the preparation of a site plan for the outdoor components associated with the park space.

Based upon discussions with the community and observations at the site, it would appear that at least three major opportunities exist at the Robert E. Young Recreation Complex.

- i) Improving the landscaped amenity within the park by creating horticultural displays (which could be maintained with the assistance of local horticultural associations) and hardscaped seating areas. An outdoor reading garden, for example, could be created in the open space between the library and the main parking lot.
- ii) Relocation of the softball diamond to the rear of the site to increase parking amenity, with planted islands installed to ensure a high level of aesthetic quality when looking in from the street. To minimize cost impacts, the Township could consider phasing in the replacement diamond given that a surplus of diamonds presently has been identified in the outdoor facility needs assessment, provided that any necessary improvements to the existing diamond at the back are initiated to allow ball groups to still have access to a suitable venue.
- iii) Conversion of the full size basketball court to a full size multi-use court, as discussed in the outdoor facility assessment.



Site plan concepts for the Robert E. Young Complex have been prepared and will be refined subsequent to the completion of the Recreation Services Plan, culminating into a set of construction drawings (tendered under separate contract). The preferred concept is anticipated to place a children/youth pod (consisting of a skatepark,



hard surface court, and splash pad) upfront given the high visibility afforded from Ennis Road and for community centre staff. A full soccer field and two ball diamonds would facilitate high quality play, while a joint space occupied by the two junior size soccer fields would also function as a space for special events and festivals (as a result, temporary soccer nets should be used on these smaller fields). An internal pedestrian circulation pathway is also envisioned throughout the site.

Please note that any preferred site plan is considered to be preliminary and that the Township has the ability to further refine/revise the plan with the assistance of a design professional prior to construction. At that time, the Township will also have the ability to decide upon the size, scale, type and amenity of features being proposed through the construction drawing and tendering process.

United Church Lands

In 2006, the Township acquired property which was originally planned for construction of a church and seniors residence.²⁴ The land continues to sit vacant, though there may be strategic application for park purposes. Located across from the Robert E. Young Recreation Complex, the United Church lands could accommodate new park facilities such as sports fields, particularly if the planned expansion of the Ennismore Community Centre proceeds. This would further define the area as a 'recreational hub'.

That said, the Recreation Services Plan has recommended only one new soccer field (the location of which is in Lakefield to address distributional gaps) and has suggested a cautious approach to the Ennismore Community Centre expansion. As a result, usage of the United Church lands for park purposes is a fairly low priority over the current ten year planning period. The Township, therefore, has three primary options for the site.

- The first would be to "land bank" the property over the longer-term and retain it for park purposes if warranted by future need. This would provide flexibility to respond to future demands without having to incur costs of purchasing land.
- Utilize these lands for passive recreational usage for walking/hiking (creating an internal circuit), bird watching, etc.

²⁴ As a condition of the donation, sale of the property for financial gain is not permitted.



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- Conversely, there is an opportunity cost associated with land banking if the Township requires land for non-park purposes. Modest population growth over the planning period is not expected to generate major parkland demands, therefore, the Township should consider the United Church lands for a non-park related use.

Conceivably, a fourth option could exist if the Township were to partner or lease the lands to a third party. For example, there may be opportunity to partner with the County or other agency to address a specific socially-oriented housing market to meet inclusive housing objectives for rural areas. The Recreation Services Plan would, therefore, suggest that the Township undertake an assessment of appropriate alternative uses for the United Church lands in the absence of an immediate park or recreational need.

Recommendation #32

In the absence of an immediate park or recreational need for the former Ennismore United Church lands, the Township should explore alternative land uses that may be appropriate for the site provided they are in accordance with the gifting agreement.

Timing: Short-Term (2012-2014)

Resource Implications: Staff Time

Lakefield Campground

The provision of municipal campgrounds is not a common level of service, as these facilities tend to be operated by the private sector, conservation authorities or through Provincial and National Parks system. There are some municipalities (e.g. Saugeen Shores, Centre Wellington, South Huron) who have limited camp sites located within municipal parks. Presently the Lakefield Campground, located at Hague Point, is leased over a period of two years to a private operator and offers a level of service that benefits the Township, largely on a seasonal basis, through economic multipliers.

It is recommended that the Township continue to lease the campground to the private sector. While the two year lease provides some security, the campground operator has the ability to give a one year notice of intention for non-renewal. Therefore, there is a level of uncertainty that could place the Township in a precarious position in the event that the lease is not extended and seasonal residents look to the Township to continue to provide this level of service.

5. A ROBUST PARKLAND & TRAILS SYSTEM



There may be some benefits to the Township operating the campground, in the event of private sector withdrawal, though having no previous experience in campground operations could also be a serious detriment. The ability of the Parks & Recreation Department to undertake new asset management responsibilities, particularly one that is so specialized (in terms of executing individual agreements, advertising and marketing, etc.), would likely be constrained.

As such, it would be beneficial for the Township to undertake a succession planning process for the Lakefield Campground to determine the course of action that would be undertaken should the lease agreement not be renewed. This would proactively position the Township to plan and respond to the situation rather than having to make a reactive decision in a limited amount of time. The succession plan could explore the existing or an alternative business planning model that could be used to support municipal operation, including the costs that would be associated with hiring staff person (full-time or seasonal) or property management company to manage the campground on the Township's behalf.

Recommendation #33

It is recommended that the Township continue to lease the Lakefield Campground to the private sector, however, it should undertake a succession plan for the Lakefield Campground to determine a course of action for the municipality to take should the private sector withdraw from the operations.

Timing: Ongoing (2012-2021)

Resource Implications: Staff Time to develop succession plan

Woodland Acres

The Township has been receiving requests to develop parkland in the Woodland Acres subdivision, which is located in the south-eastern periphery of the municipal boundary. There are no maintained parks in the immediate area, though the Township owns a 1.5 hectare (3.7 acres) parcel which abuts a utility right-of-way.

The Township has also received feedback from certain residents who believe that a formal park is not needed to service this area, largely since the subdivision is located in such close proximity to the City of Peterborough. A property developer has also presented the Township with a land swapping proposal which would give the Township a 0.2 hectare (0.5 acre) on the corner of Woodward Avenue and Country



5. A ROBUST PARKLAND & TRAILS SYSTEM

Lane.

There are a number of factors that need to be considered prior to swapping lands and/or developing maintained parkland. A woodlot has been cleared on the property fronting Water Street at Woodland Drive. While no application or plan of subdivision has been submitted for this property, the clearing activities may suggest that the property is being considered for development. Should this occur, there will be a need for parkland to service these new residents, as well as those living in the existing subdivision. Without understanding the proposed layout or density of any planned development, it is difficult to assess the quantity of parkland that would be required.

As noted earlier in this parkland assessment, the provision of parkland is recommended to serve major built-up residential areas within 800 metres. While the Woodland Acres would not constitute a “major” built-up area (this term is more applicable to communities such as Lakefield or Bridgenorth), additional housing units could rationalize provision of parkland required to service the area, particularly as new residential developments tend to attract younger families. That said, any gap that exists could be addressed by a City of Peterborough park.



The Township’s existing unmaintained park parcel presents an excellent opportunity to connect to the potential subdivision along Woodland Drive, but also to the University Heights subdivision in Peterborough by capitalizing on the large easement associated with the hydro right-of-way. While the presence of the large transmission towers is generally not ideal next to a park, the linkage opportunity is a definite benefit to attain active transportation goals of the Recreation Services Plan (and offering a connection to the Peterborough riverfront and Trent University).

Furthermore, the size of this parcel would offer the Township a great degree of flexibility in the types of park amenity that could be offered. With nearly 4 acres of land, there would be sufficient room for a pathway, small unstructured open space, playground and seating areas, landscaped amenities and/or naturalized buffer.

5. A ROBUST PARKLAND & TRAILS SYSTEM



Conversely, the 0.2 hectare lot on the corner of Country Lane and Woodward Avenue offers a “greenfield” opportunity that would not require any clearing or grading, and is a highly visible park location.

The primary challenge with this parcel is that with less than half an acre to work with, the Township would be limited in the type of amenity that could be offered here. It would function as a small parkette, most likely containing a small playground and a couple of benches that would be located close to a busy road and create safety concerns.



Potential Land Swap Parcel

Without knowing the full details of the land swap proposal and the intent of the property owner along Woodland Drive, it is difficult to provide a definitive recommendation on the best course of action.

Based upon information that is available, it would appear that keeping the existing Woodland Acres Open Space parcel is the most appropriate course of action given that its size would bring the Township closer to balancing the negative deviation associated with application of the County’s Official Plan parkland provision standard, as well as provide the Township with flexibility to respond to needs of current and/or future residents. Improvements to the park entrance along Woodward Avenue is suggested, as well as ensuring that parkland conveyed for any subdivision along Woodland Drive provides frontage linking to the existing open space parcel to form a link between the neighbourhoods, and provide opportunities to integrate appropriate neighbourhood park infrastructure such as playgrounds, benches, etc.

Recommendation #34

To serve the Woodland Acres community, the Township should undertake a site-specific master plan for the existing Woodland Acres Open Space parcel to determine the preferred layout and amenity level of the park. This master plan should be undertaken after the Township receives a formal application on the lands known as ‘Block B’ on Woodland Drive in order to also effectively account for pressures that a new subdivision would generate for parks in the area. Swapping the existing parcel for a smaller property in the existing neighbourhood is discouraged.

Timing: Short-Term (2012-2014)

Resource Implications: Staff Time to develop master plan



5.6 Waterfront Areas

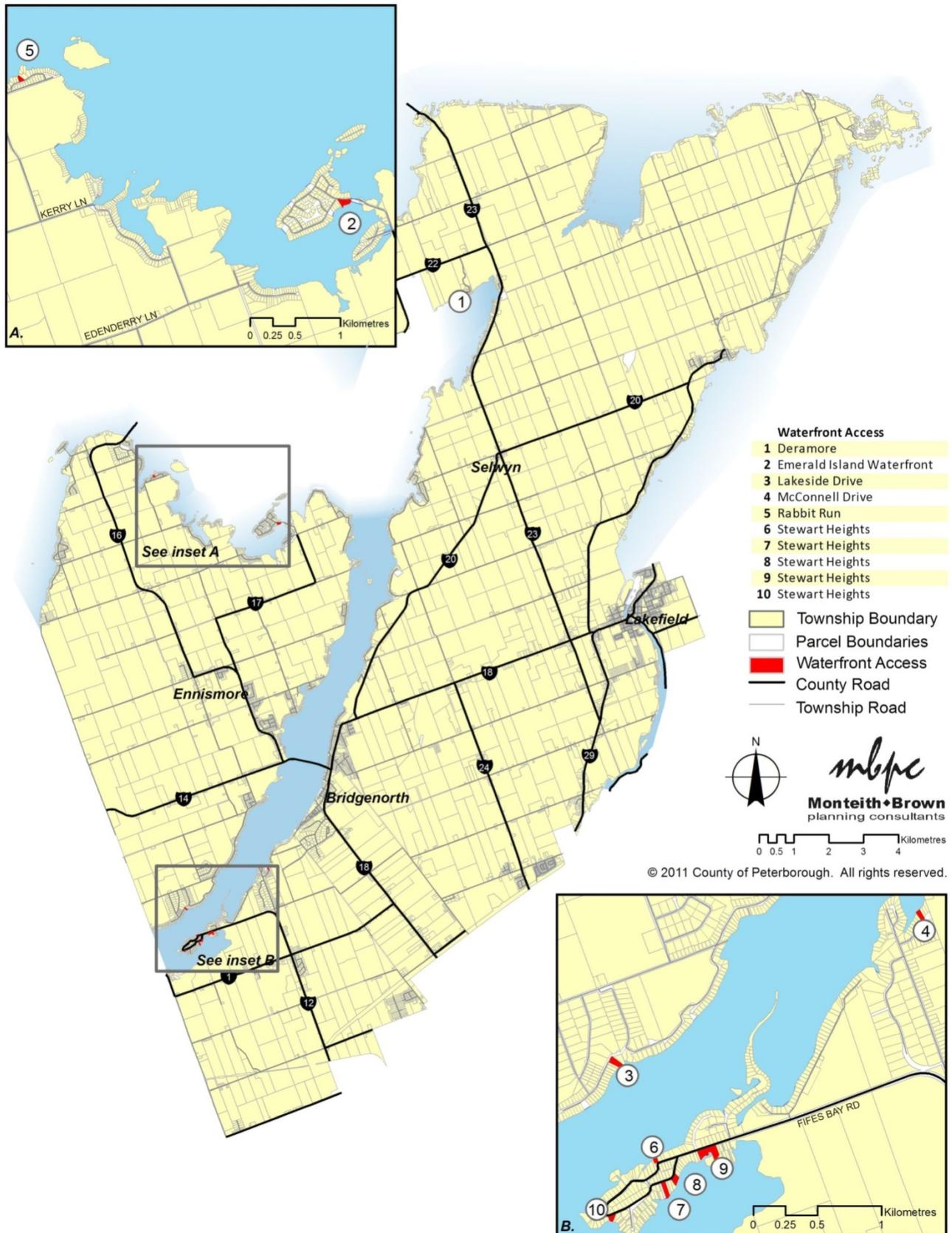
In addition to the road access lots which terminate at the shoreline (e.g. Clear Lake Road access), 10 waterfront lots have also been identified in the Township according to inventory data provided by the Parks & Recreation Department. These lots are not maintained by the Township; however, residents and visitors can use these open space lots for active and passive recreation pursuits and water access. These waterfront lots are identified in the figure on the following page.

