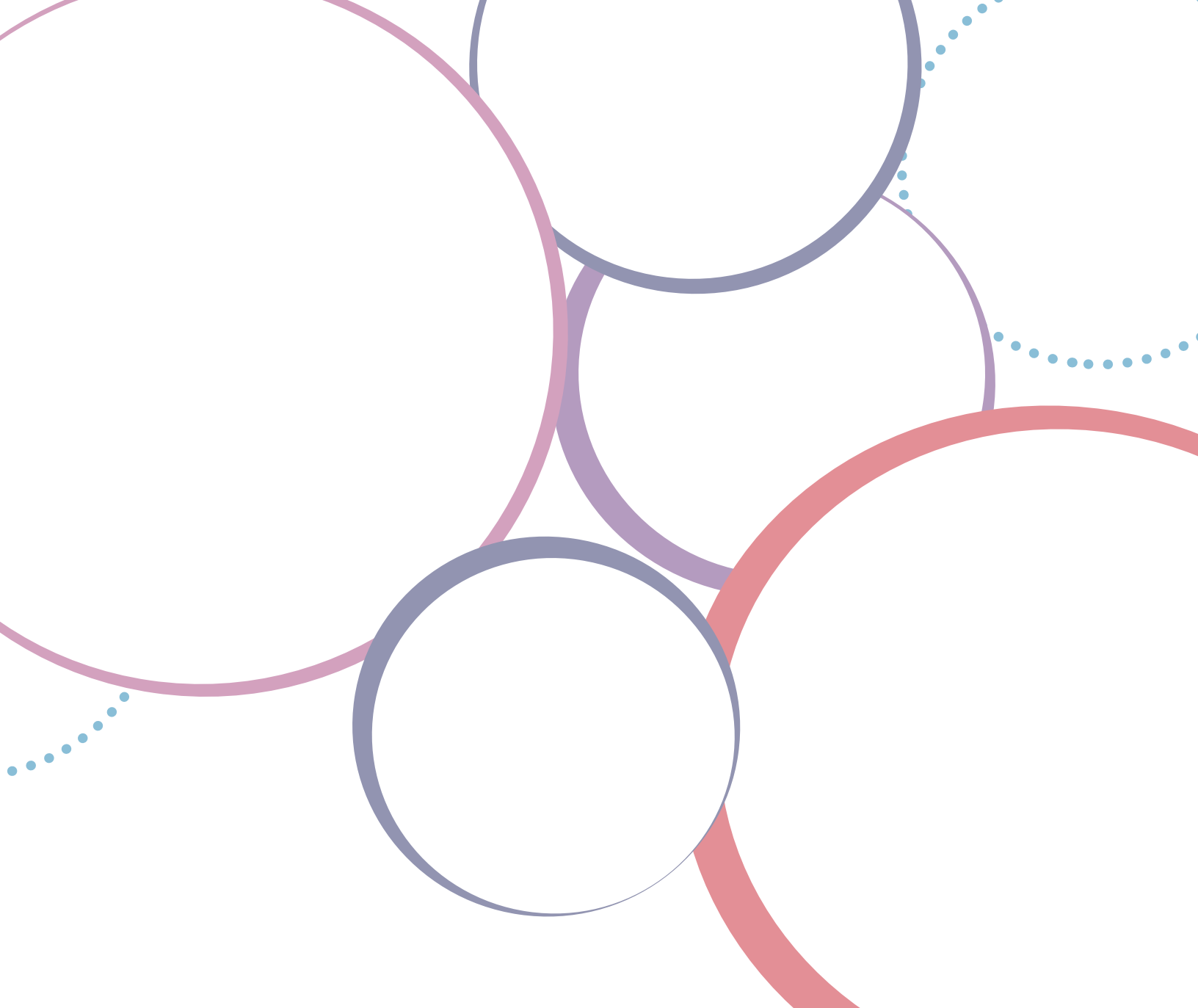


# Parks and Recreation Master Plan

April 2025





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All images are provided by the Loyalist Township, taken by thinc, or sourced from an open source image database, unless otherwise noted.

**April 2025**

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# 1.0 Current Context and Strategic Directions for Parks and Recreation

## 1.1 Introduction

Loyalist has been in a period of growth which will continue in coming years with planned housing developments, and potential industrial developments. With this growth, the community has seen changes in terms of demographics, recreation needs and interests, and to the sense of community within individual settlement areas and across the Township. Although the last recreation plan is less than 10 years old (completed in 2017), the Township is in need of a new plan that speaks to a community that is very different from the Loyalist of 2017.

As a forward-looking document, this Parks and Recreation Master Plan (herein referred to as the 'Plan') aims to guide Council and staff in the sustainable delivery and development of parks, recreation programs and events, and recreation facilities through 2034. It seeks to address the evolving needs of residents by assessing how the Township's parks and recreation services can adapt to demographic changes, growth, and emerging trends.

The process of developing the Plan spanned from Winter 2023 to early 2025 and includes the phases shown on the following page.



## 1. Project Initiation

The project began with outlining Loyalist's socio-demographic profile, researching the planning and policy context, taking inventories of facilities, parks, trails, and open spaces, and touring the Township.

## 2. Public Engagement

A suite of engagement activities were conducted to hear from the community on the current and future state of parks and recreation in Loyalist. Community members were invited to share their views through an online survey and/or submission box on the project website, at an open house, and through a random household telephone survey. Interviews were conducted with Council, Township staff, community partners, user groups, and other stakeholders. A survey was distributed to park and facility user groups to learn more about their use of facilities, and share their specific needs. In addition, Township staff conducted outreach with youth at local schools.

## 3. Plan Development

This phase focused on assessing Loyalist's recreation programs, facilities, parks, trails, and service delivery through an analysis of the background research, consultation findings, use and participation data, and emerging trends.

## 4. Final Plan

The draft Plan will be developed, reviewed with staff, and shared with the community to solicit additional feedback. The Plan will be shared with Council Committee of the Whole for their feedback before it is finalized. We will make revisions following feedback from the community, Township Council, and staff, and the final Plan will be presented to Council for endorsement.

# 1.2 Strategic Directions for Parks and Recreation

The Strategic Directions below were developed in consideration of the socio-demographic, geographic, and economic contexts in Loyalist, and the needs, issues, and priorities shared through the consultation process.

- 1. Provide equitable recreation opportunities across Township:**  
This means bringing more recreation facilities/amenities to Bath and Odessa, and supporting expansion of recreation opportunities on Amherst Island.
- 2. Align service provision with population growth:** The Township has not kept up service provision in line with population growth. Key age cohorts include seniors, children and youth. The Township is expected to see the most residential growth of all municipalities in Lennox & Addington (L&A) County to 2051.
- 3. Improve, increase and modernize existing amenities and facilities:** Service growth is constrained by the lack of municipal facilities, and limited access to non-municipal facilities such as schools. In addition, a number of playgrounds and park amenities are overdue for renewal.
- 4. Align staff recruitment, training and retention with increased demand and expected programs and services:** Additional staffing will be required to grow services, and

challenges related to recruitment and retention will need to be addressed.

- 5. Grow support for facilities, parks and recreation service delivery through partnerships and fundraising to ease the burden on residents:** The Township requires considerable investment in facilities in order to bring service provision in line with growth. Taxes, capital funding, and grants will not be sufficient to meet the community's needs within the 10-year time frame of this Plan.
- 6. Make decisions on ongoing topics of discussions (e.g., splash pad, dog park, skate park, indoor multi-use recreation space, trails):** The community is eager to see these developed, and the Township has the opportunity for private contributions to develop some of these facilities, so there is urgency in moving forward.
- 7. Support unstructured, outdoor recreation opportunities:** Since the pandemic, there is a clear trend in the desire for more outdoor, unstructured, free, recreation activities, and this trend was echoed in the consultation feedback. These activities have multiple benefits for the community and the Township, including (but not limited to) physical and mental health benefits of recreating outdoors, no cost barriers, and no staffing is required.

## 1.3 Community Context

Loyalist Township is one of the four lower-tier municipalities located within Lennox & Addington County. The Township is 342.7 square kilometres in area, with a population density of 52.4 people per square kilometre. It is comprised of the residential communities of Amherstview (population of 8,472), Bath (population of 2,344), Odessa (population of 1,672), a large rural agricultural area (population of 6,692), and Amherst Island (population of 435) as shown in Figure 1-1. The Township is bordered by South Frontenac and Stone Mills to the north, Greater Napanee to the west, and the City of Kingston to the east.

Based on the 2021 Canadian census, Loyalist Township has a total population of 17,943, with the top three largest age groups being 20-49 year olds (25.6%), 50-64 year olds (21.6%), and 65-74 year olds (13.3%). In total, 44% of the population are older adults over the age of 50. Figure 1-2 shows the age distribution between the Township, County, and Province. In comparison, the age distribution across all three is relatively consistent.

As of 2021, the primary composition of household types in Loyalist consists of couple families without children (34.1%), which is a 2.2% increase from the previous census year of 2016. One-person households in the Township have also increased by 1.7% in 2021 to a total of 20% of the household types.



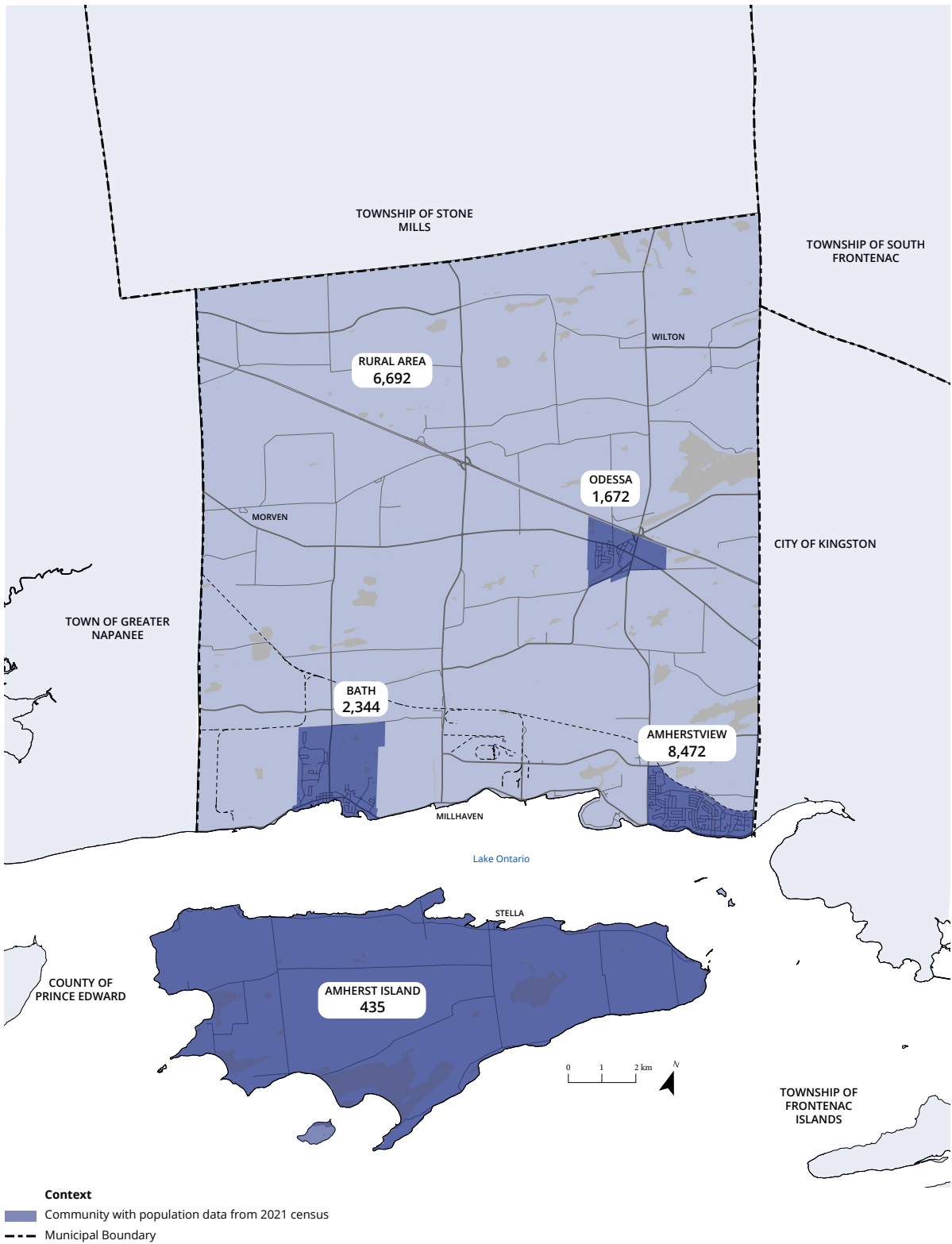


Figure 1-1: Community Context Map

## Loyalist, Lennox & Addington County, and Province of Ontario Age Distribution, 2021

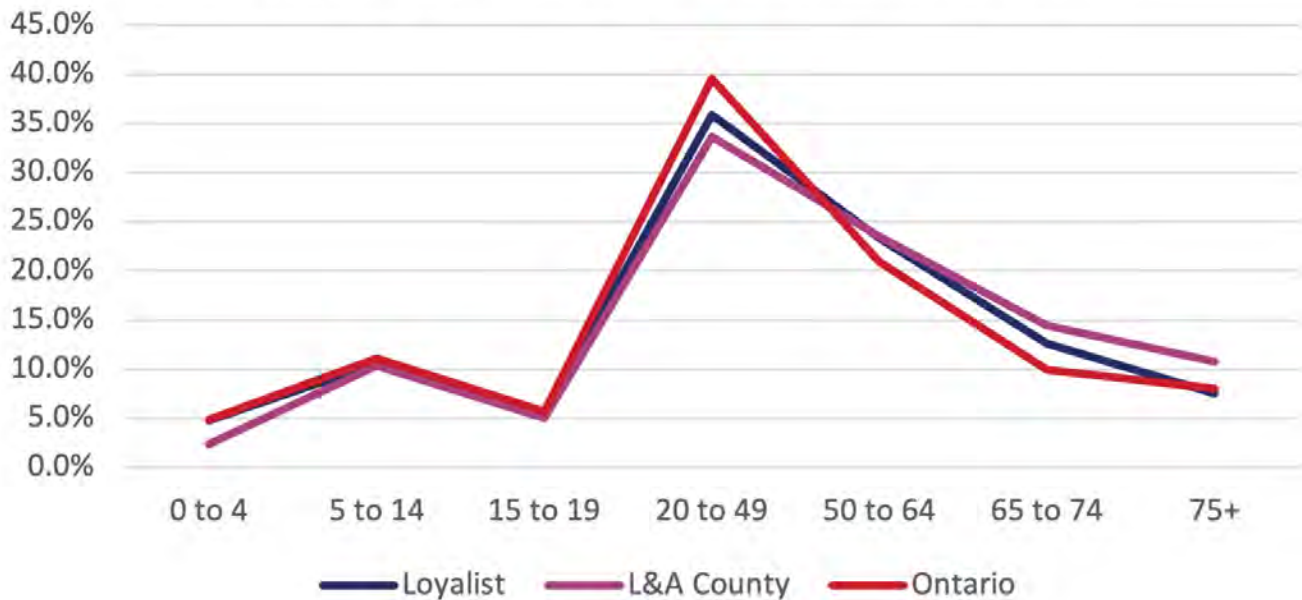


Figure 1-2: Age distribution comparison between Loyalist Township, Lennox & Addington County and Ontario

Figure 1-3 shows the change in the age distribution for Loyalist Township between 2016 and 2021. The largest differences in age distribution are a 1.8% decrease in population of the 50-64 years age group and a 0.7% increase in the population of the 65-74 years age group, indicative of an aging population. According to the Growth Analysis for the New County Official Plan Staff Report, it is projected that by 2051, 25% of the County population will be 65 years of age or older, noting a 25% increase from 2021.<sup>1</sup>

<sup>1</sup> Staff Report to County Council: Growth Analysis for the New County Official Plan, October 3, 2023.

### Loyalist Age Distribution 2016, 2021



Figure 1-3: Loyalist Township Age Distribution Comparison between 2016 and 2021

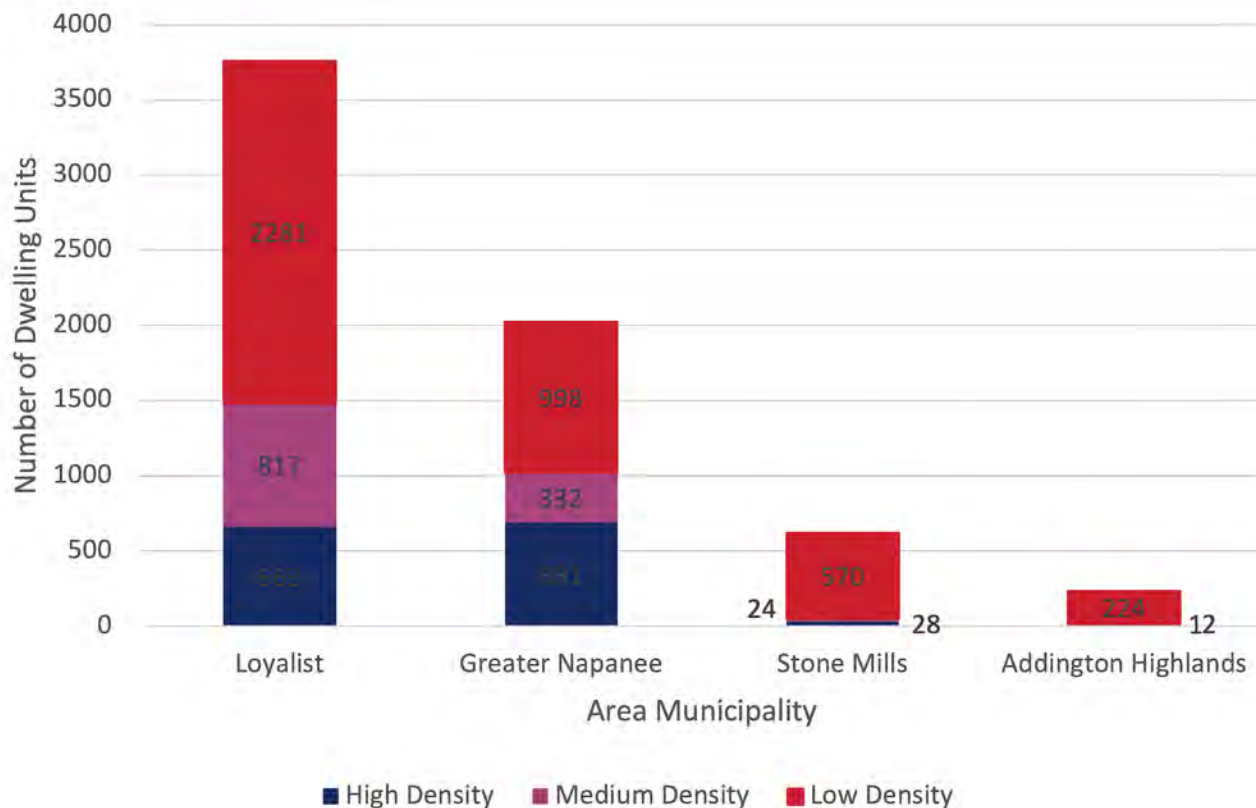


Figure 1-4: County of Lennox & Addington share of permanent housing growth by local municipality, 2021 to 2051<sup>2</sup>

2 Chart adapted from the Growth Analysis and Urban Land Needs Report for the County of Lennox & Addington, September 2023

Loyalist Township is also part of the Kingston Census Metropolitan Area (CMA), with strong economic ties to the City. The Township's proximity to Greater Napanee also proves beneficial to residents of both areas in terms of employment opportunities. The Township is currently experiencing significant growth in residential and industrial assessment classes, although the largest industrial development (Umicor), has been indefinitely postponed.

The County forecasts that Loyalist Township is expected to accommodate the largest share of housing growth within the County during the 2021-2051 period. Of the total building permits issued for new dwellings from 2013 to 2022, approximately half were issued in Loyalist. The County has four urban settlement areas, three of which are located in Loyalist Township (Amherstview, Bath, and Odessa), thus approximately 54% of the County's total future urban supply potential in active development plans is located in Loyalist Township (Figure 1-4).

**Anecdotally, in consultations we heard that many more families with young children have moved to the Township since 2021, and this is likely true considering the new developments that have been occurring (e.g., Figure 1-4 shows a large increase in development in the County, most of which was in Loyalist in 2022 and 2023). However, at this time, there is no updated (2024) age-specific population data available to confirm this.**

The population of Loyalist primarily comprises residents who ethnically identify as English (27%), Irish (25%), Scottish (21%), Canadian (21%), and French (12%). Immigrants represent 9% of Loyalist’s total 2021 population, and most arrived as adults prior to 1980. From 2016 to 2021 there was a 13.1% (1,220/1,380) increase in the number of Loyalist residents who indicated they were immigrants. Of these, 12% (165/1,380) reported coming to Canada in the past decade, which is almost three times as many reported in 2016 (Table 1-8).

Table 1-8: Immigration Status of Residents in Loyalist Township in 2016 and 2021

Status	# Population in 2016	# Population in 2021
<b>Non-immigrants</b>	<b>14,660</b>	<b>15,490</b>
<b>Immigrants</b>	<b>1,220</b>	<b>1,380</b>
Before 1980	760	740
1980-1990	145	175
1991-2000	105	155
2001-2010	155	150
2011-2021	55*	165

Source: 2021 Canadian Census

\*Between 2011-2016



# 1.4 Consultations

Achieving a high level of consultation engagement was a top priority for the Township in developing this Plan. A comprehensive suite of engagement activities were conducted to ensure a broad segment of the community was involved. Figure 1-5 outlines the consultation activities conducted for this Plan.



Council Interviews



Staff Interviews



Stakeholder Interviews



Online Engagement



Youth Engagement



Community Open House



Random Resident Household Survey



User Group Survey

Figure 1-5: Consultation activities conducted

Engagement was very high for this project, resulting in large amounts of feedback and data to review and consider. Consultation feedback was discussed in detail in the Community Priorities Report, a companion to this document. Here, we highlight the key themes and specific priorities for the following topics:

- General priorities
- Service Delivery
- Programs and Recreation Events
- Indoor Facilities
- Parks and Trails
- Outdoor Facilities

### **General Priorities**

- Desire for equitable distribution of activities/opportunities between settlement areas, particularly between Amherstview, Bath, and Odessa
- Need to support recreation opportunities on the Island
- High demand for a splash pad, dog park, skate park/pump track, trails, pickleball
- Improvements needed to playgrounds, waterfront, and sports fields
- Need for indoor recreation space such as a gymnasium
- High demand for an indoor walking track, and reopening of pool/additional aquatic activities
- Community enjoys spending time outside, and using parks and recreation to socialize
- Additional large recreation expenditures should not occur in the short and medium-terms (within six years)

- Policies and agreements need to be reviewed and updated
- Need to attract and retain additional staff to support program growth and maintenance and operations
- Accessibility is a key concern: in terms of transportation, mobility, support for those with disabilities, and affordability
- Trail connectivity and expansion: Interest in additional and longer trails/walking paths to improve connectivity between existing trails, as well as more consistent trail maintenance over the winter months
- For parkland dedication, there is a strong preference for building fewer larger community parks or trail parcels as opposed to more small parks and parkettes

### **Service Delivery**

- A core service the Township should provide is indoor and outdoor recreation space
- Should seek out and take advantage of funding opportunities, such as local developers and private partnerships
- With industrial tax base growing, there could be capacity in mid- and late-term for even more investment in parks and recreation
- Need for new policies and procedures for work standards and operational reviews
- There is a shortage of staff that needs to be addressed, especially once the pool opens
- Would be helpful to have volunteer support for parks and recreation services

- Building community: Township grew quickly around the pandemic, when people could not get out and be together. Need to focus on strengthening Loyalist as one cohesive community, and reducing the historical separateness of the settlement areas
- Interest in exploration of partnerships and agreements with non-municipal groups to enhance programming diversity and reach

### Programs and Recreation Events

- Loyalist currently offers a variety of sport type programs that are well attended, but as the population grows, the demand for programs is also expected to increase
- Staff do a good job in trying to provide opportunities all across the Township, based on available resources
- People are interested in the social aspect of recreation, should focus on using recreation to engage newcomers, neighbours, and people who are new to certain activities
- More diverse programming is desired, especially with regards to outdoor activities, youth, and seniors' programming
- Individuals with mental, physical, and sensory disabilities are underserved by both programming and facilities currently, and staff are keen to address this
- Increase of community interest in unstructured activities such as drop-in activities, splash pads, outdoor rinks, and skate parks





## Indoor Facilities

- The W.J. Henderson Recreation Centre (WJH) renewal project will provide the Township with a much needed new aquatic facility that will also integrate current accessibility features
- Interest in finding creative ways to use existing spaces through partnerships
- There should be a community hall in each community, though it does not necessarily need to be owned/operated by the Township
- Community interest in the second phase of the WJH project, which includes an indoor track and gymnasium in preliminary designs
- Community interest in municipal fitness facilities, which the Township recognizes provision needs to align with commercially operated facilities and services in Loyalist
- Focus should be on prioritizing renewal of existing infrastructure before building new facilities/assets
- The cost of renting non-municipal spaces in order to accommodate program demand makes it difficult to maintain program affordability
- There is interest in developing additional indoor pickleball facilities
- There is support for a second larger rentable space in Amherstview for parties and meetings

## Parks

- Concern regarding lack of protection of natural spaces (e.g., clear cutting parcels for development), need for natural heritage planning for recreation
- Parks and public amenities in Odessa are tiny and lacking
- Strong interest in expanding existing trails to create a more comprehensive network that would allow for better access to recreation areas and encourage active transportation
- Need for additional staff to maintain new parks coming online, and additional resources to be identified in the Urban Forest Program
- Need for more inclusive and accessible playgrounds in all three communities
- Need for community gardens
- High interest in a dog park, previously had a grant to build it but due to resident push back (from neighbours of potential locations), the project did not go forward and money was reallocated
- High interest in skate park, pump track, and splash pad
- Family friendly, accessible bathrooms are needed to support programming at parks and natural spaces
- Lack of trails and natural space, particularly, a lack of trails along the waterfront and connectivity more generally throughout Township
- There are a large number of playgrounds that need to be replaced or repaired
- Specific park improvements required for Willie Pratt Sports Fields, Finkle's Shore boat launch and Sk8er Park
- Some interest in creating better signage and renaming parks for more impact (the Township has since developed new improved park signs and is implementing them starting in May 2025)





### Outdoor Facilities<sup>3</sup>

- Baseball diamond used by the Amherst Island Recreation Committee (AIRC) needs care (on school property)
- Lack of shade at sports fields
- Residents indicated an interest in more pickleball courts, both indoor and outdoor
- The service level of outdoor courts (including tennis, pickleball, and basketball) does not meet the demand from residents
- Need to determine the impact that the removal of three school board owned/maintained diamonds from the community-wide supply of quality facilities for organized use will have on future municipal supply

<sup>3</sup> Outdoor facilities refer to outdoor sport facilities that are rented and/or scheduled for regular use for programming, either by the Township or by community groups (e.g., ball diamonds, soccer fields, pickleball courts, etc.). Park amenities include those amenities at parks that are for open access, free use (e.g., playgrounds, skate parks, splash pads, etc.).

## 1.5 Trends

The Township recently completed a Recreation Service Delivery Review (2022), which contained discussion of relevant recreation trends. Key highlights include (from pages 16 and 17 of the Review):

- Overall spending on culture and leisure has declined over time. As the 2016 Canadian Index of Wellbeing notes, this is due to a variety of factors including significant increases in the fixed costs (homeownership, essential products) faced by households. This results in less disposable income to be spent on recreation and leisure. As a public entity, the Township must explore ways to deliver low or no-cost programming to provide opportunities to mitigate this economic trend.
- In contrast to spending on recreation and leisure, physical activity has increased, with active transportation and informal activities increasing in prominence. This trend asks municipalities to increase their attention and investment in playgrounds, parks, trails, walking paths, and cycling lanes as opposed to the traditional conceptions of recreational facilities.
- The trend towards active transportation and informal recreation and leisure also manifests as increasing connectivity with nature and demand for formal parkland and natural areas. This trend was accelerated by the limitations on indoor activities due to public health measures to address COVID-19.

- The pandemic had a twofold impact by increasing the demand for recreational and cultural activities while restricting the supply. There is a significant unmet demand for traditional parks, recreation, and cultural activities as well as alternatives that have grown in popularity during the pandemic period. The pandemic also resulted in:
  - Increased societal awareness of active recreation and engagement with the outdoors, along with the physical, mental, and community benefits of doing so.
  - Negative impacts on retirement-age adults and school-age children socially, physically, and mentally. Higher degrees of social isolation and an inability to participate in both passive and active social activities have hindered the physical literacy of children learning to use their physical and social skills and older adults working to maintain them.

In addition to those covered above, the following trends impacting parks and recreation are also worth consideration:

### **Expanded role/expectations of municipal parks and recreation:**

- With increased levels of housing insecurity across the country, parks and recreation departments have been providing services and addressing societal needs that have been, up until recently, the realm of social service and public health agencies. In many municipalities; this has taken the form of developing policy or strategies for

encampments in parks, shower access programs in recreation facilities, and determining a unified (as a corporation and as a parks and recreation department) approach and messaging to those who use public assets - both housing secure and insecure.<sup>4</sup>

- The movement toward multi-use, hub-type recreation facilities also supports the intersection of social services and recreation, for example the inclusion of health services or immigration support services at recreation centres.<sup>5</sup>
- While gardening has been a favoured form of recreation for many for a long time, there has been a shift from what used to be mostly a focus on ornamental gardens and baskets, to developing and supporting community gardens where residents can grow food for themselves and/or to donate to food banks. This shift can be attributed to both a growing awareness and concern for the impact of climate change on food sources, as well as concern for the impact of skyrocketing food prices.

### **Responding to new recreation program and infrastructure demands:**

- Owing to federal policy in recent years, many communities have seen a large influx of new immigrants (or at least in comparison to their historical levels of new immigrants), and with this, new recreation interests. Given the high numbers of southeast Asian newcomers, demands for cricket pitches have been increasing.
- New program and infrastructure demands also stem from the ebb and flow of activities that explode in popularity (e.g., pickleball) and those that are in decline.
- The programming and facilities sections discuss new program and infrastructure demand trends further.

---

4 For example, from the City of Kingston:

#### **Enforcement of daytime sheltering prohibition**

The City, with support from community partners, will have begun applying the [Parks Use Bylaw](#). To facilitate this change, municipal and agency support staff are proactively communicating the upcoming change to people staying in public parks. City staff, partnering with Street Outreach workers, are on-site and actively engaging people staying in public parks, informing individuals of options and receiving feedback on how the enforcement of the bylaw will affect them. People who are staying in parks are being offered support services, indoor spaces in which to shelter, transportation and storage options for their belongings. Daytime storage options for shelters and belongings and drop-in services are expanding to support those transitioning out of the area during the day. We remain committed to finding safe, supportive housing for people experiencing homelessness. (<https://www.cityofkingston.ca/community-supports/housing-and-homelessness/homelessness-services>); For example, at the City of Mississauga: <https://www.mississauga.ca/recreation-and-sports/sports-and-activities/assistance-programs/help-for-the-homeless/>

5 For example, the Southfields Community Centre in the Town of Caledon: <https://facilities.caledon.ca/Home/Detail?CategoryIds=&FacilityTypeIds=24&Keywords=&ScrollTo=google-map-trigger&CloseMap=true&Id=a4143dd6-b8c4-4d23-8077-2b27b6153d58>

## Impact of decisions of upper levels of government

- As mentioned above, federal decisions regarding immigration impact both the levels of growth and the demographics of communities, which in turn impacts demands on services. There is some indication that the ballooning immigration seen in recent years may slow down, as the Federal government announced in August 2024 that they are reducing the amount of temporary foreign workers, and are considering reducing the amount of permanent residents accepted each year.<sup>6</sup> However, it is hard to predict what will happen in the coming years as policy and government parties shift.

## More Homes Built Faster Act, 2022

- This legislation revised ten provincial acts including, but not limited to, the Conservation Authorities Act, Development Charges Act, and Planning Act, which resulted in significant implications for Ontario's land use planning regime. Bill 23 overrides zoning bylaws to increase density but simultaneously limits municipalities' ability to use development charges and parkland requirements toward concurrent infrastructure and services that support that density. For municipalities experiencing residential growth, adherence to Bill 23 has a disproportionate impact on finances. The implications of this Act on Loyalist are discussed further in the implementation section.

## Climate change considerations

- Climate change impacts all areas of service for parks and recreation, for example: changes in rain patterns and temperature impacting plants, trees and turf; inability to maintain ice in outdoor natural rinks; reduction in availability of snow sports; preparation and adaptation for outdoor programs and events in extreme heat, etc. In terms of climate change adaptation and mitigation, a variety of actions are being taken in municipalities for example, ensuring that facility upgrades include green/sustainable design, using green infrastructure and planting native, drought tolerate plants, etc. Like many municipalities, Loyalist has developed a climate action plan (ResiLienT Loyalist Township Climate Action Plan, 2021) to formalize a unified approach in adapting and mitigating impacts in the Township.

Throughout this report, additional trends are discussed to support assessments. These include:

- Outdoor, unstructured activities (p. 54)
- Physical activity in children and teens (p. 44)
- Recreation staffing (p. 34)
- Intergenerational activities ( p. 52)
- Pickleball (p. 80)

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6 <https://www.cbc.ca/news/politics/trudeau-crackdown-temporary-foreign-workers-1.7304819>

# 2.0 Recreation Programs and Events

This section of the Plan discusses recreation program and event needs and delivery of these services for the next 10 years, under the following headings:

- 2.1 Clarifying the Role of the Township in Recreation Program and Event Provision
- 2.2 Geographic Approach to Provision
- 2.3 Program Delivery
- 2.4 Program/activity Areas for Development

The next sections on facilities (section 3.0) and parks (section 4.0) discuss the physical spaces required to deliver these programs.



## 2.1 Clarifying the Role of the Township in Recreation Program and Event Provision

There is a need to clarify the role of the Township in providing programs and events in order to efficiently direct limited resources where they are most needed, while also supporting and leveraging the work of other program and event providers. Table 2-1 outlines the various providers of recreation programs and events in the Township, the role of the Parks and Recreation Division in each case, and **high-level strategic priorities** for the Parks and Recreation Division going forward.<sup>1</sup>



<sup>1</sup> Internally known as Recreation and Facilities Division

Table 2-1: Overview of Program Providers, Roles, and Priorities for the Parks and Recreation Division

Types of program and event services provided <sup>2</sup>	Role of Loyalist Parks and Recreation Division	Priorities for Parks and Recreation Division
<b>Loyalist Parks and Recreation Division</b>		
<ul style="list-style-type: none"> <li>• Active (sport, fitness) and non-active (cooking, art lessons, social, etc.), leisure programs</li> <li>• All age groups</li> <li>• Recreation events with a physical activity/wellness/park/recreation component</li> </ul>	<ul style="list-style-type: none"> <li>• Direct provider of these programs and recreation events</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to provide the range of programs currently provided</li> <li>• Expand in terms of time slots and capacity for high-demand programs; and program areas of need as discussed in the proceeding sections</li> <li>• Continue to provide programs directly (noting staffing implications)</li> <li>• Focus on filling gaps in supply - the areas of focus for the Township should be fluid in response to changing circumstances</li> </ul>
<b>Loyalist Heritage, Culture, and Tourism (HCT) Division</b>		
<ul style="list-style-type: none"> <li>• Programs and events at heritage sites</li> <li>• Events with arts and culture components, and that are tourism marketed</li> </ul>	<ul style="list-style-type: none"> <li>• Occasional partner in events</li> <li>• Assistance with set up/take down</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain a focus on events with a physical activity/wellness component, and/or that focus on parks, trails or recreation facilities</li> <li>• Support HCT in events that cross over in subject area</li> <li>• Support HCT with facility and</li> <li>• Park set up for events and programs at heritage sites</li> </ul>

<sup>2</sup> Not an exhaustive list

Table 2-1: Overview of Program Providers, Roles, and Priorities for the Parks and Recreation Division Cont.

<b>Non-Profits, Community Organizations/Events</b>		
<ul style="list-style-type: none"> <li>• Programs and events on Amherst Island</li> <li>• Annual fair and events</li> <li>• Free, drop-in programs for preschoolers and parents</li> <li>• Programs directed at seniors</li> </ul>	<ul style="list-style-type: none"> <li>• Partners (in various forms)</li> <li>• Marketing support</li> <li>• Provide facilities/ space for rent/in-kind (where agreements in place)</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to partner, where successful</li> <li>• Do not replicate programs, focus on providing those that other groups cannot</li> </ul>
<b>Sports Leagues</b>		
<ul style="list-style-type: none"> <li>• E.g., hockey, soccer, skating, ball, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide facilities/ space for rent</li> <li>• Marketing support</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to provide support (see Sections 3.0 Facilities and 5.0 Service Delivery for further detail)</li> </ul>
<b>Service Clubs</b>		
<ul style="list-style-type: none"> <li>• E.g., gardening and beautification, community events, fundraising for parks</li> </ul>	<ul style="list-style-type: none"> <li>• Provide park space at no cost</li> <li>• Financial/in-kind support (where agreements and/or grants are in place)</li> <li>• Marketing support</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to provide support (see Sections 3.0 Facilities and 5.0 Service Delivery for further detail)</li> </ul>
<b>Other Public and Commercial Providers</b>		
<ul style="list-style-type: none"> <li>• Provide space for rent (some)</li> <li>• Activities for children, adults, and seniors</li> </ul>	<ul style="list-style-type: none"> <li>• Rent space as needed from St. John’s Hall and schools to run Township programs</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to seek out existing space in the community that can host programs, especially in Odessa and Bath</li> </ul>

It should also be noted that as the Arts, Culture and Heritage Master Plan is also being completed in 2026, it is essential to ensure alignment between the two 10 year documents, particularly in the areas of events, programming, and volunteer management.

The Arts, Culture and Heritage Master Plan will include an Event Enhancement Strategy that focuses on strengthening and expanding community events through innovative and creative opportunities. At the same time, the Parks and Recreation Master Plan emphasizes the value of

programming and events that activate public spaces, support community well-being, and bring residents together.

The Arts, Culture and Heritage Master Plan will also include a Volunteer Strategy aimed at recruiting, retaining, and recognizing volunteers, while creating meaningful opportunities aligned with arts, culture, and event delivery. Taken together, the two Master Plans will provide a coordinated and complementary approach to event planning, programming, and volunteer management.

## Assessment

As outlined above, the Township provides Recreation programs and events both directly, and indirectly by supporting and partnering with other providers. In doing so, the Parks and Recreation Division is offering a reasonably varied roster of programs. However, the Township is under increased pressure to provide more programming for two main reasons: firstly, the large population increase seen in recent years and secondly, that there are few privately-run recreation opportunities in the Township. It has also been noted that many new residents have moved from larger communities, with larger tax bases and more expansive recreation services, and expect the same levels of service in Loyalist.

Given these pressures, the following should be considered when determining if the Township should directly provide a certain recreation program or event:

- If there is confirmed demand (e.g., waitlists, substantial/frequent documented requests)
- If there are no other local groups willing to provide it
- If instructors and appropriate facilities are available
- It would not be excessively expensive for the Township to provide<sup>3</sup>

The far-right column in Table 2-1 summarizes high-level priorities for the Township's approach to programming, in order to support a wide range of recreation programs efficiently.

PE 1: Programming strategic direction 1: Continue to provide the range of direct programs currently provided, and expand for high-demand programs, and new programs as discussed in the following sections.

PE 2: Programming strategic direction 2: Continue to support existing partnerships/collaborations and seek new partnerships/collaborations for additional recreation programs and events, and facility spaces to hold programs throughout the Township.

PE 3: Programming strategic direction 3: The program areas of focus for the Township should be fluid in response to changing circumstances.



3

Please see section 5.0 Service Delivery for more discussion on pricing and financing recreation

## 2.2 Geographic Approach to Provision

Provision of recreation opportunities across settlement areas was a prominent topic during consultations, as summarized below:

- Desire for equitable distribution of activities/opportunities between settlement areas, particularly between Amherstview, Bath, and Odessa.
- Programs should be more accessible to rural residents.
- Lack of appropriate/suitable spaces in each community is a barrier to program development.
- In the online survey, 40% of respondents were satisfied with the locations of programs, and 33% were satisfied with the diversity of programs offered in the Township.
- Shared sentiment that there needs to be more programming outside of Amherstview.
- Comments related to programming on Amherst Island mostly hinged on access (or lack thereof) to the school gymnasium where all programs are held. There is a desire for more programs during the day (when the school gym is not available), and it was noted that travel to the mainland for programs is not reasonable considering commute time and reliance on ferry schedules. Drop-in/

nonscheduled activities were also requested.<sup>4</sup>

- Online comments mentioned lack of facilities and indoor options in Bath and Odessa to much greater extent than random survey (75% of random survey respondents did not think any new indoor facilities are needed).
- From the 2022 Recreation Service Delivery Review survey: Respondents identified that the lack of facilities in Bath and Odessa is a factor that inhibits their participation in recreational programming. Responses highlighted the need for smaller multi-purpose satellite facilities in these centres that could accommodate a range of programs and uses and would be accessible by residents of these communities without a vehicle or need for public transit. Similar concerns on Amherst Island were also identified.

### Assessment

In an ideal situation where resources were not limited, each community would have access to a proportional amount of programs and activities. As a first step to equitable provision, the amount/capacity and variety of programs should be in proportion to the population, and responsive to local demographics.

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<sup>4</sup> Note, consultations for this Plan occurred prior to the lease agreement established in summer 2024 between the School Board and Township for access to the gym and multi-purpose room at Amherst Island Public School.

Table 2-2: Township Programs Provided in Each Settlement Area for the year 2023

Settlement Area	# of Programs offered in 2023	% share of programs	Population	% share of population
<b>Amherstview</b>	419	92.1	8,472	43.2
<b>Amherst Island<sup>5</sup></b>	9	2.0	435	2.2
<b>Bath</b>	17	3.7	2,344	12.0
<b>Odessa</b>	10	2.2	1,672	8.5
<b>Rural Area</b>	0	0	6,692	34.1
<b>Total</b>	455		19,615	

Based on Table 2-2, there is an imbalance in the spread of municipal programs across the Township - for example, Amherstview has 43% of the population, but 92% of programs. On the other hand, Bath has 12% of the population, but only 4% of programs.

Unfortunately, a key limiting factor is appropriate facility space in each community, but it is not feasible or advisable for the Township to provide/duplicate the same facilities in each community (facilities are discussed further in section 3.0 Facilities). Therefore, programs and activities should take advantage of existing assets (i.e., facilities, parks, waterfront, trails, etc.), as is the case currently. The Township has made progress recently in this regard, by securing use of the Bath Fire Hall for programming (this occurred after consultations for this plan were completed).

It must also be noted that Bath and Odessa are less than 15 minutes to Amherstview, which is not an unreasonable travel time to services for adults with access to a personal vehicle. Children, youth, and seniors are demographic groups that have high

recreation needs, and low/reduced mobility, so for these groups, it is more important to provide recreation opportunities within their home communities.

Amherst Island is a unique case, not only because it is separated from the mainland by a ferry ride (which complicates and extends the commute), but also because the Amherst Island Recreation Association ('AIRA') provides programming on the island, as opposed to the Township Recreation Division. To address needs specific to the island (based on consultations), the Township should provide more outdoor amenities for casual use on the island. This is discussed further in section 4.0 Parks and Trails. Another approach involves offering an equipment library (see case study on page 32), whereby residents can rent out various recreation equipment e.g., snowshoes, bird watching kits, paddle craft, art and craft kits, racquet sport kits, scooters, etc. The AIRA could approach potential partners to help store equipment, host the lockers, and administer this program, such as the school or the General Store.

5 These programs were provided by the Amherst Island Recreation Association (AIRA)

While there is a strong sense of community within each separate settlement area, the Township would benefit from fostering cohesion between the communities as was expressed in consultation. By providing a more equitable array of services and having a larger presence of staff and Township programming across the communities, each will begin to feel more a part of Loyalist.

PE 4: Amherstview should continue to host the majority of programs, particularly active programs as the facilities exist to support these programs.

PE 5: Programs should continue to be offered in Bath and Odessa as much as can be supported, and suitable to the space available.

PE 6: In Bath and Odessa, increase the amount of programs and activities offered for seniors and children/youth.

PE 7: Ensure that each community has unstructured, outdoor recreation opportunities, including those directed at children and youth, seniors, and for all ages (see section 4.0 Parks).

PE 8: Continue to partner with Amherst Island Recreation Association in providing services to Islanders.

### **Case Study: Lending Library - South Dundas, Ontario**

The Municipality of South Dundas has developed and implemented a free lending library to support active healthy lifestyles and participation in sports and leisure activities in the community.<sup>6</sup>

After signing up for a membership residents can access a wide array of sporting equipment including soccer balls and small portable nets, footballs, volleyballs, basketballs, bocce ball set, a road hockey set (goalie pads, blockers, gloves, sticks, balls), horseshoes, croquet sets, bicycles (adult and youth road bikes, mountain bikes, helmets) as well as equipment for water sports (stand-up paddleboards, single and double kayaks, canoes, life jackets, paddles), winter sports (cross-country skis, poles, boots; snowshoes), and racket sports (badminton/tennis/pickleball nets, rackets, paddles, birdies, balls).

In order to borrow equipment, individuals must be a resident of South Dundas, provide identification, and complete a Loan Agreement Form. If under 18, a parent or guardian must be present. Pickup and drop-off is based at the local arena and appointments are mandatory, with reservations made at least 24-hours in advance. Once signed out, equipment can be kept for three days. The Lending Library was established with funding from a Trillium Grant and expanded by a Canada Healthy Communities Initiatives grant.

<sup>6</sup> <https://www.southdundas.com/recreation-tourism/recreation-community-facilities/lending-library>

## 2.3 Program Delivery

### Program Staffing Current Staffing and Future Needs

The Department currently has four full time staff: a Supervisor of Recreation & Leisure; a Recreation Programmer; Recreation Program Coordinator; and Aquatics Coordinator. Programs are delivered by a number of instructors (ranging from 13 - 46 PT casual), and additional administrative and customer service support is provided by two Recreation Clerks (1 PT, 1 FT) and a number of Recreation Services Representatives (RSRs) (range from 7 - 8).

In consultations with staff, we heard that in an effort to work collaboratively, the Supervisor, Programmer and Coordinators are taking on more responsibilities regarding administrative tasks, customer service, room preparation for programs, and tech support all of which are in addition to more pressing responsibilities of their job descriptions. While multiple factors are at play, it appears staff have been taking on these extra tasks both due to a desire to provide excellent customer service and a reluctance to pass clients or tasks off to others. Additionally, the unreliability of instructors is a challenge that impacts program delivery and the effectiveness of full-time staff as they are required to assist with program delivery in the absence of the instructor. Managing/coordinating instructors is also a challenge, with a large number of

instructors each working a small number of hours. For example, as of December 2024 there were 17 instructors, and looking at a sample of hours worked over two months, the vast majority worked only 2 – 4 hours per week. As it is, the system is inefficient both for the instructors and for the staff coordinating them.

Within the recreation programming division there is a need to review positions and update job descriptions, removing any duplication and redundancies across positions, followed by implementation ensuring that each position is effective and focused on their area of responsibility. Additionally, it is recommended that permanent part-time instructor positions be reviewed and considered within the structure.

In addition to staff's current tasks and responsibilities, this Plan contains recommendations for further development of programs (see the following section, 2.4), which will add to the current workload for all staff:

- Expanding children's and youth programs/opportunities
- Expanding opportunities throughout the Township geographically
- Continuing and evolving partnerships/ liaising with a number of key providers (Seniors Association Kingston ("SAK"), AIRA, local leagues, etc.)
- Continued support for higher volume programs (e.g., aquatics, fitness, etc.)

In addition to this Plan's directives, there are also new initiatives from the Corporate Strategic Plan for consideration, as well as the impact of the WJH Renewal moving toward a more year-round facility.

Aquatic staffing needs were reviewed in detail in the WJH Validation Report, and as such were not assessed here.

PE 9: Review positions and job descriptions, remove any duplication and redundancies across positions, followed by implementation ensuring that each position is effective and focused on their area of responsibility.

PE 10: Add positions as recommended in the WJH Validation Report.

## Attracting and Retaining Staff

Municipalities across Ontario have been experiencing challenges with recruiting and retaining staff, with particular difficulty finding instructors (aquatic and dryland). Smaller municipalities face additional challenges trying to offer competitive wages, and sometimes requiring longer commutes for instructors that must be hired from out of town (due to none being available locally). Loyalist has faced the same challenges: non-local instructors have indicated that the small number of hours are not worth the long commute. The Township has had job postings for instructors open continuously from 2022 through 2024, in an effort to secure enough instructors for classes. Other factors that make hiring instructors

challenging include evening and weekend hours, and that there is no public transportation outside of Amherstview, requiring that instructors drive and have access to a vehicle (note, there is currently a pilot project ongoing with a bus route that links Bath and Odessa to Amherstview, every 1 - 1.5 hours during rush hours only. The pilot is planned to run until the end of 2025). Employment trends and approaches taken by others to assist with staff recruitment and retention are discussed below, including for example, higher wages, permanent positions, a focus on workplace wellbeing and Equity, Diversity, and Inclusion (EDI).

### General Recreation Staff Shortage

Shortages exist in all program areas that require certified staff. The problem is attributed to several factors including the disruptive effects of the pandemic in ongoing training and keeping qualified staff, and the pay for this work, which is not as attractive now as it was in the past. In addition to resolving overall staff shortages, higher wages will continue to be required to remain competitive in the labour market.

Potential staff pools include:

- Retired seniors
- Residents with specific interests and skills (to lead/host short-duration programs)
- Shared part-time instructors with other agencies (e.g., YMCAs) or neighbouring municipalities
- University/college students enrolled in recreation adjacent programs (including teaching, Educational Assistants (EA), child and youth development, etc.)

## Employment Status

Recreation departments often use part-time, casual, and contracted workers to fulfill a variety of roles (e.g., seasonal work, instruction, etc.). These roles typically have few hours each week, no benefits, and low job security with employees being less invested in the position as a result. Many municipalities are shifting away from these models to full-time and permanent part-time positions for recreation positions. The guarantee of higher hours, higher pay, job security, benefits, etc. is more attractive to candidates, and could result in greater recruitment and retention of quality employees. On the other side, employees will be required to bring more varied skills to the table, for example, pivoting roles during different seasons, or instructing a wider variety of programming for different age groups. The recommendation to review positions and job descriptions (PE 9) should include transitioning casual roles to permanent full- or part-time.

## Recruiting and Retaining Young Workers

The Indeed Hiring Lab and Glassdoor Economic Research teams published the *Hiring and Workplace Trends Report 2023*, which identified and discussed the top five long-term labour market trends:

- Demographic shifts and aging populations mean hiring will remain challenging for years, as labour supply issues will remain.
- Remote work, which was a necessity during the pandemic, will continue to thrive.
- Employee expectations and demands, including their compensation and benefits needs, with inflation playing a key role.
- Increasing importance of company culture as key in both attracting and retaining employees.
- Diversity, equity, and inclusion will remain top of mind, as employees continue to deeply care about these initiatives, and judge the progress employers are making.

Table 2-3 summarizes these trends, and tips for adapting (from the *Hiring and Workplace Trends Report, 2023*), as well as how these trends and tips may be applied in the Parks and Recreation sector.

Table 2-3: Labour Market Trends, Adaptations, and Applications to the Municipal Parks and Recreation Sector

Labour Market Trend	Adaptive Approach <sup>7</sup>	Application to the Municipal Parks and Recreation Sector
Demographic shifts (primarily aging population and declining birth rates)	<ul style="list-style-type: none"> <li>Immigration</li> </ul>	<p>This is far beyond the scope/realm of influence for municipal parks and recreation departments. However, in broader corporate discussions and strategizing, they can advocate for making their municipality a place that is welcoming and attractive to newcomers, to try and capture as much of that new market potential as possible.</p>
	<ul style="list-style-type: none"> <li>Overlooked pools of workers (e.g., newcomers, people with disabilities who require accommodations)</li> </ul>	<p>Municipalities can try and target groups directly, adapt their postings if necessary, and be open to creative solutions to make things work with a non-traditional applicant.</p>
	<ul style="list-style-type: none"> <li>“Productivity-enhancing” technology (e.g., automation, online booking softwares, online shopping for supplies, etc.)</li> </ul>	<p>To some degree, most municipalities are already doing this, particularly when it comes to facility booking and program registration. At the same time, as large corporations, municipalities are often slow to adopt and roll out new technologies. New technologies can make workloads much lighter with increased efficiency for administrative tasks, freeing up staff to do other tasks that cannot be automated. Sometimes strict adherence to outdated procedures can also hinder efficiency. If this is the case, procedures should be updated, to allow practices to evolve.</p>
Remote Work		<p>The staffing shortages felt most acutely by parks and recreation departments are for instructors, which unfortunately cannot be adapted to remote roles. Instructors must be in person.</p>

7

<https://www.hiringlab.org/wp-content/uploads/2022/11/Indeed-Glassdoor-Workplace-Trends-Report-.pdf>

Table 2-3: Labour Market Trends, Adaptations, and Applications to the Municipal Parks and Recreation Sector  
Cont.

Labour Market Trend	Adaptive Approach <sup>7</sup>	Application to the Municipal Parks and Recreation Sector
Higher wages	<ul style="list-style-type: none"> <li>• Improve benefits package: health care (with mental health included), retirement, and paid time off</li> <li>• Benefits that include mental health care</li> <li>• Offer commuter benefits (for those who cannot work remotely)                             <ul style="list-style-type: none"> <li>• E.g., free parking, public transportation reimbursement, gas allowance</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Some of these items would be under the purview of corporate human resources (the benefits packages and commuter benefits).</li> <li>• Smaller perks can possibly be offered by departmental discretion as long as they do not contravene any corporate policy. Opportunities would vary for each municipality, but could include commuter stipends, and more flexible hours.</li> </ul>
Happiness and Wellbeing	<p>The report did not offer any adaptive approaches, but highlighted how stress was a leading contributor to lack of wellbeing at work, which in turn led to increased turnover.</p>	<ul style="list-style-type: none"> <li>• This is a cyclical problem - being low staffed results in higher workloads and higher stress, which can then result in staff loss.</li> <li>• Parks and recreation departments have a lot of latitude to address healthy workplaces in terms of culture, stress, workload, conflict management, etc.</li> </ul>
EDI	<p>The report did not offer any adaptive approaches, but highlighted how important a focus and investment in EDI is to workers particularly in the 18-34 age range. The importance of EDI is rated even higher by people of colour, women, and parents.</p>	<ul style="list-style-type: none"> <li>• EDI is often a corporate-wide function and approach, and if so, parks and recreation departments should participate and act as leaders in this regard.</li> <li>• Within the department itself, management should ensure that hiring and day-to-day practices are conducted with an EDI lens. Training is an important part of this.</li> </ul>

## Aquatics

Many communities have been experiencing staff shortages in aquatics in recent years. As a result, the primary challenge in expanding aquatic programs is often a difficulty hiring and retaining lifeguards/instructors. Factors attributed to the shortage include:

- Extensive training, and significant investment of time and money, for what is a part-time job for most
- More students taking on extra course work or jobs in their fields
- At the same time, demand for swimming lessons is increasing

While other municipalities are still struggling with this, some strategies being implemented:

- An accelerated training/certification program for youth with an extensive swim background
- Financial aid that can be applied to cover training courses, and/or reducing the cost of courses
- Being proactive about recruiting at high schools

The Province of Ontario has also become involved to help address the shortage, lowering the minimum age for a lifeguard from 16 to 15 in June 2023, however, some municipal staff are concerned that 15-year-olds are not mature/experienced enough to handle some of the positions/responsibilities required.

Another consideration is that the job market is evolving, and it may be time to shift the focus from lifeguarding/instructing as a traditionally student job to other populations who often seek steady part-time work, such as retirees and

stay-at-home parents, or to newcomers who may be eager to obtain quality, Canadian work experience. The Township could try targeting these groups, in addition to students, when advertising for lifeguarding and instructing positions.

PE 11: Consider the following approaches to attract and retain recreation staff:

- Transitioning casual roles to permanent full- or part-time
- For aquatics:
  - An accelerated training/certification program for youth with an extensive swim background
  - Financial aid that can be applied to cover training courses, and/or reducing the cost of courses
- Expand recruiting efforts to:
  - Retired seniors, stay-at-home parents, and newcomers
  - Residents with specific interests and skills (to lead/host short-duration programs)
  - Shared part-time instructors with other agencies (e.g., YMCAs) or neighbouring municipalities
  - University/college students enrolled in recreation adjacent programs (including teaching, EAs, child and youth development, etc.)

- Higher wages
- Focus on corporate culture, e.g., staff wellness, and EDI.

PE 12: Add instructors as needed to support program growth.

## Program Evaluation

The programming team has a process in place to start new programs as pilots to gauge success. Success is gauged by registration numbers, and if sufficient, the program will continue to run. In the past, the team also conducted post-program surveys, but this practice has been suspended due to concerns of consultation fatigue. Survey or consultation fatigue is a concern broadly - the community is often asked to complete surveys or give feedback for any number of projects, municipal or otherwise. This can be combated in a number of ways, including for example:

- Sending surveys out only for specific programs where staff require feedback;
- Sending out general surveys once a year to all participants to collect feedback on any programs respondents may have attended; and
- Using creative methods of collecting feedback such as smiley face buttons placed at the exits of program rooms. Data can be used to gauge collective satisfaction with programs at that location, and/or if analyzed by time stamps, can be used for feedback for individual programs.

There have also been challenges administering the surveys in an efficient manner. For example, Xplor can be used to send out surveys but the program is cumbersome and time intensive to set-up, and there lacks sufficient resources dedicated to optimizing the platform. As discussed above, additional staff in the Division will be tasked with supporting the platform, and with this extra resource, staff will be able to make better use of the technology. Specialized recreation technologies are helpful for data collection and analytics, as well as increased efficiency, once staff are proficient in the software.

PE 13: Continue to undertake post-program evaluations, adapting methods to reduce survey fatigue.

PE 14: Use specialized platforms such as Xplor to conduct program evaluations.

## 2.4 Program/ Activity Areas for Development

The primary barriers to expanding programming are firstly, need for indoor space that is suitable, and secondly, need for additional staff and instructors, which was discussed above. Recommendations for meeting indoor facility needs are discussed in section, 3.0 Facilities. This assessment outlines the needs for programming, and provides direction for when staff and facility limitations are addressed.

Assuming staffing and facility needs are addressed, the following focus areas for program development have been identified through reviewing the current context, and the feedback provided by Council, staff and the community:

- Preschool, Children, and Youth
- Adults
- Seniors
- Outdoor Activities
- Parks and Recreation Events



# Preschool, Children and Youth

Table 2-4 provides a snapshot of the current context and youth program and activity options.

Table 2-4: Children and Youth Programs and Activities: Overview of Current Local Context

Current Opportunities	Consultations: What we Heard	Other Contextual Factors
<ul style="list-style-type: none"> <li>Day Camp (provided by BGC South East on behalf of Township)</li> <li>Variety of sport leagues</li> <li>Extensive non-sport options in Amherstview, a few options in Bath and Odessa</li> <li>Sport/active programs are mostly in Amherstview, with few options in Odessa, Bath, and Amherst Island</li> <li>EarlyON programs in each community provided by Lennox &amp; Addington Resources for Children ('LARC')</li> <li>Parks, playgrounds, trails, etc. for independent use</li> </ul>	<ul style="list-style-type: none"> <li>Children and youth were the groups reported as most interested in more programming, and they were far more interested in sport/active programs than non-active (random survey)</li> <li>The types of additional programs most requested for children and youth were after school programs (32%), wellness (27%), and camps (23%) (random survey)</li> <li>Preschool programs were not a high priority overall in consultations</li> <li>There were requests for more family/intergenerational, all-ages programs and events where parents could participate with their children</li> </ul>	<ul style="list-style-type: none"> <li>Dependent on adults to register, pay and drive them to programs</li> <li>Opportunities for unstructured activities for children are more limited in Bath, Odessa and Amherst Island</li> <li>Physical activity is crucial for health and wellbeing, especially for young people (see sidebar on promoting Active Lifestyles in Children and Youth)</li> </ul>

“Need more access to adult and teen indoor activities! We joined the Pickleball session but it was impossible to sign up as spaces were limited for the Amherstview one and thankfully an Odessa one opened up. My daughter wanted to join the girls basketball and that filled up instantly too. There just aren’t enough spaces for the demand. My teen son has nothing indoor to do and we drive him into Kingston for rock climbing and a Robotics club. It would be nice to not ignore the teenage population.”  
 - Resident Submission

## Promoting Active Lifestyles in Children and Youth

Physical activity has been shown to positively impact nearly all health and well-being indicators for children and youth, including physical fitness, bone health, quality of life, motor skill development, psychological well-being, and pro-social behavior. As a result, numerous public health programs have focused on increasing physical activity levels among this demographic group. And while small improvements have been seen over the past decade, significant progress is still needed. According to the ParticipACTION Report Card on Physical Activity for Children and Youth (2024), only 39% of children and youth aged five to 17 meet the recommended 60 minutes of moderate-to vigorous-intensity physical activity per day on average.<sup>8</sup>

Identified barriers to physical activity among children and youth include increased screen time, reduced opportunities for active transportation, limited access to green spaces, financial constraints, and time limitations. The COVID-19 pandemic has also had lasting effects on physical activity levels due to lockdowns, physical distancing, and the suspension of organized sports. Additionally, the rise in extreme weather events and natural disasters, such as forest fires, floods, and heatwaves, underscores the impact of climate change on physical activity. These events pose unique risks to children and youth, who are particularly sensitive to climate-related health hazards and often need to stay indoors to avoid them.

Addressing these challenges requires a collaborative effort from multiple sectors. The ParticipACTION Report Card on Physical Activity for Children and Youth (2024) emphasizes the need for increased government investment in parks and recreation facilities to enhance access to physical activity opportunities for children and youth. Additionally, it advocates for the development of dedicated physical activity strategies to further promote physical activity among this demographic.

Providers of programming in Loyalist can utilize valuable resources such as the Canadian 24-Hours Movement Guidelines for Children and Youth (ages 5 to 17), the Blueprint for Building Quality Participation in Sport for Children, Youth, and Adults with a Disability, and materials developed by Outdoor Play Canada and Parks People. These resources offer frameworks to help develop programs that encourage children and youth to enjoy the outdoors and engage in physical activity.

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8 <https://www.participaction.com/wp-content/uploads/2024/05/2024-Children-and-Youth-Report-Card-Highlight-Report-1.pdf>

## Assessment

At this time, there are gaps in Bath, Odessa, and Amherst Island in terms of indoor activity options (especially sport/active), as well as outdoor unstructured activities/casual use (e.g., skate parks, pump tracks, basketball courts, obstacle course climbing equipment, etc.). Consultations indicated higher interest in sport/active programs, summer camps, wellness, and after-school programs for children and youth, so program development should focus on these areas first.

As of September 2024 BGC South East began an afterschool program at Amherstview Public School, servicing students in Amherstview. The program stems from the existing agreement between the Township and BGC to provide camps and after-school programs. Based on the success of the program and any lessons learned, the Township should work with BGC to identify opportunities to expand this service to Bath and Odessa.

For example, with recent access to the Bath Fire Hall room for activities, the Township now has an additional space in which to provide programs in Bath. Given that the firehall is directly beside Bath Public School, this could be a great opportunity for an after school program. The side bar titled “Municipal After-School Programs) provides additional case studies for consideration.

## Municipal After-School Programs

Childcare shortages are widespread across the country, and the situation is no different in Loyalist: of random survey respondents who indicated more programs are needed, over a third (the largest proportion) requested after-school programs. There are a few precedents Loyalist can look to from other rural municipalities that offer after-school programs.

The Town of Minto and Township of Mapleton operate at schools through a purchase of service agreement and as an “authorized recreation program”, which allows them to function as a recreation program, thus not binding them to childcare legislation. It also allows them to access subsidies for inclusion support staff. The programs follow Ontario curriculum, and are delivered by qualified staff including Early Childcare Educators (ECEs). Mapleton requires parents to commit for the full year, and Minto does registration month-to-month. In both cases, the municipalities staff the program with full-time staff that use non-program time for preparation and planning. Rama First Nation offers a slightly different model as it is a free, after-school drop-in program at the community centre immediately adjacent to the school.

All-ages programming is another approach that caters to all age groups, and allows families to recreate together. For example, the AIRA hosts all-ages indoor soccer, pickleball, and sports nights on the Island. This approach should be piloted in other areas of the Township, particularly Bath and Odessa where program opportunities are limited for all age groups.

The Council Strategic Plan calls for a senior/youth drop-in centre (by 2026), which would provide a much-needed service to these age groups. This is discussed further in section 3.0 Facilities.

Another opportunity worth noting comes from the Odessa Agricultural Society (OAS), who shared that they are interested in hosting youth dances for grades 5-8 on their site. They are in the beginning stages of discussing this idea, and as it would provide a valuable recreation opportunity for youth in Odessa, the Township should consult with the OAS and provide support to help make it successful.

PE 15: Provide opportunities for free, unstructured recreation geared to children and youth, in each community. Section 4.0, Parks and Trails elaborates on this.

PE 16: Increase capacity in popular children and youth programs including for example aquatics, volleyball, etc.

PE 17: Expand children and youth program offerings, particularly active, wellness, camps, and after school programs, working with community partners as available.

PE 18: Introduce all-ages programs so families can participate in the same program together.

PE 19: Work with community partners to expand opportunities for children and youth.



# Adults

Table 2-5 provides a snapshot of the current context of adult-gearred program and activity options.

Table 2-5: Adult Programs and Activities: Overview of Current Local Context

Current Opportunities	Consultations: What we Heard	Other Contextual Factors
<ul style="list-style-type: none"> <li>• Sport/active programs available in all communities, with the most at the Leisure &amp; Activity Centre (LAC)</li> <li>• Non-sport/active programs mostly in Amherstview</li> <li>• Community sport leagues</li> <li>• Private fitness centres in Amherstview and Odessa</li> <li>• Parks, self-directed activities</li> </ul>	<ul style="list-style-type: none"> <li>• Interest in more adult programming from online engagement:</li> <li>• More evening and weekend classes</li> <li>• Opportunities at WJH so parents can recreate while their children are in classes/activities</li> <li>• More unique adult options (Adult Lego club, dance lessons)</li> <li>• Some noted adult programs and shinny scheduled during regular work hours, and the capacity is limited due to small space at LAC</li> <li>• From random survey, interest in more adult programs was much lower than online engagement (see Figure 2-1)</li> </ul>	<ul style="list-style-type: none"> <li>• Working parents are particularly stretched for time, and tend to prefer the flexibility of drop-in options</li> <li>• Multi-use facilities (discussed in section 3.0, Facilities) allow more opportunity for parents to be active while their children are at programs (and vice versa)</li> </ul>

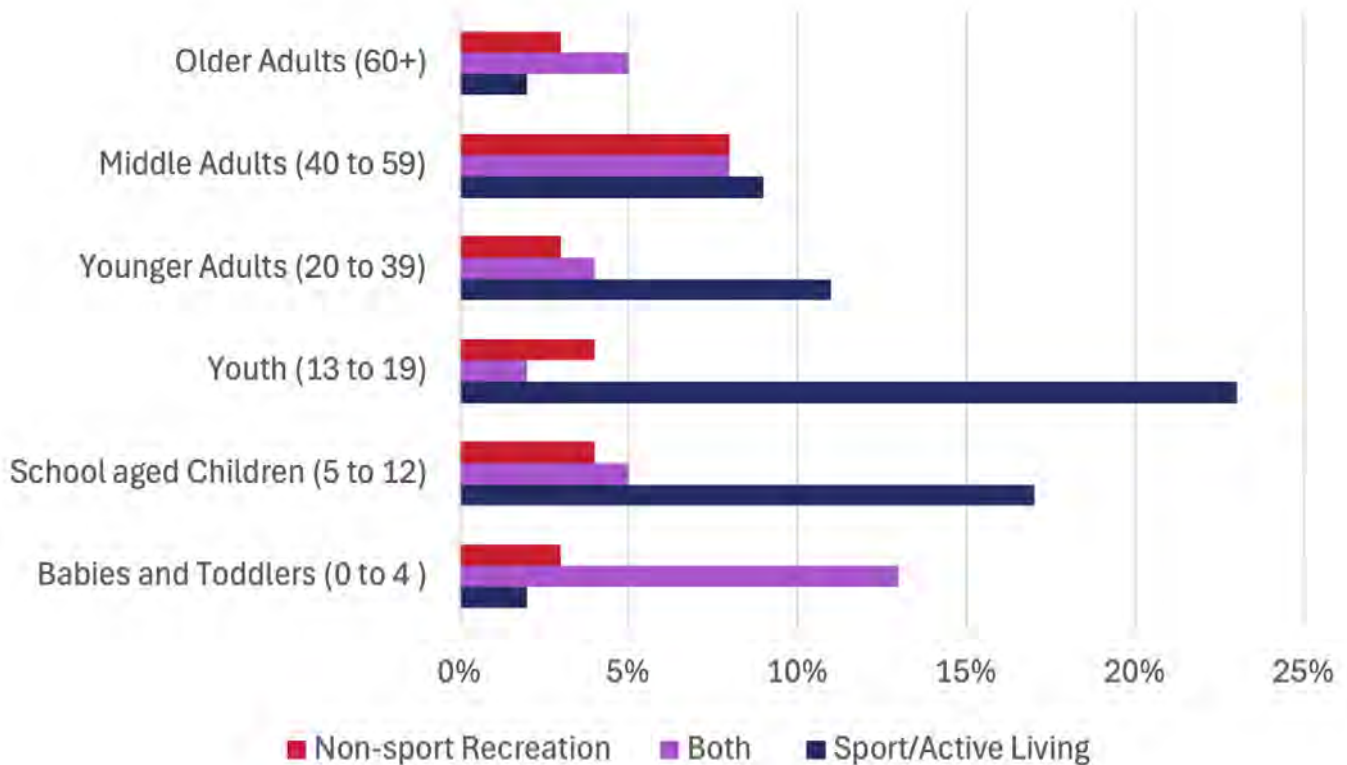


Figure 2-1: Interest in expanded programming for different program types, by age group (Random survey, 300 respondents)

## Assessment

Community consultation on the topic of adult programming was split - online and open house consultations indicated a strong desire for more adult programming, particularly in the evening and weekends. On the other hand, the random survey indicated somewhat the opposite - only 3-11% of respondents were interested in additional adult sport/active, non-sport, or both types of programming, and when asked about what prevents them from participating, only 8% said the hours were inconvenient (also note, 9% said programs were too full and 43% said nothing prevents them from participating).