At present, the only waterfront trail network consists of the Lakefield Millennium Trail. This network is a great source of fitness and recreational opportunities for Smith-Ennismore-Lakefield residents and visitors. It is of utmost importance that the waterfront facilities are accessible to residents. As well as a recreational amenity, the Lakefield Millennium Trail serves as a destination area for tourism as well.

The Township should continue to enhance the waterfront by adding amenities (i.e. washrooms at key locations), ongoing beautification efforts (i.e. tree plantings, horticultural displays) and infrastructure development (i.e. paved pathways in strategic locations, lighting, performance venues, etc.). The waterfront area is also a space that can provide opportunities for a number of other marine uses such as angling, boating, canoeing/kayaking, kite flying, etc. and should be supported with appropriate amenities (e.g. piers, boat launches, beach areas, etc.) where appropriate. The expansion of tourism-based infrastructure will create capacity and support for water-related activities and events (i.e. through extension of municipal servicing and development of trail extensions, special event/entertainment venues, gazebos, concessions and leasable space, etc.). As an example, the current plans for Isabel Morris Park are geared to achieve these objectives and should be pursued.



Figure 14: Waterfront Access Lots





Beaches

The Township of Smith-Ennismore-Lakefield is a waterfront community, with three municipal beaches located at Jones Beach (Bridgenorth), Lakefield Beach and the Ennismore Waterfront Park. There are also several other points of access to the water for swimming from privately held lands and conservation areas (such as the Selwyn conservation area) operated by the Otonabee Regional Conservation Authority (ORCA).



Demand for beaches is generally high across the province, however, usage is largely impacted by quality of sand and water, safety (i.e. water currents, availability of lifeguards, etc.), supporting amenities (e.g. change rooms, retail, etc.) to name but a few. Municipal beaches tend to be highly valued and can form an integral part of a waterfront system. The Township may consider the provision of additional beach areas, possibly through the waterfront park acquisition process, however, there are a large number of waterfront access properties (road ends) which should be investigated for their potential to be converted to unsupervised swimming areas.

Marinas/Boat Launches

The Township's boat launches play an important role in accessing the waterfront. Presently, there are public boat launches adjacent to the Lakefield Marina, at the causeway in Bridgenorth, and a number of waterfront access properties (as discussed above) that have unmaintained ramps made of sand and/or chip surfacing. These unmaintained ramps are seen as excellent candidates to allow neighbourhood boat accesses (and as such, creation of parking areas is discouraged while enforcing illegally parked vehicles is encouraged to minimize impacts on the neighbourhoods).

Access to the water, even with the unmaintained road ends and water accesses, is highly limited in the former Smith Township particularly on the southern shores of Deer Bay, Buckhorn Lake, etc. The Township should explore the potential acquisition of a small parcel on these shorelines to **provide marine use access to the northern portion of the municipality.**

5. A ROBUST PARKLAND & TRAILS SYSTEM



The Lakefield Marina, the only facility of its kind that is operated by the Township, is located on the Trent-Severn Waterway, which includes a serviced docking system containing about 35 slips. In addition, the Marina building contains shower and washroom facilities (only available to marina patrons), a pump station and small concession/visitor information centre. The Marina is presently operated by the Parks & Recreation Department, however, the responsibility is shared among facility management and administrative staff. Marina operations would benefit from having a dedicated staff position (such as a seasonal ‘Harbour Master’) who would bring a level of expertise as well as the time to devote to marina management, that is greater than what can be achieved at through present staffing levels. This may tie into a broader staffing review as recommended in previous sections of this report.



In addition to a staffing review, the need for a dedicated staff person may also be explored through a comprehensive review of existing marina operations since such an initiative would fall beyond the scope of the Recreation Services Plan. The Township should evaluate ways to enhance its supply of boat launches and slips by **undertaking a marina study and business plan**. This study should evaluate the market (i.e. the demand, or latent demand, for the existing marina services), whether there is a need to expand the marina building (e.g. adding washrooms, common areas, etc.) and the number of slips, as well as the feasibility and costs associated with any undertakings.

Recommendation #35

The Township should undertake a Marina Study & Business Plan to investigate the need and costs associated with expanding the number of slips, the marina building, and the staffing allocation (which may include the seasonal Harbour Master position proposed in Recommendation #11).

Timing: Ongoing (2012-2021)

Resource Implications: Consulting Fees (approx. \$40,000)

Recommendation #36

The Township’s supply of unmaintained waterfront accesses, notably those with small beach or boat launch potential, should be evaluated on a case-by-case basis for one-time improvements which encourage neighbourhood-based access and use.

Timing: Long-Term (2018-2021)



Recommendation #37

Resource Implications: Increased capital and operating costs associated with improvements and/or acquisition

The Township should investigate acquisition of a small waterfront access parcel in the northern portion of the former Smith Township to allow small watercraft launching abilities from the southern shoreline of Deer Bay and/or Buckhorn Lake.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of parkland acquisition and maintenance

5.7 Acquisition Policies, Guidelines, & Strategies

There are several provincial and municipal regulations, policies, and guidelines governing the acquisition and location of parkland, with the *Ontario Planning Act*²⁵ and the County of Peterborough Official Plan being the primary tools. The County of Peterborough Official Plan prescribes conveyance for park purposes in residential areas at 5% of land, applicable to the 'urban components'. Parkland dedication for commercial and industrial areas is achieved through 2% and cash-in-lieu may also be accepted as prescribed by the *Planning Act*.²⁶ Cash-in-lieu should be considered for areas that do not require additional parkland; however, the County Official Plan does not establish criteria for the acceptance of cash-in-lieu payments in substitute for parkland.

Generally, cash-in-lieu of parkland is taken where:

- there is a sufficient quantity of parkland that already exists to serve the needs of the developing area;
- the value of land is such that it would provide a higher marginal benefit to the Township's parks system;
- any parkland that is conveyed is of inadequate size or configuration to function effectively as a park; or
- conveyance of parkland would render a development as not being feasible.

²⁵ The *Planning Act* (R.S.O., 1990) establishes a framework for the dedication of parkland, requiring lands that are dedicated to the Township, or purchased by the Township using cash-in-lieu, to be used for "park or other public recreational purposes", that not only includes land acquisition, but also the erection or repair of buildings and the acquisition of machinery.

²⁶ Parkland policies contained in the County Official Plan (2010) – approved pursuant to the *Planning Act* – enable the Township to require parkland dedication and identify criteria by which this land is assessed, including factors to be considered when seeking cash-in-lieu of parkland.

5. A ROBUST PARKLAND & TRAILS SYSTEM



As previously identified, a greater focus will be placed on the acquisition of parkland, specifically neighbourhood parks in gap areas identified in the previous sections. It is recommended that the Township evaluate opportunities in these gap areas. Furthermore, in accordance with Section 6.3.2.6d(i)(f) of the County Official Plan, it is recommended that the Township acquire a neighbourhood park in the

Lakefield South Development Area to serve active and passive needs of local residents. This Development Area is defined as the lands between the Trent Canal and the Otonabee River, south of Bridge Street.



In addition to acquiring new parkland, the Township should investigate opportunities to renew, redevelop, and expand existing parkland to respond to neighbourhood and community-specific demands. Examples of these include the renovations at the Robert E. Young Recreation Complex and redevelopment of Isabel Morris Park.

There may also be opportunities to acquire lands in urban areas if commercial, industrial, or institutional lands become available for sale. For example, if a local school board considers closure and sale of underutilized or aging schools, the Township should consider the acquisition of such property for the purposes of utilizing it as parkland, or possibly capitalizing on the school facility itself for programming (e.g., gymnasium, multi-purpose space, and/or renovating to include other needed facilities). The County's Official Plan supports this idea as it encourages co-ordinating with local school boards to integrate facilities in order to better serve its residents.

Recommendation #38

The Township should evaluate opportunities to acquire parkland in gap areas identified throughout new and existing communities, using tools such as:

- Conveyance of parkland, as permitted through dedications under the Planning Act.
- Cash-in-lieu of parkland, as permitted through the Planning Act. In this respect, the Township and the County of Peterborough should collaborate to amend the Official Plan to establish criteria for accepting cash-in-lieu of parkland. At a minimum, criteria to be explored may include where the size of dedicated lands is of insufficient size, if the area is already adequately satisfied by existing parks, if the intent is to



combine multiple small park parcels into one large park, or if the dedication would render the site as being impractical for development.

- Alternatives acquisition mechanisms such as municipal purchase, lease, land swaps, etc. as appropriate.

Timing: Ongoing

Resource Implications: Standard costs of parkland acquisition and maintenance (no capital dollars would have to be expended for parkland conveyed under the *Planning Act*)

5.8 Park Design and Amenities

Design & Operational Considerations

The design of active and passive parks should also incorporate elements that cater to social interaction, wellness, and individual physical activity, through features such as exercise / stretching stations, personal reflection / meditation gardens, vertical differentials along pathways (i.e., hilly terrain, stair zones with associated wheelchair ramps), etc.

In selecting potential park sites, a number of factors will influence the decision-making process including, but not limited to:

- topographical and geological considerations;
- potential to protect ecological functions, wildlife and native plant species abutting parks;
- location and access to the area , particularly relative to other land uses;
- the ability to support the desired recreational infrastructure;
- visibility/public frontage; and
- potential for trail or natural system linkages.

New and replacement parks and trails infrastructure should continue to be designed and constructed on a cost-effective basis, meaning that all infrastructure, elements and facilities installed should generally be selected based on locally available replacement parts and services and should utilize a standard agreed-upon selection of component parts to support ease of maintenance and repair. Examples include the use of standard benches, playground equipment and light fixtures for which parts are readily available through local manufacturers. Any



use of non-standard materials and equipment (such as might occur in ‘special’ parks) is to be based on a full understanding and justification of the operational ramifications and cost increases that will accrue to the relevant municipal department.

The provision of ‘purpose-built’ landscapes which provide a special role to the citizen and park user are beneficial to engage the sensory and functional elements of the park. For example, providing experiential/healing gardens, customizing designs for skateboard parks, and barrier-free playgrounds

all appeal to a particular sense or ability. In addition, the inclusion of end users in the design of these facilities will help to promote long-term feelings of ownership and ongoing usage patterns. Incorporation of public art into the future design of public and private spaces is encouraged in order to facilitate civic pride and create local identity at key points in the parks system.