According to staff, the feedback from the online survey is more indicative of the current situation, as adult programs are

some of the most popular programs, and what limits their expansion is primarily lack of access to appropriate facilities. Aside from the LAC, the remaining programs are held at school gymnasiums. They are limited to how many nights they can book for adult use, and they are at risk of last minute changes and cancellations which happen often. It should be noted however, that adults have access to two private fitness facilities in the Township, one in Odessa and one in Amherstview. The one in Amherstview also provides drop-in fitness classes, but the one in Odessa does not.

In terms of location, the focal point of adult programming should continue to be Amherstview, as the facilities exist to support adult programs. Case in point, the Township has recently approved

an agreement to use the gymnasium at Mount Carmel Catholic School, which is located at Amherstview, and will be large enough to accommodate adult programs once renovations are completed. In addition, most adults in Loyalist likely have access to a vehicle as it is a commuter town with no public transit outside of Amherstview. As mentioned previously, the drive to Amherstview from Odessa is less than 15 minutes, and just over 10 minutes from Bath.

On Amherst Island, the AIRA provides zumba, yoga, volleyball, pickleball for adults (as well as all-ages programs), however, the yoga instructor retired, and they are currently recruiting a new instructor. For the population on Amherst Island there is a good amount of physical activity options for adults, but non-physical activity options (arts, crafts, learning new skills, etc.) are not represented.

The Fitness Membership is one way that adults keep active, offering unlimited fitness classes for \$40/month. However, it is a challenge for the Township to provide primarily due to the unreliability of instructors, heavy burden on staff, and high cost of providing the service. The current price is too low in relation to the amount of staff time required to address scheduling, planning, and substituting for instructor cancellations, however, in the past residents have indicated an unwillingness to pay a higher cost. Staff have been trouble shooting, trying to make the membership work, however, the issues with instructor cancellations, and in turn how much staff time that is then re-directed to keeping the drop-in fitness classes going takes staff time away from

developing other types of programming, for very little gain.

It is recommended that the membership be suspended for the time being, with fitness moving to a registered model in order to secure consistency, and allow staff to broaden their focus to other forms of program development. The membership can be revisited in the future as circumstances change, for example, as additional facilities are developed that can be used for drop-in activities and/or if dedicated, committed instructors are hired.

PE 20: Maintain current level of adult program provision, and expand high-demand programs when facility space becomes available.

PE 21: Discontinue the fitness membership and offer fitness classes as registered programs. Reassess offering the membership in the future, as facilities are developed and staffing needs/ challenges are addressed.

# Seniors

Table 2-6 provides a snapshot of the current context of seniors-directed program and activity options.

Table 2-6: Seniors’ Programs and Activities: Overview of Current Local Context

Current Opportunities	Consultations: What we Heard	Other Contextual Factors
<ul style="list-style-type: none"> <li>• Sport/active programs are available in all communities, with the majority of senior’s-specific fitness held at the LAC</li> <li>• Non-sport/active programs in each community</li> <li>• Sport leagues</li> <li>• Private fitness centres in Amherstview and Odessa</li> <li>• Parks, self-directed activities</li> </ul>	<ul style="list-style-type: none"> <li>• Seniors are underserved in terms of recreation</li> <li>• Accessibility needs to be top of mind<sup>9</sup></li> <li>• Interest in seniors dances, live music, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Seniors are a large population in the Township, and the proportion of seniors will continue to grow</li> <li>• Perception that Bath has the most seniors (though data was not available to confirm this)</li> <li>• Due to higher health risks, higher risks from isolation, and reduced mobility/ability to drive, seniors are considered vulnerable population</li> <li>• According to the Growth Analysis for the New County Official Plan Staff Report, it is projected that by 2051, 35% of the County population will be 65 years of age or older, noting a 25% increase from 2021<sup>10</sup></li> </ul>

9 This is discussed further in sections 3.0 Facilities and 4.0 Parks.

10 Staff Report to County Official: Growth Analysis for the New county Official Plan, October 3, 2023.



## Assessment

Loyalist does not have a local seniors club or seniors centre, which has meant that the Township has been the primary provider of programs to seniors. In addition, the Township has a large seniors population, and as a group seniors are very active, with high demands for programming. With limited space and staffing, the Township is challenged to meet this large need on their own.

The Township has recently entered into a partnership with Seniors Association Kingston (SAK) to increase the amount of programming and activities geared to seniors, and to complement the current seniors programming offered by the Township. In this arrangement, the SAK will be delivering weekly programs from 9:00am to 3:00pm, in rotating locations (Odessa, Bath, Wilton, and Amherstview), and in return the Township will provide in-kind services. However, early feedback from seniors has been that the SAK programs are too expensive. In order to support the success of this partnership, and support more opportunities for seniors, the Township should consider how they address affordability. Section 5.0, Service Delivery discusses the details of subsidies and affordability further.

While the SAK arrangement helps to meet some of seniors' recreation needs, at this time it is only one day per week in each community. Given the large need, the Township should also increase their offerings of a variety of seniors programs, including aquatics, fitness, wellness, social/non-sport activities, as well as intergenerational activities (see sidebar).

PE 22: As facility space allows, expand seniors programs (including physical and non-physical activities).

PE 23: Continue to grow and support the partnership with Seniors Association Kingston (SAK) to provide seniors programming in each community, including expanding services to Amherst Island when feasible.

### **Intergenerational Programming**

Intergenerational programming convenes people of different age groups (e.g., youth and seniors) to experience shared activities together and/or exchange knowledge, skills, and resources.

Intergenerational programming should be planned with consideration given to time of day, transportation/travel distance for youth and seniors, energy levels, movement requirements, accessibility, washroom availability, and coordination with existing extracurricular activities.

Academic research indicates that the most successful intergenerational programs involve at least two non-adjacent generations and provide mutual benefits to participants. Evidence of higher self-esteem, better academic performance, improved social skills, and increased motivation to learn has been found in young people, while the benefits for seniors include improved health and self-esteem, reduced loneliness and social isolation, and increased feelings of well-being and life satisfaction.

Seniors and youth should both be consulted to brainstorm intergenerational programming and gauge primary areas of interest that appeal to all age groups.

Activities could focus on:

- Food (e.g., cooking, baking, preserving);
- Reading (e.g., library buddies, book club, story time);
- Environment (e.g., walks, gardening, stewardship);
- Needlework (e.g., knitting, crochet, sewing);
- Technology (e.g., computers, iPads, online shopping, TikTok, Instagram);
- Performing and creative arts (e.g., stand-up comedy, music, painting, poetry, writing, photography, collage);
- Games (e.g., Bingo, trivia, cards, board games, puzzles); or
- Conversation (e.g., mentorship, memoir writing, language learning, penpals/letter writing).

Staff can refer to resources like the BC care Providers Association's Creating Caring Communities guide and the City of Edmonton's Intergenerational Programming Toolkit, which provide key considerations, examples, and tools for developing intergenerational projects of various sizes and scales.

# Outdoor Activities

Table 2-7 provides a snapshot of the current context of outdoor program and activity options.

Table 2-7: Outdoor Programs and Activities: Overview of Current Local Context

Current Opportunities	Consultations: What we Heard	Other Contextual Factors
<ul style="list-style-type: none"> <li>• Events held at parks in every season<sup>11</sup></li> <li>• Few Township programs held in outdoor locations<sup>12</sup></li> <li>• Unstructured outdoor recreation (e.g., walking, biking, playgrounds, swimming, outdoor fitness equipment)</li> </ul>	<ul style="list-style-type: none"> <li>• Clear, strong interest in expanding outdoor programs (and relatedly, trail development) from random survey (see Figure 2-2)</li> </ul>	<ul style="list-style-type: none"> <li>• Time spent outdoors has proven health benefits, and to a greater extent for children (see sidebar)</li> <li>• With the lower amount of indoor space and programming in Bath, Odessa, and the Island, outdoor options are even more valuable</li> </ul>

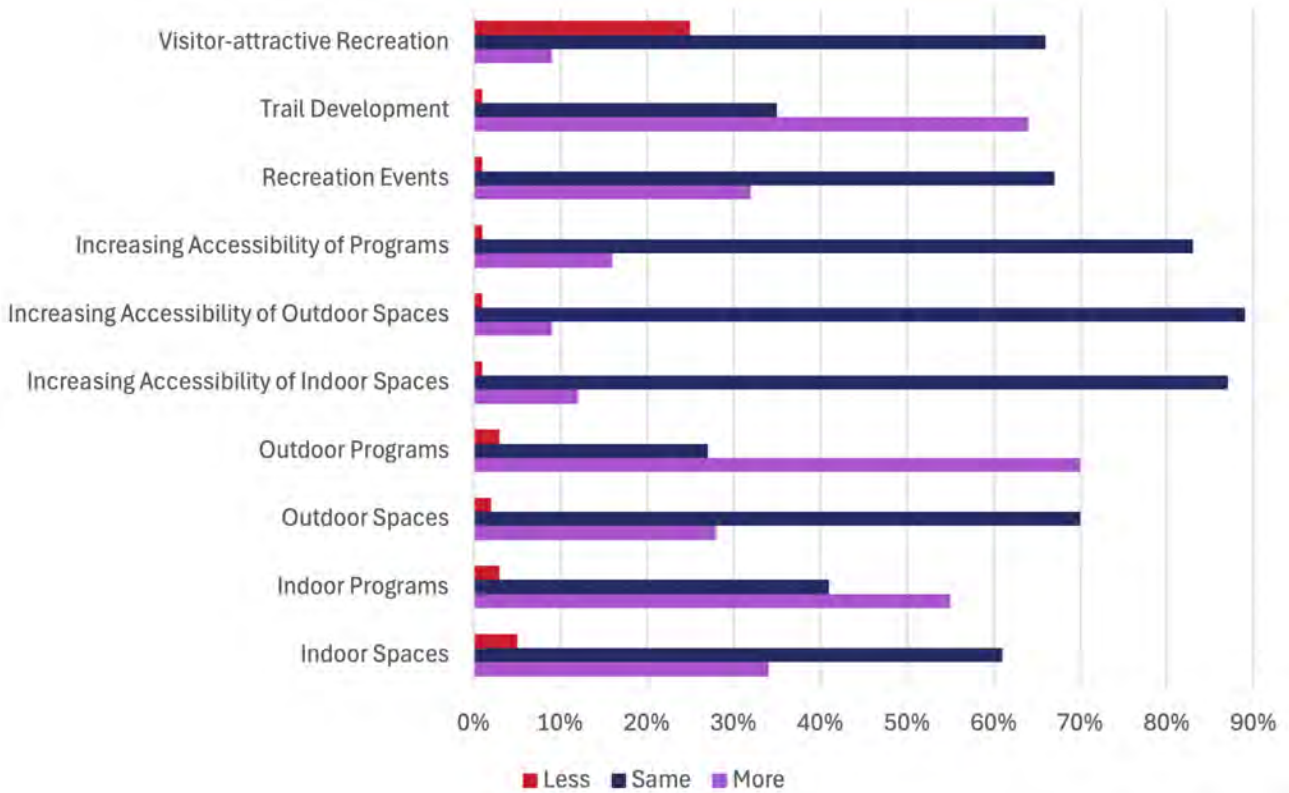


Figure 2-2: Areas of service where residents would like more focus, the same amount of focus, or less focus in recreation services (random survey, n=300)

11 Led by the Township Parks and Recreation and HCT Divisions, as well as other groups.

12 E.g., Parent and me soccer at Willie Pratt, Tennis and Pickleball in Bath and at Sk8er Park.



## Outdoor Recreation

From the COVID-19 pandemic there has emerged an even greater appreciation for time spent outdoors in the natural environment: a cross-country survey by Park People showed that Canadians' appreciation for parks and green spaces increased over the pandemic. However, the need to make use of existing assets and resources - to encourage more residents and visitors to use parks, trails, and water routes - has also been apparent. These open spaces have the potential to serve all age groups. Outdoor activities provide a critical benefit to the health and well-being of all people, particularly children and youth. Time spent outdoors has been shown to improve physical and mental health, boost confidence, reduce stress and build understanding of, and respect for, the natural environment. For example, the ParticipACTION Report Card on Physical Activity for Children and Youth (2024) notes that outdoor activity can reduce eco-anxiety and lead to a greater understanding and appreciation of nature and environmental conservation (p.5).

Many people have developed new interests in spending time outdoors, and it is likely these interests will remain high. Coupled with increased awareness and concern about climate change, it is likely that interest in outdoor programming and self-guided activities will continue to rise as people, particularly youth, seek to reconnect with nature and obtain a better understanding of ecology and the environment. Organizations dedicated to parks and outdoor recreation such as Outdoor Play Canada and Park People regularly share resources and funding opportunities to support Canadian communities in their efforts to foster more outdoor play and recreation. The ParticipACTION Report Card on Physical Activity for Children and Youth (2020) recommends promoting and supporting "outdoor - and, when possible, nature-based- play opportunities given their association with both increased physical activity levels and improved mental health outcomes" (p.48).

## Assessment

This is one area of programming where there is a lot of opportunity to expand. Fortunately, expanding does not necessarily mean adding programs to the roster, but rather many existing programs can be moved outdoors. Programs that have less equipment or equipment that is easy to transport, and programs that simply require open space can be moved outdoors relatively easily. From the Township's roster, some examples would be yoga, almost all of the parent and tot programs, basketball and volleyball. Volleyball is one of the more popular programs in the Township, and can be piloted outdoors with removable nets on any flat green space. This adaptability would also allow the program to be held around the Township in different locations. If the outdoor volleyball programs are successful and/or if a league develops, the Township can consider developing permanent courts, which is discussed in section 4.0, Parks and Trails. Tai chi is another program that is enhanced by being outdoors. Currently a community group rents the Amherstview Community Hall to run a small tai chi program (indoors). The Township could potentially work with this group to support their program (e.g., marketing), and gauge their interest in moving the program outdoors in good weather.

Simply spending time outdoors has proven mental health benefits. Mood Walks is a province-wide initiative that promotes physical activity in nature, or "green exercise," as a way to improve both physical and mental health. Led by the Canadian Mental Health Association Ontario, in partnership with

Hike Ontario and Conservation Ontario, Mood Walks provides training and support for community mental health agencies, social service organizations and other community partners to launch educational hiking programs, connect with local resources, and explore nearby trails and green spaces. In 2016, the Mood Walks for Youth in Transition project supported 41 organizations across Ontario to launch new hiking groups for youth who are at risk of, or experiencing, mental health issues. Programs like Mood Walks also align with getting active outdoors in nature, which is the experiential link necessary to developing an appreciation for the natural environment and a conservation-minded perspective, which appeals to youth today. Loyalist could work with the Cataraqui Region Conservation Authority to develop these programs at Parrott's Bay or Nicholson's Point.

In addition to running programs outdoors, the Township can also help support unstructured outdoor activities. Aside from providing park and facilities for casual use (discussed in the Parks and Facilities section of this Plan), the Township can also provide equipment for free or rental use. One way the Township is already doing this is through the Come Out and Play Trailer (COPT). The trailer is used at Township events, and for the past two summers, it has been used for a summer program where the trailer visits different parks each week: In summer 2024 the program operated three days a week and rotated between Finkle's Shore (Bath), Fairfield Park (Amherstview) and Wilton Park (Wilton). The trailer has a variety of (mostly active) games that appeal to all ages (e.g., corn hole, ladder ball, spike ball, bubbles, various

balls, soccer nets, chalk, etc.). Also in 2024, a local food truck at the Fairfield location offered a free small fry for those who participated in the program. Staff noted a big increase in participation at that location, as well as from the first to second year.

The trailer has been successful, and there are more opportunities to grow this program, for example: adding more equipment that appeals to/facilitates use by seniors; sensory and accessible equipment; equipment for different types of play (e.g., musical play, seated arts, crafts or table games, mini reading nook with books, etc.); or allowing equipment to be rented from the trailer when it is not being used for the summer program. The opportunities are vast, as are the opportunities for partnership (e.g., the library) and sponsorship (e.g., local business). Teaming up with the food truck was successful, and should be continued/expanded to other locations if possible, as a win-win for the business, the Township, and community.

Also of note, residents and groups have approached staff to inquire on the possibility of renting the trailer for private events, which would provide a much needed source of revenue that could then be put back into the trailer (e.g., expanding operating hours, purchasing new equipment, etc.), or for other program needs.

PE 24: Offer existing programs outdoors (e.g., yoga, volleyball, parent and tot programs, basketball, etc.).

PE 25: Look for opportunities to add new outdoor program options, such as Tai chi or Mood Walks.

PE 26: Continue to develop the Come Out and Play Trailer, seeking partnerships and collaborations where possible to expand activities and community reach. Pursue the possibility of renting the trailer out for private rentals and use by community groups.



# Recreation Events

Table 2-8 provides a snapshot of the current context of Parks and Recreation events.

Table 2-8: Parks and Recreation Events: Overview of Current Local Context

Current Opportunities	Consultations: What we Heard	Other Contextual Factors
<ul style="list-style-type: none"> <li>• Events held at parks in every season<sup>13</sup></li> <li>• Events held in each community</li> <li>• Parks and Recreation-led events include:</li> <li>• Free skates, Family Day, Winter Active Week, Youth Week, Recreation and Parks Month, Seniors Expo, Recreation End of Summer Community BBQ</li> </ul>	<ul style="list-style-type: none"> <li>• Moderate- to high-interest in more/continued community events</li> <li>• Desire for events to occur in each community</li> <li>• Recognition of the importance of events for building community</li> </ul>	<ul style="list-style-type: none"> <li>• The Parks and Recreation Division is responsible for events that have a recreation, sport/physical activity, wellness, or park focus</li> <li>• HCT is responsible for all other types of events</li> </ul>

## Assessment

Event provision in the Township is split between the Parks and Recreation Division, HCT, and community groups. Considering that the Parks and Recreation Division is also tasked with providing a comprehensive suite of programs and park/facility services, it makes sense as a strategy going forward that events should continue to be a relatively smaller part of the Parks and Recreation portfolio.

This does not mean that the department should not provide events, just that event expansion should be modest, so that the Division's resources are not stretched too thin. This can of course change if there are willing partners to help with event funding and execution, and the Parks and Recreation Division can take on a more supportive role rather than a leadership role.

There are many exciting opportunities for sport/physical wellness, activity/ park-based events that will undoubtedly pique the interest of the community and invite possible partners, volunteers, and sponsorships to help deliver them. Just a few ideas include individual, team or family triathlons (making use of County and Conservation Area bike routes as well as the waterfront beaches), community sport tournaments that bring together teams from each community in friendly competition, "pool parties" once the pool is open, and if/when the skate park is built, amateur skateboard or scooter competitions.

Noted earlier, as the Township develops its 10-year Arts, Culture and Heritage Master Plan (scheduled to be completed in early 2026), event delivery

<sup>13</sup> Led by the Township Parks and Recreation and HCT Divisions, as well as other groups

and enhancement will be a key focus, including strategies to expand heritage and cultural programming and improve event experiences. This creates an opportunity for clearer roles and stronger collaboration between Divisions, ensuring that events are supported through a shared framework that leverages both recreation and cultural expertise.

PE 27: Hold sport, active, wellness, and park-based events in each community.

PE 28: Seek partners, volunteers and sponsors to contribute to new Parks and Recreation events.

## Accessibility

The Town has a very hands-on approach to accommodation. Guardians are able to list additional needs when registering for programs, and staff will reach out directly to discuss accommodations. Unfortunately, one-to-one support is often not possible due to staffing requirements for the program. The discussion on staff recruitment and retention has implications here as well, where the Township may be better able to provide inclusion supports with additional staff who are specialized and consistent.

All staff are trained following HIGH FIVE quality standards, with a focus on emphasizing inclusion and situational training. In addition, the Township is working on EDI and Access to Recreation Policies. Accessibility of spaces (parks and facilities) is of course a key consideration, and is discussed in each section.

The Active Living Alliance for Canadians with a Disability provides the following definition and components of 'all abilities welcome' services:

### What is Inclusion?

Inclusion is meaningful participation while learning new skills, with every participant accepted and supported by peers. A successful inclusive physical activity program is one where:

- Activities are modified and individualized as necessary
- Expectations are realistic yet challenging
- Assistance is provided only to the degree required
- There is dignity-of-risk and choice available<sup>14</sup>

PE 29: Continue to train staff in High Five practices, inclusion, and EDI.

PE 30: Consider using incentives as discussed previously to attract new staff with accessibility and inclusion experience.

14

<https://ala.ca/sites/default/files/wp-content/uploads/All-Abilities-Welcome-Toolkit.pdf>

# 3.0 Facilities

The facilities section addresses municipal facilities that are (or could be) scheduled for organized use by the Township and/or other providers that deliver community programs and services. Section 4.0, Parks and Trails, considers needs and opportunities to enhance park locations with facilities and amenities for self-directed and casual use since these are often tied to the type of space being considered.

The following sections address the need for current improvements to, and future provision of, municipal facilities for structured programming and/or scheduled use, under the following main headings:

- Indoor facilities
- Outdoor facilities
- Asset management and climate action
- Inclusive recreation facilities



## 3.1 Indoor Facilities

### W.J. Henderson Recreation Centre

Since 1974, the W.J. Henderson Recreation Centre (WJH) has been the primary focus of indoor recreation in Loyalist. It provides the following major facilities that serve all residents of Loyalist Township: indoor pool, arena, multi-purpose room, meeting room, administrative offices, library and a food concession.

In 2018, MJMA prepared an architectural feasibility study (herein referred to as the '2018 feasibility study') for redeveloping/expanding the WJH around the existing arena. The scope of the study comprised conceptualizing and estimating costs for several options for a major municipal complex including the Recreation Centre and municipal offices/Council chambers. Three schemes were assessed, and a preferred option was recommended.

The Recreation Centre building envisioned the following components:

- Aquatic centre
- Double gym
- Single pad arena
- Fitness room + studio
- Track
- Two multi-purpose rooms (1 large; 1 small)
- Multi-purpose visual arts workshops (2)
- Meeting rooms (5)
- Catering kitchen
- Canteen

- Offices, including those for recreation, located in a separate municipal wing attached to the building
- Optional daycare as a separate component, accessed from interior of complex
- Library

Since that time, the Township has moved ahead with a phased approach to begin redeveloping/expanding the WJH. The Phase 1 Renewal Project, which is ongoing, is summarized below.

In the subsequent section, the Master Plan considers the potential for a second phase of development at the WJH to incorporate the remaining recreation facilities included in the 2018 feasibility study (excluding the municipal offices/Council chambers, daycare and library). Although the Township's budgetary capacity may allocate the construction of Phase 2 to the 2035 to 2045 Master Plan's time frame, the discussion here is intended to assist in preparing a facility concept/plan, and related work, to be able to move quickly to design and construction.

Until such time as Phase 2 of the WJH is operating, strategies to optimize the use of existing community facilities for recreation are needed. The final section of the Indoor Facilities discussion considers opportunities to meet interim needs, which are now in place or can be pursued in future.

## Phase 1 Renewal Project

Table 3-1 presents a summary of the facility additions/improvements occurring in the Phase 1 Renewal Project, which comprises a new aquatic centre, major arena upgrades and renovations to other areas on both levels of the Centre.

Table 3-1: WJH Indoor Facilities: Summary of Phase 1 Renewal Project

Facility	Phase 1 Renewal Project Facilities Description	Context and Rationale
Aquatic Centre	<p>An extension of the existing building, housing an 8-lane, 25 m, regional competition pool (FINA standards) with viewing area</p> <p>A separate warm-water leisure pool</p> <p>Old pool space renovated to include three accessible change rooms including a universal change room, wet classroom, offices/ administration space</p>	<p>Residents have enjoyed access to the WJH since 1974. Overall aging infrastructure, and especially the rapid deterioration of the indoor pool, along with anticipated population growth, prompted a decision to replace the pool with a new aquatic centre and undertake other priority upgrades to the arena and common areas.</p> <p>New construction/ renovation allowed installing new mechanical and electrical systems for aquatic and arena spaces, while integrating energy conservation and GHG reduction goals through innovative design and operating technologies.</p> <p>Recreation management/ administrative functions will be located at the Centre.</p>
Arena	<p>Total six changerooms and a Jr. C area, officials room, staff room, offices, storage room, user group storage</p> <p>A regraded underslab, new slab, boards, glass, refrigeration plant, sound system, accessible viewing area, railings, accessible rink access</p>	
Community Rooms	One multi-purpose room	
Level 1/Level 2	Structurally upgraded and renovated to install LULA lift, new stairs, expanded main reception, new food concession	
Indigenous Legacy Space	Added and integrated with Library board room and expanded lobby/atrium	
Administrative Offices	Four offices, open administration space, customer service desk	
Accessibility/Barrier Free Areas	Upgrades throughout, including changerooms, viewing areas, LULA lift, gender neutral/universal washrooms, etc.	

To the extent possible, WJH continues to operate during this work with a targeted full completion of Phase 1 in early 2026. Consultation for the Plan revealed a high level of support for the Project and enthusiasm for its completion. Given its state-of-the-art design and larger capacity, the new aquatic centre will support expanded programming in instruction, recreation and competition. An 8-lane, 25m main pool improves both accommodation for swim team training (including dryland on deck activities) and the possibility to host short-course meets. The new facility will also capture use from the City of Kingston that its pools cannot accommodate. The Phase 1 additions and improvements to existing facilities will serve Loyalist Township residents during the term of this Plan and beyond.

The following discussion focuses on facilities to be considered in a future Phase 2, with the objective of creating a complex that optimizes facility/space design for a diverse range of recreation programs, activities and services at a scale comparable to the new aquatic centre. It recognizes the fact that completion of Phase 2 to provide a fully operational complex will straddle the terms of two Master Plans. The current Plan will focus on recommendations related to clarifying facility needs, and preparing a high level concept and estimated costs. This will support readiness to move to design and construction after 2035.

## Potential Phase 2 Facilities<sup>1</sup>

As noted above, this assessment considers recreation facilities for addition to WJH that may need to be allocated to the next Master Plan (2035-2045). It is provided as groundwork to preparing anticipated Phase 2 development. Table 3.2 summarizes information on potential facilities for this addition:























- Facilities of interest that emerged in the Plan consultation activities
- Facilities, functions and amenities that are trending, but were not necessarily requested, and could be considered for inclusion in Phase 2 if feasible from a design and cost perspective.

For each facility in the table, the size and number of dots is a relative indicator of need among the different community interests consulted. This qualitative approach was based on the frequency with which the facilities were mentioned. At the same time, the terms/descriptions used by respondents to the many open-ended questions in the online survey were not directly comparable. In these cases, the responses have been assigned to the most appropriate category in the table and detailed in the assessment, as required. For comparison purposes, pickleball courts generated the strongest support for provision.

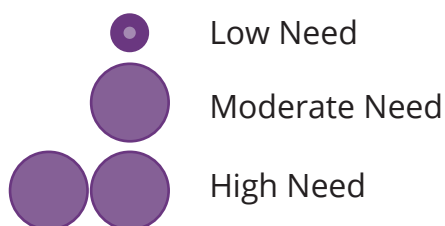
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<sup>1</sup> The discussions combine all potential facilities in a 'Phase 2' redevelopment/expansion, with the understanding that Phase 2 could be further divided into several 'sub-phases'.

Table 3-2: WJH Indoor Facilities: Potential Future Additions

Facility	Indicators of Need from Consultation*				Facility Responses
	Residents	User Groups	Comment Box	Interviews	
Gymnasium					Integrate track with gym or provide separately
Indoor Track					
Fitness Training Space					Municipal provision not to compete with commercial sector
Multi-purpose Program Space					Phase 1 renovations will provide a limited amount of space (1,200 sq. ft.) by reconfiguring an existing area in the form of a multi-purpose space, which will be insufficient to ensure the widest possible range of expressed and potential programs and other uses are accommodated at WJH.
Social/Event Space					
Meeting Space					
Pickleball Courts					Incorporate in gym design
Second Ice Pad					Monitor and confirm future requirements beyond term of Plan

\*residents (telephone and online surveys; open house); user groups (survey respondents); comment box (online engagement); interviews (stakeholder; council; staff)



## Assessment

Preparing for a Phase 2 redevelopment/expansion will require an update to the 2018 feasibility study to: verify the facilities to be provided, align plans with the Phase 1 Renewal Project as constructed, in terms of facilities, configuration and site coverage/functions, and to update the costs associated with the project's second phase.

Planning for Phase 2 should engage the community in preparing a design concept that is sufficiently developed with renderings of a proposed facility to generate excitement/anticipation for the project, provide the basis for fundraising, and to investigate opportunities for non-government sources for donations, and potential collaborations or partnerships in building and programming the complex.

F 1: Update the 2018 MJMA architectural feasibility study as part of preparing for the WJH Phase 2 redevelopment/expansion. This update should confirm the recommended facility additions in the Plan and create a design concept that has been developed with input from the community. It can also be used to start exploring collaborations/partnerships with non-municipal groups to help develop and program the proposed complex.



## Sports, Fitness and Multi-purpose Program Spaces

The assessment considers each of the facilities noted in Table 3-2 as potential additions in a Phase 2 redevelopment/expansion of WJH to provide needed spaces for future programs/services. Individual components are discussed in relation to those that were included in the 2018 feasibility study concept, as appropriate. The full assessment is contained in Appendix A, to serve as background to the feasibility study update. The recommendations from the assessment are listed here, with the understanding that their relevance may change over time within an evolving community context, and trends in recreation facility design.

- F 2: Provide a double gymnasium for structured programs and drop-in use designed with multi-sport features and finishes.
- F 3: Consider the potential to design a gymnasium to also function as a venue for performing arts and entertainment events within the larger market.
- F 4: As part of design/costing investigate option of including an indoor track.
- F 5: Conduct a detailed review of existing commercial fitness services in Loyalist to determine the need for, and type of, municipal facilities that would complement those of private operators.

- F 6: If fitness facilities are needed, look into whether it is financially feasible for both the Township and a local business to benefit from a lease agreement that would allow a business to operate in the WJH.
- F 7: Confirm the relative sizes, configuration, design features and required equipment for planned Phase 2 multi-purpose spaces, to accommodate their confirmed functions.
- F 8: If the Library should locate at the WJH in the planning stages of Phase 2, coordinate plans to share spaces that meet common program/service objectives.
- F 9: Provide a commercial kitchen as part of Phase 2 plans for WJH to grow food-related programming and rentals at times other than use for social events.
- F 10: Work with user groups to review and revise ice allocations to improve overall use of available time.
- F 11: Monitor and track all ice use as well as regular requests for time that cannot be accommodated to inform ice assessment needs as part of the 2018 feasibility study update.

## Ancillary Facilities

- F 12: Consider contracting a vending machine 'cafe' in Phase 2 development if additional food services are required to supplement renovation of the existing concession.
- F 13: Include secure storage space in a Phase 2 facility development to accommodate increases in users/ use of WJH.
- F 14: Include Recreation and Facilities Division offices in a Phase 2 redevelopment/expansion.

## Complementary Uses

- F 15: Consider providing leasable space to attract complementary uses/ businesses to locate at WJH.
- F 16: Consider studios to lease to local artist/artisan to create and sell their goods.
- F 17: To the extent possible, design facilities to incorporate: the concept of 'third places', indoor and outdoor space linkages, maximum access to kitchen from various spaces, sharing informal space with the library, emergency preparedness, and future expansion over the life cycle of the facility.



## Local Indoor Facilities

This section addresses both municipal and non-municipal facilities located throughout Loyalist that are, or could be, used for community recreation and leisure. The assessment considers their existing contribution to supply, and opportunities to optimize their use in meeting future needs. Making better use of existing facilities will be particularly important to the Township's ability to expand programs and services between now and Phase 2 development at the WJH.

Master Plan research findings on these facilities include:

- Lack of accessible space for community use in Bath, Odessa
- All communities outside Amherstview should be provided with a community gathering space in keeping with Township service objectives
- Costs to rent non-municipal facilities to deliver programs impact service affordability and subsidization levels to keep costs down
- Need for a youth drop-in space
- Space needed to be able to provide active programs for seniors during the day

Section 2.2 of the Plan discusses the need to provide an appropriate supply of program/activity opportunities in each community in Loyalist, which requires space to achieve. For the most part, this will occur by optimizing the use of existing municipal and school facilities.

## 177 Upper Park Road

This location houses four components in a single building: the Leisure Activity Centre (LAC), Amherstview Community Hall, the Lions Den, and the Loyalist Community Sharing Centre. Willie Pratt Sports Fields, which are also located on this property, are discussed in section 3.2.

The **LAC** comprises a small fitness studio, program rooms and a kitchen. It is very well used for Recreation Division programs (e.g., adult fitness, children's and child-parent programs, cooking classes) but is too small to accommodate current peak program use, increased participation due to future growth, and interest in new programs that are being requested by the community (as discussed in Section 2.0, Programming and Events).

The **Amherstview Community Hall** includes a kitchen and is very well used for community rentals (843 hours in 2023).

The Lion's Club operates a food bank from the **Lions Den**. When not being used for social/community service activities, these spaces deliver community recreation and leisure programs.

The **Loyalist Community Sharing Centre** sells donated clothing, books, toys and small items, and makes monetary donations to the community, for example, towards schools, the library, and the BGC.<sup>2</sup>

Eventually a Phase 2 redevelopment/expansion of WJH, as described above, will allow current programs at the LAC to be relocated to the Recreation Centre. Consequently, the LAC would become

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2 <https://www.southeasthealthline.ca/display/service.aspx?id=72978>

available to re-purpose for other uses. A potentially well-suited function would be a time-shared youth drop-in and seniors' centre. While the specifics with respect to time allocations would be addressed through facility/space planning and program decisions, an example of distribution might be:

- Seniors' weekday use for both social activities and structured programs delivered by the Township and other groups/agencies serving seniors in Loyalist through an agreement with the municipality.
- Youth use after school, evenings and weekends to be modeled similarly to the Fusion Youth Centre in Ingersoll (see sidebar)

Until an expanded WJH can accommodate the programs that are now provided at the LAC, however, opportunities to use this space for seniors and youth will likely be limited as existing morning programs will continue to use it. At the same time, extended operating hours, facility adjustments (e.g., a removable partition in the Hall to allow concurrent uses) and collectively scheduling both

existing and new uses of the LAC, the Hall and the Lions Den may help make it work. As discussed below, new agreements to access other community facilities will provide additional spaces to consider for program development and location. This may further help in collectively distributing programs/use across 177 Upper Park Road and other facilities.

As part of community wide facility planning in conjunction with a Phase 2 expansion at WJH, the Township can work with the Loyalist Community Sharing Centre to search for an alternative location that may better suit its needs. If one can be found, this will allow its current space to be integrated into the LAC.

The LAC, Amherstview Community Hall, the Lions Den, and the Sharing Centre collectively provide an important function. As such, the building should be provided a single name that reflects its multiple uses and partners. A new name could be selected through a community contest to arrive at one from a short list of residents' suggestions.



## **Fusion Youth Centre**

“Looking for a safe, fun & inclusive place for your child to come after school, evenings or on weekends? If so, the fusion Youth Centre is the place for your child to engage, interact and participate in supervised, structured programs. All programs are designed, developed and facilitated by our trained staff and your child’s safety and security is the top priority. If your child is between the ages of 10 and 18 they are eligible to be a Fusion member. There is an annual membership fee of \$5.00. Fusion offers a number of drop-in programs that are included with the membership. New this year Fusion launched a number of fee for services programs such as music lessons, graphic design/photography, culinary and art.

During the day time hours, Fusion is home to a number of community organizations. Please see below a list of Fusion’s Community on-site partners including VON Oxford, Ingersoll Support Services, Wellkin Child & Youth Mental Wellness and Pat’s Driving School.”

<https://www.ingersoll.ca/en/live-and-play/ingersoll-community-services.aspx#Fusion-Youth-Centre>

- F 18: In conjunction with opportunities to access other community facilities, consider using rooms/spaces at 177 Upper Park Road to introduce a time-shared youth drop in and seniors centre.
- F 19: In planning a Phase 2 expansion at WJH, review and, as appropriate, relocate programming from the LAC to WJH to consolidate services at each location.
- F 20: Name 177 Upper Park Road to reflect its collective community function.

# Community Space in Wilton, Bath, Odessa, and Stella

## Municipal Facilities

### Wilton

Wilton Hall is owned by the Township and operated by the volunteer Wilton Community Association through an agreement with the municipality. The Association manages rentals and day to day operations including custodial tasks. The Township is responsible for maintenance, and capital management and expenses. The current agreement appears to be operating well.

The Association and the Recreation Division operate programs here. The hall, which has a kitchen, is rented for private functions at other times. The use report for 2023 indicated 19.5 hours total, which is very low. Section 2.0, Programming and Events recommends the types of new/ expanded activities that might be offered here.

### Bath

The Township has recently been given formal access to the Bath Fire Hall community room, which provides a new space for recreation programming that can be used for program development or improved distribution of existing services.

Layer Cake Hall is owned by the Township and is home to the County-operated library. The facility is a small, two-storey building that is not accessible. In 2023, structural renovations were completed on the original portion of the building to preserve its integrity for community use.

Additional structural repairs to the rear addition are scheduled for completion in 2025. Looking ahead, continued use of Layer Cake Hall for community-based and Township programs will require coordination with the County to support shared use alongside the library. If a new library is constructed elsewhere in Loyalist in the future, the Township will have the opportunity to evaluate the cost-benefit of refurbishing the entire building for dedicated community use.



## Non-Municipal Facilities

St. John's Memorial Church Hall in Bath is a very well used non-municipal community space. Although its availability is limited, the Township rents the hall to deliver programs.

## School Board Facilities

### Amherst Island Public School, Stella

The Limestone District School Board (LDSB) owns the only indoor space for active recreation programs on the Island. The Township and LDSB have recently entered into a lease agreement for community use of the school. The lease provides the Township with the following hours: from 5pm to midnight on weekdays, weekends, statutory holidays and summer break. The AIRA rents the space from the Township under the same terms (rates, rules, etc.) as other municipal community halls.

### Other LDSB Schools

In addition to the Amherst Island Public School lease, LDSB and the Township have entered a reciprocal use agreement for community use of mainland school facilities in exchange for school use of municipal recreation facilities during regular non-prime operating hours on weekdays during the school year from 8am to 4pm, subject to availability. This arrangement will improve community access to school facilities in different locations. Odessa and Bath have three public schools, including Ernestown Secondary School in Odessa.

### Algonquin and Lakeshore Catholic District School Board

The Algonquin and Lakeshore Catholic District School Board (ALCDSB) and Loyalist Township have also entered a reciprocal use agreement comparable to that with the LDSB.

The agreements cover schools in Loyalist, Kingston and Napanee, and include Our Lady Mount Carmel Catholic School in Amherstview, which is being redeveloped and expanded with a larger gym. It grants the Township access to:

- Gymnasiums (except those at Holy Cross Secondary School), classrooms, and outdoor spaces, subject to availability during non-instructional operating hours between 6pm and 10pm on school days in the months of September through June.
- Gymnasiums, subject to availability during non-instructional operating hours between 8am and 10pm Saturdays and Sundays, as per the Board's Community Use of School Facilities and Properties Policy.

Reciprocal agreements with both School Boards will provide the Township with access to facilities at eleven schools in or near Loyalist, of which one is a secondary school. These facilities will significantly improve the municipality's capacity to develop new recreation programs, improve their geographic distribution, and complement programs in Township owned spaces.

F 21: Use Wilton Hall, Bath Fire Hall community room, and Layer Cake Hall (collaborating with County Library) to continue to build both community-based and Township programs.

F 22: Should a new library be built elsewhere in Loyalist, determine the cost-benefit of refurbishing the entire Layer Cake building in Bath for community and Township programming.

F 23: Optimize lease and reciprocal agreements with the Limestone District School Board and the Algonquin and Lakeshore Catholic District School Board for access to schools to deliver programs to residents throughout Loyalist Township.



## 3.2 Outdoor Facilities

Table 3-3 presents the background and context for the outdoor facilities assessment across the Township, which considers need for improvements to existing facilities and future additions to supply.

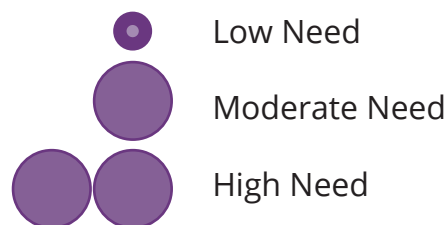


Table 3-3: Municipal Outdoor Facilities

Facility	Existing Supply & Location			Indicators of Need from Consultation			
	# Lit	# Unlit	Park & Community	Residents	User Groups	Comment Box	Interviews
Softball Diamonds	2		Willie Pratt Sports Fields, Amherstview				
	1		J. Earl Burt Memorial Park, Wilton	●			
	1		Kilminster Park, Odessa				
Soccer Fields	1	1	Willie Pratt Sports Fields, Amherstview; one adult; one minor (U10)	●		●	
	1		WJH Amherstview; adult				
Tennis Courts	1		Bath Park	●		●	●
Pickleball Courts	8		Bath Park (8); temporary court lines on pad at Sk8er Park, Odessa	●●	●	●	●

**Comments from Community Consultation:**

“Willie Pratt Sports Field is a great facility and the fields are maintained to a high standard on a regular basis BUT it also needs regular maintenance to ensure the washrooms are cleaned and maintained regularly, the scoreboards work consistently, the [storage] sheds are safe, clean and can be utilized. All of these items need to be taken care of to ensure its total usage can be applauded and appreciated by all who use the Willie Pratt facilities!”

“Yes there have been improvements like higher fences and bleachers. However Willie Pratt bench openings line up with bases making it dangerous and frustrating when there are overthrows. Would like to see investment in Kilminster and J. Earl Burt by transitioning from gravel diamonds to the same style as Willie Pratt. I don’t feel safe playing co-ed on those diamonds (hard as rock).”



## Ball Diamonds

Although residents indicated interest in more facilities, ball diamond user groups did not report need for more time. The community reiterated need for upgrades to diamonds that have not yet been undertaken, particularly at Willie Pratt Sports Fields.

The hours scheduled on the Township's four diamonds in 2023 was used to estimate the proportion of prime-time capacity used, with the following qualification: Township reports do not allocate hours by prime and non-prime time, which overstates use in relation to capacity:

- **Willie Pratt A:** 420.5 hours scheduled = 100% prime time capacity used<sup>3</sup>
- **Willie Pratt B:** 365.5 hours scheduled = 91% prime time capacity used
- **J Earl Burt:** 254 hours scheduled = 64% prime time capacity used
- **Kilminster:** 294.5 hours scheduled = 74% prime time capacity used

Although municipal diamonds are well used, there is capacity for additional scheduling. Moreover, despite the increased participation minor ball is experiencing, there are difficulties in sustaining its program due to a lack of volunteers, which could lead to lower levels of diamond use (see section 5.0, Service Delivery on support to volunteers to help sustain community recreation). Based on use-related findings alone, therefore, no new fields will be required if use levels remain the same or decline, with the latter possibly reducing the need

for existing diamonds.

Unlit school fields at Amherstview Public School are also used for organized play.<sup>4</sup> The LDSB has indicated that, when these facilities are no longer usable, they will be returned to green space. If this results in displaced use (pending monitoring of all fields) the Township may be required to replace up to two junior diamonds.

While monitoring the ongoing use of diamonds to track trends in participation and use by minor and adult leagues (discussed in section 5.5 on service planning and evaluation), needed capital upgrades to municipal diamonds should be verified and incorporated in the non-core component of the Township's Asset Management Plan. To this end, comprehensive conditions assessments should be conducted for all ball diamond assets including infields, lighting, drainage, fencing, design/safety, washrooms, other on-site amenity buildings, etc. Better/brighter lighting was requested and an improvement program that aligns with the directions in the Climate Action Plan should be prepared (e.g., LED lights that can be programmed to turn on/off according to rental times). Lights at Willie Pratt, in particular, have been failing and need to be repaired to limit additional investment to keep them operating at a below optimal level. Other reported improvement needs included replacing the stone dust at J. Earl Burt Memorial Field and Kilminster Park with an infield mix (sand/clay/silt) surface, as the most cost-effective application from a maintenance perspective.

3 Each lit diamond estimated to have 400 hours of prime-time available on weeknights: 5 hours per night for 5 nights (25 hours per week), for a four-month (16 week) season

4 Bath Public School softball diamond (lit) is not used for organized play

The Township's current 10-year capital budget includes allocations to undertake a comprehensive rehabilitation of Willie Pratt Fields. Design work is anticipated to take place in 2026, followed by tendering the work in 2027, and construction in 2028. Reported deficiencies, as noted above, can be addressed as part of the rehabilitation work. It is recommended that redesigning Willie Pratt Fields also considers repurposing the concession building as an operations garage, which will allow the equipment needed to maintain/groom the fields to be kept on site. This will make better use of the concession, which is underused and difficult to staff, and will preclude having to bring field maintenance equipment to the site from elsewhere in the Township. Overall site design should include other options to providing food services for events, such as mobile food vendors.

Interest in improvements to Amherst Island Public School diamond for community use was also reported, the potential for which will depend on LDSB's asset management plans.

- F 24: Undertake a comprehensive rehabilitation of Willie Pratt Fields, as per the current 10-year capital budget.
- F 25: Prepare comprehensive conditions assessments for all other ball diamonds as part of non-core asset management and prepare an annual work program for budgeting purposes, prioritizing capital upgrades by location and incorporating the directions of the Climate Action Plan.
- F 26: Anticipate replacing the two junior LDSB diamonds when they are decommissioned by the Board and returned to green space.
- F 27: Monitor use of all diamonds by minor and adult leagues to track hours of prime time use in relation to capacity to verify future need for new or replacement facilities.





## Soccer Fields

There was no reported unmet demand for time on soccer fields from organized users, although residents indicated interest in more facilities. The Township's three fields were scheduled in 2023 as follows:

- **Henderson:** 133 hours scheduled = 34% of prime time<sup>5</sup>
- **Willie Pratt adult:** 224 hours scheduled = 56% of prime time
- **Willie Pratt U10:** 166 hours scheduled = 83% of prime time

Use levels have declined overall in recent years, due to issues related to recovery post-COVID (see section 5.0 Service Delivery on support to volunteers to help sustain community recreation). In particular, participation in adult soccer has decreased. The Barr Soccer Complex, which comprised several fields on private property in the Township that catered to adult soccer before COVID-19, is no longer

being used and the Township did not see increased demand for access to its fields as a result.

At current use levels, no new soccer fields will be required during the term of the Plan to serve population growth alone. With prime time use levels on adult fields below 60 percent, potential increases in minor soccer could be accommodated on these facilities with smaller fields inset in the larger footprint. Should adult use rebound, an additional field for minor use may be needed. If this materializes, the possibility of adding a multi-use field to accommodate various age groups and field sports in addition to soccer (e.g., football, rugby, Ultimate Frisbee, field hockey) should be considered to optimize investment in a new build. In the interim, underused fields could be assessed in terms of costs to 'renovate' them to serve as multi-use facilities, and allow the Township to promote their use for other field sports.

<sup>5</sup> Lit fields were estimated to have 400 hours of prime-time available on weeknights: 5 hours per night for 5 nights (25 hours per week), for a four-month (16 week) season. Unlit fields were assigned 200 hours of prime time (2.5 hours per night for 5 nights, for 16 weeks).

While monitoring the ongoing use of soccer fields to track trends in participation and use by minor and adult leagues, needed capital upgrades should be verified and incorporated in the non-core component of the Township's Asset Management Plan. To this end, comprehensive conditions assessments should be conducted at the three fields including turf condition, irrigation, drainage, goals, safety netting, lighting, other on-site amenity buildings, etc.

- F 28: Prepare comprehensive conditions assessments for the three soccer fields as part of non-core asset management and prepare an annual work program for budgeting purposes, prioritizing capital upgrades by location and incorporating the directions of the Climate Action Plan.
- F 29: No new soccer fields will be required during the term of the Master Plan to serve population growth alone.
- F 30: If minor soccer participation increases, accommodate programs on underused adult fields with insets in the larger facility footprint.
- F 31: If adult use rebounds, provide up to one additional multi-use field to accommodate various age groups and field sports in addition to soccer (e.g., football, rugby, Ultimate Frisbee, field hockey).
- F 32: In the short term, assess the cost of 'renovating' underused fields to become multi-use facilities to be promoted for scheduling other field sports.





## Tennis Courts

There is one lit tennis court at the Bath Tennis and Pickleball Courts. Community interest in more tennis courts was expressed with the view that the current service level of outdoor courts does not meet resident demand for participation. Over time, loss of tennis courts has contributed to a deficiency. Prior to 2020, the courts at WJH were decommissioned, one of the Bath courts was converted to pickleball, and pickleball lines were added to the second tennis court at this location to provide a dual-use facility. Effectively, therefore, there are no single-use tennis courts in the Township. Although growth in pickleball has overshadowed tennis in recent years, the latter is also experiencing a resurgence in participation. Tennis Canada notes,

Participation in tennis and the popularity of our sport was growing rapidly in Canada prior to the pandemic. The results of a nationwide independent study on the health of the sport done at the end of the 2018 season had demonstrated that, during that year, nearly 6.6M Canadians had played tennis at least once, which represented 18% of the population. In addition, 4.5M Canadians had played the sport at least four times throughout the course of the year, which represented an increase of 15% compared to 2016 [and that] tennis clubs recovered well over final months of 2021.<sup>6</sup>

It is recommended, therefore, that the Township develop designated tennis courts as a separate facility to the pickleball courts, beginning with two

courts at the recommended new Odessa Community Park (see section 4.0, Parks and Trails) to include relocating the existing court in Bath and planning to add up to four more courts based on verified demand.

Although there are no organized tennis groups in Loyalist, provision of new facilities may encourage club formation. The Township can support this through policy and agreements on the allocation of facilities for organized and casual use (see section 5.0, Service Delivery). In the meantime, the courts can be used for casual activity, which should be monitored to track use levels over time. Monitoring casual use can be accomplished with rotating visits to facilities throughout the season at different times of the day and week to record activity in terms of numbers of courts being used, numbers of players per court, counts on those waiting for a court, etc. This task can be assigned to a summer position.

F 33: Build two lit tennis courts in Odessa anticipating the potential to add courts to support tennis club development.

F 34: Monitor use of courts to determine needs to co-locate additional facilities.

## Pickleball Courts

Community interest in more pickleball courts was the most evident and very strong relative to all other outdoor facilities. Residents expressed the view that the service level of outdoor pickleball courts does not meet demand, especially for casual use. For example, Sk8er Park in Odessa has pickleball lines on half the concrete rink pad, requires players to supply nets, and is not a high quality court. There are also indicators that the Bath Pickleball Club limits access to the courts for casual play during prime-time hours. Township information indicates that memberships in the Bath Pickleball Club was 243 in 2023. The Club's user group survey reported need for access to more time on courts in the next five to ten years to accommodate growth. The current schedule suggests that user group demand for more courts focuses on prime time (i.e., those hours most heavily in demand), which are typically mornings, evenings and weekends.

The total number of courts at the Bath location is currently eight (8). The Township provides nets for the four single use pickleball courts, and the permit is based on the fees for these facilities. The Club provides nets for the remaining four courts on the shared surface and uses these at no cost. With the above noted relocation of the Bath Park tennis court, the dual-court will become designated pickleball courts, bringing the total single-use pickleball courts to eight. With this change, the Township's permit should be revised to include fees for all courts at this location.

If eight pickleball courts represent the supply required to meet current demand,

population growth alone to the end of the Master Plan's term will generate the need for one additional court for organized use at Bath.<sup>7</sup> Use should be monitored, however, to ensure the facilities are being used to capacity before adding more courts and to verify trends in participation that may point to the need for more than one court.

With Bath the focus of organized activity for the Township, the need for additional casual use facilities should be met by providing four new courts within the Amherstview West Secondary Plan area.

F 35: After relocating the Bath tennis court to a new facility in Odessa, convert the Bath court to single-use pickleball courts for a total of eight at this location and, when charging for use, charge for eight courts instead of four.

F 36: Provide four new casual use pickleball courts within the Amherstview West Secondary Plan area (see P58).

"Pickleball is one of the fastest growing sports in North America - the Bath Pickleball Club had well over 200 members for the lasted several years - we definitely need more pickleball courts in Loyalist Township." - Comment from Community Consultation



<sup>7</sup> Service ratio at 2024 population of 19,026 is 1:2,378 people (19,036/8); 2034 population of 20,928 would generate the need for one more court (8.8 total).

## 3.3 Asset Management and Climate Action

The Loyalist Township Asset Management Plan (2022) includes information on non-core assets that include recreation buildings and outdoor recreation facilities (the latter is part of the Land Improvements category). It notes the Township did not “have a formal condition assessment approach for non-core Buildings or Land Improvements... [and it is]... important to develop and implement a formal and comprehensive condition assessment approach that proactively assesses this asset category” p. 58 and p. 76). This work is being conducted as part of the 2025 legislative compliance date for asset management planning, the initial component for which was submitted in the fall of 2024. This is in line with the Plan recommendations for detailed conditions assessments of ball diamonds and soccer fields to prepare capital improvement programs.

The 2022 report provides a high level assessment of recreation buildings and outdoor facilities. Recreation buildings included in the report were the WJH, canteen, Leisure Centre & Hall, storage/maintenance sheds (three) shelters (four), outdoor rink, community hall, libraries (two), and other (four) with a total replacement value of \$14,449,800. The average age of these assets was 24.5 years, with an average 18.7 years of service life remaining. The weighted average condition was good. Approximately 32% of these assets were in very poor to fair condition. Roughly 70%

of the replacement values for the building category associated with poor and very poor conditions related to recreation buildings, and more specifically, the WJH.

Outdoor recreation facilities include a total of 14 sports fields, courts, and rinks with a \$2,620,200 replacement value. The average age of these assets was 19.2 years, with an average 14.3 years of service life remaining. The weighted average condition was fair. Approximately 72% of these assets were in very poor to fair condition.

The building condition assessments that fall below a ‘good’ rating are most likely to be in need of capital upgrades that may be overdue. The Township should develop a program to address required improvements in the annual budget, in order of priority, to eliminate the backlog. The current 10-year capital budget also allocates funding to prepare indoor facility condition assessments and energy audits in 2025 and 2029, which will contribute to updating and informing annual budgeting for asset management work during the term of the Master Plan.

There are 33 goals in the ResiLienT Loyalist Township Climate Action Plan (2021), many of which are relevant to parks and recreation facilities, given the systemic nature of intended changes. In greening all municipal facilities, the overarching goal is to “increase the energy efficiency of existing residential, commercial, and municipal buildings, and promote the construction of new buildings designed to exceed existing energy standards” (p. ix). Specific goals that are particularly relevant to parks and recreation facilities include:

- GOAL #21: Develop Green Building Standards for New Construction
- GOAL #22: Reduce Energy Usage in Municipal Facilities
- GOAL #23: Incorporate Renewable Energy Infrastructure in Municipal Facilities
- GOAL #27: Increase the Efficiency of Mechanical Systems
- GOAL #31: Incorporate Sustainable Practice into Construction Activities

- F 37: Include detailed condition assessments for all non-core recreation assets in Asset Management Plans, and budgets for capital improvement programs.
- F 38: Incorporate backlogged capital improvements to facilities in annual budgets, in order of priority.
- F 39: Continue to integrate Climate Action Plan directions in planning and budgeting for new and/or upgraded facilities.

The directions of the Climate Action Plan (CAP) have been integrated in the WJH Phase 1 Renewal Project. The goals of the CAP will continue to be implemented through asset management planning and budgeting for new and/or upgraded facilities.



Source: Resilient Loyalist Township Climate Action Plan p. 24).

## 3.4 Inclusive Recreation Facilities

When planning new or renewing existing facilities, opportunities to provide those that are deliberately designed to be inclusive should be investigated. Inclusive facilities are essential to realizing rights to participate in recreation. Keeping abreast of constantly evolving facility design is important to being current about possibilities. Two examples of inclusive facilities include Field of Dreams Diamonds and Inclusive Multi-Sport Courts.

### Field of Dreams Diamonds<sup>8</sup>

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

Field of Dreams diamonds are created to be safe and inclusive spaces. Municipalities are eligible to apply through an annual intake. Current eligibility criteria include:

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



## Jumpstart Inclusive Play Spaces<sup>9</sup>

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

### Inclusive Multi-Sport Court

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

- Adjustable basketball nets
- High-contrast four-square court and hopscotch play area

- Contrasting colours to support visual impairment
- Shaded double-wide benches for improved accessibility
- Wheelchair-accessible seating and tables
- Shaded accessible bleachers
- Cushion-comfort Plus Laykold acrylic surfacing system
- Court lighting

At 13,200 square feet, the Town of Uxbridge's facility is configured to enable users to play a variety of sports and para-sports. Supported sports include:

- Pickleball
- Sitting Volleyball
- Tennis
- Volleyball
- Wheelchair Basketball
- Wheelchair Tennis
- Ball Hockey
- Badminton
- Basketball



## Inclusive Ball Fields

At 100,000 square feet, they feature a rubberized surfacing and high-contrast colours. The dugouts are deeper than standard to allow for easy access for those using mobility devices. Seating areas and restrooms are accessible, pathways are clear and even, and there are rest and quiet areas.

## Para Hockey Ice Rinks

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

F 40: When planning new or renewing existing facilities, investigate opportunities to provide those that are designed to be inclusive.



Source: <https://www.paralympic.org/ice-hockey/about>

# 4.0 Parks and Trails

This section contains the parks and trails assessment and recommendations and covers aspects such as shade, maintenance, amenities, locations and connectivity. While scheduled outdoor facilities are discussed in section 3.0, this section covers unscheduled park facilities such as playgrounds and dog parks, etc.



# 4.1 General Park and Trail Considerations

The following general recommendations are in relation to the management of all parks and trails in Loyalist Township.

## Parks Classification

The 2022 Official Plan classifies parks into four classes: Neighbourhood Park, Community Park, District Park and Open Space as described in Table 4-1. Existing parks do not appear to have been assigned classes. The Official Plan sets standards for each park class which address the following:

- Catchment area (number of people to be served by the park)
- Relative positioning of the park
- Walking distance parameters
- Frontage
- Connection by walkway/trail/sidewalk
- Shared-use with schools
- Cultural and natural heritage features
- Parking and transit
- Passive versus active use

Park size standards are only specified for Community Parks, which are to be 4 to 10 hectares.

The goal of developing a parkland classification system is to improve parkland equity and to encourage the acquisition of quality and sizable parkland parcels during development. It can also be used as a tool when planning new parks in the Township. As the Township continues to grow, the classification system should be revised to better suit urban conditions and future needs. All Township Parks should meet and provide basic

requirements including open greenspace, seating, shade, tree cover, and include a park sign identifying the name of the park. Table 4-1 provides suggestions for how the standards may be revised in the future.

- P 1: Continue to develop and refine the guidelines for each park type in order to improve parkland equity and to encourage the acquisition of quality sizable parkland parcels during development. Revise the Official Plan Parkland Classification making the following amendments:
- Adopt a minimum size requirement for neighbourhood parks, such as 1.5 hectares.
  - Amend the catchment area for neighbourhood parks to better suit the density of Loyalist. A catchment area of 1,000 to 2,000 people is suggested.
  - Add a list of suitable amenities and facilities for each park class to better define the use function.
  - Remove wording about accepting “one or more parkettes” as a form of neighbourhood park.
  - Consider including standards for waterfront parks as a separate class or a subclass of District Parks.

Table 4-1: Official Plan 2022 Parkland Classification and Standards (amended to organize the guidelines into categories) and Suggested Improvements

Park Class	Official Plan (2022 Guidelines)	Critique
Neighbourhood Park	<p><b>Use:</b> intended to serve the immediate outdoor active and passive recreational needs of the neighbourhood and shall be planned and designed to be a focal point of the neighbourhood</p> <p><b>Catchment Area:</b> meant to serve 3,000 to 4,000 people, should be within a 600 to 800 m walking distance of the area being served, or to serve outlying hamlets in the rural area.</p> <p><b>Minimum Size:</b> not assigned</p> <p><b>Frontage:</b> shall have frontage onto a collector or local road and, wherever possible, avoid the crossing of arterial roads for visibility and safety.</p> <p><b>Shared-use:</b> may be located with an elementary school to take advantage of shared use opportunities for playgrounds and other facilities development. In these instances, integration of design and development is encouraged, with no physical separation of shared facilities.</p> <p><b>Connections:</b> shall be connected wherever possible to other parks, green space lands and community destinations by walkways, trails, and sidewalk systems.</p> <p><b>Composition:</b> may consist of a single park or a combination of a single park and one or more parkettes</p> <p><b>Development Plans:</b> specific sizes, locations, and functions of Neighbourhood Parks and linkages shall be detailed in Secondary Plans, Plans Subdivision Page or Site Plans, as appropriate</p> <p><b>Special features:</b> may include existing cultural or natural heritage features.</p>	<p>Different wording and/or size requirements are needed to prevent acquiring parcels that are too small for neighbourhood parks. In general the Township is over supplied with small parks, especially in Amherstview. Consider adopting a minimum size of 1.5 ha.</p> <p>Population density in Loyalist is not high enough for a neighbourhood park to serve 3,000 to 4,000 people. This would suggest that only five to six neighbourhood parks are needed to serve the Township's population. A catchment area of 1000 to 2,000 people would be better suited for Loyalist's context.</p> <p>Consider adding a list of suitable amenities and facilities for each park class to better define the use function.</p> <p>Regarding composition, the wording sounds in favour of accepting multiple tiny park parcels instead of one-well sized one. Consider removing this provision from the Official Plan to prevent multiple undersized parks.</p>

Table 4-1: Official Plan 2022 Parkland Classification and Standards (amended to organize the guidelines into categories) and Suggested Improvements Cont.

Park Class	Official Plan (2022 Guidelines)	Critique
Community Park	<p><b>Use:</b> may be designed for both active and passive recreational activities to provide specialized facilities or serve as event space. Due to overlaps in park uses and functions, Community Parks may also serve the function of Neighbourhood Parks.</p> <p><b>Catchment Area:</b> intended to serve more than one neighbourhood or an entire community</p> <p><b>Minimum Size:</b> 4 to 10 ha</p> <p><b>Frontage:</b> shall be planned as focal points, centrally located, or at the intersection of major collectors or arterial roads, with significant frontage. Where included, parking shall be oriented to the street and be buffered by landscaping.</p> <p><b>Connections:</b> shall be connected wherever possible to other parks, green space lands and community destinations by walkways, trails, and sidewalk systems.</p> <p><b>Shared-use:</b> may be located with a secondary school to take advantage of shared use opportunities for facilities development. In these instances, integration of design and development is encouraged, with no physical separation of shared facilities.</p> <p><b>Special Features:</b> may include existing cultural or natural heritage features.</p> <p><b>Development Plans:</b> Specific sizes, locations, and functions of Community Parks and linkages shall be detailed in Secondary Plans, Plans of Subdivision, or Site Plans, as appropriate.</p>	<p>There are no parks in the Township that are currently in this size range. There are two parks that are just over 3 ha and one that is over 10 ha.</p> <p>Considering adding a list of suitable amenities and facilities for each park class to better define the use function.</p>

Table 4-1: Official Plan 2022 Parkland Classification and Standards (amended to organize the guidelines into categories) and Suggested Improvements Cont.

Park Class	Official Plan (2022 Guidelines)	Critique
District Park	<p><b>Catchment Area:</b> intended to serve the Township as a whole as well as visitors. A per capita provision target is not assigned to District Parks due to their resource-based nature and unique characteristics.</p> <p><b>Connections:</b> may connect to an open space system in abutting municipalities and includes areas owned and operated by the Conservation Authority or other public bodies who may operate parks and open space areas available to the general public.</p> <p><b>Minimum Size:</b> not assigned. The size and configuration of district parks will depend on the shape and constraints of the property and the specific attributes that led to the site’s acquisition.</p> <p><b>Use:</b> District Parks may be designed to serve the specialized passive and active recreational needs of the population by conserving large land parcels for specialized sports facilities, agricultural fairgrounds, trail systems, enjoyment of the natural and cultural environment, group picnic facilities or event space, and other park amenities as described under Neighbourhood and Community Parks. Where Township owned, District Parks may also serve the role and function of Neighbourhood and Community Parks.</p> <p><b>Frontage and Access:</b> shall, wherever possible, be located on arterial roads or provincial highways and in areas with easy access without undue impact to local residents, and should offer parking and be accessible by transit.</p> <p><b>Special Features:</b> shall, wherever possible, be located in areas with unique or distinct natural features.</p>	<p>Considering adding a list of suitable amenities and facilities for each park class to better define the use function.</p> <p>Many of the existing parks that suit this category are likely waterfront parks as a subclass of District Parks.</p>

Table 4-1: Official Plan 2022 Parkland Classification and Standards (amended to organize the guidelines into categories) and Suggested Improvements Cont.

Park Class	Official Plan (2022 Guidelines)	Critique
Open Space	<p><b>Use:</b> intended primarily for passive recreation uses, may include self-directed, passive recreational opportunities as suitable to the setting and requiring minimum development of facilities. Open Space may include valleyland, floodplain areas, and environmental protection areas, as well as non-park land associated with stormwater management ponds, boulevards and connecting walkways in developed areas.</p> <p><b>Minimum Size:</b> No specific standard provisions or minimum size is recommended for open space areas due to their resource-based nature. The size, configuration and location of open space will depend on the shape and constraints of the property and the attributes, which led to securement of the lands.</p>	

## Park Types and Distribution

Of the Township’s 41 parks, 20 of these parks are smaller than 1 ha, eight of which are located in Amherstview. The following table breaks down the park supply by community. The overall service level for the Township is 4.7 ha of parkland per 1,000 residents (Table 4-2). The service level for Amherst Island is very high, as it has both the lowest population and the greatest number of hectares. It is worth noting however that the parkland on the island is largely composed of passive and natural spaces. Table 4-2 shows the distribution of parks throughout the Township in relation to the population density.

The 2020 Official Plan states that a municipal park standard of 2.5 ha/1,000 population will be used for the development of new neighbourhood and community parks. While this standard is meant for new planning areas, it is worth noting that the Township is currently over supplied by that standard. While the amount of parkland is high in most communities, improvements and additional amenities are needed to better serve the community. As such, the Township may wish to consider selling select undersized and underused parks, in order to fund improvement projects for existing parks. Existing parks that may be considered for this purpose include Amherst Drive Parkette and Harwood Park.

Table 4-2: Parkland Distribution Relative to Population Density

Community	Population	Number of Parks	Total Hectares	Average Park Size	Service Level*
Amherstview	8,472	17	21.73	1.28	2.6
Wilton	no data	2	3.75	1.88	NA
Amherst Island	435	6	24.36	4.06	56.0
Odessa	1,672	7	17.01	2.43	10.2
Bath	2,344	9	18.04	2.00	7.7
<b>Township wide</b>	<b>17,943</b>	<b>41</b>	<b>84.89</b>	<b>2.07</b>	<b>4.7</b>

\* Service level is number of hectares per 1000 residents. The formula is hectares/(population/1000).

The service level in Odessa is high due to the size of Odessa Centennial Park which accounts for 11.14 of the 17.01 ha of parkland in this community. It should be noted that this park has major constraints due to the large flood plain area and Ministry of Transportation Ontario (MTO) permit area. The useable area of this park is a fraction of the total 11.14 ha. This is further discussed in section 4.2.

Many parks in Loyalist are located within a MTO permit area. The permit area runs along Highway 401 and Highway 33, and widens around intersections and highway ramps. Within the permit area, the MTO regulates the development of buildings, structures, roads, entrances and the placement of signs. Currently the development of Odessa Centennial Park and Lakeview Park with new park amenities and facilities is limited due to MTO permit limitations. Due to these limitations, it is important that the Township consider the extent of the MTO permit area when acquiring new parkland. Going forward, the Township should avoid acquiring parkland located within the MTO permit area, especially where highway ramps are located. Exceptions should be made in special cases such as opportunities to acquire waterfront land or to make key trail connections.



- P 2: Focus on providing more sizable community parks with more amenities rather than many small neighbourhood parks.
- P 3: Consider selling select undersized and underused parks to fund park improvements.
- P 4: Avoid acquiring parkland located within the MTO permit area, unless required for making key trail connections or to expand waterfront parkland.

## Park Names and Addresses

As the Township grows and accumulates more facilities and parkland, naming conventions become important for internal organization and communication with the public. It is best that each park only has one unique name associated with it, and that this name be consistent (including spelling) throughout all Township inventories, maps, publications, and signage. Avoid having multiple parks with similar names such as multiple centennial parks.

Facilities located within a park should never be inventoried as a separate park but instead be noted as a park feature. To avoid confusion, facility and amenity names should not end with the word “park”. For instance, “Bath Splash Pad” is preferable to “Bath Spray Park.”

Along with suitable names, all parks require a civic address. Parks in Loyalist lacking civic addresses include:

- Harwood Village Park
- Pearce St Park
- Harwood Park
- Lanes End Park
- Ferry Dock Park
- Sunnyside Park
- Back Beach
- Loyalist Park
- Jessup Lane Park
- Sand Beach

Parks without chosen names include:

- Pearce St Park
- Jessup Lane Park
- The Gowan Property
- William St Park
- Bath Park and Tennis Courts

Please refer to section 5.0 Service Delivery for discussion of naming rights for Township parks and facilities.

- P 5: Ensure all parks have a chosen name and civic address.
- P 6: Improve park naming conventions by using only one unique name to refer to each park, and do not name facilities within the park separately.
- P 7: Work towards making park names clear and consistent between all inventories and maps (GIS, Excel, Township website, Google Earth, etc.), publications and signage.