As the population grows and new facilities and services are provided, the Township will need to ensure that ongoing quality controls remain at satisfactory levels. The need for operating resources (e.g., staff, equipment, etc.) will be required to keep pace with added demands for a bolstered leisure delivery system. Ensuring quality is an utmost priority to ensure that residents and users are satisfied with municipal services, thereby engaging them to participate and use parks, facilities and programs. Presently, the influx of tourists and seasonal residents creates peak pressures on parkland and maintenance efforts cannot always keep up. Furthermore, the Township faces a problem with dumping at public parks where residents not wanting to travel to the central landfill (particularly seasonal residents at the end of the summer). This is an issue broader than the Recreation Services Plan and would need to be addressed through a separate strategy (which may consider setting up transfer stations, better educating residents on the hazards of dumping, stronger enforcement, etc.).

Recommendation #39

Design parks in a manner that engages the public as a means to promote a healthy and active lifestyle, and facilitate civic pride by incorporating appropriate features that maximize comfort, convenience and safety (e.g. shade, marked paths, benches, windbreaks, etc.). Low cost designs can be achieved by using locally available equipment, where appropriate.

Timing: Ongoing



Resource Implications: Standard costs of parkland acquisition and maintenance

Comfort & Convenience

Ensuring that parks and recreation facilities provide attractive and comfortable experiences to the user is paramount in ensuring successful utilization and attracting a broad range of use. The most successful parks tend to be those which are identifiable as community gathering points by residents, safe, fun and offer a variety of uses.

Once inside a park, patrons often look for a number of convenience and comfort-based features depending upon their intended use. In non-programmed or passive parks where social activities such as picnicking, family gatherings, cultural events, etc. are taking place, patrons would be looking for amenities such as treed areas and shade structures, picnic tables or pavilions, and washrooms (either permanent or temporary). Such amenities are also beneficial in strategic locations along major trail routes and at trail heads. Similarly, patrons at active parks such as sports field complexes may be looking for similar amenities as well as features such as designated seating, change rooms, and concessions. There is an inherent cost to creating a comfortable park; therefore, municipal investment may be strategically directed to those parks which are intended to function as premier destinations for gatherings and events.



Ensuring that parks are accessible will encourage a wide range of users. In this context, the term accessible can refer to spatial distribution and ability/preference of the resident using the park. For example, locating parks along trail routes, adequate vehicular parking, providing spaces for unstructured play or gatherings, incorporating barrier free designs, etc. are considerations that will serve the needs of a broad range of users. Due to the geographic expanse of the Smith-Ennismore-Lakefield, it is imperative that connectivity and active transportation are key considerations as means of promoting low cost and un-programmed recreation opportunities.



5. A ROBUST PARKLAND & TRAILS SYSTEM

Regarding more active use parks, wherever possible, the Township should cluster the same type of playing fields together to increase a sense of form and function, similar to the Robert E. Young Recreation Complex and Chemong Lions Park. Larger parks should also include washrooms, electrical outlets, benches and safe, pedestrian-friendly pathways. The Township currently provides washroom facilities (permanent or portable) at a number of popular park sites. Permanent or portable washrooms are generally provided at parks where major sporting facilities (e.g., soccer fields, ball diamonds) are located and along trails; however, no washrooms have been identified along any trails in the Township. Consultation with the public and stakeholders indicate that more washrooms should be added to the Lakefield Marina as the addition of new slipways placed greater pressures on the facility. It is recommended that the Township continue to provide permanent or portable washroom facilities at heavily utilized parks and strategically add washroom facilities along Township trails. Additionally, as part of the Lakefield Marina expansion and business plan, consideration should be given to constructing additional washrooms for public use (separate from facilities dedicated to marina users) to address needs that will be generated by increased use of Isabel Morris Park.

Unstructured Recreation Areas

A greater emphasis should be placed on providing more informal space in new parks in order to promote unstructured and organized activities, as well as emerging interests. Time-pressed individuals are seeking areas where they can enjoy park uses at their own convenience. Informal play fields have been observed to be popular, particularly at the neighbourhood-level for activities such as pickup field sports, playing musical instruments, kite flying, sunbathing, etc. The Township also provides picnic tables and pavilions at a number of parks (e.g., Ennismore Waterfront Park and Isabel Morris Park) which offer a venue for gatherings. Picnicking has been observed to be a use that is re-emerging in popularity, largely driven the desire for family leisure opportunities. The key to the success of unstructured recreational areas is the flexibility that is afforded for the types of uses that can be pursued. These types of parks can bring people together to participate in physical activity, festivals and special events (e.g., Shamrock Festival and PolarFest). Community Parks are ideally suited to contain unstructured areas for recreation, although a neighbourhood park is also a place for unorganized activities, albeit at



a smaller scale. As suggested in the analysis regarding the former United Church lands, accommodating passive recreational activities such as trail and nature tourism uses could lend these lands well to responding to this trend for unstructured usage.

Public Spaces

The use of public spaces has become increasingly popular and growing in demand in a number of communities. High quality urban spaces face the greatest demand for socialization and passive unscheduled recreation and cultural activities; therefore, recognizing the importance in not only supplying the appropriate spaces to the community, but ensuring these spaces are flexible in design and maintained allow parks and open spaces to remain suitable for a range of uses. Public spaces should be inviting, accessible, bright, safe, and designed on a human scale. Redeveloping underutilized sites and brownfields in urban areas to public open spaces have also been an increasing trend found in communities throughout Ontario.

Community groups and other stakeholders often desire public spaces as the location to hold community programs and special events (Amphitheatre or Pavilion) in parks, urban settings or other open spaces. Integrating parks and open spaces in urban areas such as downtowns or main streets have also become a key component in providing liveable urban spaces for communities to come together, while also softening the streetscape with green amenities.

Multi-Use Parks & Multi-Season Usage

There is a growing demand that parks contain something for everybody, rather than being designed solely for singular uses. While single use parks still have merit in appropriate locations (e.g. sports field complexes where turf quality is not diminished by heavy use by non-sporting events), parks that provide opportunities for a range of ages, family types, and abilities are viewed as spaces for inclusive leisure activity. Furthermore, there has been a considerable trend towards participation in non-programmed (spontaneous) outdoor activities such as pick-up sports, musical “jam” sessions, picnicking, family gatherings, special events, etc. In this sense, parks can be viewed as “outdoor community centres” that combine a number of programmed and non-programmed uses.



5. A ROBUST PARKLAND & TRAILS SYSTEM

As with community centres, the public has developed high expectations with regard to the quality of parks and are seeking innovation and comfort (i.e. outdoor kiosks, washrooms, drinking fountains, concessions, parking, benches, shade structures). Furthermore, the lack of time trend is leading people to seek “one-stop shopping” destinations where multiple activities can be pursued at the same time, eliminating the need to spend time travelling in between destinations for individual and family activities.

While the majority of park usage occurs in the summer months, many communities are creating year-round opportunities within their park and recreation service delivery systems. For example, multi-season trail developments may facilitate hiking opportunities during the summer and cross-country skiing during the winter. Similarly, recreational infrastructure such as hard surface courts (e.g. tennis or basketball) can be flooded during the winter to provide outdoor ice skating while integrating berms or hills can be used for tobogganing. Multi-season use of outdoor facilities that are designed to be used for specific seasons may, however, reduce the lifespan of infrastructure. Designing parks and open spaces to function as multi-seasonal facilities in the Township can provide year-round destination and physical activity to residents.

Positioning parks to be year-round destinations is a way to maximize physical activity goals while also marketing the Township to be a year-round destination for seasonal residents and tourists. Strategic tree planting and landscaping can create wind buffers to offset the winter wind chill and blowing, while ensuring that major trailways and internal park walking circuits are free of snow in order to facilitate greater use. While there are inherently costs associated with winter maintenance, the benefit to the community is the availability of no-to-low cost activities throughout the year. The Township currently provides a number of popular trails such as the Bridgenorth Trail and Ennismore Heritage Trail show the Township’s diligence in developing its trails system, which in turn has contributed to a number of multi-seasonal recreational opportunities.



Horticulture & Community Gardens

During World War I and World War II, governments encouraged citizens to plant 'victory gardens' to support the war effort – 20 million gardens were planted in 1943 in the United States, accounting for 1/3 of the country's vegetables that year²⁷. This idea has been revived as the 'community garden', largely due to the impact of global warming, interest in growing one's own food (i.e., food security) and in response to the current economic situation.²⁸



A community garden is a piece of land that is planted, tended and harvested by a group of community members, can be administered by a municipality, a local organization or an interested group of citizens, and may include flowers, fruit, vegetables and/or herbs. These gardens can be separated into individual plots or have communal areas where the bounty is shared by a number of members. Social interaction, horticultural education and awareness of the benefits of healthy diets are just a few of the potential benefits as evidenced through the Horticultural Society and Bridgenorth Beautification

Committee who hold a number of meetings and events related to horticulture and gardening.

Community gardens fit well with the eventual aging population (a trend that is being seen in Smith-Ennismore-Lakefield and other communities), as older residents may be more inclined to participate in such activities, particularly within urban settlement areas. Communities such as Smith-Ennismore-Lakefield will experience a greater proportion of older adults and seniors, thus the provision of community gardens provides recreation opportunities for the Township's older population as well as younger generations. Community gardens have already been established in the community by the Kawartha Pine Ridge Public School Board, who is currently undertaking projects near its schools such as Buckhorn and Ridpath Public Schools. The Township should consider partnering with the School Board to expand this program to other urban areas (such as Chemong Public School in Bridgenorth) and possibly facilitate cross-

²⁷ Revive the Victory Garden. (n.d.). *What is a Victory Garden?* Retrieved from <http://www.revivevictorygarden.org/>

²⁸ Pedro, K. (April 13, 2009). *Community Gardens Making Enthusiastic Comeback*. London Free Press. Retrieved from <http://www.lfpress.com>



programming opportunities with the local horticultural clubs and the schools.

Lands intended for community gardens generally have sufficient access to direct sunlight and a source of water. Experiences in other municipalities suggest that operations are largely the responsibility of interested community groups and potential partners such as local food providers, school boards, hardware retailers (to provide gardening tools), etc. Community organizations also have mechanisms to leverage funding from the Ministry of Agriculture Food and Rural Affairs' Ontario Market Investment Fund which promotes local food sources.

Recommendation #40

Building upon community gardening programs offered by the Kawartha Pine Ridge District School Board at local elementary schools, the Township should facilitate discussions between the public school board and local beautification organizations and interested residents to promote additional community allotment gardens at appropriate locations.

Timing: Short-Term (2012-2014)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would be responsible for liaison between different partners such as the school board, local volunteers, provincial funding bodies, etc.

5.9 Natural Heritage

The importance of environmental protection is increasingly recognized by society. As people become more aware of the benefits of environmental protection, demand for passive settings that connect people to nature is increasing. Communities are placing a greater emphasis on the 'development' of passive park space (e.g., woodlots, prairie grasslands, flower gardens, civic gathering spaces, etc.), often times ensuring that a portion of new active parks remains in a more natural state. A well connected park system will also allow users to access parks using alternative forms of transportation, thereby reducing the need for vehicular parking.

In recent years, the trend to integrate natural features into park settings has been increasing, as environmental protection becomes increasingly recognized by society. The Township offers a number of parks, waterfront areas, and open spaces that incorporate natural



environment features and allows residents to get involved with local environmental initiatives; for example, the Lakefield Millennium Trail Committee's Memorial Bench and Tree initiative enhances the Township's parks and trail system through attractive designs and promoting community appreciation of parkland. Other significant

environmental areas include the Ennismore Waterfront Park, Selwyn Conservation Area and Provincially Significant Wetlands. Many communities are making efforts to provide passive areas that incorporate natural heritage areas, native plant species, conserve woodlots, and ensure that certain areas of new active parks remain in a natural state.

Corporate Goal

To protect, enhance and sustain our lakes, shoreline and natural features as part of a vital, green and healthy ecosystem while striving to reduce our carbon footprint.

- Township Strategic Plan, 2007

With the interest in outdoor recreation, many communities are also designing parks to include provisions for bird watching, wildlife viewing and capitalizing on eco-tourism opportunities.

Naturalized park spaces (whether by 'maintaining' or 'returning' a site to its natural state) are becoming more popular and are consistent with many of the principles related to environmental stewardship. Naturalization typically involves reduced grass cutting and pesticide use, as well as the planting of native species, which should be accompanied by a public education program to create awareness in the community of the environmental benefits of this approach. Interpretative signage can also help in appropriate areas to help park patrons understand the significance of indigenous or significant plants and habitats. By facilitating education, interest and understanding of natural processes, many municipalities promote a philosophy that is aligned with overall sustainable development and shifting thinking away from the way cities are traditionally built through sprawl.

Stewardship initiatives are not only intended to educate the public at large, but also to improve the ecological functions at a macro-scale by maximizing ecological contributions found in naturalized parks as well as the traditional active/manicured parks often found in urbanized areas. Stewardship objectives can also be facilitated through the incorporation of sustainable design features into parkland developments. For example, green infrastructure such as onsite stormwater ponds, bioswales, pervious trails and parking areas can



enhance ecological functions. Increasing tree cover/canopies, as well as creating “urban forests” and engineered wetlands through parkland can also be an effective design tool which creates carbon sinks, offers shading to park users and surrounding residences, provides habitat opportunities for select wildlife, and contributes to naturalization or reforestation objectives. Furthermore, incorporating energy efficiency (e.g. LEED certification) and water conservation measures into park design (as well as any onsite building structures) can contribute to

the overall greening of the community and showcase leadership in addressing environmental issues.

Given the natural function of the parks system, the Township’s parkland inherently plays a key role in the protection of natural landscapes and allows for the interpretation of key features through signage. By incorporating natural heritage areas within Smith-Ennismore-Lakefield’s parks system, residents are exposed to natural features and can facilitate their awareness of key environmental topics.

Working with Conservation Authorities

There are a number of conservation areas located in or close to Smith-Ennismore-Lakefield that afford access to natural areas and play a key role in the protection of important ecosystems. The Otonabee Region Conservation Authority (ORCA) is the major authority present in the Township.

Although conservation authorities maintain jurisdiction over their respective properties, as a government agency they contribute parks and open spaces, as well as associated programming, to the general public. The Township does not have control over parks planning or program delivery as it relates to the conservation areas, however, it recognizes the contributions of ORCA; for example, within local conservation areas are a number of recreation facilities such as swimming areas, mountain biking trails, areas through which day camps can be offered, etc.

In order to avoid unnecessary duplication of facilities, the Township



5. A ROBUST PARKLAND & TRAILS SYSTEM

should continue to work closely with ORCA to remain apprised of planned recreation amenities within conservation areas. For example, opportunities to connect municipal trail routes to those contained within conservation areas is encouraged to collaboratively work towards attaining an interconnected trail system, while public swims or canoe rentals could be arranged through partnership agreements. Such collaboration on programming can encourage understanding and stewardship of natural areas.



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6.1 Active Transportation

Active Transportation refers to human-powered modes of travel which are intended for recreational or utilitarian purposes (i.e. non-motorized travel for the purposes of accessing all aspects of daily life). While the most common forms of active transportation are walking and cycling, other examples include running, skateboarding, in-line skating, kayaking or canoeing, skating, snowshoeing or cross-country skiing, and use of non-mechanized wheelchairs. Support for active transportation is an identified priority and outcome of a number of governmental and non-governmental agencies.



The provision of “active transportation” infrastructure is a logical complement to parks and natural areas, though the latter is contingent upon a comprehensive understanding and careful management of carrying capacities in sensitive areas. Active transportation forms a critically important part of an efficient and sustainable transportation system by reducing the number of motorized vehicles on the road, which in turn reduces road congestion and greenhouse gas emissions (particularly during peak hours), consumption of land required for road-based infrastructure, as well as the amount of capital expended on road construction and maintenance.

The provision and utilization of active transportation choices brings a number of benefits to individuals and their environment, notably by shifting travel from automobiles to non-motorized modes and thereby improving elements of human health pertaining to:

- **air and water quality** by minimizing vehicular emissions such as carbon dioxide, ground level ozone, etc. which positively contributes to ecological and human health;
- **increasing physical activity** which has positive health effects such as reducing levels of obesity and chronic diseases (such as diabetes, heart disease, etc.);
- **community and social vibrancy** by encouraging compact developments and more liveable communities where people

6. AN EFFECTIVE TRAILS SYSTEM



are more likely to have personal contact with each other; and

- **financial well-being** by reducing expenditures on gasoline and certain other vehicular costs (such as parking, less frequent oil changes, etc.), as well as health care (which benefits society as a whole through lower taxes).



In addition to geographical dispersion, there are a number of other challenges to encouraging active transportation choices not the least of which is Ontario's highly varied climatic and weather conditions. Whether in the form of rain, snow, or extreme heat or cold, peoples choices will differ particularly if active transportation routes are not designed for multiple seasons or are not adequately shielded from the elements. Other barriers include the convenience factor of using a car (e.g. time saved, ability to easily load and transport goods, etc.) and a lack of connectivity and infrastructure (e.g. lack of bicycle lanes or bike racks, unconnected or unmaintained trails or sidewalks, absence of comfort amenities such as shade or benches, and simply the fact that communities tend to be designed with the perspective of automobile use). It is also important to recognize that persons with health issues or disabilities may not be as

inclined to choose active transportation due to any physical limitations they may have, thus accessibility must be a central consideration in design.

Active transportation opportunities can be maximized by providing the necessary infrastructure that facilitates safe, comfortable and convenient usage. As such, the County and its municipalities would benefit from increasing their emphasis on active transportation choices and highlighting importance of sidewalks, trailways, and bicycle routes at a minimum. A number of municipalities in Ontario have completed Pedestrian & Cycling/Active Transportation Master Plans (e.g. Dufferin County, Towns of Oakville and East Gwillimbury, etc.).

Smith-Ennismore-Lakefield has recognized the importance of walking and promoting physical activity, evidenced through the provision of approximately 10 kilometres of asphalt, limestone, and natural surface trails at the Ennismore Heritage Trail, Lakefield Trail, and Bridgenorth

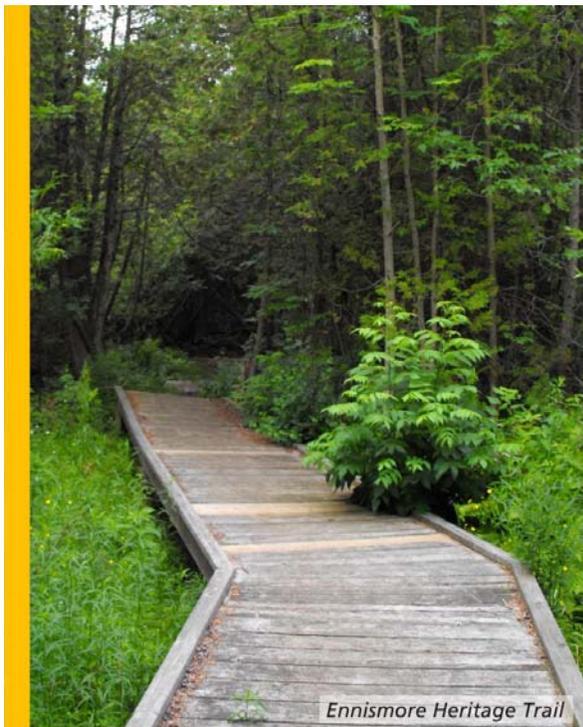
6. AN EFFECTIVE TRAILS SYSTEM



Trail. Trail development has shown to promote physical activity, healthy lifestyles, encourage social gatherings and community development, and provide open spaces for members of the community to enjoy the natural environment while preserving natural heritage features of the Township. In addition to the benefits of trail development, experiences in other communities suggests that the development of supporting amenities (such as the provision of accessibility, washrooms, rest areas, and wayfinding signage) may also encourage usage of Township's community trails.

6.2 Community Trails

Providing an interconnected system of parks and open spaces is an important component of human health and ecological function. As many parks are considered to be "destinations", ensuring that they are accessible can go a long way in encouraging people to visit them. Linking parks by trails, sidewalks, bicycle paths and roads provides choices for people to travel to these areas while creating infrastructure for commuter, utilitarian and recreational uses.



A survey conducted by the American National Association of Homebuilders found that trails are the most desired feature in a community, especially in new subdivisions.²⁹ Respondents indicated that they would choose a new community based on the type and extent of the trail system. Trails are a cost-effective method to increase physical activity levels and support positive interaction between the community and the natural environment. In 2001, a survey conducted by the Canadian Fitness and Lifestyle Institute found that 28% of respondents stated that a lack of pleasant places to walk or bike is a barrier to participation.

In addition to trails gaining in popularity, a 2005 study from the Centers for Disease Control and Prevention found that "creating or enhancing access to parks led to a 26.5% increase in the percentage of people exercising more than 3 times per week."³⁰

²⁹ National Association of Homebuilders (2002). Home Buyers Survey. Retrieved from <http://www.nahb.org>.

³⁰ Centers for Disease Control and Prevention. (2005). Increasing Physical Activity. (p.11).

6. AN EFFECTIVE TRAILS SYSTEM



The provincial government released a report indicating that “growing research points to a number of land-use components that influence human activity, facilitate health and mental well being and promote social interaction and inclusion, including: layout, design, connectivity and maintenance of sidewalks, roads and non-motorized transportation, paths and trails.³¹ The current trend of provision of trails as a core service in most communities is one that may serve as a positive factor in the promotion of physical activity, including purposeful use of trails to link the three communities within the Township, access work, shopping, and schools.

Through parks and recreation master planning exercises undertaken across Ontario, walking is often cited as the most popular leisure activity while trails are often identified as some of the most pressing recreational infrastructure needs. As age increases, so too does the propensity to identify walking as a favourite leisure time activity. This bodes well for future demand given that Smith-Ennismore-Lakefield’s older adult population is expected to grow substantially over the next decade, as the Baby Boomer generation passes through the mature stage of their lifecycle.

There are three major trail networks in the Township of Smith-Ennismore-Lakefield.

- The **Ennismore Heritage Trail** runs through Ennismore Waterfront Park. The 2.5 kilometre trail boasts a natural walking surface, interpretive signage, two boardwalks, viewing platform, and a picnic area with a pavilion. The trail is maintained by the Parks & Recreation Department.
- The **Lakefield Millennium Trail** spans approximately 5.5 kilometres of urban and natural terrain, connecting Lakefield with the Trans Canada Trail and the Peterborough County Rotary Trail. The Trail is fully accessible with grading consisting of asphalt and limestone sections. The trail is jointly managed by the Trails Stewardship Committee and the Parks & Recreation Department.
- The **Rotary Bridgenorth Trail** is a 2.5 kilometre limestone trail running between Hilliard Street to Brumwell Street in Bridgenorth. The construction of the trail was collaboration between the Township, community donors, and the B.E.L.

³¹ Ministry of Municipal Affairs and Housing and Ontario Professional Planners Institute. (2009). [Planning by Design: A Healthy Communities Handbook.](#)

6. AN EFFECTIVE TRAILS SYSTEM



Rotary club.

In addition to these Township trails, residents and visitors also have access to the Trans Canada Trail as well as the nature trail in the Selwyn Conservation Area, managed by the Otonabee Conservation Authority. Discussions held with the Ad hoc Trails Committee of Council suggest that local trails are well used, creating a “low impact, high appreciation” amenity that serves residents of all facets.

Trends research and surveys undertaken in other communities indicate that walking is one of the most popular leisure activities. The household survey undertaken for this Study, found that 78% of respondents participated in walking and hiking for leisure, the most popular activity in the past 12 months. 41% of respondents also participated in cycling and mountain biking, ranking as the third most popular activity. Support for trail development is high among household survey participants, who ranked unpaved nature trails (27%) and paved multi-use trails (20%) as the highest priority needs in the Township.