## Naturalization

Through the consultation, concerns were raised about the loss of trees over the years due to subdivision development and emerald ash borer. It was also expressed that people wish to have better access to natural areas in Loyalist.

An existing plan that addresses these concerns is the 2021 ResiLienT Loyalist Township Climate Action Plan. Many of the goals in the sustainable land use section of the plan are relevant to the management of parks and trails. These include:

- **Plant 20,000 trees:** 20,000 additional trees planted by 2030
- **Rewild Township-owned land:** Pilot projects to replace turf areas in municipal parks or right-of-way with native plants.

- **Develop a pollinator protection strategy:** Develop a pollinator protection strategy and create pollinator friendly areas across the Township.

These three goals can be implemented together throughout parks and open space in Loyalist.

Naturalization can be used in areas that are ecologically sensitive and/or are facing risks such as erosion, flooding etc. For example, in Loyalist, protected areas like the dunes at Sand Beach, and some shoreline areas would be suitable for naturalization. Areas of parks that are not used for sports or active play can also be naturalized by planting native trees, shrubs, and herbaceous plants. Naturalized areas will create habitat for birds and pollinators, while reducing the amount of mowing time and fuel costs. The Township should start with small, naturalized areas and expand them over

time. Interpretive signage and educational messaging should be located prominently near planting sites. The planted areas will still require some maintenance, such as regular watering for new trees, invasive plant removal, and monitoring.

Naturalization projects benefit from community buy-in through volunteer stewardship and native plant expertise. The Township should work with the Cataraqui Region Conservation Authority for assistance with naturalization procedures, native plant selection and plant material sourcing. Other partnerships worth exploring include:

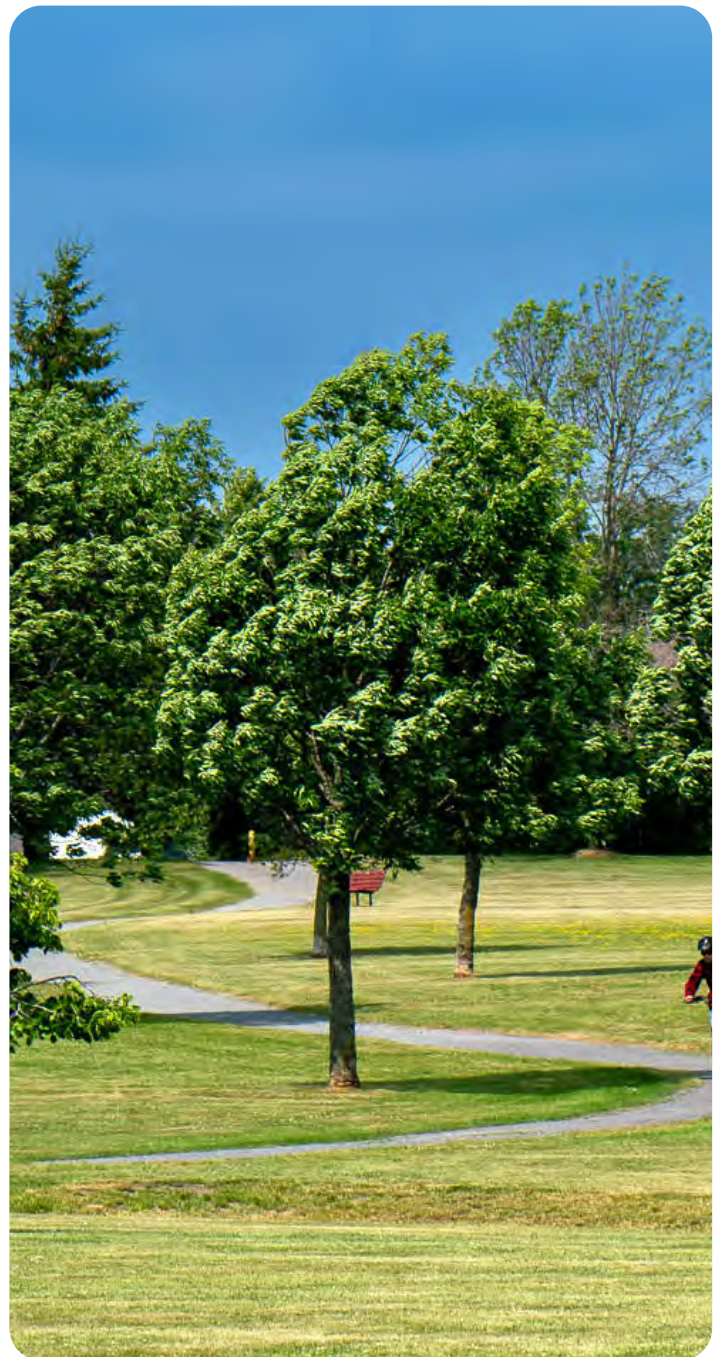
- Schools and community groups can be invited to help with planting and weeding
- Naturalist and gardening clubs can provide expertise such as plant identification
- Queen's University ecology students or environmental clubs

Locations that the Township should consider as potential naturalization sites include, but are not limited to:

- The Odessa municipal office and other municipal buildings
- Lakeview Park (along the swale)
- Loyalist Park
- Sections of the Odessa Fairgrounds (if supported by the agricultural society)
- The landscaped area between the road and parking at the Leisure and Activity Centre
- Shorelines in Bath
- Heritage Park in Bath (area that had unauthorized clearing)
- Roundabouts
- Wilton Playground or J. Earl Burt Memorial Park

P 8: Create naturalized planting areas in suitable locations.

P 9: Build partnerships with relevant organizations that can provide project expertise, native plant material, or volunteer coordination.



## Parks Bylaws

There are several bylaws that govern how parks in Loyalist are used, funded and acquired. Township bylaws that are relevant to parks include:

- Refreshment Vehicle Bylaw No. 2020-085
- Snow Vehicle Bylaw No. 2011-096
- Tree Bylaw No. 2010-130
- Zoning Bylaw 2001-38
- Parkland Dedication Bylaw No. 98-42 (with two amendments)
- Parks Bylaw No. 2006-91

The tree bylaws are discussed in the following section on urban forestry. This section focuses on review of the Parks Bylaw, Parkland Dedication Bylaw and introduction of an electric bicycle bylaw.

### Parks Bylaw No. 2006-91

This bylaw identifies all activities prohibited within parks in Loyalist and sets fines for each offence. As the bylaw has not been updated since 2006 changes are needed to reflect how parks are used in 2024 and as expected in years to come.

It is recommended that updates to the Parks Bylaw focus on the following:

- Revise the section on skateboards and inline skates to be more supportive of this type of recreation. Clearly identify where skateboards and inline skates are permitted and prohibited. Consider adding mention of two-wheeled scooters and roller-skates.
- Reconsider and/or better define section on public meetings and gatherings in parks.

- Add mention of permitted off-leash dog areas.
- Identify permitted and prohibited trail uses.



## Parkland Dedication Bylaw No. 98-42

This bylaw sets rates for parkland dedication and procedures for valuation of cash-in-lieu of parkland. It sets a maximum rate of 2% land conveyance for commercial and industrial development and a maximum rate of 5% for all other land uses.

It is recommended that the Township accept parkland dedication when the parcel to be dedicated achieves existing priorities such as:

- Improves access to the waterfront
- Improves access to natural space where it is lacking
- Improves trail connectivity
- Parcel is a suitable size, location and topography and land cover to serve as a community park for Odessa
- Parcel is located next to existing parkland, creating a more sizable whole

Otherwise, the Township is sufficiently supplied with parkland and cash-in-lieu preferred to help fund improvements to existing parks.

The Township must be intentional about when to accept parcels with large areas located within a floodplain. Before accepting floodplain as parkland, consider if there is need for a park with facilities in the area first. Facilities such as sports fields should never be built within a floodplain. If there is need for public natural space with trails, floodplain land may be suitable provided that the moisture regime, soils and vegetation cover are suitable for trails.



## Electric Bicycles and Electric Kick Scooters Bylaw

With the increased popularity of electric bikes (e-bikes) and electric kick scooters (e-scooters) in Ontario, new bylaws are needed to manage these new modes of transportation and recreation. The Province defines an e-bike as a bicycle with an electric motor that has: a handlebar for steering, working pedals, two or three wheels, an electric motor and braking systems. The Province has set certain requirements for the legal operation of e-bikes in Ontario as outlined on their "Riding an e-bike" webpage. For instance, the e-bike must have a maximum assisted speed of 32 km/h. Currently, municipalities have the power to prohibit e-bikes from use on municipal roads, sidewalks, bike lanes, trails and pathways.

As for e-scooters, the province recently initiated a pilot program with municipalities which began January 1, 2020 and ran until November 27, 2024. The program allows municipalities to choose where and how e-scooters may be used within set requirements. The Township should wait until results of the pilot program are shared before creating an e-scooter policy.

In developing a bylaw, both the opportunities and challenges of e-bikes and e-scooters must be considered. E-bikes can support trail tourism, improve accessibility of trail recreation, and increase opportunities for active transportation. For regional trails that cross municipal boundaries, coordinating these policies and providing clear signage

between neighbouring municipalities is critical.

In developing an e-bike and e-scooter bylaw the Township should:

- Consider the approach of neighbouring municipalities
- Consider the suitability of different types of e-bikes and e-scooters within the community design context of Loyalist
- Prioritize supporting accessibility and active transportation
- Clearly define different types of e-bikes and e-scooters and indicate where each are permitted or prohibited.

P 10: Update the Parks Bylaw as described herein.

P 11: Accept cash-in-lieu except when the parcel to be provided meets the criteria described herein.

P 12: Consider the introduction of an e-bike and e-scooter bylaw to regulate the use of various types of electric bikes and electric scooters on municipal roads, sidewalks, bike lanes, trails and pathways.

## Urban Forestry

A healthy, diverse, and resilient urban forest is a significant public asset that supports the wellbeing of future generations. The Township is currently developing an Urban Forest Management Plan that will provide guidance for supporting and growing the tree canopy in the community. As part of that work, staff are utilizing an app to collect a detailed tree inventory, a fundamental data set required to identify needs and actions going forward.

Some areas of parkland in Loyalist have mature trees and full canopy cover while other areas lack shade where it is needed most, such as around playgrounds. For communities with new subdivision developments and for communities in agricultural areas, tree canopy cover can become very sparse. The Parks Division should review new subdivision plans to ensure the appropriate planting of trees (as determined through the Urban Forest Management Plan), including with respect to utilities.

- P 13: Continue using the tree app to compile a tree inventory of planted trees on Township-owned land including parks and municipal right-of-way (street trees).
- P 14: Complete the Urban Forest Management Plan to guide the management of trees on Township owned land.
- P 15: Set money aside for the implementation of projects to be identified in the Urban Forest Management Plan. At minimum, costs will be required for tree planting, tree care maintenance, and hazard tree removal. Costing will depend on the outcomes of the proposed management plan and should be adjusted accordingly when more is known.
- P 16: The Parks Division should review new proposed development of subdivisions, ensuring and enforcing appropriate plantings of trees, including with respect to utilities.



## Playground Operation and Replacement Plan

The Township has 21 playgrounds which range in age and condition. The play structures at Dinosaur Park, Hawley Court Park and Fairfield Park are quite aged with metal structures and sand or pea gravel surfacing. Newer structures exist at Lakeview Park, Elwood Dopping Park, Briscoe Park and Ridge Park. There is one natural playground at Babcock Mills in Odessa which was built in 2016 and one playground with accessible features identified at Briscoe Park in Bath.

According to the 2022 Asset Management Plan, the Township has 31 play structure assets which together are an average of 14.3 years old. The Dinosaur Park Play structure, and Fairfield Park Play structures are noted as high risk assets.

The Township should develop a Playground Operation and Replacement Plan, to guide playground upgrades over the next 10-plus years. The plan will identify priorities, and provide cost estimates and a phasing schedule. Priority upgrades should include the replacement of swing structures at Odessa Centennial Park and J. Earl Burt Memorial Park which are due within the next two years.

To inform the Playground Operation and Replacement Plan, a playground inspector is needed to review the safety and accessibility of each playground. At present, the Township has a staff person with their playground inspector certification who can conduct the review. Lacking this certification, contracted inspectors are to be utilized. Using the inspection findings as the baseline, the Plan will list and categorize upgrades for





each playground. Upgrade categories may include, safety, accessibility, climate comfort and enhancements.

Furthermore, the plan should outline the playground replacement process. It should address questions such as:

- When does a playground project require a complete design process with community consultation and design consultants?
- What types of upgrades should be implemented without a design process?
- When is it warranted that a playground be removed and not replaced?
- What are the funding streams? How should the Township best work with service clubs and developers when funding playgrounds?
- How should playgrounds be prioritized for implementation?

Playground upgrades usually focus on the replacement of old safety surfacing and equipment, and key features surrounding the play equipment are often overlooked or not budgeted for. The following features should be added to playground areas to provide accessibility and climate comfort:

- Accessible pathways
- Seating
- Tree planting
- Shade structures
- Water refill stations

P 17: Develop a Playground Operation and Replacement Plan that outlines and prioritizes playground upgrades for all existing playgrounds. Work with a playground inspector to inform the Plan. Assign budget annually for implementation.



## Waterfront Master Plan

Loyalist has 13 waterfront parks split between Amherstview, Bath, Odessa and Amherst Island. Together these make up 37 ha of parkland, with 13 ha located on the mainland. The waterfront parks in Amherstview and Bath are highly used. Residents wish to see a more connected waterfront with trails and safer road crossings.

The Township requires the development of a waterfront master plan to provide a cohesive vision for the waterfront over the next 10-plus years. The scope of the plan should include the Lake Ontario Waterfront between Bath and Amherstview, the Island, and Millhaven Creek in Odessa.

The Loyalist waterfront master plan should provide guidance regarding:

- Potential relocation or redesign of the Township boat launch at Finkle's Shore
- Inclusion of non-motorized watercraft dock (kayak and canoes) on the mainland
- Management of waterfront-based tourism
- Activities permitted at the existing dock located at the Discovery Center
- Safety concerns such as busy road crossings
- Off-road waterfront trail development
- Water quality and water access
- The acquisition of additional waterfront open space

The master plan must take into consideration infrastructure projects such as the proposed tunnel under Highway 33 for Amherstview residents to access Fairfield Park.

A key project the waterfront master plan should explore is the development of an off-road waterfront trail, which is described in the official plan. Due to the large tourism component, developing this plan should be a partnership between the Parks and Recreation and Heritage, Culture, and Tourism Divisions.

Another key consideration for public safety and the enjoyment of waterfront spaces is water quality. Water quality in Lake Ontario is a complex, binational issue however local actions do make a difference. Loyalist works with the KFL&A Public Health unit to monitor water quality in the Township.

The charitable organization Swim Drink Fish is another possible resource for the Township. They provide an online map of water pollution levels and a guide that allows the public to make informed decisions about when and where to safely enjoy water-based recreation such as swimming. Their apps and programs work to improve community access to water at a local scale. Swim Drink Fish has an office and monitoring hub in Kingston.

P 18: Develop a waterfront master plan to inform improvements for a more connected, enjoyable and accessible waterfront. The scope of the plan should include the Lake Ontario waterfront between Bath and Amherstview, the Island and Millhaven Creek in Odessa.



## Waterfront Pedestrian Crossings

In order to be able to safely use and enjoy parks in Loyalist, residents need to be able to walk from their homes to nearby parks safely. Pedestrian routes from neighbourhood to nearby parks should be safe, accessible and direct. The Township has been working for several years to improve Bath Road (Highway 33) pedestrian crossings in Amherstview, however the MTO has not approved any traffic calming measures or crosswalk infrastructure on this section of the highway. The main area of concern is between the neighbourhood around Lakeview Park on the northside of Bath Road and the waterfront at Fairfield Park.

It is in the best interest for the community of Amherstview to have frequent safe points of crossing along the extent of the waterfront and traffic calming measures similar to Bath.

The 2024 Infrastructure Master Plan (IMP) identifies the need for a crossing to Fairfield Park as part of two recommendations:

- (R7) Lakeview Park multi-use pathway
- (R49) Waterfront Strategy

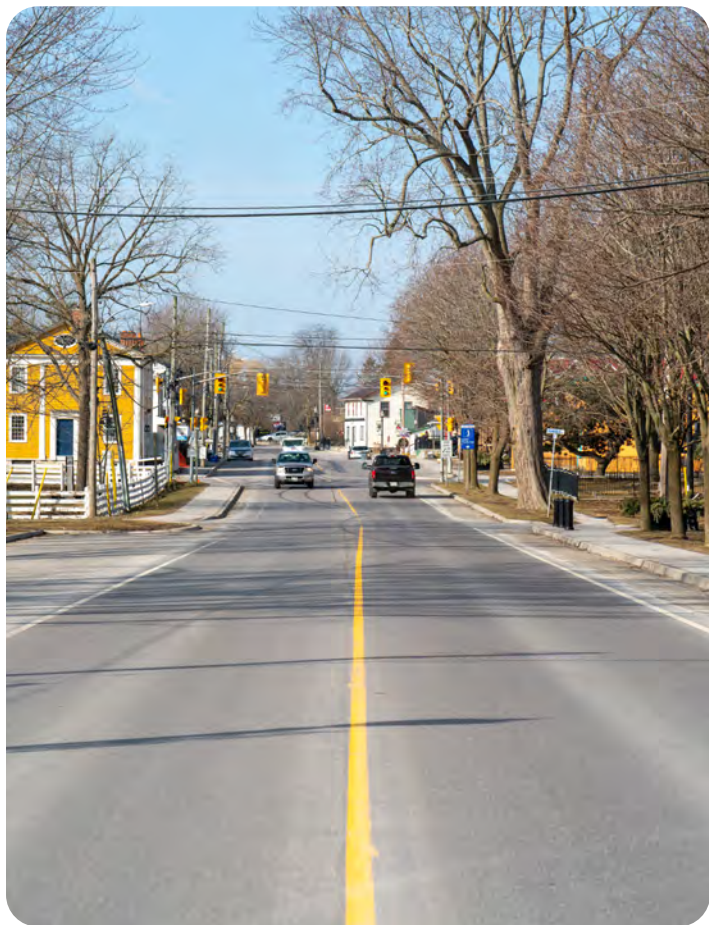
Recommendation R49 of the IMP states that the waterfront plan “should include a crossing of Bath Road Highway 33 near Lakeview Park to Fairfield Park. This crossing should be considered a priority. A crossing will require permit from the MTO.”

The IMP also recommends a high-level Township review of traffic crossing, traffic calming and parking policies (R29) to be

completed in the short term of the 25-year plan.

The improvement of pedestrian safety along Bath Road and success of the proposed crossing to Fairfield Park are key to the success of Loyalist’s waterfront and active transportation. For this reason, the Township should continue to advocate for pedestrian safety along and across sections of the Province-owned highway.

P 19: Continue to advocate for pedestrian safety along and across sections of the Province-owned highway. Work together with a traffic engineer and the MTO to explore a variety of solutions.



## Trails Master Plan

The desire for an improved trail network was a key takeaway from the consultation. With the exception of pathways within parks, there are currently no municipal off-road trails in Loyalist.

In the 2022 Official Plan, a number of conceptual trails are identified. These conceptual trails include the following:

- The Waterfront Trail
- Amherst Island Trail
- Millhaven Creek Trail
- Bayview Bog Trail
- Connection to the K&P trails and the Cataraqui Trail
- Rideau Waterway land Trust

As well, through the 2024 Infrastructure Master Plan, 18 active transportation projects are identified which focus on sidewalk and multi-use trail development. Of these 18 projects, 10 are in Amherstview, one in Odessa, three in Bath and four in rural areas.

The Township should work with a landscape architect and trail specialist to develop a trail master plan that focuses on implementation. This plan should identify trail development priorities and break down those priorities into manageable capital projects. The trails master plan should include:

- Mapping and delineation of a trail network that supports active transportation
- Cost estimates for identified trail projects
- Prioritization and phasing of trails projects over several years

- A funding strategy to outline grant opportunities and developers contribution
- A land access strategy for key trail linkages
- A trail classification system with basic design standards and permitted trail uses (motorized vs non-motorized, etc.)

Trails should be designed and built to be accessible and multi-use where feasible.

The trails master plan will build upon the conceptual work completed in the Official Plan, and will coordinate with projects identified in the 2024 Infrastructure Management Plan. In addition, coordination with the proposed waterfront master plan is needed as developing a waterfront trail will be a high priority. Ernestown Secondary School had plans to develop trails on their property, and this plan would also take those into account.

P 20: Work with a landscape architect and trails specialist to develop a trails master plan that focuses on implementation. The plan should build upon conceptual trails identified in the 2022 Official Plan and projects identified in the 2024 Infrastructure Master Plan.

# Operational Service Standards

The ongoing maintenance of parks, sports fields, roadways and other landscaped Township assets is informed by the Infrastructure Services Public Works Operational Service Standards document. This 2015 document outlines the frequency of maintenance tasks such as grass cutting and garbage collection for four different maintenance levels. It states that all parks should receive one of the following maintenance levels:

1. Premium Maintenance
2. Enhanced Maintenance
3. Standard Maintenance
4. As Required Maintenance

None of the parks are currently placed in fourth level, "As required Maintenance". Maintenance for sports fields that exist within parks are discussed separately and are treated with either Premium Maintenance or Standard Maintenance, depending on whether they are formally booked out.

The Township should update the operational service standards document to include new parks, remove decommissioned parks, and to reconsider the maintenance levels of parks that have since had relevant changes. New parks that are not mentioned in the 2015 document include: Sand Beach, the Gowan Property (not yet developed as a park, but will be in the future) and Pearce Street Park.

The operational service standards should also be expanded upon to inform the maintenance of trails, and naturalized areas. Depending on the type of trail,

regular maintenance tasks may include weed trimming to maintain a buffer strip, snow clearing, garbage collection, storm cleanup, and closure of unsanctioned trails. As for naturalization projects, maintenance needs should be less frequent than managing turf grass, but some maintenance is warranted. Maintenance tasks for naturalization projects may include: invasive plant removal, mulching young trees and shrubs, tree guard removal, and infill of gaps with additional plantings or seeding.

- P 21: Update the 2015 Infrastructure Service Public Works Operational Service Standards to include new parks, and to remove decommissioned parks.
- P 22: Reconsider the maintenance levels of parks that have since had relevant changes.
- P 23: Add maintenance standards (or guidelines) for trails and naturalized areas.

## Parks Staffing Needs

The recommendations of this Plan will have considerable impact on the parks operations team and seasonal staff. For example, there are recommendations for tree planting and naturalization, a number of additional park amenities, and a few new parks in development. To add to this, the WJH renewal will result in moving some staff who were previously in parks in the summer to the WJH year round. A fulsome review of parks staffing will be required once the WJH opens, and in consideration with the timing of implementation of recommendations in this Plan

P 24: Conduct a review of parks staffing needs, and add staff as required to implement the recommendations of this Plan.



## 4.2 Improvements to Existing Parks and Amenities

This section focuses on specific parks in each community that were identified as needing improvement and/or having unrealized potential. This section does not address in detail the replacement of old play equipment as this is to be covered in the proposed Playground Replacement Plan.



### Odessa Centennial Park

Odessa Centennial Park has 11.14 ha of park space making it the largest park on the mainland within Loyalist, however the majority of the park is located within the floodplain which limits the amenities and facilities it can accommodate. A large area of the park is zoned as environmentally protected ('EP'). Due to its location near freeway ramps, the park is within a MTO Permit Zone. The park borders Millhaven Creek to the east and Highway 401 to the north and has a grass ball diamond (with aging back stop and benches), a swing set and parking lot. The existing ball diamond is maintained as greenspace and is not permitted for baseball usage. The plan is to decommission the ball diamond infrastructure in 2025. It appears that the natural area of the park is used informally for trail recreation by all-terrain vehicles (ATVs).

The park's location next to the freeway and at the edge of the community makes it a less desirable location for a playground. Instead of replacing the lone, aged swing set the Township should provide a new play feature to a more centrally located park such as at Babcock Mill Park.

The Township should consult on the development a dog park at Odessa Centennial Park. The dog park should be located outside of the floodplain, ideally on a relative high point to limit muddy conditions developing. Please see

section 4.3 for design considerations for designing dog parks.

In addition, the Township should explore the feasibility of developing trails throughout the natural area of the park, if there is a suitable route around and/or through the wet areas. As part of the proposed trails master plan, the Township should work with a trail builder to understand the opportunities and constraints of developing trails in this location. Boardwalks are typically a well enjoyed feature but would be very costly if needed for the majority of the trail. A wet site such as this may be suitable for snowshoeing and cross-country skiing during winters with sufficient snow.

Lastly, buffer planting is needed at Odessa Centennial Park to create more visual and physical separation between the park and the freeway. Native conifers such as white pine and white spruce are recommended for this purpose.

- P 25: Plant a variety of native conifers at the north and west edges of Odessa Centennial Park to create more separation from the freeway.
- P 26: Provide a dog park at Odessa Centennial Park located outside of the floodplain.
- P 27: Work with a trail specialist as part of the trails master plan to explore the feasibility of trail development in the natural area of Odessa Centennial Park.



## Sk8er Park

Sk8er Park is a Township owned and operated outdoor rink and multi-sport facility located within the Fairgrounds (owned by the Odessa Agricultural Society or OAS). The Township has a legal agreement with the OAS that defines responsibilities related to Township infrastructure on OAS land. The multi-sport facility has a concrete pad that includes basketball and pickleball lines (see section 3.2). The rink is sheltered completely by a steel roofed structure which is intended to protect the playing surface from the elements (ice from sun and snow). The roofed structure has lighting which can be programmed for any hours of scheduled play and is commonly set for a 10:00 p.m. shut-off.

In the winter season the facility is part of the Community Outdoor Rink Program which supports volunteers in creating and maintaining outdoor rinks in select parks. Through this program the Township provides volunteers with the funding, tools, supplies, training and liability insurance needed to operate an outdoor rink.

In recent years the community has been disappointed by the lack of usability of the rink. Mild winters and the COVID-19 pandemic has limited use of the rink. Other issues include leaks in the roof structure, which only provides partial protection from sun and snow. Despite the roof, winter winds blow snow onto the pad/ice surface resulting in the need for snow removal. Additionally, the southern exposure (no walls) to sun further impacts the ice quality. Issues with theft at Sk8er Park has prevented the use of portable

pickleball nets during the warmer months (when nets are left unattended).

The Township should continue to maintain the facility for the next five years while keeping track of the number of days the rink is operated weather permitting. After five years the Township should assess whether efforts to maintain the ice have been worthwhile considering the changing climate.

Based on the challenges and successes of the five-year period, the Township may consider investing in a refrigerated outdoor rink or skating trails. Municipalities in more temperate regions of Ontario (southern Ontario, central Ontario, eastern Ontario, etc.) are investing in the creation of outdoor refrigerated ice rinks and skating trails. As a high-cost outdoor amenity, this is more common to find in population centers such as in the GTA, and in Ottawa. Ottawa for example, with a population of 1,017,449 has four outdoor refrigerated ice rinks. Kingston, with a population of 132,485 has one outdoor refrigerated ice rink located downtown. Municipalities with populations less than 50,000 which have a public refrigerated outdoor rink include Whitchurch-Stouffville, Coburg, Collingwood, Innisfil, and North Grenville. Wolfe Island has one, however it functions as the main arena for the community, rather than as an additional amenity.

Should Sk8er Park need major repairs in the future, such as to the concrete pad, this would be a good time to upgrade the facility into a refrigerated ice pad. In the interim, a second option is to use a portable cooling system that can be rolled out between the concrete pad and ice surface. As this can be costly, and requires significant storage space when not in use,

the Township may choose to implement this on half the pad rather than the whole pad.

Sk8er Park should be used and programmed in the summer months as well. Programming options include a floor hockey league or stick handling skills program. Pickleball is likely not suitable due to the surface material.

- P 28: Continue to maintain the facility for the next five years. Record the number of days the rink is operated weather permitting, and use this data to inform future decision making.
- P 29: Consider using a portable cooling system to extend the use of Sk8er Park outdoor rink in the winter. Alternatively, if opportunities arise and major repairs are needed, upgrade the rink into a refrigerated pad with the cooling system embedded in the concrete pad.
- P 30: Program use of Sk8er Park during the warmer months such as through a floor hockey league or a stick handling skills program.



## Willie Pratt Sports Fields

Willie Pratt Sports Fields is one of the Township's main parks for sports facilities. This 2.97 ha park has two ball diamonds, two soccer fields, concessions, washrooms, storage for community groups, accessible parking, and a playground. It is the third largest park in Amherstview after Fairfield Park and WJH. It borders the CN rail line to the north and the LAC to the west.

There is a general consensus among staff that the concerns with Willie Pratt need to be addressed through a redesign of the site. Concerns include drainage and irrigation issues, safety concerns due to the lack of space, need to reorient the diamonds, need for storage for park equipment and noise issues due to the rail line. The need for a drainage improvements to resolve drainage issues along adjacent property lines is noted as a medium-term project in the IMP. See section 3.0, Facilities for further discussion of facility fit and safety audit for Willie Pratt Sports Fields.

In terms of amenities, the park requires playground accessibility improvements, and much more shade. New playground surfacing, a paved pathway connecting the playground to the sidewalk (likely re-routed away from the rail line and nearer to lit areas of the park), tree planting and a shade structure would be worthwhile improvements. That being said, these upgrades should not be made until the full redesign including sport facilities is planned. With the core function of this park being soccer and baseball, the playground may or may not be included in the new facility fit.

P 31: Develop a design for Willie Pratt that considers at minimum:

- Retaining the most used sport facilities
- Orienting and designing these facilities for optimal use (e.g., in terms of safety, accessibility, and multi-purpose suitability)
- Providing supporting amenities for the sport fields such as shade, seating, and washrooms
- Playground options
- Parking, accessibility and pathways throughout the site
- Storage for parks maintenance equipment.



## Dinosaur Park

Dinosaur Park is a 1.15 ha neighbourhood park located in the center of Amherstview. The park has a community play soccer field (not permitted), a playground, parking area and a few mid-sized trees. The park has frontage along residential streets at its north edge and south edge. To the west the park borders a townhouse complex which has its own play structure and basketball court. The community play soccer field is scheduled to be decommissioned in 2025.

The Township wishes to better utilize Dinosaur Park as the soccer field is not being used and the playground is beyond its expected life and requires replacement. As a relatively flat, centrally located park with few existing features, there are many different amenities and facilities that could be suitable. Constraints of this site would be the size, triangular shape, and reported challenges with vandalism. Extension of the underground storm sewer in Dinosaur Park is noted as a long-term project in the IMP.

The Township has some preliminary designs for the playground and is undergoing consultation with the community with plans to implement the new playground in 2025. The redesign of this park, and subsequent phases of implementation, could be an opportunity to explore other unscheduled recreation amenities that don't exist in Loyalist yet. Possibilities to consider include:

- Frisbee golf
- Bocce ball
- Table tennis or Chess
- Pollinator gardens

- A sensory garden or type of contemplative space
- Outdoor fitness equipment
- Community gardens

With these possibilities in mind, the Township should consult with the community to determine what type of features would interest local residents. Most of the neighbourhood parks in Amherstview are very similar, with a play structure and swing set. If activating this park is a priority, the Township should provide something new and exciting. This could be as simple as providing a new playground but with special features like a zip line or dino dig.

P 32: Consult with the neighbourhood to gauge interest in new amenities and facilities for Dinosaur Park. Work with a landscape architect to develop concept plans based on the findings of the consultation.





## Lakeview Park

There are several projects identified in the IMP which are to take place at Lakeview Park. Most are specific to the pumping station but two are relevant to the actual park. One is to develop the park as an active transportation hub with internal multi-use pathways and security lighting to connect to multiple proposed active transportation routes. This project is slated for the medium term and mentions the addition of a new pedestrian crossing of Bath Road to Fairfield Park. Secondly, the Infrastructure Master Plan recommends reserving land in the park for an enhanced storm outlet to improve stormwater quality. No project term is given for this recommendation.

The three main requests regarding Lakeview Park are for additional parking (to serve Fairfield Park), a dog park, and a safe way for people to cross Bath Road from one park to the other. The Township has been in conversation with the MTO regarding these safety concerns since 2017. The development of Lakeview Park in a way that would increase use of the driveway and parking off Bath Road is discouraged by the MTO. The gravel driveway and parking were created not to serve the park, but rather to serve the Lakeview Sewage Pumping Station. Use of this driveway and parking lot by park users is a secondary function that it was not designed for. The location of the driveway near to the top of a hill along Bath Road is considered unsafe.

Due to these limitations, the Township is not permitted to provide new amenities or facilities that would increase use of the driveway entrance off Bath Road. To work around this, the driveway entrance

could be gated and closed to the public with access only given for maintenance of the Pumping Station. This approach could allow the Township to develop the park more freely, although it would mean losing use of all parking spaces in the park.

Despite its larger size, Lakeview Park should be managed as a neighborhood park rather than a community park. This is because of the lack of safe/purpose-built driveway and parking area and due to space demands for stormwater. Improvements to the park will be limited to playground upgrades when required, multi-use trail development, lighting and landscaping changes such as tree planting and naturalization.

Maintaining vegetative buffers of native trees, shrubs and herbaceous plants along waterways is important for a healthy watershed. Expanding the vegetative buffer of the drainage swale in Lakeview Park is a potential naturalization project.

P 33: Manage Lakeview Park as a neighbourhood park. Limit park improvements to playground upgrades when required, multi-use trail development, lighting and landscaping changes such as tree planting and naturalization. Consider gating the driveway entrance if needed to attain permits from the MTO for these upgrades.

P 34: Create a naturalized buffer along the drainage swale in Lakeview Park, in coordination with proposed storm water outlet improvements.

P 35: Work together with Township planners and engineers to implement the proposed multi-use pathway and lighting through Lakeview Park.



## Loyalist Park

Loyalist Park is a relatively new (constructed 2014) 2.2 ha park located in west Amherstview. It is currently a passive park with a walkway around the perimeter, benches, berms that form a small amphitheater, park lighting, young trees and a small parking lot. The walkway is plowed in the winter. The park has significant frontage along Amherst Drive, a nearby bus stop, and two paths connecting to the internal residential area. The Park requires a civic address. There is community interest for a dog park and playground at this park.

During the warmer months, Loyalist Park hosts TuNes Days which is a free monthly concert series that runs May through August. TuNes Days is one of 10 core events that are put on by the Township's HCT division. During the concert series the amphitheater is used and attendees set up chairs and blankets. Musicians set up under an event tent and speakers are connected to a nearby power source. In support of such events, the HCT division has suggested the addition of a band stand, additional electrical hook-ups, and additional parking. Loyalist Township is currently developing a 10-year Arts, Culture and Heritage Master Plan which is scheduled for completion in early 2026. Needs for event-related park infrastructure may be further defined within the Arts, Culture and Heritage Master Plan.

There are two existing Township playgrounds located near to Loyalist Park which are at Ridge Park and Pearce Street Park. The Ridge Park playground is located a 350 m walk south. This playground has a senior play structure,

a junior play structure and a swing set. Pearce Street Park is a 400 m walk north located in the new subdivision. This playground has one play structure. To the west there is also a playground located a 650 m walk from the south end of the park at Fairfield Elementary School. This area of Amherstview is over supplied with playgrounds and therefore providing a playground should not be prioritized at this time. The Township may reconsider providing a playground at Loyalist Park in the case that a playground is decommissioned elsewhere.