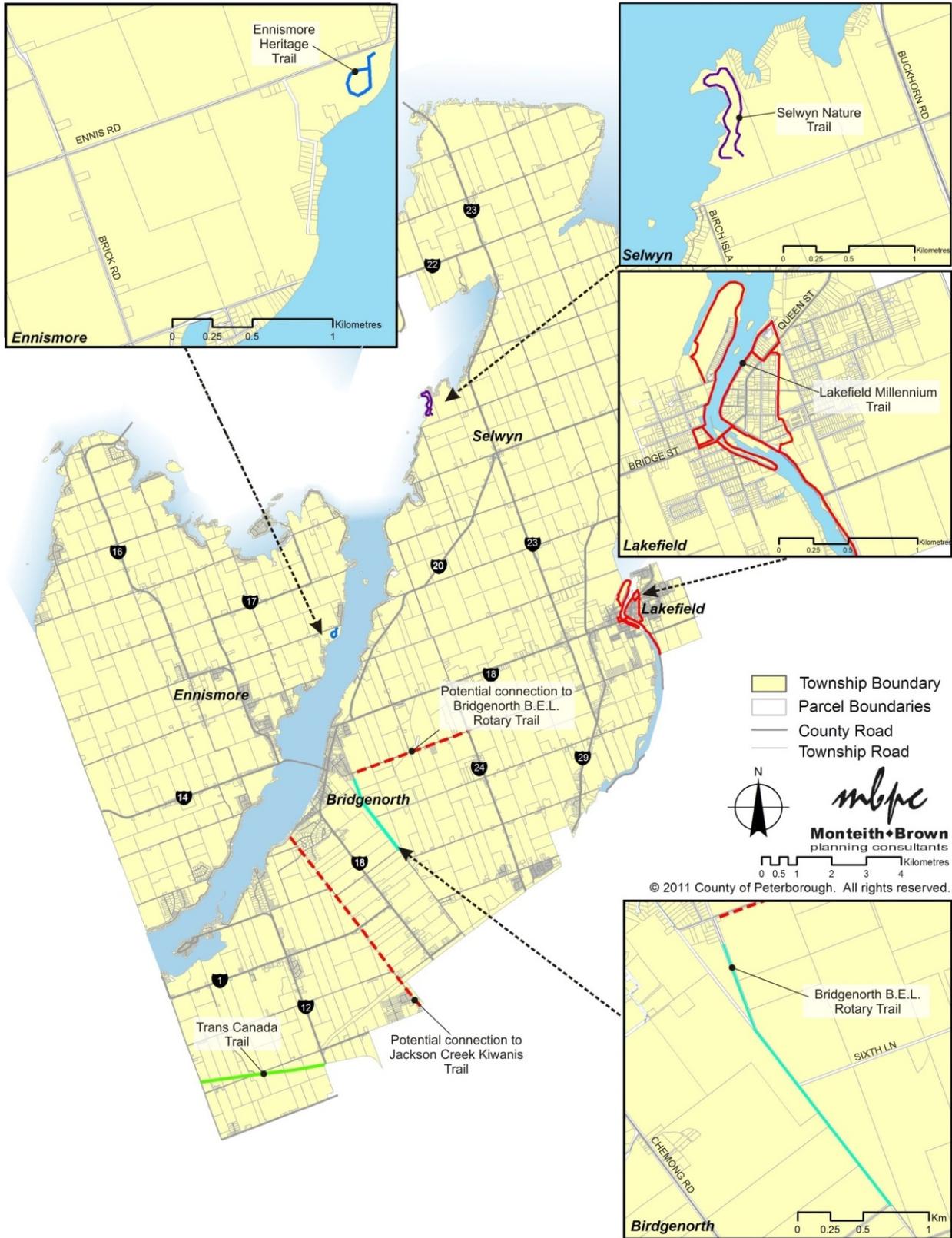
As age increases, so too does the propensity to identify walking as a favourite leisure time activity overall. The increasing age of the average user will influence the types of activities one chooses, often reducing the intensity of the activity (i.e., switching from jogging to brisk walking). Youth and younger adults are also well served by trail systems when engaging in more strenuous walks, jogging or bicycling activities. As such, trails are an especially flexible and responsive type of facility as they permit un-programmed fitness or active living opportunities for all ages, particularly adults and older adults. With the senior population in the Township expected to increase, the need for trails in Smith-Ennismore-Lakefield will become of greater importance.

Trails are as much of a recreational facility as arenas, parks and sports fields. They are multi-seasonal facilities, particularly if they can accommodate winter activities such as cross-country skiing, snowshoeing, etc. and returning to designated hiking / cycling trails in the spring, summer and fall months. The Township should continue to maintain and provide quality on its trail facilities by making multi-use, multi-seasonal trail development a high priority.

6. AN EFFECTIVE TRAILS SYSTEM



Figure 15: Trail System



6. AN EFFECTIVE TRAILS SYSTEM



Trails should be seen as a key facility type that promotes sustainability through the protection of areas of environmental interest and significance, encouraging physical activity and promoting active transportation opportunities (e.g., walking, biking, hiking, inline skating, cross country skiing, running, etc.). For example, the provision of a variety of trail types (e.g., nature trails, soft surface and paved trails, and on-road trails, etc.) are all important in a leisure and active transportation trail system. Regularly evaluating ways to improve connectivity through new trail development while ensuring that existing trailways are well maintained (so that users do not avoid utilization due to poor trail conditions) should be areas of focus for the Township.

In terms of connectivity, the ideal scenario would be to create an interconnected, inter-municipal trail network that links the various communities together. The most notable opportunity to achieve this would be to find a way to link Bridgenorth to Lakefield, potentially by way of the BEL Trail and the 7th Line. This would create a circular loop that would extend into the City of Peterborough, feeding into its trail network as well as with the Trans Canada Trail. Trail connections extending into Ennismore and Young's Point are also worthy of consideration given that pedestrian infrastructure is lacking in these communities.

To achieve goals of connectivity, partnerships with organizations such as the Ad hoc Trail Development Committee of Council, Otonabee Region Conservation Authority, Lakefield Millennium Trail Stewardship Committee and private land owners should be encouraged to assist with the provision and maintenance of high quality, connected trails and pathways. Similarly, coordination with the County of Peterborough and/or Province would be particularly useful to provide a trail connection to Ennismore via the James Gifford Causeway, which may require major reinvestments in the future. Furthermore, it is County policy through its Official Plan to take a lead role in ensuring abandoned railway rights-of-way and other transportation corridors remain in the public sector (Section 4.5.3), thus presenting potential linkage opportunities.

Consultation with residents and stakeholder groups also indicated improvements that could be made to such as increasing trail amenities associated with walking and hiking such as informative brochure boxes, interpretive signage and wayfinding maps, dog waste stations, garbage and recycling bins, and rest areas. Stakeholder groups also

6. AN EFFECTIVE TRAILS SYSTEM



suggested improving trail maintenance and accessibility, especially for the senior age group. Additionally, improving trail linkages throughout the Township provides users with recreational opportunities and promotes the use of active and alternative forms of transportation.

The focus on active transportation has been increasing in recent years due to awareness of the health benefits of physical activity as well as the rising cost of transportation (driven largely by the rising price of fuel). Communities are now attempting to incorporate active transportation infrastructure in the hopes of providing users with a way to access employment and essential services that does not necessarily involve driving, which is particularly important in a community within which public transportation is not available. Linking communities together through a network of unpaved and paved multi-use trails serves a basic transportation need as well as a leisure purpose that is beneficial for residents ranging from the everyday commuter to park enthusiast.

To accurately determine the trail needs in the Township with regard to trail development and expansion, the Township should **undertake a Trails / Active Transportation Master Plan** to address trail needs through long-range planning for the local trails system.

Recommendation #41

Undertake a Trails / Active Transportation Master Plan, preferably in concert with regional partners, which establishes a comprehensive and systematic framework that defines the vision and addresses needs through long-range planning for the local trails system. At a minimum, this Master Plan should consider:

- Potential trail connections to community, inter-municipal and external trail networks;
- The role and mandates of the various Trail Committees which exist in Smith-Ennismore-Lakefield;
- Integration of various modes of travel on trail routes throughout the year such as pedestrian, bicycle, cross-country ski, inline skating, etc.; and
- Opportunities to tie into the Sustainable Peterborough framework and Transportation Master Plan currently being prepared at the County level.

Timing: Short-Term

Resource Implications: Consulting Fees

6. AN EFFECTIVE TRAILS SYSTEM



Recommendation #42

Incorporate principles of active transportation within the development of the trails network, particularly within new suburban types of development, in order to ensure that the system functions from both a utilitarian and a recreational perspective.

Timing: Ongoing

Resource Implications: Standard costs of trail development and maintenance

Recommendation #43

At key locations (such as trail heads or other areas determined by the Township) within the trail system, efforts should be made to integrate comforts and ease of access through the provision of park and interpretive signage and brochure boxes, benches, trail distance markers, lighting, parking, washrooms and rest areas.

Timing: Ongoing

Resource Implications: Design and maintenance costs, some of which may be shared with local trail stewardship organizations

7.0 IMPLEMENTATION

The Recreation Services Plan provides guidance and direction for decision-makers involved with the planning of the Smith-Ennismore-Lakefield's parks and recreation system. Township Staff will be required to establish a strategic implementation approach with Council based on available resources and funding. The recommendations then can be prioritized over the life of the Recreation Services Plan, and should be used for reference for capital planning, development charge studies and other related planning exercises conducted by the Township.

As discussed in the Section on Delivering Effective Services, the Township should continue to review and assess the Recommendations set out in the Recreation Services Plan in order to ensure that they remain relevant. This will require monitoring of parks and recreation activity patterns, conducting annual review of the achievements of the Plan, tracking satisfaction levels, reviewing trends and participation levels, and undertaking a review of this document after five years, and preparing a new Recreation Services Plan at the end of the planning period.



7.1 Implementing Goals & Strategic Directions

The Township integrates best practices in the way in which parks and recreation services are provided. The following **goals and strategic directions** represent best practices that the Township should either continue to do, or consider doing.

- a. Continue to be an “indirect” service provider by focusing efforts on the provision and maintenance of high quality parks and recreation facilities (see Section 3.2).
- b. Encourage local organizing committees to seek a balanced geographical representation among their memberships in order to ensure that their events and services are responsive to residents living in different areas of the Township, thereby creating greater opportunities for growth and success (see Section 3.3).
- c. Continually provide professional development opportunities for Township Staff to ensure that they have up-to-date training and skills to do their jobs safely and effectively (see Section 3.6).
- d. Continue to work with the Joint Peterborough County Smith-Ennismore-Lakefield Ontarians with Disabilities Advisory Committee to ensure that municipal and community-based recreation facilities and programs are accessible to those with disabilities and special needs (see Section 3.7)
- e. Work with community-based providers to promote a sufficient range of low-to-no cost activities to meet the recreational needs of households with lower incomes (see Section 3.7).
- f. To ensure that safety concerns do not become a barrier to usage, parks and facilities should be designed and maintained in a manner that ensures patron safety using expertise available throughout the Township, such as from trained municipal staff, local police departments, etc. (see Section 3.7).
- g. Through the proposed Recreation Services & Festival Liaison (see Recommendation #11), the Township should continue to regularly consult with local seniors organizations to understand their needs. Enhancements may be considered for the Township’s stock of multi-purpose rooms to see how these spaces can be flexibly adapted and improved to meet the needs of older adults (see Section 3.8).



7. IMPLEMENTATION

- h. Ensure that publications developed by the Parks & Recreation Department communicate the benefits attained by residents who participate in healthy, creative and active lifestyles (see Section 3.9).
- i. Township arenas should be operated in a manner that encourages full cost recovery principles to ensure that they remain in a sustainable operating position for the longer-term. Continued tax support and differentiated pricing by market are encouraged to ensure that minor sport participants are able to access ice times (see Section 3.10).
- j. Continue to maintain permitted sports fields at a high level of quality to ensure that user groups are able to grow their programs. Major capital improvements to sports fields may be undertaken after consulting with user groups and have been rationalized through municipal business planning to ensure that the fiscal implications of field upgrades are financially sustainable for the Township (see Section 4.1).
- k. In accordance with Section 6.3.2.6 of the County of Peterborough Official Plan, the Township should target the provision of parkland at a rate of 4.0 hectares per 1,000 persons in its designated urban settlement areas and hamlets (defined as Lakefield, Bridgenorth, Ennismore and Young's Point). As per Official Plan policy, a standard of 2.5 hectares per 1,000 persons should be targeted for Community Park typologies and 1.5 hectares per 1,000 persons for Neighbourhood Park typologies (see Section 5.2).
- l. Ensure that parkland is accessible within walking distance (i.e. 800 metres, free of pedestrian barriers) of major residential areas situated in designated growth areas and hamlets (defined as Lakefield, Bridgenorth, Ennismore and Young's Point) (see Section 5.2).
- m. Continue to encourage public use of municipal beaches and facilitate the delivery of community-based aquatic programs at these locations (see Section 5.6).
- n. Design parks, wherever possible, in a manner that incorporates natural, indigenous vegetation features in order to foster an appreciation for such areas and maintain crucial ecological functions (see Section 5.9).
- o. Work closely with the Otonabee Region Conservation Authority to coordinate capital projects while exploring opportunities to partner in the provision of environmentally-oriented initiatives (see Section 5.9).

7.2 Implementing Recommendations

The following **Recommendations** have been developed as part of the Recreation Services Plan (RSP), listed in order as they appear within this document.

Delivering Effective Services

Recommendation #1

With the view of remaining an 'indirect' provider of services, the Township should conduct a comprehensive review of the community-based recreation program inventory every five years and identify if there are any major service gaps. Based upon this review, requests for direct municipal provision of non-core facilities and services may be considered on a case-by-case basis or by utilizing a standardized partnership evaluation framework (see Recommendation #5).

Timing: Ongoing (2012-2021)

Resource Implications: Staff time to monitor availability of community-based programs. Monitoring and liaising with community groups to address program could be conducted by the proposed Recreation Services & Festival Liaison (see Recommendation #11). Staff time will be required to rationalize potential municipal delivery of non-core services, the costs of which would be determined at that time.

RSP Section Reference: 3.2

Recommendation #2

Create appropriate resources for local volunteer groups to address challenges in the volunteer sector such as recruitment, retention, training and recognition. To this end, the Township may:

- Coordinate local volunteer organizations in the development of volunteer management resources using a community development approach, with the Township contributing expertise as a partner in this process.
- Take a leadership role in facilitating the sharing of information between local volunteer groups to increase efficiencies and community capacity, and reduce reliance upon the municipality to contribute staff resources. One initiative to this effect may be the creation of a local volunteer database so that groups have the ability to 'share' volunteers with each other.

Timing: Short-Term (2012-2014)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would lead discussions with volunteers and reduce operational pressures that may be placed on the Township in the absence of facilitating a community development approach

RSP Section Reference: 3.3

7. IMPLEMENTATION

Recommendation #3

Formalize an Integrated Service Delivery (ISD) approach to use the collective expertise of all municipal departments, along with community-based service providers, to create innovative solutions to addressing local needs. Given that the Township is already well positioned internally to achieve ISD, a focus should be placed upon creating an Asset Based Community Development Model through engagement and the provision of appropriate supports (e.g. financial, logistical, expertise, etc.) as a means to empower the local community, continually develop their internal capacity, and enhance their capacity to deliver programs and services over the long-run.

Timing: Ongoing (2012-2021)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would be responsible for liaising with groups to determine gaps/needs and facilitate the ABCD approach

RSP Section Reference: 3.4

Recommendation #4

Build upon relationships and work with the local school boards to develop reciprocal agreements which increase affordable access to school facilities such as gymnasiums, meeting rooms, and outdoor spaces as a means to address gaps in parks and facilities, particularly in more remote areas of the Township.

Timing: Ongoing (2012-2021)

Resource Implications: A core responsibility of the proposed Recreation Services & Festival Liaison (see Recommendation #11) would be to liaise with school boards, principals and teachers

RSP Section Reference: 3.4

Recommendation #5

Requests for facilities and services that are not part of the Township's core mandate should be evaluated on a case-by-case basis after measuring them against this Plan's principles and goals, as well as:

- Considering the anticipated municipal role, quantifiable measures of demand and costs to the Township, and other long-term implications prior to deciding whether or not to partner in the public interest. Requests for organized services should be supported by a proponent-led market assessment and business plan that demonstrates why the Township should be involved in the delivery of a non-core service.
- Developing and applying a standardized process or framework for evaluating and responding to requests for partnerships, with the view of maximizing public interests.
- Conducting internal trend tracking and business planning by the Township to determine if its entry is warranted into new levels of service.

Timing: Short-Term (2012-2014) for development of standardized partnership framework; Ongoing for response to requests

Resource Implications: Staff Time to develop standardized partnership framework, prepare internal rationalization exercises, and evaluate partnership requests

RSP Section Reference: 3.4

7. IMPLEMENTATION

- Recommendation #6** Initiate a comprehensive review of the Township’s set of standardized, formal and informal operational policies, and regularly review these policies to assess their relevancy, effectiveness, and if there is a need to update them.
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff Time
RSP Section Reference: 3.5
- Recommendation #7** Establish a simple set of quantifiable targets and performance measures that can gauge the efficiency and effectiveness of parks and facilities which are offered by the Township. These measures can be refined and expanded upon over time to respond to changing consumer expectations and Departmental operating practices.
- Timing:** Short-Term (2012-2014)
Resource Implications: Staff Time to review Departmental performance
RSP Section Reference: 3.5
- Recommendation #8** In order to make effective use of the market driven standards (e.g. 1 facility per X number of participants) and equitably allocate scheduling for permitted facilities, the Township should collect annual registration data (including contact information for each participant) from all sport organizations that utilize Township-owned facilities (e.g. sports fields and arenas, at a minimum) to accurately determine existing and future facility needs.
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff Time to collect and review annual participation statistics
RSP Section Reference: 3.5
- Recommendation #9** Regularly explore ways in which to enhance the way in which services are being delivered to customers, with a continued focus on quality. As such, the Township should be willing to explore new approaches and technologies which will aid Staff in their ability to administer the high quality customer services that residents now associate with municipal facilities and programs.
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff Time and potential costs/cost-savings associated with implementing new customer service delivery systems
RSP Section Reference: 3.5
- Recommendation #10** A review and update to the Recreation Services Plan is recommended after 5 years to ensure that Recommendations remain relevant in the context of future population characteristics, preferences, and needs.
- Timing:** Medium-Term (2016)
Resource Implications: Consulting Fees (approximately \$70,000)
RSP Section Reference: 3.5

7. IMPLEMENTATION

- Recommendation #11** Ensure that municipal parks and facilities are supported by appropriate staff resources. Given the growth and complexity within the municipal parks and recreation system, the Township should:
- Undertake a comprehensive Staffing Review & Succession Planning Exercise to develop appropriate staffing standards that reflect desired service levels.
 - As part of the proposed Staffing Review & Succession Planning Exercise, consider the addition of a Recreation Services & Festival Liaison (part-time position that may be extended to full-time depending upon workload) and a seasonal Harbour Master position.
- Timing:** Short-Term (2012-2014)
Resource Implications: Staff Time and/or Consulting Fees for the Staffing Review & Succession Planning Exercise, which will determine the extent of costs due to changes in staffing allocations
RSP Section Reference: 3.6
- Recommendation #12** Provide a training program for staff to gain the skills needed to fully engage under-represented populations; at a minimum, this may include targeted marketing techniques that ensure utilization of plain and clear language in all reports and publications. This training could be expanded to include community groups and volunteer representatives.
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff time, training costs
RSP Section Reference: 3.7
- Recommendation #13** Target the provision 1 play structure within 800 metres of major residential areas in designated growth centres and hamlets (defined as Lakefield, Bridgenorth, Ennismore and Young's Point), unobstructed by major pedestrian barriers such as County roads, highways, and waterways.
- Based upon distributional gaps resulting from the service standard, explore provision of playgrounds in Lakefield (south of Bridge Street), in Bridgenorth (possibly at the Rae Street Open Space), and Young's Point (at a new neighbourhood park, either by converting the Arborview Drive Open Space or securing a new parcel altogether).
 - Continued implementation of the playground inspection and renewal programs is necessary to ensure that equipment is safe, inclusive and responsive to meeting early childhood development needs.
- Timing:** Short-Term (2012-2014) in Young's Point, contingent upon timing of park acquisition; Medium-Term (2015-2017) in Lakefield and Bridgenorth
Resource Implications: Costs will vary upon type of playground
RSP Section Reference: 3.8

7. IMPLEMENTATION

- Recommendation #14** Develop a splash pad in Ennismore, either at the Ennismore Waterfront Park or the Robert E. Young Recreation Complex. A second splash pad may be considered, if confirmed through need and business planning assessments, elsewhere in the Township after gauging the success of the Ennismore splash pad.
- Timing:** Short-Term (2012-2014) in Ennismore; Medium-Term (2015-2017) in another designated settlement area [such as Bridgenorth and/or Lakefield](#)
- Resource Implications:** Capital and operating costs will vary upon design, scale and water system employed
- RSP Section Reference:** 3.8
- Recommendation #15** Using an Asset Based Community Development approach (see Recommendation #3), consult with youth-serving agencies, school boards and youth themselves to evaluate how existing municipal, institutional and community-based facilities can be enhanced or adapted to better meet the needs of local youth.
- Timing:** Ongoing (2012-2021)
- Resource Implications:** Capital and operating costs will vary by facility and types of services offered
- RSP Section Reference:** 3.8
- Recommendation #16** Provide 2 additional multi-use courts oriented to basketball, preferably in Bridgenorth and Lakefield, to meet needs of youth over the planning period; ideally, these courts would be co-located with other youth-oriented park amenities.
- Timing:** Short to Medium-Term (2012-2017)
- Resource Implications:** Increased capital and operating costs associated with new facility development
- RSP Section Reference:** 3.8
- Recommendation #17** Explore the feasibility of expanding the Robert E. Young Recreation Complex basketball court to a multi-use court template in order to allow a greater variety of uses to take place across all four seasons.
- Timing:** Medium-Term (2015-2017)
- Resource Implications:** Capital and operating costs may be increased due to expansion, maintenance and provision of ancillary amenities (e.g. rink boards)
- RSP Section Reference:** 3.8

7. IMPLEMENTATION

- Recommendation #18** The Township should refer to its past plans for skateboard parks and proceed with plans to construct a skateboard park at Isabel Morris Park, either as a pilot project (if the Township is the sole funder) or as a more permanent facility (if the community is able to reach a pre-specified fundraising target). Additional skateboard parks should only be considered after monitoring the success of the proposed facility along with the necessary justification through business planning. The design of any skateboard park should involve local youth and members of the skateboarding/BMX community, as well as other youth-oriented stakeholders (such as police, schools, etc.) through active consultations.
- Timing:** Short-Term (2012-2014) in Lakefield; Medium-Term (2015-2017) in another designated settlement area [such as Bridgenorth and/or Ennismore](#)
- Resource Implications:** Capital and operating costs will vary upon the design, size and scale of the skateboard park
- RSP Section Reference:** 3.8
- Recommendation #19** Through the planned corporate Communications Strategy, the Township should explore ways to increase the awareness of local parks and recreation services by enhancing its current mediums, such as the Recreation & Library Services Guide, and exploring new ways to reach its target markets such as through use of social media. As part of this Communications Strategy, the Township should also explore how to encourage community-based providers to better communicate their services to the public.
- Timing:** Ongoing (2012-2021)
- Resource Implications:** Staff time to develop Communications Strategy (presently underway), increased costs associated with more sophisticated forms of marketing and communication
- RSP Section Reference:** 3.9
- Recommendation #20** Establish a consistent signage design template and install at all parks, trailheads and recreation facilities. These signs should be restored or replaced when they deteriorate.
- Timing:** Ongoing (2012-2021)
- Resource Implications:** Standard costs of constructing and maintaining signs, though staff time may be required to develop a sign template for consistent application throughout the Township
- RSP Section Reference:** 3.9