A number of suggestions were received through the consultation regarding Loyalist Park. They include the following:

- More trees and benches throughout
- Benches provided along the path to support residents of the nearby retirement communities
- A second sign to identify the park at the Blakely Street entrance
- A naturalized area
- Development of a pump track and skate park
- A playground with swings, monkey bars and a water fountain
- An exercise station with pull up bars at different heights and balance beams
- A full pathway loop (connect the existing path so that it is a full loop)
- A play area for kids with shade and a splash pad

The Township must decide whether it wishes to develop Loyalist Park as a community park or a large neighbourhood park. Based on its use as an event space, it is recommended that it is treated as a community park. In section

4.3, it is recommended that a skate park and pump track be developed at Loyalist Park with the help of a donation from a local couple. To improve climate comfort at the park, a shade structure should be integrated with the skate park and pump track area, and a second shade structure should be integrated with the amphitheatre.

P 36: In the short term, develop a design for Loyalist Park that balances its existing function as a community event space and the proposed skate park and pump track amenities. Provide a shade structure for both areas. Consider providing the following amenities to support the event space:

- Accessible washrooms
- A storage area for supplies
- A drinking fountain with bottle fill station
- Additional parking as needed
- Potential band stand.

Include some everyday use amenities, shade structures, additional seating, and naturalized area.

Implement the design in phases as needed to manage cost. This recommendation should be adjusted to reflect the findings and recommendations of the Arts, Culture, and Heritage Master Plan.

## Briscoe Park

Briscoe Park is a 1.63 ha park in east Bath. It has a playground with accessible features, basketball court, an old baseball backstop and mature trees. The Park has street frontage along a cul-de-sac and a 200 m right-of-way that connects to a nearby street.

This Park has had recent upgrades. A play structure with accessible features was added in 2020 and new swings with an inclusive seat were added in 2023. There are plans to add trails to the Park that will connect to a larger trail system. It is proposed in the IMP that the proposed Windemere Boulevard loop multi-use pathway will connect Briscoe Park to Main Street and to Jessup Lane Park. This work is planned for the long term.

Through the consultation there was a request for a walking trail around the park. The Township could provide a 250 m looped accessible path around Briscoe Park. This would further expand upon the cluster of accessible features at this park. However, the first priority for the park in terms of accessibility should be to connect all the amenities and the entrance from the cul-de-sac with an accessible path.

Two edges of the park back onto a woodlot which is planned to be developed as the next phase of the Aura by the Lake development. The Township should make efforts to preserve the wooded edges of the park. Many parks in Loyalist lack canopy cover and mature trees. Preserving a buffer area of woodlot around the park, or even preserving select trees will make a big difference in the community enjoyment of this park in the future. In addition, the Township should ensure pedestrian connectivity

to this park and the proposed housing development. The new park in the Aura development is discussed further on page 127.

- P 37: Provide an accessible path between amenities and park entrance at Briscoe Park. Consider expanding this path to a 250 m loop around the park in the long term.
- P 38: Work with the developer of Aura by the Lake to preserve the woodlot edge around the park.



# Amherst Island Centennial Park

Amherst Island Centennial Park is a 0.3 ha park located in Stella, which is leased to the Township by the Amherst Island Agricultural Society (AIAS). A 99 year lease was signed in 1965, and so there are 39 years remaining. The Park backs onto the Amherst Island Fairgrounds which are used for a number of events throughout the year including Canada Day and Saturday Morning Socials. The Park itself is quite small and has a swing set, benches, flower boxes and mature trees. Only the play equipment is Township owned. Compared to many playgrounds on the mainland of Loyalist, the play value at this park is quite limited, as it is only a swing set. This is the only Township-provided play area on the island, but the school has a senior play structure with two slides about 500 m down the road. There were no requests during the consultation for the Plan for this playground to be upgraded. It is recommended that the Township monitor the community interest for improvements at Amherst Island Centennial Park. There is no evidence at this time that upgrading the playground or adding a new amenity to this park is desired by the community. Ultimately, the priority for Amherst Island during the term of this plan is to develop the Gowan property.

P 39: Monitor for community interest for improvements at Amherst Island Centennial Park.





## Bath Park and Tennis Court

Bath Park is a 5.7 ha park located in central Bath. It is the largest park in Bath and the second largest park on the mainland after Odessa Centennial Park. It has frontage along Church Street and is located next to the Bath Fire Hall, and Bath Public School. The park is connected by pathway to the new subdivision to the west. Apart from the tennis and pickleball courts, the park is passive and largely undeveloped. Along with a large area of open lawn space the park has picnic tables, benches, young trees, a 400 m pathway and a pollinator garden. Bath Park is the home to many large community events including the annual Canada Day celebration. During the summer, portable washrooms are provided at this park. In the winter, the Township is currently partnering with Bath Public School to provide an outdoor rink on school property beside the park. This park is one of several parks in Loyalist that lack a civic address and chosen park name (according to internal park documents).

In section 3.0, Facilities, it is recommended that the Bath tennis courts be repurposed as space for more dedicated pickleball courts.

Bath Park is recommended as the ideal site for the Township's splash pad as it is centrally located within a community and has the most space to accommodate the additional amenities that will be needed to support the splash pad. In addition, Bath Park has few existing amenities and facilities, so the introduction of the splash pad should not interfere with existing

functions of the park, as long as new parking is provided.

It is recommended that Bath Park be developed as a District Park as the proposed splash pad will attract residents from all communities across Loyalist. The splash pad should be designed as the primary splash pad in Loyalist, with facilities to support families that will drive in to enjoy the park for a summer afternoon. Ideally the splash pad should be coupled with accessible washrooms and change rooms, a shade structure and picnic area, water fountain and bottle fill station, and parking. The splash pad should be designed so that it is properly integrated into the landscape of the park with connecting pathways, new seating and planting.

The Township should work with a landscape architect to design a site plan for the park, as well as an architect to design the new washroom building. The washroom building should be integrated into the site plan but may be built in a second phase of the park's development. Given the size of the park and number of facilities and amenities, it would be beneficial to also include a small storage garage for parks maintenance and programming supplies.

P 40: Develop Bath Park as a District Park with a splash pad with associated amenities to serve the entire Township. Provide accessible washrooms, a shade structure and picnic area, water fountain and bottle fill station, storage garage and parking. Work with a landscape architect to design a site plan and with an architect to design the washroom building.



image credit: <https://www.hanover.ca/splash-pad>

## 4.3 New Park Amenities

This section discusses new park amenities that received significant support through the consultation. Recommendations are provided regarding where and how these new amenities should be developed.

### Splash Pad

A splash pad has been a very high demand facility for some time in the Township, and a survey was recently completed to quantify the demand. The online survey found that of 1,360 respondents, 94% were in favour of a splash pad. It determined as well that on average, respondents were willing to travel 13 km to use the splash pad.

As mentioned in section 4.2, the proposed location in Bath would be Bath Park. Splash pads are anchor facilities that typically have high use and draw people from around the community. As such, they are well suited to central recreation hub locations, where there are supporting amenities to support them (i.e., sufficient parking, water access, washroom and change rooms, and other amenities like shade structures or playgrounds). For this reason, many in Loyalist feel that the splash pad should go on or near the WJH. This site does make sense from a planning perspective, however, as Bath is growing, it makes sense to have a secondary recreation hub, which could be anchored by the splash pad.

A key reason Bath is chosen over Odessa is that as the community is growing rapidly, housing needs are demanding most of the water servicing capabilities

at this time. Additionally, Odessa does not currently have a community park that could accommodate a splash pad.

The Township should review the need for an additional splash pad to be located in Odessa during the term of the next Parks and Recreation Master Plan (after 10 years). At that point, ideally there will be a community park in Odessa and the water services may be sufficiently developed.

- P 41: Develop a splash pad in the short-term at Bath Park
- P 42: Review the need for a second splash pad in Odessa in the next Parks and Recreation Master Plan

## Dog Park

There is high demand for a dog park in Loyalist. At present, residents of Loyalist drive to neighbouring municipalities to use dog parks (as far as 20 minutes) or use unsanctioned park areas as dog parks. Reportedly Odessa Centennial Park, Loyalist Park, and Lakeview Park are often used as off-leash areas. For residents of Odessa, the closest dog park is in Harrowsmith.

For residents of Bath and Amherstview the closest dog park is in Kingston. People living in Bath and west Amherstview are located farthest from the dog parks in neighbouring municipalities.

### Dog Park Design Considerations

Off-leash areas have their own unique design and maintenance considerations to ensure a safe, attractive, and practical space for dogs and dog owners. While each space is unique and must be assessed for its own merits in regard to its ability to successfully host an off-leash area, the following key considerations in the development of off-leash areas are based on best practices employed worldwide:

- Appropriate selection of surfacing is critical from a number of perspectives including maintenance, drainage, health, dog and human comfort, accessibility, safety, and cost. Ideally an off-leash area will use more than one surface and will be selected based on site characteristics.
- While not always possible, water should be provided for drinking (both dogs and humans), play for dogs, and irrigation (surface dependent). There must be access to water service and installation of gravel/concrete pad at the water source to prevent puddling and erosion.
- Shade is important for both dogs and humans by way of trees and/or shade structures, with special consideration required for long-term tree health.
- Not all off-leash areas need fencing. However, for off-leash areas in more urban or high-activity parks, a double-gated system should be used at all entrances and exits with an adequate height (e.g., 1.5 m/5 ft high steel fencing).
- Lighting increases safety and extends the hours when off-leash areas can be used in the winter. Lighting should address issues regarding access, safety, environmental impacts, and community concerns.
- A wide number of amenities should be considered in off-leash areas to improve accessibility and the experience for both dogs and their owners, such as dog agility equipment, a small/shy dog area, accessible seating for humans, and waste receptacles.

It is recommended that a dog park be provided at a new park within the Amherstview West Secondary Plan area. With this approach the introduction of a dog park should not compete with any existing uses.

A second dog park should be provided at Odessa Centennial Park. This site is already well used for this purpose, and other suitable uses for the landscaped area of this park are limited. This Park is within walking distance for people living in central Odessa and has ample parking. There is some shade at the park from existing trees and the woodlot edge.

P 43: Develop a dog park at a new park within the Amherstview West Secondary Plan area in the medium to long-term.

P 44: Develop a dog park at Odessa Centennial Park in the short-term.



## Skate Park and Pump Track

The programs section discussed the need for activities for children and youth, as well as free, outdoor activities. Skate parks and pump tracks are growing in popularity, as they interest a wide age range (from preschool to adult), allow families to play together, and they provide a free, open access, recreation opportunity. Furthermore, after the initial cost of building, they are not excessively costly for the Township to maintain, though it varies depending on the design and structure (e.g., paved versus dirt pump tracks). The Township is fortunate to have a local couple that is passionate about supporting outdoor activities for children and youth, that has offered to contribute a considerable sum to building a skate park and/or pump track in Loyalist.

Considering possible locations for the skate park/pump track, both Amherstview and Odessa make sense in terms of population growth. Keeping in line with the strategic direction from Section 1.0 Strategic Directions of this Plan to provide equitable opportunities to different communities, one approach would be to build a skate park and pump track in Amherstview in the short-term, and a second pump track in Odessa in the mid-term. This would allow the private funding to be used in Amherstview in the short-term, while funding is acquired through developments in Odessa, and possibly other partnerships, to bring the second pump track to Odessa in the mid-term.

The skate park and pump track in Amherstview should be sited together at Loyalist Park. Loyalist Park has sufficient

space for these amenities and is a central location that youth and families can reach by foot, bus or car. Existing lighting and electric service in the park allows for the integration of lighting to extend evening use if desired. It is important that the addition of the pump track and skate park do not interfere with the use of the park for other events. Buffer space should be kept between the site of amphitheatre and the new pump track and skate park. The HCT division (who run events at the park) should be consulted through the design of the new amenities.

The pump track in Odessa should be located at the proposed community park, coupled with the splash pad to anchor a recreation hub.

- P 45: Working with local partners, develop a skate park and pump track in Amherstview at Loyalist Park in the short-term. Consult with Heritage, Culture and Tourism in order to avoid conflicts with events at the park.
- P 46: Seek partners to develop a pump track in Odessa at the proposed community hub in the mid- to late-term.

## Outdoor Rink in Wilton

The community of Wilton is interested in building and operating an outdoor rink. Community rinks are important park amenities that bring people together in the winter and help people stay active. Unfortunately investing time and resources into outdoor rinks has at times been a losing proposition with winters becoming mild and less predictable.

However, with a dedicated volunteer group available, and relatively little resources required, the Township should support Wilton with the outdoor rink through their Community Outdoor Rink Program. The Township should work with the community to help them site the rink in a flat, well-draining location which is not too close to adjacent houses but has access to an existing water source. The current preferred choice by the community is to locate the rink beside Wilton Hall, so that people may have access to washrooms and an indoor space.

P 47: Provide assistance to the community of Wilton through the Community Outdoor Rink Program, and assist them in establishing a rink outside of Wilton Hall.



## Multi-use Sports Court in Stella - Gowan Property

The Amherst Island Recreation Association (AIRA) has been fundraising for a multi-use court for programming and open community use. The Township should support the AIRA with the cost and implementation of the multi-use court, including selection of a suitable site for the court. The fairgrounds and elementary school have been considered as potential sites, but neither are Township-owned.

With the recent acquisition of the Gowan properties there is more Township-owned land in Stella that could be used to site the new court. The Gowan properties include a 1.8 ha waterfront property and a 8.5 ha property which surrounds the public school and has frontage on Front Road and Stella 40 Foot Road. The waterfront property is the site of the Feidin Walls, and therefore the cultural significance and historic character of the site may make it an unfavorable location for a

sports facility. Recommendations for the waterfront park are in section 4.4.

The property adjacent to the school, which is currently a farm field, is a more suitable location. Here the multi-use sports courts will not conflict with waterfront uses or the Feidin Walls. The school-adjacent property also has the benefit of plenty of room to grow, if the Township wishes to cluster other amenities and/or facilities here in the future.

P 48: Working with the AIRA, conduct community consultation and develop a concept level design for the school-adjacent property which explores the siting of a multi-purpose community facility and various outdoor amenities and facilities, and confirms community needs and interests in these facilities. This master plan should provide a multi-phased approach for developing the site in the long term.



## Volleyball Courts

In the Programs section it is recommended that the Township support more outdoor programming including volleyball. Volleyball is one of the more popular programs in the Township and can be piloted outdoors with removable nets on any flat green space. This adaptability would also allow the program to be held around the Township in different locations. If the Township develops permanent courts in the future they should consider locations that can accommodate storage for nets, rakes, boundary lines, especially if a league is developed. Surfacing can be sand or grass. Outdoor volleyball is also suitable for casual unscheduled play, similar to basketball. The following proposed and existing parks should be considered as sites for temporary or permanent volleyball courts if demand is sufficient:

- The Fairgrounds in Odessa (if developed as a community park)
- Bath Park in Bath
- Dinosaur Park in Amherstview
- The Gowan Property in Stella

P 49: Monitor success of temporary outdoor volleyball programming. If demand is sufficient, develop a permanent outdoor volleyball court at one of the listed parks.

## 4.4 New Park Development

### Odessa

As part of the Fields of Loyalist subdivision development there are three new small parks in the preliminary draft plan phase. The parcel sizes of these parks are fairly small (0.75 ha, 1.03 ha, and 1.92 ha) and therefore will be limited in their ability to accommodate a variety of amenities and facilities.

The facilities section of this Plan recommends tennis courts in Odessa, and in Section 4.3, a pump track and splash pad are also recommended for Odessa. Odessa is in need of a Community Park that can accommodate these facilities and other amenities, and can function as a central gathering place. The park should be designed as a central destination in Odessa, where residents of all ages can come to recreate. The park should be a minimum 4 ha in size and must be centrally located (see Table 4-1).

Odessa currently has two larger parks: Odessa Centennial Park which is 11.1 ha and Sk8er Park which is part of the 6.8 ha Fairgrounds (owned by the OAS). While adequate in size, the suitability of Centennial Park to act as the community park for Odessa is limited due to it being within a floodplain, and its proximity to Highway 401. More than 50% of the park area is zoned EP and an even larger area is within the MTO Permit Zone.

The Fairgrounds are an ideal location and size to function as a central community park for Odessa, but it is not Township owned. However, there is precedent of

the Township developing facilities on this site, as with Sk8er Park. The Township should work with the OAS to determine the potential for developing tennis courts and a pump track on the Fairgrounds, and the terms of a partnership in that endeavor. A design process should be undertaken for the site, including consultation with the community and HCT, which hosts events at the site.

The preferred parcel for the proposed community park is the OAS Fairgrounds. If the OAS is not open to partnering in the development of this park, or entering into an agreement, then other locations must be considered that would require purchasing land. The community park in Odessa should be located outside of the MTO permit area and should have at least 4 ha of usable space outside of the floodplain. There are very few existing parcels that meet this criteria, as most parcels in Odessa are sized as residential lots or are sized for agriculture. Options to consider include:

- The front half of 252 Main Street
- 310 Main Street
- 23 Shane Street

All except 23 Shane Street are larger than 10 ha and would need to be divided so to be a suitable size for the community park. As these are private lands, the possibility of acquiring them depends on the willingness of the owners to sell, and the ability of the Township to pay market value for them.

- P 50: Develop a community park in Odessa to serve as the recreation hub of the community. Undertake a design process with community consultation to design the Odessa Community Park.
- P 51: Work with the Odessa Agricultural Society to develop the Odessa Community Park on the fairgrounds, or as an alternative, acquire new land to develop the park.



## Bath

As part of the Aura by the Lake subdivision development there is one new park in the preliminary draft plan phase which is approximately 3.2 ha. At this size it is almost large enough to qualify as a community park although it is not centrally located. The shape of this park (as it appears in L&A County Public Mapping) is linear and irregular. Due to this irregular shape and lack of street frontage, potential uses for this parcel are limited. The size, shape, and location of this park is at odds with the recommendations in section 4.1 regarding neighbourhood parks, which state that the Township should aim to acquire larger parcels and/or parcels adjacent to existing parks to optimize recreation opportunities. If it is possible, the Township should discuss the possibility of relocating the proposed park such that it adds to the existing Briscoe Park.

With the playgrounds at Bath Centennial Park and Briscoe Park located nearby it is doubtful that providing a playground at this site is warranted.

P 52: Consider negotiating with developers of the Aura by the Lake subdivision to locate the park adjacent to Briscoe Park. If that is not possible, request a wider park parcel so that the site is suitable for multi-use trail loops. A minimum trail length of 2 km is recommended. Provide accessible parking and ensure that the natural vegetation and forest cover are protected.



## Amherstview

As part of the Lakeside Ponds subdivision development there is a 3.2 ha park in the preliminary draft plan phase which is occupied by an existing pond and an approximately 30 m wide buffer of natural space that surrounds the pond. Based on its shape and relation to old lot lines, it appears to have been man-made, and has been in place since at least 1985.

The Township should work with a trails specialist to determine the feasibility of developing a trail loop around the pond based on topography, vegetation and soils. If feasible, the trail should include a few rest areas. Depending on the history and ecological integrity of the site, the Township may wish to consult with an

ecologist or local naturalist group to understand the existing vegetation and habitat functions of the pond and natural area buffer. This would be useful to inform the design of the trail and also to inform potential stewardship initiatives. With a greater understanding of the ecology, the Township can then support stewardship activities such as restoration planting or installing bat boxes.

The facilities assessment of this Plan identified that in the mid to late term, an additional four pickleball courts may be required to meet demand (in addition to those being developed in the short term at Bath Park). With the pickleball courts in Bath and proposed tennis courts in Odessa, the additional pickleball courts should be provided in Amherstview to



Lake Aquitaine trail and fishing dock, Mississauga. Image source: <https://www.visitmississauga.ca/listing/lake-aquitaine-trail-park/>

equitably spread these facilities across the Township. However, there currently is no suitable park (i.e., large enough, and far enough from homes). When planning parkland in the Amherstview West Secondary Plan area, a new park should be planned that can accommodate four pickleball courts.

- P 53: Work with a trails specialist to determine the feasibility of developing a trail loop around the pond in the Lakeside Ponds Subdivision based on topography, vegetation and soils. In addition, consider consulting with an ecologist or naturalist group to better understand the ecology of the site to inform management.
- P 54: Develop a trail loop with rest stops if determined to be feasible in the Lakeside Ponds Subdivision.
- P 55: Support ecological stewardship of the pond and natural area in the Lakeside Ponds Subdivision through activities such as community restoration planting or installing bat boxes.
- P 56: Per the facility recommendation F36 for four more pickleball courts in the future, it is recommended that they be located at a new park within the Amherstview West Secondary Plan area.

## Amherst Island - Waterfront Gowan Property

The discussion refers to the 1.8 ha waterfront property located in Stella, which was recently donated to the Township. The functional area of the site is quite small. Much of the west side of the site is marshland and about half of the site is within the floodplain. The land is currently undeveloped and is located across the street from Amherst Island Public School. The property is culturally and historically important as it is the site of the Feidin Walls, which are traditional Irish drystone walls. The Township would like to develop the site as a park, which is a great opportunity as park space is currently very limited in Stella.

On May 30 2024, the Township hosted a community consultation session to discuss hopes and concerns regarding the development of this property. Twenty-nine people attended the meeting.

Specific comments and concerns regarding the property included:

- Concerns about ticks on the property
- Flooding in past years
- Protection of the natural environment including marshlands
- The need to plant trees for shade
- Concerns regarding attracting non-islanders
- Sidewalk and pathway accessibility
- Opportunities for use by school across the street such as nature walks
- Concerns that the site will sit without park amenities for a long time

The top five rated interim uses for the property were picnic benches (18 votes), natural space (13 votes), open green space (10 votes), a viewing point (8 votes) and beach area/unsupervised swimming (7 votes).

The top five rated permanent uses for the property were picnic benches (11 votes), sports courts (10 votes), outdoor rink (9 votes), washroom (8 votes) and moving the old library to site for nature/interpretation center (8 votes).

Based on the consultation findings and the opportunities and constraints of the physical site, it is recommended that the Township develop the waterfront property as a mostly passive community park that focuses on waterfront recreation for residents of Loyalist.

At minimum, amenities for the waterfront property should include:

- Accessible seating including picnic tables
- A shade structure
- A central open lawn space
- A fishing area
- Non-motorized boat launch area for small craft such as kayaks
- Preserved natural space
- Tree planting
- A few accessible parking spots
- A walkway connecting the accessible features of the park
- Standard signage with park name

At minimum, a multi-use sports court should be developed on the school-adjacent property. In the future, this site could be used to host various outdoor and indoor facilities as needed. There

were multiple requests from the May 2024 public consultation for a community center with a medical clinic. If supported by the Township, the siting of this community center should be explored in the concept plan.

P 57: Develop the waterfront property in Stella as a community park that focuses on waterfront recreation and passive park uses. Work with a landscape architect to develop a site plan for the park. Provide an opportunity for public feedback on the site plan. Implement the site plan in the short- to medium-term.

# 5.0 Service Delivery

The service delivery discussion addresses resources needed to ensure successful implementation of the Plan's recommendations in each of the foregoing service areas. Assessments and recommendations are presented under the following topic headings:

- Collaborations and partnerships
- Volunteer development and support
- Revenue generating programs
- Policies and procedures
- Service planning and evaluation
- Service marketing and communications



# 5.2 Collaborations and Partnerships

The discussions and recommendations in this section are based on the general model of recreation service delivery outlined in Table 5-1, with the understanding that it does not cover all possible variations on collaborations and partnerships. It is also recognized that binding agreements are deferred to the Township’s external legal counsel to prepare for execution. A distinction is made between collaborations that comprise service agreements and those that are partnerships based on the following rationale:

- **Partnerships** are generally long-term collaborations related to capital investment in facilities and their ongoing operations and can be relatively high risk
- **Service agreements** are relatively low risk arrangements that can - if preferred or appropriate - comprise relatively short-term commitments (e.g., a season/program session, a year, etc.)

Table 5-1: General Model of Recreation Service Delivery

Sector	Municipal		Private
<b>Model</b>	Municipal provision	Collaborative provision	
<b>Municipal Role</b>	Direct	Indirect	
<b>Method</b>	Municipality works autonomously	Service agreements	Partnerships
<b>Method Description</b>		Municipality works with other party(ies) to deliver services to the community using public facilities/spaces through agreements such as program contracts, leases, licenses, MOUs, etc.	Municipality and another public, not-for-profit, or commercial sector party provide services through corporate partnerships for joint development, joint operating, etc.

Table 5-1 sketches a general model only. The Plan cannot anticipate all potential initiatives and the form that these will take, particularly as the community grows and new opportunities emerge with facility improvements, and longer term additions to supply. Moreover, opportunities for collaborations among agencies is always evolving and the field requires ongoing monitoring to keep abreast of possibilities.

## Context for Assessment

The Township has a number of existing and possible collaborative arrangements with other parties, including the Limestone District School Board (LDSB) and the Algonquin and Lakeshore Catholic District School Board (ALCDSB), various community volunteer organizations, not-for-profit agencies, commercial parties, and the City of Kingston, as outlined in Table 5-2. The Township is currently working on agreements with the Amherst Island Recreation Association and the Bath Gardening Club regarding their participation in providing services to the community.

Table 5-2: Service Agreements and Partnerships with Other Parties

Provider	Existing	Potential /Possible	Description
<b>Service Agreements</b>			
Limestone District School Board (LDSB)	X		Community currently uses school facilities for recreation, including regular use of two ball diamonds; new lease agreement between the Township and the Board is in place for use of facilities at Amherst Island Public School; new reciprocal use agreement has been executed for the use of facilities at all mainland schools.
Algonquin and Lakeshore Catholic District School Boards (ALCDSB)	X		New reciprocal use agreement for facilities at Our Lady of Mount Carmel Catholic School and several schools in Kingston and Napanee
Community Volunteer Organizations	X		Five-year agreement with Wilton Community Association to manage and operate Wilton Hall for community recreation purposes on behalf of the Township (expired 2018), with a continuation clause
	X		Five-year agreement with the Odessa Lion Club to work together to provide flower barrels in select locations within the road right of way within Odessa and Wilton (expires 2028)

Table 5.-2: Service Agreements and Partnerships with Other Parties Cont.

Provider	Existing	Potential /Possible	Description
	<b>X</b>		Township has 30-year land lease with Odessa Agricultural Society for property (0.46 ha) at 231 Main Street, Odessa (expires 2032)
Seniors Association Kingston	<b>X</b>		Five-year MOU with BGC Southeast for the operation and delivery for summer camps, March break, Winter camps and PA days in Amherstview, Bath and Odessa, with Township support (e.g., facilities, funding, promotion, etc.) (expires 2027)
		<b>X</b>	Special Olympics Ontario (SOO) enters MOUs with municipal recreation departments to collaborate in bringing programs for people with intellectual disabilities to local communities
Commercial		<b>X</b>	A long-established dance studio in Loyalist might be able to provide time/space at its facility for municipal programs in the time leading up to the completion of Phase 2 redevelopment/expansion at WJH, at which point, an agreement for the dance studio to provide instruction at WJH could be mutually considered; interest among local businesses in collaborations/partnerships in Phase 2 development/expansion at WJH may be possible
Surrounding Municipalities	<b>X</b>	<b>X</b>	Agreement with Kingston comprises a contribution of \$6.55M from the City towards the capital cost Loyalist's new aquatic centre which guarantees Kingston residents' access to the facility for 20-years; potential may exist to enter agreements with surrounding municipalities for those programs/services for which Loyalist is a key provider
Queen's University/ St. Lawrence College		<b>X</b>	Academics can provide access to a wide range of skills and experience to developing parks and recreation services, particularly in designing service planning and evaluation processes; student practicum placements or short-term hires can add to staff complement

Table 5.-2: Service Agreements and Partnerships with Other Parties Cont.

Provider	Existing	Potential /Possible	Description
<b>Partnerships</b>			
LDSB		<b>X</b>	As the only recreation space available on Amherst Island, the Public School in Stella could be a focus for joint capital investment on needed outdoor facilities
City of Kingston	<b>X</b>		20-year agreement for Kingston residents' access to new WJH Aquatic Centre, on the same terms as Loyalist residents, in exchange for capital contributions of \$6M
Community Volunteer Organizations		<b>X</b>	Organizations such as the Kingston Sport and Social Club (KSSC) is one of a number of adult Sport and Social Clubs that operate across Canada, and have contributed to the capital costs of various projects in the eight cities in which local Clubs operate. The KSSC has expressed interest in working with the Township in future facility provision which uses facilities in Loyalist, could be approached to gauge their interest in contributing to improved facilities for their use
Not-for-Profit Agencies		<b>X</b>	Opportunities to work with agencies such as Jays Care and Jumpstart in developing inclusive recreation facilities if eligible for funding (see also Section 3.4 on Inclusive Facilities)

## Assessment

The LDSB is a key non-municipal agency with facilities in the Township to accommodate community sports and recreation programming, outside of school hours. The Board has a total of five schools in Loyalist Township. As noted in Table 5-2 and in the facilities discussion, the Township has lease and reciprocal agreements with the LDSB. A second reciprocal agreement with the ALCDSB now provides access to its schools in the Loyalist Township area. Collectively, these facilities will provide space to grow programming in the foreseeable future, in communities outside Amherstview.

The Kingston Sport and Social Club (KSSC), which uses the softball diamonds at Willie Pratt, is interested in exploring partnerships that meet its facility requirements. Potential models include:

- 1) KSSC provides the capital or a portion of the capital up front to fund the project in exchange for no or minimal rental fees until its investment is recovered, or
- 2) KSSC signs a long-term agreement as an anchor tenant so the municipality has a guaranteed rental to help recover its capital investment. The Club's experience and interest in working with municipalities presents an opportunity that should be investigated for relevant facility development projects.

Post secondary schools (i.e., Queen's University and St. Lawrence College) may also offer opportunities to collaborate in providing parks and recreation services through research and experience-based student placements.

Locally-based commercial sector businesses and regional agencies can

also be important contributors to parks and recreation services, some of which have expressed interest in working with the Township. How these relationships develop will determine the nature of the collaborations. In particular, reaching out to agencies such as SOO, Jumpstart and Jays Care Field of Dreams will identify opportunities for the Township to further its strategic objectives in developing accessible and inclusive services.

With respect to entering future agreements with surrounding municipalities, although the Township's program use data that was available for the Plan distinguishes between residents and non-residents, the community of origin for the latter is not identified. The 2022 Service Delivery review showed that, for aquatics, Kingston represents the major proportions of non-resident users followed by Napanee. The category representing users from 'other' community totaled 12%. Anticipating the potential to enter agreements with other area municipalities can be supported by tracking all non-resident use by home community. This will provide valuable information on the types of services non-residents rely on Loyalist to provide, to inform possible agreements to investigate with the relevant municipalities.

The Township has many older agreements that should be reviewed and updated, as required. As more agreements are developed, it may be beneficial to assign review dates (e.g., every five years from execution date) to ensure a regular rotation is followed. The Township and the AIRA will comprise an initial three-year term, to be renewed annually only if both parties are in agreement.

- SD 1: Continue to work with the LDSB and the ALCDSB through established agreements for access to school facilities for community use/programs.
- SD 2: Investigate the interest of the Kingston Sport and Social Club in partnering with the Township to contribute to capital projects that meet the Club's facility needs.
- SD 3: As opportunities arise, work with the local commercial sector to pursue their expressed interest in future collaborations.
- SD 4: Reach out to agencies for support in developing accessible and inclusive recreation services and infrastructure such as Special Olympics Ontario, Jumpstart, and Jays Care Field of Dreams.
- SD 5: Explore opportunities to work with Queen's University and St. Lawrence College in planning and operating parks and recreation services.
- SD 6: Track non-resident use of facilities and programs by home community to inform opportunities for service agreements with area municipalities.
- SD 7: Review and update old agreements and include a designated review date or period in all future agreements.



## 5.2 Volunteer Development and Support

### Context for Assessment

As in many communities, and for a variety of reasons, sustaining a healthy volunteer sector is becoming increasingly difficult in Loyalist, and indeed several sports groups reported concern over sustaining their programs with no volunteers to assume needed positions. As a result of a reduced volunteer pool, those who volunteer are pressed to take on excessive workloads, further discouraging involvement in volunteering.

At the same time, high community expectations for services, along with constraints to financing their provision, put pressure on municipalities to recruit, train and sustain volunteers in more areas to prevent services from being reduced in quantity or quality. In Loyalist, recruitment and volunteer work is supported by a Volunteer Policy, a Volunteer Handbook, and an Agreement between the Township and the volunteer. Although the website's volunteer page conveys important information, it does not provide strong incentive to get involved; it focuses on what the volunteer will 'give' and must do to participate, versus opportunities, how the volunteer will be supported in this role, and how they can benefit from the experience. The Volunteer Handbook conveys necessary information but could be seen as too prescriptive and demanding to someone who wants to donate their time and skills and could discourage volunteering.

Further challenges to supporting volunteers include the lack of overarching policies that outline the Township's approach/support to volunteers, and lack of staff capacity to focus on volunteer development and support.

### Assessment Enabling Volunteer Development and Support

Successful organizations offer a range of volunteer roles that allow people to get involved in ways that suit their schedules and meet their needs....Volunteer resource management practices have evolved to create a two-way relationship with today's volunteers. Now, managers of volunteers try to work with volunteers in ways that consider the volunteers' goals and interests, as well as the needs of the organization.

Source: <https://volunteer.ca/index.php?MenuItemID=338>

## Approaches to Developing Volunteer Base

Table 5-3 lists topics to be considered in overcoming challenges to growing the community's volunteer base. Collectively, these items - along with ongoing support - represent work that could be directed to the HCT's position that focuses on volunteers.

This position has overall responsibility for the corporate program. Each department/division is responsible for its volunteers including preparing job descriptions, volunteer management,

etc. The HCT position is responsible for assist the division with developing job descriptions, recruiting, ensuring appropriate management, etc. The Parks and Recreation Division would be responsible for any budget required to deliver a volunteer program within its department. It will be the responsibility of the Division's programmers to manage the volunteers (similar to managing staff).

In Loyalist, 16% of 300 telephone survey respondents would volunteer to help operate programs/events.

Table 5-3: Considerations in Volunteer Development

Volunteer Opportunities and Roles	Clarity on Expectations	Valuing Volunteer Contributions
<p>Reviewing the responsibilities/ requirements of volunteer organizations to separate the primary role of the volunteer (e.g., coaching) from necessary but secondary activities (e.g., administrative, planning tasks); limiting volunteer jobs to primary functions; using Township recreation management software to handle administrative tasks that parallel those for municipal programs (e.g., registrations, fees handling, posted game/practice schedules, evaluation surveys, cancellations, etc.) on behalf of the volunteer organization</p>	<p>Creating a publication that presents specific projects/ services that need volunteers; City of Nanaimo's Partner in Parks (PIP) Program booklet is an example, listing opportunities under relevant headings such as Neighbourhood Playground Development, Invasive Plant Renewal, Park Naturalists, Gatekeepers, Park Beautification and Tree Planting, etc.<sup>1</sup></p>	<p>Exploring the potential to provide individual volunteers with an honorarium in the form of Township payment for something recreation related (e.g., a fitness membership, their child's registration fees in a sport, etc.) to a maximum amount per volunteer.<sup>2</sup></p>

1 <https://www.nanaimo.ca/docs/recreation-parks/piptoolkit.pdf>

2 If this was introduced, the costs to the municipality would become one of the variables in assessing the program's returns.