The Need for Recreation Facilities

- Recommendation #21** Undertake a comprehensive pricing strategy to review the current fee structure for municipal parks and facilities in relation to the desired level of cost recovery/subsidization, the Township's ability to sustain high quality services, and a particular focus on areas such as affordability and required contributions to reserves.
- Timing:** Medium-Term (2015-2017)
- Resource Implications:** Capital and operating costs may be increased due to expansion, maintenance and provision of ancillary amenities (e.g. rink boards)
- RSP Section Reference:** 3.10
- Recommendation #22** Design/redesign appropriate Community-level parks (such as Isabel Morris Park and the Robert E. Young Complex) in a manner that contains space for local gatherings, festivals and special events.
- Timing:** Ongoing (2012-2021)
- Resource Implications:** Incremental increases in operating costs and reserve contributions.
- RSP Section Reference:** 3.11
- Recommendation #23** Develop 1 soccer field in Lakefield and ensure that the selected site is large enough to accommodate a second field, should it be warranted by growth or if access to any municipal or non-municipal sports fields is removed in the future. The need for the second new field should be reconfirmed through the five year review of the Recreation Services Plan.
- Timing:** Short-Term (2012-2014)
- Resource Implications:** Capital cost to assemble site (as there are no parks in Lakefield deemed to be of sufficient size to accommodate two potential fields) and construct the field, as well as increased operational costs associated with maintenance.
- RSP Reference:** 4.1
- Recommendation #24** No new ball diamonds are recommended over the planning period, however, needs should be re-examined at the time of the five year review of the Recreation Services Plan.
- Timing:** N/A
- Resource Implications:** None anticipated.
- RSP Section Reference:** 4.1

7. IMPLEMENTATION

- Recommendation #25** Re-evaluate the need for additional ice rinks in five years, preferably as part of a Review for the Recreation Services Plan. Recognizing that local arenas are approaching prime time capacity over the planning period, the Township should initiate a review of its scheduling practices and facilitate discussions between arena users in Smith-Ennismore-Lakefield, as a means to collaborate and find efficiencies in how the ice rinks can be scheduled.
- Timing:** Short-Term (2012-2014)
Resource Implications: Staff time to facilitate discussions between users
RSP Section Reference: 4.2
- Recommendation #26** A building condition assessment should be undertaken for the Lakefield-Smith Community Centre in order to determine the remaining lifecycle and associated costs required to keep the arenas running to a similar level of service.
- Timing:** Short to Medium-Term (2012-2017)
Resource Implications: Consulting Fees for building condition assessments (this would be a similar process to that undertaken for the Ennismore Community Centre in 2010)
RSP Section Reference: 4.2
- Recommendation #27** While an indoor aquatic centre is not required over the planning period due to the ability of local residents to access the various high quality public pools available in the City of Peterborough, the Township should support new and existing local partners with the community-based provision of outdoor swimming programs in Smith-Ennismore-Lakefield.
- Timing:** Ongoing (2012-2021)
Resource Implications: None anticipated
RSP Section Reference: 4.2
- Recommendation #28** To gain better access and potentially more affordable rates for gymnasiums, it is recommended that the Township strengthen its relationships with the Kawartha Pine Ridge District School Board and the Peterborough Victoria Northumberland and Clarington Catholic District School Board, with respect to the Community Use of Schools initiative. This may involve the drafting of a formalized reciprocal agreement or funding agreement in order to achieve the end goal (also see Recommendation #4).
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff Time
RSP Section Reference: 4.2

7. IMPLEMENTATION

- Recommendation #29** The Township should proceed with the addition of a multi-purpose gymnasium at the Ennismore Community Centre if:
- it deems that the municipality has a role in providing such a space and that it is willing to rely primarily on community and private sector partners to generate revenues (in the absence of direct municipal program delivery);
 - the need for the facility and the benefits of providing the space outweigh the capital and operating expenditures that would be required over the facility's lifecycle; and
 - the level of risk is acceptable to the municipality after considering considerable competition from regional facilities and school-based gyms for a relatively small market, that is further inhibited by a limited and modestly growing local population base.
- Timing:** To be determined through business planning
Resource Implications: To be determined through the business planning process currently underway
RSP Section Reference: 4.2

A Robust Parkland System

- Recommendation #30** To meet the parkland needs associated with forecasted population growth, a total of 20.5 hectares of parkland will be required by the year 2021. The acquisition and development of a neighbourhood park in the Lakefield South Development Area will partially address parkland requirements, though the Township should investigate the feasibility of converting all or a portion of the 9.4 hectares of unmaintained open spaces owned by the Township for active and passive park uses on a parcel-by-parcel basis.
- To address a noted gap in parkland distribution, a neighbourhood park should be provided to serve the hamlet of Young's Point either through conversion of the existing Arborview Drive Open Space or provision of a new park elsewhere. This park should contain appropriate neighbourhood-level amenities deemed required to serve the hamlet's residents.
- Timing:** Ongoing (2012-2021)
Resource Implications: Standard costs of parkland acquisition (depending on the value of land and how it is obtained) and maintenance
RSP Section Reference: 5.4

7. IMPLEMENTATION

- Recommendation #31** The Township should focus on acquiring parkland between 1.6 and 3.2 hectares in size to satisfy the deficit of overall parkland and neighbourhood parks in accordance with the provision standards established in the County Official Plan.
- Timing:** Ongoing (2012-2021)
Resource Implications: Standard costs of parkland acquisition and maintenance
RSP Section Reference: 5.4
- Recommendation #32** In the absence of an immediate park or recreational need for the former Ennismore United Church lands, the Township should explore alternative land uses that may be appropriate for the site provided they are in accordance with the gifting agreement.
- Timing:** Short-Term (2012-2014)
Resource Implications: Staff Time
RSP Section Reference: 5.5
- Recommendation #33** It is recommended that the Township continue to lease the Lakefield Campground to the private sector, however, it should undertake a succession plan for the Lakefield Campground to determine a course of action for the municipality to take should the private sector withdraw from the operations.
- Timing:** Ongoing (2012-2021)
Resource Implications: Staff Time to develop succession plan
RSP Section Reference: 5.5
- Recommendation #34** To serve the Woodland Acres community, the Township should undertake a site-specific master plan for the existing Woodland Acres Open Space parcel to determine the preferred layout and amenity level of the park. This master plan should be undertaken after the Township receives a formal application on the lands known as 'Block B' on Woodland Drive in order to also effectively account for pressures that a new subdivision would generate for parks in the area. Swapping the existing parcel for a smaller property in the existing neighbourhood is discouraged.
- Timing:** Short-Term (2012-2014)
Resource Implications: Staff Time to develop master plan
RSP Section Reference: 5.5
- Recommendation #35** The Township should undertake a Marina Study & Business Plan to investigate the need and costs associated with expanding the number of slips, the marina building, and the staffing allocation (which may include the seasonal Harbour Master position proposed in Recommendation #11).
- Timing:** Ongoing (2012-2021)
Resource Implications: Consulting Fees
RSP Section Reference: 5.6

7. IMPLEMENTATION

- Recommendation #36** The Township's supply of unmaintained waterfront accesses, notably those with small beach or boat launch potential, should be evaluated on a case-by-case basis for one-time improvements which encourage neighbourhood-based access and use.
- Timing:** Long-Term (2018-2021)
Resource Implications: Increased capital and operating costs associated with improvements and/or acquisition
RSP Section Reference: 5.6
- Recommendation #37** The Township should investigate acquisition of a small waterfront access parcel in the northern portion of the former Smith Township to allow small watercraft launching abilities from the southern shoreline of Deer Bay and/or Buckhorn Lake.
- Timing:** Ongoing (2012-2021)
Resource Implications: Standard costs of parkland acquisition and maintenance
RSP Section Reference: 5.6
- Recommendation #38** The Township should evaluate opportunities to acquire parkland in gap areas identified throughout new and existing communities, using tools such as:
- Conveyance of parkland, as permitted through dedications under the Planning Act.
 - Cash-in-lieu of parkland, as permitted through the Planning Act. In this respect, the Township and the County of Peterborough should collaborate to amend the Official Plan to establish criteria for accepting cash-in-lieu of parkland. At a minimum, criteria to be explore may include where the size of dedicated lands is of insufficient size, if the area is already adequately satisfied by existing parks, if the intent is to combine multiple small park parcels into one large park, or if the dedication would render the site as being impractical for development.
 - Alternatives acquisition mechanisms such as municipal purchase, lease, land swaps, etc. as appropriate.
- Timing:** Ongoing (2012-2021)
Resource Implications: Standard costs of parkland acquisition and maintenance (no capital dollars would have to be expended for parkland conveyed under the *Planning Act*)
RSP Section Reference: 5.7

7. IMPLEMENTATION

Recommendation #39 Design parks in a manner that engages the public as a means to promote a healthy and active lifestyle, and facilitate civic pride by incorporating appropriate features that maximize comfort, convenience and safety (e.g. shade, marked paths, benches, windbreaks, etc.). Low cost designs can be achieved by using locally available equipment, where appropriate.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of parkland acquisition and maintenance

RSP Section Reference: 5.8

Recommendation #40 Building upon community gardening programs offered by the Kawartha Pine Ridge District School Board at local elementary schools, the Township should facilitate discussions between the public school board and local beautification organizations and interested residents to promote additional community allotment gardens at appropriate locations.

Timing: Short-Term (2012-2014)

Resource Implications: The proposed Recreation Services & Festival Liaison (see Recommendation #11) would be responsible for liaison between different partners such as the school board, local volunteers, provincial funding bodies, etc.

RSP Section Reference: 5.8

An Effective Trails System

Recommendation #41 Undertake a Trails / Active Transportation Master Plan, preferably in concert with regional partners, which establishes a comprehensive and systematic framework that defines the vision and addresses needs through long-range planning for the local trails system. At a minimum, this Master Plan should consider:

- Potential trail connections to community, inter-municipal and external trail networks;
- The role and mandates of the various Trail Committees which exist in Smith-Ennismore-Lakefield;
- Integration of various modes of travel on trail routes throughout the year such as pedestrian, bicycle, cross-country ski, inline skating, etc.; and
- Opportunities to tie into the Sustainable Peterborough framework and Transportation Master Plan currently being prepared at the County level.

Timing: Short-Term (2012-2014)

Resource Implications: Consulting Fees

RSP Section Reference: 6.2

7. IMPLEMENTATION

Recommendation #42 Incorporate principles of active transportation within the development of the trails network, particularly within new suburban types of development, in order to ensure that the system functions from both a utilitarian and a recreational perspective.

Timing: Ongoing (2012-2021)

Resource Implications: Standard costs of trail development and maintenance

RSP Reference: 6.2

Recommendation #43 At key locations (such as trail heads or other areas determined by the Township) within the trail system, efforts should be made to integrate comforts and ease of access through the provision of park and interpretive signage and brochure boxes, benches, trail distance markers, lighting, parking, washrooms and rest areas.

Timing: Ongoing (2012-2021)

Resource Implications: Design and maintenance costs, some of which may be shared with local trail stewardship organizations

RSP Section Reference: 6.2

APPENDIX A: TERMS OF REFERENCE

The Terms of Reference states that the intent of the project is to “review existing Recreation services and facilities, outline relevant emerging trends in the Recreation sector, and include sufficient recommendations for the future, to allow the Township to develop an implementation plan.”

The Terms of Reference identifies a number of objectives to be addressed in the Plan, including:

- i. Consulting with the public, community stakeholders, council and staff throughout the project to cover all areas of concern and interest;
- ii. Ensure that the recommendations are consistent with the Township Strategic Plan and other municipal or regional Plans;
- iii. Review the existing service delivery model and make recommendations to improve efficiency, as well as a benchmarking analysis comparing recreation service, user fees, and funding models offered in other municipalities;
- iv. Identify emerging trends in the recreation sector;
- v. Assess the need for additional programming and the effects and benefits of operating programming within the Recreation Department in addition the possibility of forming partnerships with other organizations;
- vi. Identify emerging statistics and services that should be tracked, analyzed and promoted and make recommendations regarding tracking methods and systems;
- vii. Suggest areas in need of improvement having regard for the community and fiscal availability;
- viii. Develop a prioritized action/implementation plan; and,
- ix. Provide scheduled progress reports to the Recreation Services Manager.

The Terms of Reference also identifies specific components to be included in the Plan, such as:

- a. Developing a conceptual site plan for the Robert E. Young Recreation Complex;
- b. Consider possibility of a new park development in the Woodland Acres subdivision as requested by the residents;
- c. Future trail development opportunities in the Township to link all three communities;

APPENDIX A: TERMS OF REFERENCE

- d. Review current trends in skateboarding and skateboard facility management and make recommendations regarding the feasibility of locating a skateboard park in Bridgenorth;
- e. Identify and assess the role of staff in the operation of community events and committees and provide recommendations to develop an efficient support system with regards to volunteerism and provide an outline of relevant best practices for events in other communities;
- f. Identify opportunities to improve public lake access in the northern area of the Smith community and include recommendations to consider the development of existing Township lands or the acquisition of private land to provide access; and,
- g. Identify potential recreation use of the former Ennismore Church Lands either as a specific recreation focused facility or recreation uses in association with other development of the property.

APPENDIX B: PARK & RECREATION FACILITY DESCRIPTIONS

B.1 Township Maintained Parks

Burritt Mann Memorial Park

Burritt Mann Memorial Park, also known as Selwyn Park, is located in Selwyn along Mud Road and is a small park that provides a picnic area and playground for local residents as well as visitors.

Cenotaph Park

Cenotaph Park is conveniently located at the Memorial Hall in Lakefield. The Park is used as a resting area by residents and visitors with access to the Lakefield Millennium Trail. Seating areas are offered at this Park in addition to mature trees that provide shade, and flower gardens maintained by the Horticultural Society.

Champlain Park

Champlain Park is a triangular parkette located adjacent to the Lions Park in Bridgenorth and offers a resting space to residents and visitors in the surrounding area.

Chemong Park

Chemong Park is located in Bridgenorth along Chemong Lake where residents and visitors can enjoy over 3.6 hectares (9 acres) of wooded parkland with amenities such as a walking trail, scenic vistas, gardens, and historical information signage.

Ennismore Waterfront Park

The Ennismore Waterfront Park is largely popular for the Ennismore Heritage Trail. This park covers over 21 hectares (52 acres) and includes a beach with swimming area, portable bathrooms, and a picnic area under a covered pavilion.

Fife's Bay Park

Fife's Bay Park is located on a narrow lot in the Stewart Heights and Fife's Bay area. With approximately 0.7 hectares (1.5 acres) of open parkland, Fife's Bay Park has a canoe launch and although the park is not equipped for frequent active recreation sports, a softball screen is found at the park.

Hague Point

Hague Point is popular among residents and visitors with access to Lakefield Beach, Lakefield Marshland Centre, Lakefield Millennium Trail, Lakefield Campground, and spans over 6 hectares (16 acres) of recreation and leisure space.

Isabel Morris Park

Isabel Morris Park is located near the Lakefield-Smith Community Centre along the Lakefield waterfront and Otonabee River. This 0.8 hectare (2 acre) open space park has a range of amenities such as multi-purpose fields, pavilion, playground, and canoe launch. Isabel Morris Park has been the location for a number of Township events such as the Lakefield Jazz, Art, & Craft Festival, Literary Festival, Lakefield 5K Run & Walk, Lakefield Lions Lobsterfest, and more. In addition to the planned skateboard park, other improvement projects include pathway extension, raising the pavilion to accommodate a range of events, and shoreline restoration in partnership with the Otonabee Regional Conservation Authority.

Kimberly Park

Kimberly Park is a small open space parkette located north of Ennismore ideal for the local residents living in the immediate area. The park has water access to Scollard Bay, however, no other amenities are offered.

Jones Beach

Jones Beach is located in Bridgenorth with a beach, pier, and picnic area ideal for families and small children. According to the Township's summer recreation guide, the children's swimming lessons are held at this beach by the Red Cross Swimming Instruction.

Lakefield Beach

Lakefield Beach is popular among many residents and visitors; conveniently located in Hague Point near downtown and a number of amenities such as a playground, pavilion, the Lakefield Marshland Centre, and the Lakefield Millennium Trail. This beach is also the location for the YMCA summer camp and Family Paddle Event during the summer.

Victoria Park

Victoria Park is a 1.6 hectare (4 acre) park in Lakefield that is largely open green space that offers passive recreational opportunities to residents and visitors, with ample room to add new facilities. Although the park has a shoreline located along the Kawartha Lakes, no swimming is permitted at this park.

Water Street Shoreline

The Water Street Shoreline is located in Lakefield along the Kawartha Lakes. The Shoreline has no greenspace, however, the shoreline offers a multi-use trail for walking or biking. Other amenities include a canoe launch, gardens, benches and tables, pavilion, and swimming.

B.2 Major Trails

Ennismore Heritage Trail

The Ennismore Heritage Trail is managed by the Recreation Department and was constructed as a part of the Millennium Bureau of Canada Project. The trail runs through Ennismore Waterfront Park and is popular among residents and tourists. Interpretive information signage is used to guide visitors through the trail, identify scenic vistas and key points of interest. The 2.5 kilometre trail boasts a natural walking surface, two boardwalks, viewing platform, and a picnic area with a pavilion.

Lakefield Millennium Trail

The Lakefield Millennium Trail, managed by the Stewardship Committee and Recreation Department, spans approximately 5.5 kilometres connecting Lakefield with the Trans Canada Trail and the Peterborough County Rotary Trail. Completed in 2000, the Trail guides visitors through an urban and natural tour using interpretive signage noting various points of interest and the Village's historical significance. The Trail grading consists of asphalt and limestone sections, suitable for walking or cycling, and is fully accessible.

B.E.L. Rotary Bridgenorth Trail

The Rotary Bridgenorth Trail was recently established in 2010 by the Recreation Department in partnership with the B.E.L. Rotary Club. The 2.5 kilometre trail runs between Hillard Street to Brumwell Street in Bridgenorth and is made of limestone, suitable for both walking and cycling users.

B.3 Major Outdoor Recreation Facilities

Douglas Sports Centre

The Douglas Sports Centre is located in the community of Lakefield, along Hague Boulevard and spans 4 hectares (10 acres) of active and passive recreation space. The Sports Centre provides one lit ball-diamond used by Lakefield Minor Softball, Lakefield Ladies 3-Pitch, and Lakefield Ladies Over 30 Softball. A site visit to this Sports Centre revealed a surplus of open space and ample land to add additional facilities in the future. Other recreation pursuits at the Douglas Sports Centre include tennis courts with bleachers, concessions, and washroom amenities.

Lakefield Campground

The Lakefield Campground, located at Hague Point, is leased by the Township to a private operator. With approximately 117 sites, the campground is conveniently located near Lakefield Beach and downtown. A number of amenities are included at this campsite including shower and washroom facilities, telephone, walking trails, drinking water, and a range of recreation opportunities. Approximately 53 sites are equipped with water, sewage, and electricity, 42 sites with water and electricity, and 12 sites with electricity only.

Lakefield Marina

Lakefield Marina is located across the river from the Lakefield Campground with 34 slipways with opportunities for transient and seasonal docking. Other amenities available at the marina include a snack bar, washroom facilities, hydro and water, pump-outs, and wireless internet. The Marina is located adjacent to Isabel Morris Park, the Lakefield-Smith Community Centre and the Lakefield Trail.

Lions Park

Located along Communication Road in the southern portion of Bridgenorth, Lions Park offers over 6 hectares (15 acres) of recreation space. This park provides a number of active recreation opportunities in addition to passive open space, including a lit ball-diamond and playground. Other associated park amenities include two pavilion shelters, gardens, and portable toilets. Lions Park is also used for minor sports such as T-ball, softball, and soccer in the summer for children ages 4 to 12.

Robert E Young Recreation Complex



The Robert E. Young Recreation Complex, formerly known as the Ennismore Community Centre, was constructed in 1972 and is approximately 2,826 square metres. The Robert E. Young Recreation Complex is the Township's largest recreation facility with nearly 17 hectares (42 acres) of recreation space. The Complex boasts one lit softball and one unlit hardball diamond, two full-size soccer pitches, two mini soccer pitches, ice pad, playground, basketball court, and tennis courts. Other amenities include a tractor pull track, bleachers, picnic tables, concessions, as well as permanent and portable washrooms. The Recreation Complex is used for a number of events and recreation programs such as the Shamrock Festival & Tractor Pull, Ennismore-Bridgenorth Ladies Softball, and Adult Softball. A conceptual site plan for the expansion of this Complex will be completed as a part of this Study.

B.4 Major Indoor Recreation Facilities

Bridgenorth Community Hall

The Bridgenorth Community Hall is located adjacent to the new Bridgenorth Public Library but is operated by the Township's Recreation Department. The Hall is accessible with air-condition, and an ideal place to hold various meetings and events for up to 125 persons.

Centennial Room

The Centennial Room is found at Memorial Hall, adjacent to the Lakefield Public Library and conveniently located near Cenotaph Park and downtown Lakefield. The room is accessible with air-conditioning, and has a seating capacity of up to 30 persons.

Ennismore Community Centre

The Ennismore Community Centre is a part of the new Robert E. Young Recreation Complex. The facility contains a single pad ice arena measuring 180'x80' as well as a large air-conditioned auditorium with a seating capacity of up to 225 persons.

Ennismore Curling Club

The Ennismore Curling Club is located on the grounds of the Robert E. Young Recreation Complex, also known as the Ennismore Multi-Use Building. The building contains a four sheet ice-pad and is leased to the Ennismore Curling Club by the Township.

Lakefield Marshland Centre

The Lakefield Marshland Centre is a single-use building located within the Lakefield Park and campground. The accessible-building is used as a meeting facility with a capacity of up to 75 persons, ideally suited for any occasion with scenic views, air-conditioning, and conveniently located near Lakefield Beach, campground, and the Douglas Sports Centre.

Lakefield-Smith Community Centre

Located adjacent to the Lakefield Marina and Isabel Morris Park, the Lakefield-Smith Community Centre was constructed in 1973 and is approximately 3,900 square metres in area. The Community Centre has a single ice pad measuring 175'x75' in size with change rooms and bleachers. A community hall is



located on the second floor of the building with a seating capacity for approximately 125 people. The exterior of the building, along Concession Street, was recently revitalized as well as making the interior of the facility compatible with accessibility requirements through additions of ramps and an elevator.

Public Libraries

The Township operates three public library branches in each settlement community. The Bridgenorth Public Library, located adjacent to Chemong Public School, is a recently completed project by the Township as one of the recommendations from the previous Recreation Services Plan to provide additional facility space in Bridgenorth. The Lakefield Public Library abuts Cenotaph Park while the Ennismore Library is a part of the Robert E. Young Recreation Complex. The Township's library system offers a number of library programs such as computer training, as well as story time, book sales, reading clubs, and crafts.



While libraries themselves are not part of the scope of the Recreation Services Plan, the Bridgenorth and Lakefield Branches contain dedicated community meeting rooms (Bridgenorth Community Hall and Centennial Room, respectively) which are capable of accommodate leisure and social activities, and are under the purview of the Township's Parks & Recreation Department. The Ennismore Optimist Hall, located below the Ennismore Library, is leased by the Township to an external organization.