Table 5.-3: Considerations in Volunteer Development Cont.

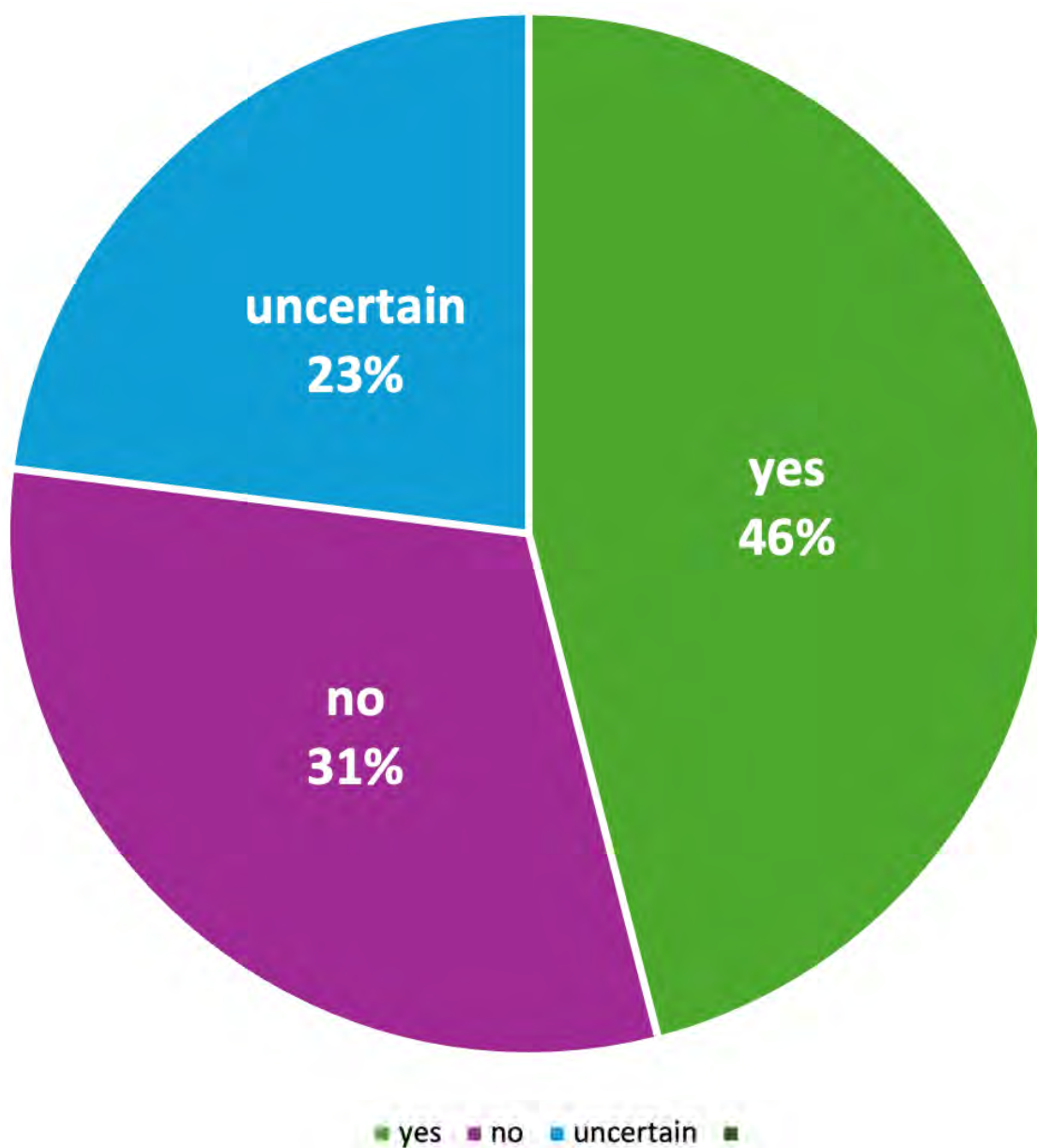
<b>Volunteer Opportunities and Roles</b>	<b>Clarity on Expectations</b>	<b>Valuing Volunteer Contributions</b>
<p>Considering work that can be done remotely, on a flexible schedule and includes clearly scoped tasks to inform decision-making (e.g., research on new programs being offered; experience of other municipalities with a new facility design, technology; case studies on successful collaborations, etc.)</p>	<p>Providing information on what is expected for each type of assignment, qualifications, anticipated time commitments, and when/where the work will occur (i.e., job descriptions)</p>	<p>Making learning/education through no-cost training/ skills development part of all volunteer experiences</p>
<p>Reaching out to local businesses to align needs with corporate volunteer programs, taking the lead to investigate interest with proposed projects/service packages for their employees; Loyalist could reach out to businesses in the City of Kingston as well as those within the Township; opportunities should include those scaled to small businesses; CAMH, for example, publishes a Catalogue of Opportunities for corporate volunteering.<sup>3</sup></p>	<p>Providing open access to staff to help volunteers manage any 'day-to-day' concerns/needs</p>	<p>Using regular evaluations to integrate specifics on how to retain and support volunteers in their work, and improve the overall experience</p>
<p>Designing positions/roles that align with interests that are apparent (increased post-COVID interest in outdoor recreation and nature) or respond to specific interests or skills of potential volunteers, some of which may comprise professional skills (e.g., marketing, communications)</p>	<p>Strongly promoting the volunteer development program to generate awareness, needs and opportunities to become involved</p>	<p>Limiting remote 'meetings' in favour of in-person sessions for orientation, training, evaluations, etc., and providing opportunities to socialize</p>
<p>Including options for potential volunteers to 'shadow', share or back-up current volunteers to provide a level of comfort prior to a decision on committing to a position/job</p>		<p>Reducing emphasis on the 'rules and regulations' around volunteering and build on its essential purpose and benefits to the community and individuals</p>

3 <https://www.camh.ca/-/media/files/corporate-volunteers-catalogue-pdf.pdf>

## Approaches to Supporting Volunteer Organizations

The majority of 13 volunteer groups responding to the survey indicated interest in more Township support (six groups) or were uncertain (three groups), as shown in Figure 5-1.

Figure 5-1: Volunteer group interest in additional assistance from Township



Requests for assistance included all items listed and, by number of groups, were:

- Facilitating partnerships (four)
- Insurance (securing cost, etc.); volunteer recruitment, etc., fundraising, funding applications (three each)
- Communicating with the Township (two)
- Service planning and evaluation (one), digital marketing and promotion (one), print marketing and promotion (one), assessing facilities in neighbouring communities (one)

The Township should engage all volunteer recreation organizations to better understand their support requirements, and to inform the appropriate municipal response. The objective of this work would be to develop a Community Group Affiliation Policy, which will establish equity and consistency in the assistance provided.



## Community Group Affiliation

A Community Group Affiliation Policy describes the services available from the municipality to registered (affiliated) community groups in providing their program and services, in relation to the capacity of the municipality to provide them. Although not-for-profit community groups or organizations must be registered to receive municipal assistance, registration does not guarantee support. A standard, typically annual, registration/application process for eligible groups interested in municipal assistance “affiliates” them with the municipality and establishes a formal, consistent process for reviewing requests and monitoring policy effectiveness. Municipal staff review applications and make recommendations to Council for approval. The support provided is typically in-kind, with any major funding provided through a separate mechanism. In Loyalist, the new Community Grants Policy (May 2024) serves this purpose (see below).

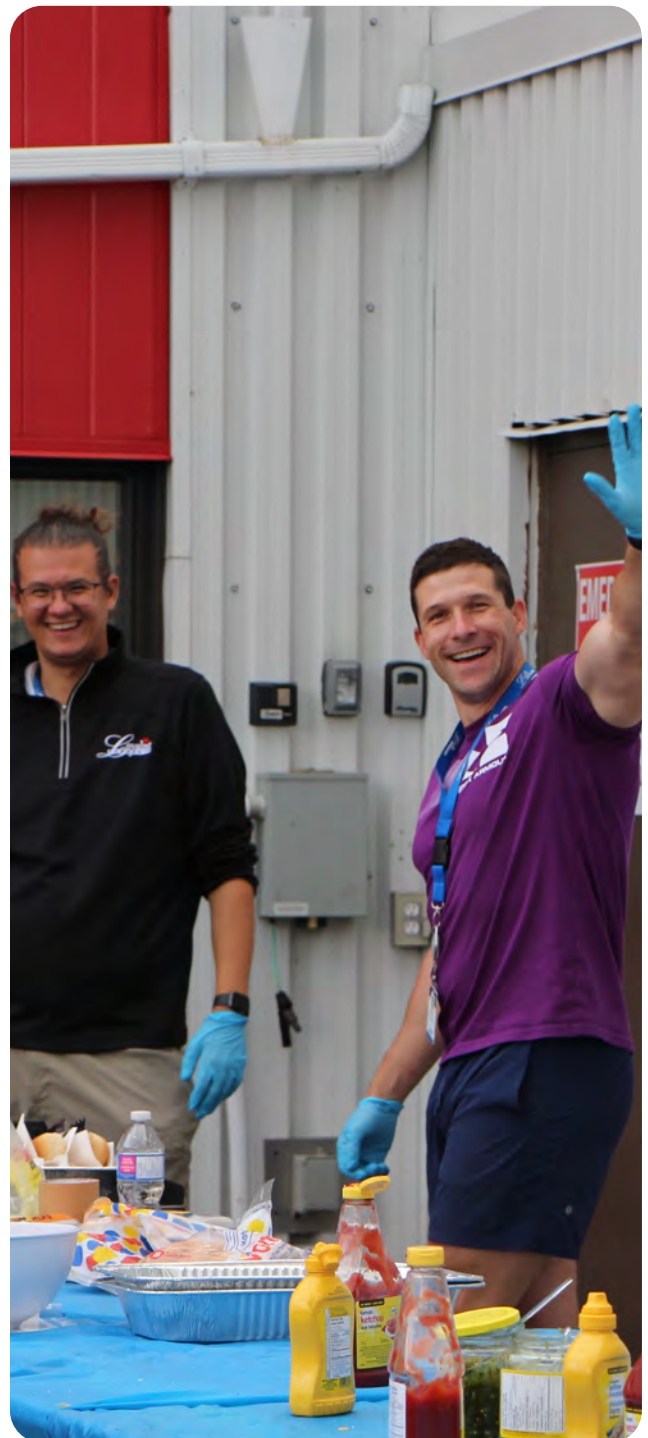
The policy specifies criteria for affiliation and the services available to affiliated groups. Requirements for affiliation include items such as delivering programs and services that align with municipal goals/objectives in, for example, the Parks and Recreation Master Plan; being an incorporated, Loyalist-based not-for-profit group operated by a volunteer board or executive committee; ensuring membership/participation in the group is available to all residents in the community; meeting criteria to measure the merits of the group’s programs/services (e.g., does not duplicate existing programs/services, fosters physical activity/healthy lifestyles, etc.):

While several of the benefits to be considered may already be provided (informally if not through policy) to local volunteer groups in Loyalist, it may be useful to bring these - and others identified through consultation - into a single policy. It can be used to provide clarity and consistency in terms of the range of support services available to volunteer groups and what they must do to be eligible to be, and remain, affiliated. Benefits to groups might include:

- Facilities and equipment: free or proportionately discounted fees for use of facilities, spaces, equipment
- Marketing and promotion: distribution of approved promotional materials via social media and/or at municipal facilities; assistance with contacts for the local media; listing on the Township's website.
- Grants and insurance: assistance from the municipality in securing liability insurance, sourcing potential grants, and/or completing applications for non-municipal grant programs (e.g., Trillium Foundation; private sector, etc.)
- Volunteer recruitment: posting volunteer needs for upcoming program season on the Township's website
- Leadership training and development: course rebates for community volunteer development to a maximum amount/person/course (e.g., \$50/year) to a maximum amount per group/organization (e.g., \$200/year), provided the course is a core component of the organization/group's mandate, with priority being given to certain courses; in-house workshops sponsored by

Township on relevant topics of interest (e.g., preparing grant applications, inclusive programming, etc.)

- Assistance with program planning and operations, registration, fees processing, evaluation, etc.



## Community Grants Policy

In May 2024, the Township instituted a new corporate Community Grants Policy that includes support for parks and recreation initiatives. The policy comprises four budgeted grant streams: capital, program/event, free use of facilities, and discretionary. Each stream has specific criteria for eligibility, spending and reporting. Except for free facility use applications, which are received and reviewed continuously, there are three annual intakes. The Community Grant Committee is responsible for evaluating applications received under the Capital Grant Stream and the Program/Event Grant Stream and for providing recommendations to Council. Staff supports the Committee in its review and evaluation work.

As a new policy, its effectiveness remains to be assessed by the Township with a review date scheduled for May 2029. The Township could consider the following items as part of this review:

- Applicant eligibility for the capital grant stream includes “demonstrating financial support from sources other than public funds” (s. 9.4) and more generally “Township grants are intended to be supplementary to other sources of funding” (s. 4.20). It may be appropriate to introduce a requirement for the applicant to contribute a specified amount to the project (e.g., matching funds or proportionate contribution) depending on the nature of the request.

- General requirements indicate that grants will not be considered for “day-to-day operating costs of an organization (i.e., staffing, rent excluding municipal facilities, property taxes, office supplies including electronic equipment, etc.)” (s.4.18). For operating costs directly related to the program being funded, it may be appropriate to direct support to promoting self-sustaining services after a pre-determined period (e.g., two years) and will not be eligible for continued support.

Each funding stream specifies information requirements for end-of-project evaluation purposes including:

- A fully complete Project Evaluation Form and other supporting documentation such as proof of the project, event or program (i.e., photograph(s))
- A description of the event’s or program’s resulting benefit to the community (if applicable to the initiative)
- Financial report including project, program/event income and expenditures as well as receipts/ invoices for all expenses.
- Proof of recognition in accordance with the Community Grant Recognition Protocol.



## Policy on Storage at Township Facilities and Parks

Secure storage for equipment and supplies is often an issue for both municipalities and volunteer community groups. The Phase 1 Renewal Project has provided an opportunity to rationalize use of storage space, and future development of facilities and program services in Loyalist will presumably result in the need to provide more storage. It is important, therefore to ensure available space is being used effectively. The following protocols are suggestions for managing the distribution and use of storage for program providers.

Charging users for renting storage space is practiced by various municipalities. Charging fees is less about generating revenue than managing and encouraging more efficient use of available space. Fees charged should be set at a level directed to sustaining optimal use of a finite amount of storage space. The following protocols should be considered when developing a policy:

- No person, unless authorized by the Community and Customer Services Department shall place, install or erect any temporary or permanent storage structure on any Township property.
- Temporary storage in Township parks and buildings may be authorized by permit for short-term events/uses. Community and Customer Services will authorize the specified dates, duration, location and size of authorized storage spaces.

- Only groups that provide organized community program(s) and/or league(s) that operate using Township facilities or parks on a regular basis may be considered for long-term storage within storage facilities or spaces within buildings.
- Only designated storage containers or spaces within buildings shall be used for storage. The Township will remove and dispose of material or equipment found stored in other areas, after notifying the owner and allowing two weeks for removal.
- Authorized storage within facilities or structures in parks shall be subject to applicable fees, and will be charged, via a rental agreement, of the required duration.
- It is the responsibility of the user to remove all material and equipment from the storage area or structure, within one week of expiry of the allotted period, after which the Township will remove and dispose of any items remaining.
- Groups are responsible for the contents stored and applicable insurance coverage.

As noted above, permits are indicated for short-term and rental agreements for longer periods. Some municipalities are moving to a permit system for all storage requirements to facilitate easier administration and renewals on a term basis.

- SD 8: Work with Heritage, Culture, Tourism to develop and implement a Parks & Recreation Division volunteer program.
- SD 9: Consult with volunteer organizations to clarify needs for Township support to be contained in a Community Group Affiliation Policy.
- SD 10: Consider additional items related to funding capital projects, program sustainability and evaluation at the five-year review of the new Community Grant Policy.
- SD 11: Develop a policy on storage at Township parks and facilities to optimize the use of limited space and to better manage the allocation and tenure of available storage.

# 5.3 Revenue Generating Programs

## Context for Assessment

The future WJH Phase 2 redevelopment/ expansion, park development projects, and other facility improvements will present new opportunities to generate revenues to support service provision. This is positive, as the capacity of the municipal tax base to finance parks and recreation services is finite, and government grants are limited (in availability, size and eligibility requirements), which makes it necessary to look to other funding sources to meet needs.

## Assessment

Individual programs directed at revenue generation may not produce significant income. Collectively and over time, however, contributions can be sizable. This warrants the effort involved in developing programs, generating awareness of their availability and, in cases where there are 'asks' for contributions, soliciting support through formal (e.g., Expressions of Interest) as well as informal means. Table 5-4 describes existing and potential programs in Loyalist. Existing programs in Loyalist include advertising at facilities, last minute ice, commemorative amenities, program/event sponsorship, and capital fundraising. Most of these can be expanded in conjunction with facility and program development. Several potential revenue generating methods are also noted.



Table 5-4: Existing and Potential Revenue Generating Programs

Type of Program	Existing	Potential	Description
<b>Facility Naming Rights and Sponsorship</b>		X	Agreement for a one-time or annual payment to have a facility/space or element within a facility named for the contributing corporation/business, or to be included as a sponsor on a community plaque/board; fees depend on variables such as importance/size of facility/space, naming vs. sponsoring, term of agreement, review period, options to increase rates, etc.; WJH fundraising committee is currently working with a contracted party on a feasibility plan and program for sponsorship and naming rights
<b>Advertising</b>	X		Ice and board advertising at WJH is currently contracted to the Jr. C hockey club; potential to expand with future facility development; develop digital advertising on screens throughout existing and future facilities, and maintain Township control over this aspect of advertising.
<b>Last Minute Ice</b>	X		Minimum one-hour blocks of ice time scheduled within 24 hours of use during arena operating hours, under applicable terms/requirements (e.g., insurance, municipal rental contract)
<b>Donations</b>		X	Monetary donations directed to identified categories such as recreation services in general, specific infrastructure improvement projects in parks, facilities, waterfront areas, and trails, in program areas that require development or a fund to cover no-fee access to those who need it; a tax receipt can be issued for donations exceeding a specified minimum amount (e.g., \$20).
<b>Program/Event Sponsorship</b>	X		As has been the case in Loyalist, typically one-time contributions by area businesses to a program (e.g., public skate, swim) or an event (e.g., Latham Pool Company Spring Egg Hunt), with opportunities to contribute advertised by the Township or requests made directly, sponsors names publicized; potential to expand sponsorship with future facility/program development.

Table 5.-4: Existing and Potential Revenue Generating Programs Cont.

Type of Program	Existing	Potential	Description
<b>Commemorative Amenities</b>	X		Designed to encourage citizens to commemorate people or events through donations that ‘purchase’ parks-based amenities, some of which are eligible for charitable tax receipts; Loyalist’s program currently includes park benches and trees (hardwood and conifers); other amenities to be considered for inclusion are bike racks, picnic tables, sun shelters, sports equipment (basketball standards, tennis nets, soccer goals, etc.) playground structures, memorial plaques, etc.; ideally, the selection of amenities is guided by master plans for the parks or other locations where they are requested for installation.
<b>Capital Campaigns/ Fundraising</b>	X		Time-limited, community campaign to reach a financial goal to support facility development; size of campaign may require professional services to design/initiate; WJH fundraising committee is currently working with a contracted party on a community fundraising plan.
<b>Facility Promotion</b>		X	General promotion of all available indoor and outdoor facilities/spaces for rent to various markets (e.g., tournaments, private events, etc.), when not being used for community programs, providing sufficiently detailed information at a single online location, and in printed format, if requested.
<b>Commercial Kitchen Rentals</b>		X	If a commercial kitchen is part of the future WJH Phase 2 redevelopment/expansion, a public health certified kitchen can be used for a variety of food and nutrition programs, as well as projects/activities related to communal and/or commercial use of the kitchen.

Higher level policy may be required to cover the purpose, structure and process for these programs. For example, overarching policies that outline the content, types, and process for facility naming rights, and for sponsorship and advertising in municipal buildings/on park properties should be developed. These types of policy provides guidance on acceptable practices from various

perspectives: legal, appropriate content/ images/messages, design guidelines for signs, etc. The fees charged for advertising and sponsorship should be set within the policies and detail purpose and parameters, including a process for setting rates, and reviewing them on a regular basis. A policy on collecting and processing donations may also be considered for monetary contributions.

### In Loyalist:

- 16% of 300 telephone survey respondents would donate an amenity to a park
- 21% of 300 telephone survey respondents would donate to fundraising
- 2 of 12 user groups agreed they would contribute to the capital costs of new facility development; most (8) disagreed with this statement
- 5 of 12 user groups agreed they would help with fundraising activities for facility development

SD 12: Expand existing and institute new revenue generation programs to help offset the costs of service provision.

SD 13: Assign priority to introducing and expanding revenue generating programs according to ease of implementation and development phasing/program growth at the WJH Recreation Centre and outdoor locations.

SD 14: Develop an overarching policy for facility naming rights.

SD 15: Develop an overarching sponsorship and advertising policy.



## 5.4 Policies and Procedures

A policy is a deliberate system of principles to guide decisions and achieve rational outcomes within the legislative system of principles. It is a statement of intent that provides guidance, consistency, accountability, efficiency, and clarity on how an organization operates, assisting with subjective and objective decision making.

<https://opencouncil.ca/municipal-policies-ontario/>

### Context for Assessment

Policy is important for articulating the position of the Township and the ability of staff to deliver services in a consistent, transparent and equitable manner in day-to-day work. For all services, there is a finite pool of municipal funds to provide them.<sup>4</sup> Decisions on how services are financed, therefore, always represent opportunity-costs. Collectively, policy should coordinate the Township's strategic goals and objectives through its ongoing application. The Township is engaged in building comprehensive policy to guide provision of parks and recreation services within its capacity to provide support. Previous sections looked at policy related to volunteers and revenue generation. The following discussion addresses service pricing, affordable access, inclusion, and collaborations and partnerships.

From the 2024 to 2027 Strategic Plan: Develop and Implement effective master plans and policies.

### Assessment Service Pricing

Fees for recreation services should be based on the costs to provide them combined with community decisions on levels of tax support to be assigned according to the service being provided. Within the overarching policy, concerns specific to the Township can be addressed when setting fees and updating the fees by-law (e.g., introducing required increases over time, simplifying fees for membership options, adjusting non-resident fees, etc.).

In arriving at a pricing policy for Loyalist, the Township may choose to consult with the community to determine the service objectives to be reflected in the policy, which would inform the ultimate allocation of services to each category. Consultation with the community would also promote understanding of the true costs of service provision. Table 5-5 provides an example of how fees might be allocated by category and applied to aquatic services.

<sup>4</sup> While grants are available from time to time, they cannot be relied upon to meet the Township's responsibility for ongoing financial obligations.

Table 5-5: Example of Pricing Categories Applied to Aquatic Services<sup>5</sup>

Category	Programs/Facilities	Pricing	Aquatic Program/Service Examples
<b>Cost recovery +</b>	Competitive/elite programs Private lessons Personal fitness programs Specialized facilities	Priced to cover costs and generate net revenue	Private or semi-private lessons at any program level Private pool rental
<b>Full cost recovery</b>	Intermediate, advanced programs group programs for limited markets Non-specialized facilities	Priced to cover costs	All other group instruction levels beyond 'swim to survive' Recreation swim team, aquafit, etc. Not-for-profit agency pool rental
<b>Subsidized</b>	Fundamental, basic, introductory, all-inclusive programs Non-specialized facilities	No or low cost, pay-what-you-can	'Swim to survive' levels Instructor/lifeguard training (due to staff shortages) Public Swim

The scope and volume of this work suggests the need to hire a consultant to undertake the assessment with staff oversight and support. An assessment by an outside party may also provide a more objective perspective in dealing with fees for service, which can be difficult to address. The parameters for the assessment should include:

- Detailed accounting on the full cost of providing services by type<sup>6</sup>
- Confirming the Town's service objectives
- Establishing the types and proportions of costs that should be targeted for recovery through user fees, based on the Township's service objectives (i.e., where services fall on a 'continuum' ranging from fully subsidized to cost recovery +), a simple example of which is outlined in the table
- Setting fees to recover targeted costs
- Allocating services by type to recovery categories
- Establishing a timetable for incremental introduction of changes to the pricing structure

<sup>5</sup> Based on Greenplay's Pyramid Model for Resource Allocation/Cost Recovery© in pricing parks and recreation services: <https://greanplayllc.com>

<sup>6</sup> In the Town of Cobourg Study, this was called Full Cost Assessment and included: the direct costs from supporting Town departments (e.g., IT); capital costs such as those to rehabilitate and replace facilities being used to provide services.

## Affordable Access and Inclusion

The service pricing policy, and its application to fees, can help maximize the availability of no/low cost recreation opportunities that are open to all in the community. For these services, the potential stigma of having to apply for assistance can be eliminated.

The Township's 2022 Access to Recreation Policy notes both EDI and affordable access and its current Strategic Plan (2024-2027) includes several statements on developing affordable access and inclusion under 'fostering welcoming and inclusive communities':

- Develop and implement an Affordable Access to Recreation Policy
- Develop and Implement a Recreation Inclusion and Equitable Access Policy

These policies will be developed for implementation late in 2025. Along with no/low cost pricing decisions, these policies will create comprehensive coverage of the Township's affordability and inclusion objectives. Policy implementation will be supported by the Strategic Plan's goal to develop a Diversity, Equity and Inclusion Commitment and Action Plan.

Parks and Recreation Ontario's audit of the 2015 Framework for Recreation in Canada<sup>7</sup> references several policy components for municipalities to consider, which encompass affordability, diversity, and inclusion. While attention may be paid in practice to some or all of these concerns, interest in documented policy is becoming more apparent in

Ontario municipalities. In addition to affordable access, these include:

- Enabling people of all ages to participate in recreation
- Actively engaging persons of diverse and racialized backgrounds in developing, leading, and evaluating recreation and parks activities.
- Working with Indigenous communities in pursuit of all five goals in the Framework for Recreation in Canada 2015
- Applying a gender equity lens when developing and monitoring policies, programs, and practices to facilitate full participation of women and girls in all types of recreation
- Ensuring non-discrimination of, and providing a welcoming and safe environment for, people of all sexual orientations and sexual identities
- Working with persons with disabilities to facilitate their full participation in recreation across all settings by removing physical and emotional barriers

Inclusion can be narrowly or broadly defined. In formulating relevant policy, therefore, the meaning of 'inclusion' and what it will encompass is important to clarify as it represents a promise to the community. It should, therefore, be tied to the capacity of the municipality to realized stated goals and objectives and specify where this will require assistance from other public or not-for-profit agencies to achieve.

<sup>7</sup> <https://www.prontario.org/public/policy/Framework%20Audit%20Tool%20V%201.pdf>

## Collaborations and Partnerships

The Township is interested in expanding its working relationship with other parties in delivering parks and recreation. A policy on collaborations and partnerships can provide guidance on the circumstances that prompt agreements with non-municipal agencies/organizations, and the purpose, scope and terms of the Township's involvement. Recognizing the objective that agreements made under the policy are to be mutually beneficial arrangements, the Township's position should cover items related to:

- Why is it interested in, and encourages, these relationships
- The types of relationships it envisions
- The need to align with the municipality's image, values and standards, its goals, objectives, policies and by-laws
- A framework that describes the types of collaborations/partnerships to be considered and that align with the agreements that will support them and the relevant agencies/organizations, as outlined in Table 5-1
- Requisite compliances (e.g., statutes, by-laws, standards, no conflict of interest, etc.)
- Non-eligible interests (e.g., tobacco-related businesses)

## Policy Development

Figure 5-2 summarizes the existing and proposed policies for Loyalist under general headings. Collectively, they represent considerable work in policy development. At the same time, proposed policies are viewed as needed and their development and implementation can be distributed over time. The Township has a general policy template to provide a consistent writing framework, references to related policies and specifies/tracks review dates.

## Standard Operating Procedures (SOPs) and Operational Reviews

Standard Operating Procedures (SOPs) will become more important as a renewed WJH operationalizes over time, with the first being the SOPs for the aquatic centre and the arena (update if already in place) to ensure safe, standardized facility operations, and staff allocation and responsibilities. These should include all activities specific to the Township's operations to complete procedural tasks according to Government legislation, industry regulations and internal standards. A review and update of existing SOPs should be conducted, and new ones prepared over time, as required.



Figure 5-2: Summary of existing and proposed policy

- SD 16: Prepare a policy on service pricing.
- SD 17: Continue developing an Affordable Access to Recreation and Recreation Inclusion and Equitable Access Policy for implementation in late 2025.
- SD 18: Prepare a policy on collaborations and partnerships.
- SD 19: Review and update existing Standard Operating Procedures, and prepare new SOPs, as required.

## 5.5 Service Planning and Evaluation

### Context for Assessment

The motivation for formal planning, monitoring and evaluation processes is to direct investment in parks and recreation services based on 'needs' vs. 'wants' and to ensure investment in needs is judicious and generates returns. Further, there is a requirement to both anticipate future needs and manage existing assets. The current and anticipated future WJH Renewal Project, coupled with other needed initiatives to both address aging infrastructure and provide new outdoor facilities, makes a rational and prioritized approach to investment essential.

Consultations with Council and staff highlighted the need to deliberately build a stronger sense of community across the Township: like many Ontario communities, Loyalist comprises the legacy of self-contained, disbursed settlement areas left by pre-amalgamation townships. Exacerbating this situation, Loyalist also grew quickly during the pandemic when people could not gather, which precluded community interaction and socializing. Residents may also be oriented to Kingston as a larger urban centre. Through service planning, the Township can pursue the goal of a more cohesive, integrated community.

The Township works with many partners, and effective working relationships with external collaborators and partners requires collective planning activities.

In addition to regular joint planning sessions, computerized platforms can be used to provide much of the data needed to inform these functions (e.g., by using the Township's software to collect data on partner organization enrollment).

### Assessment Asset Management

The Township's 2022 Asset Management Plan building assessments included the WJH, the LAC and Amherstview Community Hall. Relative to other infrastructure, these buildings were some of the oldest, and were assessed as being in 'good' condition overall vs. 'very good' condition for all other categories except the municipal offices. Outdoor parks and recreation facilities have yet to be assessed as part of the legislative requirements for non-core services. As noted in sections 3.0 Facilities, and 4.0 Parks, there are capital upgrades required for outdoor fields and playgrounds, some of which relate to safety issues.

The Township's 2024-2027 Strategic Plan's statements include:

- Update the AMP to include non-core assets
- Implement 50% of planned maintenance strategies for core assets in the AMP

# Service Planning and Evaluation

Figure 5-3 outlines the process for service planning and evaluation.

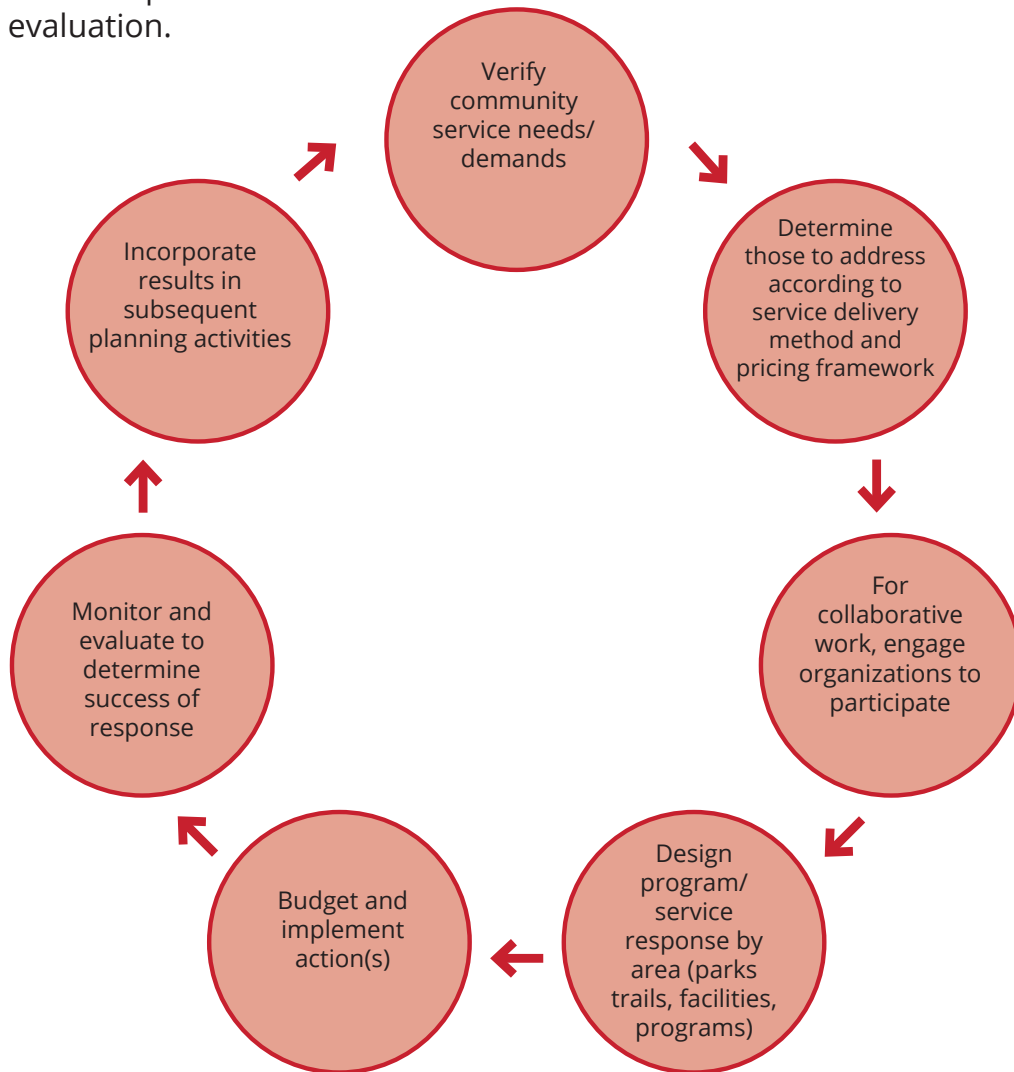


Figure 5-3: Planning and evaluation process

Other sections of the Plan address most of these activities. Table 5-6 summarizes the key components of information collection and use in needs-based services planning to:<sup>8</sup>

- Verify community service needs
- Monitor and evaluate the success of the service response
- Incorporate results in subsequent planning activities

<sup>8</sup> Although the table deals with both facilities and programs/services under the same headings, it is noted that facility (infrastructure) planning is typically a longer-term endeavor than program planning, which is annual or even seasonal. It also includes tasks that may already be conducted by the Township to show where they fit in relation to other activities.

Table 5-6: Services Planning Information Requirements and Application

<b>Verify Community Service Needs</b>		
	<b>Facilities</b>	<b>Programs/Services</b>
Maintain a Single, Comprehensive Inventory	Document and regularly update an inventory of all facilities and relevant information by type. Ideally, all facilities now or potentially available for community use in the Township should be included in a single, integrated data base.	Document and regularly update an inventory of all programs and relevant information by type. Ideally, all programs/services available either directly or indirectly through collaborations with the Township should be included.
Document Data on Use Related to Capacity	Track actual hours of facility use in relation to capacity within total prime and non-prime time hours, where applicable. <sup>9</sup> Institute periodic, rotating checks on unscheduled facilities to document use at different times and/or apply available technologies for this purpose.	Track program/service fill rates in instances with a capacity limit or simple counts of participants/users/attendees when no limit on capacity.
Develop Indicators of Unmet Demand	Document information on unmet demand for facilities, programs and services from organized users, community interests via Engage Loyalist, resident inquiries/requests to the Township, and formal market research.	
<b>Monitor and evaluate to determine success of response</b>		
Measure Service Performance Against Targets	Using tools noted above to gather feedback, evaluate success of individual facilities and programs/services on an ongoing basis with organized and casual users, program participants and instructors, in relation to pre-determined performance targets.	
<b>Incorporate results in subsequent planning activities</b>		
Adjust Service Plans According to Evaluation Findings	As a cyclical activity covering both short- and long-term service provision, the findings on evaluation can be used to maintain alignment between the supply /delivery of services and community needs.	

<sup>9</sup> Actual use is the same as scheduled use if all scheduled use occurs.

Parks and Recreation Ontario's Manual entitled "Measuring Customer Value and Satisfaction for Parks and Recreation" is a practical guide to supporting service evaluation work. As noted in the Manual, it is "intended to enable providers of parks and recreation to easily and consistently assess customer value and related issues. [It] includes a common set of core questions and an enhanced set of questions that can be used by providers to evaluate the effectiveness of their programs and services, as well as advice on approaches to administering surveys" (p.1).

Definitions and applications of prime time are key to determining the point at the Township should consider additions to facility supply, especially where cost is a major factor. In terms of use, prime time can comprise a very small proportion of total time available and the need to balance the cost of provision - if capacity use of limited prime time is considered the 'tipping point' - needs to be considered against adding more to unused facility time.

Recreation management software enables information collection on service use and trends in performance to inform the planning and evaluation process. The Township has software it uses for recreation services management functions. In expanding its planning and evaluation capacity, staff can develop a comprehensive menu of information requirements - based on needed indicators in all service areas.

## Incorporating Data in Service Planning

The results of this work will reveal patterns of use/participation over time, available facility/program capacity that is not being used, and measures of outstanding demand. The Township can then determine if:

- Response to unmet demand will mean adding more facilities/programs to supply or improving the performance of existing services
- Response to underused services will mean offering fewer times or locations for the same program, rescheduling to more convenient times, or discontinuing the service; consolidating, relocating or removing facilities from supply

## Annual and Long-term Planning to Updating the Master Plan

The results of monitoring and evaluation will also inform annual planning and budgeting. The Township's practice of issuing an annual report card of progress on recommendations could be further developed to detail year by year steps to implementing initiatives within each term of the Plan, by setting annual objectives in the budget cycle, and tracking their progress. This will document annual progress on recommendations that require more than one year to implement. Driven by the larger goals/initiatives of the Plan, which would be reiterated in the report card, the current year's report would focus on short-term objectives only and evolve as individual projects begin and are added to the card.

Monitoring and evaluating can also be used to project into the future and assist in anticipating longer-term facility requirements by verifying changing levels of participation and use. The outcomes in the Township's decisions based on these activities can be used to keep the Plan current through regular updates in relation to a changing context.

The findings of this work will be useful to verifying facility needs in updating the 2018 feasibility study for Phase 2 of the WJH expansion/renewal, as it will provide real, documented data for a number of years.

A comprehensive review and update of the Plan should occur in five years. The review will be facilitated by the annual work noted above in tracking the progress on implementing recommendations and documenting contextual changes that have impacted/influenced this work. Ideally, this will provide a current information base on which to proceed directly to the update.

## Engaging Other Service Providers

The Township's emphasis on the importance of collaborations and partnerships should be supported by regular, joint services planning by all key providers in the community with a view to integrating the efforts of all in developing facilities, programs and services. The Township can take a leadership role in facilitating joint planning activities. This will help ensure a comprehensive, whole community approach to service planning and provision, especially as Loyalist grows and services expand. A process that works for the municipality and relevant

other parties in terms of the number and scheduling of planning sessions, their structure, etc. should be developed and implemented in the short-term and grow over time, as needed.

The Urban Metrics Report Recreation Service Delivery Review (2022) contains data on program fill-rates, which is important to determining minimum levels of enrollment/registration needed to offer a program, based on the costs to deliver it in relation to pre-determined recovery rates. In some cases, this will mean services are not viable to introduce or continue to operate.



## Plan to Build Community

Although a sense of community and 'belonging' is not a material item that can be easily changed, there are ways to facilitate moving in this direction, including:

- Giving residents reasons to travel between communities to access facilities and programs by providing a focus in each (e.g., Bath for organized pickleball and potentially a splash pad, Odessa for tennis and a possible pump track)
- Where reasonable to do so, rotating community events/services by location throughout the Township and/or designing events to suit what can be accommodated locally
- Where appropriate, use a 'Loyalist' identifier in naming assets/services that serve the Township as a whole to complement those that recognize the heritage of local communities
- While recognizing the central focus of Amherstview in service delivery at the WJH, rotating investment in needed upgrades to facilities by local community to minimize any sense of competition for Township support
- Considering opportunities to emphasize Loyalist's identity as unique from other communities

SD 20: Further develop and implement service planning, monitoring and evaluation capacity to align service provision with verified community needs.

SD 21: Further develop the annual report card to detail year by year steps to implementing initiatives within each term of the Plan, by setting annual objectives in the budget cycle, and tracking their progress.

SD 22: Conduct a five-year review and update of the Plan.

SD 23: Engage all relevant parties to collaborations and partnerships in regular joint service planning sessions to create a coordinated, whole community approach to provision.

SD 24: Make deliberate efforts to build a sense of community across the Township in planning future service locations, rotations and approaches to naming municipal facilities/spaces.

## 5.6 Marketing and Communications

### Context for Assessment

Township Communications and Recreation staff regularly meet internally and with other community providers to determine work on effectively communicating and disseminating information about parks and recreation in Loyalist Township. Recently the local newspaper has ceased operations, so there are limited opportunities for communicating through community-specific print media delivered door-to-door. In response, the Township is piloting locations for distribution of print versions of the recreation guide (Explore and Play Guide).

The current Strategic Plan (2024-2027) includes several directions to improve external communications. However, staff have reported low engagement on social media, and limited to no use of digital communications by some residents. In addition, youth and seniors, two age cohorts of particular interest in this Plan, are typically hard-to-reach.

Another marketing and communications consideration is the reported interest in attracting more paying uses to facilities (such as the arena floor during ice out season), and marketing this broadly to the community for awareness.



At a recent marketing strategy session, the Township opted to move to an annual guide that will be available at key pickup points. Higher levels of communication will focus on the types of services offered,

directing people to the website for more information. These initiatives will be supplemented with postcard mailings throughout the year, as direct marketing has proved successful in the past.

## Assessment

The Township produces print and digital versions of a detailed informative Explore and Play Guide four times a year (Spring, Summer, Fall, Winter) that covers programs, events, parks, facility rentals, parks and recreation news, and culture and heritage experiences. The Township website provides supplemental information (e.g., for transactions that can be completed online, maps, trails, tourism, volunteering, etc.).

The Internet and social media tend to be the focus for information provision today. While these channels are important, print continues to be a key medium as the Township's experience in reaching specific age groups and those who do not use the Internet or social media have shown. With the loss of the door-to-door newspaper delivery, other ways to disseminate print information can include:

- Distribution to places where 'hard to reach' groups regularly gather (e.g., coffee shops, schools)
- Information packages to be distributed: to new residents by realtors, municipal offices, schools, etc., and to existing homes in a one-time door-to-door delivery, by summer students or others in the community looking for work who could act as ambassadors on behalf of the Township

- Working with media based in surrounding municipalities to which Loyalist residents subscribe

Accessibility and inclusion are always top of mind, and future items to consider for inclusion in all communications materials include:

- Highlighting 'What's Free to do in Loyalist' to facilitate awareness and access to no-cost recreation places and programs/activities
- Ensuring collaborations and partnerships are linked to individual projects and services, to credit contributors more directly and publicize the success of these relationships
- Reciprocal promotion of parks and recreation services with the surrounding municipalities
- Scaling up promotion of facilities and spaces for tournaments and event uses (i.e., aquatic centre and arena in the short-term), including targeting promotion to regional and provincial sports organizations
- An annual, highly graphic report<sup>10</sup> that summarizes and informs the community about the Township's achievements in parks and recreation

Upon completion of the Phase 1 WJH Renewal, the Township could benefit from a formal marketing strategy to promote and optimize facility use and programs offered. Upon completing Phase 2, the Township can consider preparing a second such strategy for the full complex, as part of the next Master Plan.

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Port Hope example: <https://www.porthope.ca/en/your-municipal-government/prc-year-in-review.aspx>

SD 25: Continue producing both digital and print media information to promote/communicate with residents about parks and recreation services, considering options for greater geographic and age group coverage.

SD 26: Promote 'What's free to do in Loyalist' in communications material.

SD 27: Consider reciprocal promotion of parks and recreation services with surrounding municipalities.

SD 28: Increase promotion to attract local, regional and provincial tournaments and events to the Township.

SD 29: Prepare and post an annual services 'year-in-review' that summarizes and informs the community about the Township's achievements in parks and recreation, including project-specific collaborations and partnerships.

SD 30: Upon completion of the Phase 1 redevelopment/expansion at the WJH prepare a formal marketing strategy.



# 6.0 Implementation

This section outlines the proposed implementation strategy for the Plan's recommendations. First it discusses funding considerations, other implementation considerations, then provides a list of all the Plan's recommendations along with suggested timing and estimated costs where applicable.



# 6.1 Funding Considerations

## Bill 23 Implications

In 2022, the provincial government passed Bill 23, the “More Homes Built Faster Act,” to increase the supply of Ontario’s market housing over the next ten years. The legislation revised ten provincial Acts including but not limited to the Conservation Authorities Act, Development Charges Act, and Planning Act, which resulted in significant implications for Ontario’s land use planning regime. Bill 23 overrides zoning by-laws to increase density but simultaneously limits municipalities’ ability to use development charges and parkland requirements toward concurrent infrastructure and services that support that density. For municipalities experiencing residential growth, adherence to Bill 23 has a disproportionate impact on finances.

Specifically, parkland dedication caps have been altered under Bill 23 such that the maximum alternative rate was cut in half from 1 hectare per 300 dwelling units to 1 hectare per 600 net residential units; likewise, the cash-in-lieu parkland rate for medium- and high-density developments was cut in half from 1 hectare per 500 dwelling units to 1 hectare per 1,000 net residential units. Sites of five hectares or larger are now capped at 15% parkland dedication, while sites less than five hectares are capped at 10% parkland dedication. Municipalities must also accept encumbered lands (e.g., land with below-grade infrastructure) or privately-owned publicly-accessible open spaces (POPS) as parkland conveyance.

Similarly, Bill 23 reduces the amount of development charges permitted under municipalities' existing and future development charges by-laws. Development charges for rental housing units have been further reduced. Municipalities can no longer use development charges to purchase land for growth-related infrastructure or fund planning studies or assessments. In addition, a variety of new housing units – affordable, attainable, non-profit, and inclusionary zoning housing units, as well as gentle density (up to three units per lot) and rental buildings with four or more units – are exempt from development charges and parkland dedication fees. Revised definitions of these housing typologies may result in larger proportions of housing supply considered eligible for these exemptions.

Consequently, the revenue shortfalls resulting from Bill 23 present significant challenges to delivering current, planned, and future infrastructure necessary in residential communities. The quality and location of new parkland and facilities will be compromised, with fewer amenities, pressure to collaborate on shared space, and more reliance placed on the existing parks system. Other revenue-generating tools, innovative financing, and collaborative partnerships will be crucial for Loyalist to address financial deficiencies and create complete communities with sufficient park and recreation amenities and facilities. Appendix B contains further discussion of potential revenue generating avenues, including:

- Taxation initiative
- Community benefit charges

- Use of other public budgets
- Cost sharing
- Volunteer contributions
- Bonds
- Private partnerships

## Grants

Grant opportunities shift frequently, so staff should regularly check sources for new opportunities, including the Government of Canada, Government of Ontario, Parks and Recreation Ontario and Canadian Parks and Recreation Association websites.

Table 6-1 provides a summary of current/recent opportunities for parks and recreation. Some of these closed during the process of writing this Plan, and it is unclear if they will be continued.

Table 6-1: Recent/Current Grant Opportunities for parks and recreation

<b>Topic Area</b>	<b>Grant Name and Provider</b>	<b>Max \$</b>	<b>Status</b>	<b>Link to Details</b>
<b>Shade structures</b>	Shade Structure Grant Program  Canadian Dermatology Association	\$7,500	Closed  Unclear if will re-occur	<a href="https://dermatology.ca/public-patients/sun-protection/shade-structure-grant-program/">https://dermatology.ca/public-patients/sun-protection/shade-structure-grant-program/</a>
<b>Tree Planting</b>	Growing Canada's Community Canopies  Green Municipal Fund via Federation of Canadian Municipalities and Government of Canada	\$1,000,000	October 15, 2024  Unclear if will re-occur	<a href="https://greenmunicipalfund.ca/growing-canadas-community-canopies">https://greenmunicipalfund.ca/growing-canadas-community-canopies</a>
	Edible Trees Community Tree Grant  Tree Canada	\$10,000	Early December 2024  Reopen annually from October to December	<a href="https://treecanada.ca/grants-awards/edible-trees/">https://treecanada.ca/grants-awards/edible-trees/</a>
<b>Recreation infrastructure rebuilds and new builds</b>	Community Sport and Recreation Infrastructure Fund	\$10 million	Ongoing in take	<a href="https://www.ontario.ca/page/available-funding-opportunities-ontario-government#section-4">https://www.ontario.ca/page/available-funding-opportunities-ontario-government#section-4</a>
<b>Climate change/ waterfront improvements</b>	Great Lakes Local Action Fund	\$50,000	September 26, 2024  Unclear if will re-occur	<a href="https://forms.mgcs.gov.on.ca/en/dataset/on00699">https://forms.mgcs.gov.on.ca/en/dataset/on00699</a>

# 6.2 Implementation Strategy

The recommendations are presented by the service areas of the Plan: Programs and Events (PE), Recreation Facilities (F), Parks and Trails (P), and Service Delivery (SD), and are accompanied by anticipated costs and timelines for completion of discrete tasks. For a more complete explanation of each recommendation, please refer to the corresponding discussion in the preceding sections of this Plan. Table 6-2 provides a summary of total estimated costs per service area, per time period of the implementation Plan.

Table 6-2: Summary of Total Estimated Costs by Service Area from 2024-2034

Service Area	Total Estimated Costs			Total Costs
	Short Term (2025-2026)	Medium Term (2027-2030)	Late Term (2031-2034)	
Programs and Events	\$0	\$0	\$0	\$0
Recreation Facilities	\$825,000	\$2,850,000	\$1,454,500	\$5,129,500
Parks and Trails	\$4,022,000	\$4,065,000	\$10,010,000	\$18,097,000
Service Delivery	\$35,000	\$0	\$0	\$35,000
<b>Total</b>	<b>\$4,882,000</b>	<b>\$6,915,000</b>	<b>\$11,646,500</b>	<b>\$23,261,500</b>

**This implementation strategy should be considered part of a living document. Progress on implementation should be tracked, and the impact of completed projects on outstanding recommendations evaluated. Recommendations should then be tweaked as necessary, in terms of direction, timing, cost, etc. and reflected in annual work plans, budgets, and staffing complement.**

## 6.3 Implementation Considerations

The proposed roll-out of recommendations is based on the information available at the time of Plan development and includes the following considerations.

### Operations vs. Capital Projects

Of the 157 recommendations, 22 involve studies/designs, and 41 involve capital costs (some recommendations prescribe a study and then capital costs). The implementation plan categorizes recommendations as capital, operations, and studies/design. These recommendations require discrete budget allocations for execution. This includes both improvements/repairs to existing facilities, as well as the design and construction of new facilities and amenities. The capital cost estimates for parks includes design fees, initial project start-up permits, insurance, protection fencing, construction signage, contingency and cash allowance. The remaining recommendations are operational in nature. Operational recommendations do not have discrete costs; the costs to implement them lies in the cost of staffing.

### Staff Resources

The need for staff resources to do the work requires both a distribution of tasks over time and, in some cases, hiring additional staff to take responsibility for implementation. To this end, the Plan contains recommendations for additional

program instructors and parks staff as needed to implement recommendations. It will also require coordinated efforts both internally and externally with community partners.

### Dependencies and Efficiencies

While recommendations are described as individual initiatives, many are interrelated and need to be considered in the larger context of achieving efficiencies in implementation. Some recommendations must be initiated and completed before other recommendations can begin, while others may benefit from being undertaken simultaneously in terms of process efficiency and providing a more fulsome approach to physical improvements. We have attempted to reflect this in the implementation strategy through indicating if a recommendation should occur in the short, medium, or late term.

### Budget Considerations

The implementation sequence attempts to evenly distribute the costs of recommendations over the Plan's 10-year time frame. This includes costs associated with operations, planning/design and implementation.

It should also be noted that costs for some recommendations are not available and are yet to be determined. These have been noted in the forecast and would be in addition to the numbers provided in the Plan. Another factor to consider are cost premiums/fluctuations due to the current rate of inflation. All costs are provided in 2025 dollars. The current economic and political situation makes

it especially difficult to attach estimates to recommendations, especially for the medium and later term items.

## **Flexibility**

The proposed schedule reflects a reasonable roll-out, assuming no major obstacles to activation. However, it is expected that some projects may need to be delayed due to unforeseen circumstances. There may also be opportunities to “fast-track” other initiatives.

Ongoing initiatives are to be carried through each year to the end of the Plan’s term. Their applicability throughout the entire period, however, will depend on evolving needs in relation to service development. For example, program expansion for specific interests may be sufficient to meet demand in considerably less than 10 years (subject to potential changes based on continuation of monitoring and verification needs). The point at which this will happen, however, is unknown and thus not identified as an “end-date” in implementation.

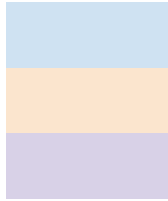
The recommendations shown as time-limited endeavors may also extend beyond the years shown. It may take longer to complete the identified activities and/or the completion of a recommendation may result in a new system component or procedure. Recommendations to establish formal agreements or contracts, for example, are shown as time-limited for negotiating arrangements that will create new, ongoing relationships between the municipality and other providers (e.g., volunteers, agencies, businesses, etc.)

The table on the following pages outlines the anticipated costs and time frame for implementing each of the Plan’s recommendations.

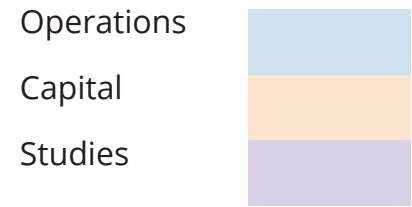
Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Programs &amp; Events</b>					
<b>Clarifying the Role of the Township in Program and Event Provision</b>					
PE 1	Programming strategic direction 1: Continue to provide the range of direct programs currently provided, and expand for high-demand programs, and new programs as discussed in the following sections.	ongoing			
PE 2	Programming strategic direction 2: Continue to support existing partnerships/collaborations and seek new partnerships/collaborations for additional recreation programs and events, and facility spaces to hold programs throughout the Township.	ongoing			
PE 3	Programming strategic direction 3: The program areas of focus for the Township should be fluid in response to changing circumstances.	ongoing			
<b>Geographic Approach to Provision</b>					
PE 4	Amherstview should continue to host the majority of programs, particularly active programs as the facilities exist to support these programs.	ongoing			
PE 5	Programs should continue to be offered in Bath and Odessa as much as can be supported, and suitable to the space available.	ongoing			
PE 6	In Bath and Odessa, increase the amount of programs and activities offered for seniors and children/youth.	ongoing, adjusting as demand/supply fluctuates			
PE 7	Ensure that each community has unstructured, outdoor recreation opportunities, including those directed at children and youth, seniors, and for all ages (see section 4.0 Parks).	ongoing			

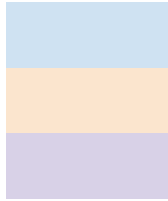


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
PE 8	Continue to partner with the Amherst Island Recreation Association in providing services to Islanders.	ongoing			
<b>Program Delivery</b>					
Program Staffing					
PE 9	Review positions and job descriptions, remove any duplication and redundancies across positions, followed by implementation ensuring that each position is effective and focused on their area of responsibility.				
PE 10	Add positions as recommended in the W.J. Henderson Recreation Centre Validation Report.				

Operations

Capital

Studies

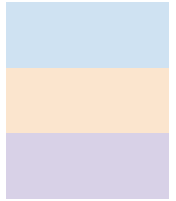


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
PE 11	<p>Consider the following approaches to attract and retain recreation staff:</p> <ul style="list-style-type: none"> <li>• Transitioning casual roles to permanent full- or part-time</li> <li>• For aquatics:               <ul style="list-style-type: none"> <li>◦ An accelerated training/certification program for youth with an extensive swim background</li> <li>◦ Financial aid that can be applied to cover training courses, and/or reducing the cost of courses</li> </ul> </li> <li>• Expand recruiting efforts to:               <ul style="list-style-type: none"> <li>◦ Retired seniors, stay-at-home parents, and newcomers</li> <li>◦ Residents with specific interests and skills (to lead/host short-duration programs)</li> <li>◦ Shared part-time instructors with other agencies (e.g., YMCAs) or neighbouring municipalities</li> <li>◦ University/college students enrolled in recreation adjacent programs (including teaching, EAs, child and youth development, etc.)</li> </ul> </li> <li>• Higher wages</li> <li>• Focus on corporate culture, e.g., staff wellness, and EDI.</li> </ul>	<b>ongoing</b>			

Operations

Capital

Studies

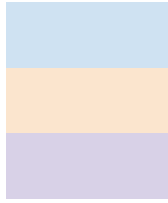


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
PE 12	Add instructors as needed to support program growth.	ongoing			
Program Evaluation					
PE 13	Continue to undertake post-program evaluations, adapting methods to reduce survey fatigue.	ongoing			
PE 14	Use specialized platforms such as Xplor to conduct program evaluations.	ongoing			
<b>Program/Activity Areas for Development</b>					
Preschool, Children, and Youth					
PE 15	Provide opportunities for free, unstructured recreation geared to children and youth, in each community. The Parks section elaborates on this.	ongoing			
PE 16	Increase capacity in popular children and youth programs including for example aquatics, volleyball etc.	ongoing, adjusting as demand/supply fluctuates			
PE 17	Expand children and youth program offerings, particularly active, wellness, camps, and after-school programs, working with community partners as available.	ongoing, adjusting as demand/supply fluctuates			
PE 18	Introduce all-ages programs so families can participate in the same program together.	ongoing, adjusting as demand/supply fluctuates			
PE 19	Work with community partners to expand opportunities for children and youth.	ongoing, adjusting as demand/supply fluctuates			
Adults					
PE 20	Maintain current level of adult program provision, and expand high-demand programs when facility space becomes available.	ongoing, adjusting as demand/supply fluctuates			

Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
PE 21	Discontinue the fitness membership and offer fitness classes as registered programs. Reassess offering the membership in the future, as facilities are developed and staffing needs/challenges are addressed.				
<b>Seniors</b>					
PE 22	As facility space allows, expand seniors programs (including physical and non-physical activities).	<b>ongoing, adjusting as demand/supply fluctuates</b>			
PE 23	Continue to grow and support the partnership with Kingston Seniors Association to provide seniors programming in each community, including expanding services to Amherst Island when feasible.	<b>ongoing</b>			
<b>Outdoor Activities</b>					
PE 24	Offer existing programs outdoors (e.g., yoga, volleyball, parent and tot programs, basketball, etc.).	<b>ongoing, adjusting as demand/supply fluctuates</b>			
PE 25	Look for opportunities to add new outdoor program options, such as tai chi or Mood Walks..	<b>ongoing, adjusting as demand/supply fluctuates</b>			
PE 26	Continue to develop the Come Out and Play Trailer, seeking partnerships and collaborations where possible to expand activities and community reach. Pursue the possibility of renting the trailer out for private rentals and use by community groups.	<b>ongoing, adjusting as demand/supply fluctuates</b>			
<b>Events</b>					
PE 27	Hold sport, active, wellness, and park-based events in each community.	<b>ongoing, adjusting as demand/supply fluctuates</b>			
PE 28	Seek partners, volunteers and sponsors to contribute to new Parks and Recreation events.	<b>ongoing, adjusting as demand/supply fluctuates</b>			

Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Accessibility</b>					
PE 29	Continue to train staff in High Five practices, inclusion, and EDI.	ongoing			
PE 30	Consider using incentives as discussed previously to attract new staff with accessibility and inclusion experience.	ongoing, adjusting as demand/supply fluctuates			
<b>Total Cost Programs</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

## Facilities

### Indoor Facilities

#### W. J. Henderson Recreation Centre

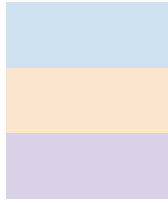
F1	In preparing for a WJH Phase 2 redevelopment/ expansion, update the 2018 MJMA architectural feasibility study to confirm this Plan's recommended facility additions, and prepare a design concept that is sufficiently developed through community engagement to begin seeking collaborations/ partnerships with non-municipal parties for developing and programming a proposed complex.			\$100,000	\$100,000
F2 <sup>1</sup>	Provide a double gymnasium for structured programs and drop-in use designed with multi-sport features and finishes.			Part of F1 Study update	
F3	Consider the potential to design a gymnasium to also function as a venue for performing arts and entertainment events within the larger market.			Part of F1 Study Update	
F4	As part of design/costing, investigate option of including an indoor track.			Part of F1 Study Update	

1 Using this colour and a reference to the F1 study denotes an estimated capital cost to be provided as part of the study, which is to determine facility requirements.

Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F5 <sup>2</sup>	Conduct a detailed review of existing commercial fitness services in Loyalist to determine the need for, and type of, municipal facilities that would complement those of private operators.				
F6	As appropriate to providing needed fitness facilities, explore the financial feasibility of both the Township and a local commercial operator(s) benefiting from a lease agreement for the latter to locate in the WJH Recreation Centre			Part of F5	
F7	Confirm the relative sizes, configuration, design features and required equipment for planned Phase 2 multi-purpose spaces, to accommodate their confirmed functions.			Part of F1 Study Update	
F8 <sup>3</sup>	If the Library should locate at the WJH Recreation Centre in the planning stages of Phase 2, coordinate plans to share spaces that meet common program/ service objectives.			Part of F1 Study Update	
F9	Provide a commercial kitchen as part of Phase 2 plans for WJH to grow food-related programming and rentals at times other than use for social events.			Part of F1 Study Update	
F10	Work with user groups to review and revise ice allocations to improve overall use of available time.				
F11	Monitor and track all ice use as well as regular requests for time that cannot be accommodated to inform ice assessment needs as part of the 2018 feasibility study update.				

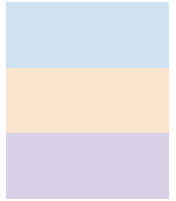
2 Separate from architectural study; could be done in-house.

3 Depends on Library decision to build new facility, its location and timing in relation to Phase 2 work at WJH.

Operations

Capital

Studies



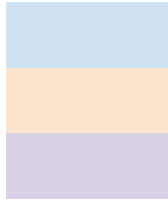
#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F12	Consider contracting a vending machine 'cafe' in Phase 2 development if additional food services are required to supplement renovation of the existing concession.			Part of F1 Study Update	
F13	Include secure storage space in a Phase 2 facility development to accommodate increases in users/use of WJH.			Part of F1 Study Update	
F14	Include Recreation & Facilities Division offices in Phase 2 redevelopment/expansion.			Part of F1 Study Update	
F15	Consider providing leasable space to attract complementary uses/businesses to locate at WJH.			Part of F1 Study Update	
F16	Consider studios to lease to local artist/artisan to create and sell their goods.			Part of F1 Study Update	
F17	To the extent possible, design facilities to incorporate: the concept of 'third places', indoor and outdoor space linkages, maximum access to kitchen from various spaces, sharing informal space with the library, emergency preparedness, and future expansion over the life cycle of the facility.			Part of F1 Study Update	
<b>Local Indoor Facilities</b>					
F18	In conjunction with opportunities to access other community facilities, consider using rooms/spaces at 177 Upper Park Road to introduce a time-shared youth drop in and seniors centre.				
F19 <sup>4</sup>	In planning a Phase 2 expansion at WJH, review and, as appropriate, relocate programming from the LAC to WJH to consolidate services at each location.			Part of F1 Study Update	

4 Need to relate program intended programming objectives to space/architectural requirements at here at WJH.

Operations

Capital

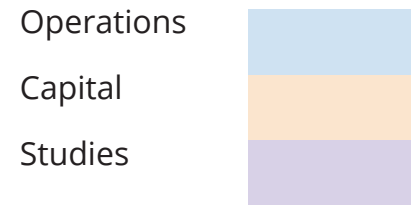
Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F20	Name 177 Upper Park Road to reflect its collective community function.				
F21	Use Wilton Hall, Bath Fire Hall community room, and Layer Cake Hall (collaborating with County) to continue to build both community-based and Township programs.				
F22 <sup>5</sup>	Should a new library be built elsewhere in Loyalist, determine the cost-benefit of refurbishing the entire Layer Cake building in Bath for community and Township programming.			\$TBD	
F23	Optimize lease and reciprocal agreements with the Limestone District School Board and the Algonquin and Lakeshore Catholic District School Board for access to schools to deliver programs to residents throughout Loyalist Township.				
<b>Outdoor Facilities</b>					
Ball Diamonds					
F24 <sup>6</sup>	Undertake a comprehensive rehabilitation of Willie Pratt Fields, as per the current 10-year capital budget.	\$200,000	\$2,000,000		\$2,200,000

5 Depends on Library decision to build new facility, its location and timing; assigned to long-term to align it with a possible WJH Phase 2 location, which may or may not materialize; if the library moves out of Layer Cake Hall sooner, refurbishing initiatives can be started earlier.

6 Capital budget costs for 2026 and 2027 have been allocated to the short-term and 2028 construction costs to the mid-term.



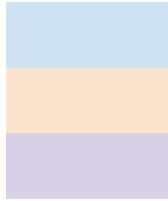
#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F25 <sup>7</sup>	Prepare comprehensive conditions assessments for all other ball diamonds as part of non-core asset management and prepare an annual work program for budgeting purposes, prioritizing capital upgrades by location and incorporating the directions of the Climate Action Plan.	See also F28 & F37			
F26	Anticipate replacing the two junior LDSB diamonds when they are decommissioned by the Board and returned to green space.		\$850,000		\$850,000
F27	Monitor use of all diamonds by minor and adult leagues to track hours of prime time use in relation to capacity to verify future need for new or replacement facilities.				
<b>Soccer Fields</b>					
F28	Prepare comprehensive conditions assessments for the three soccer fields as part of non-core asset management and prepare an annual work program for budgeting purposes, prioritizing capital upgrades by location and incorporating the directions of the Climate Action Plan.	See also F25 & F37			
F29	No new soccer fields will be required during the term of the Master Plan to serve population growth alone.				
F30	If minor soccer participation increases, accommodate programs on underused adult fields with insets in the larger facility footprint.				

<sup>7</sup> Include conflicts involving use of ball diamonds as functional component of assessment.

Operations

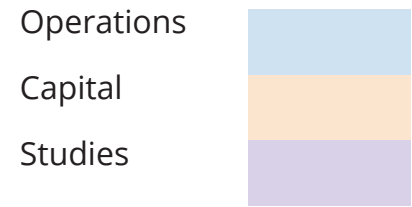
Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F31	If adult use rebounds, provide up to one additional multi-use field to accommodate various age groups and field sports in addition to soccer (e.g., football, rugby, Ultimate Frisbee, field hockey).			\$604,500	\$604,500
F32	In the short term, assess the cost of 'renovating' underused fields to become multi-use facilities to be promoted for scheduling other field sports.	\$45,000			\$45,000
<b>Tennis Courts</b>					
F33	Build two lit tennis courts in Odessa anticipating the potential to add courts to support tennis club development.	\$550,000			\$550,000
F34	Monitor use of courts to determine needs to co-locate additional facilities.				
<b>Pickleball Courts</b>					
F35	After relocating the Bath tennis court to a new facility in Odessa, convert the Bath court to single-use pickleball courts for a total of eight at this location and, when charging for use, charge for eight courts instead of four.	\$30,000			\$30,000
F36	Provide four new casual use pickleball courts within the Amherstview West Secondary Plan area (see P58).			\$750,000	\$750,000
<b>Asset Management and Climate Action</b>					
F37	Include detailed condition assessments for all non-core recreation assets in Asset Management Plans, and budgets for capital improvement programs.	see also F25 & F28			
F38 <sup>8</sup>	Incorporate backlogged capital improvements to facilities in annual budgets, in order of priority.				

8 Cost is annual determination based on those to be undertaken.

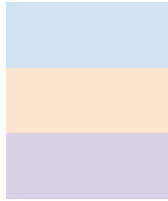


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
F39	Continue to integrate Climate Action Plan directions in planning and budgeting for new and/or upgraded facilities.				
<b>Inclusive Recreation Facilities</b>					
F40	When planning new or renewing existing facilities, investigate opportunities to provide those that are designed to be inclusive.				
	<b>Total Cost Facilities</b>	<b>\$825,000</b>	<b>\$2,850,000</b>	<b>\$1,454,500</b>	<b>\$5,129,500</b>

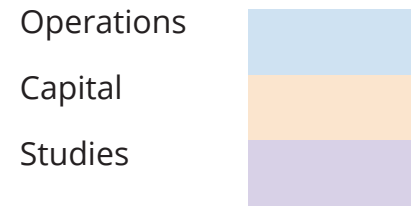
Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Parks and Trails</b>					
<b>General Park and Trail Considerations</b>					
Parks Classification					
P1	<p>Continue to develop and refine the guidelines for each park type in order to improve parkland equity and to encourage the acquisition of quality sizable parkland parcels during development. Revise the Official Plan Parkland Classification making the following amendments:</p> <p>Adopt a minimum size requirement for neighbourhood parks, such as 1.5 hectares</p> <p>Amend the catchment area for neighbourhood parks to better suit the density of Loyalist. A catchment area of 1,000 to 2,000 people is suggested.</p> <p>Add a list of suitable amenities and facilities for each park class to better define the use function.</p> <p>Remove wording about accepting “one or more parkettes” as a form of neighbourhood park</p> <p>Considering including standards for waterfront parks as a separate class or a subclass of District Parks.</p>				
Park Types and Distribution					
P2	Focus on providing more sizable community parks with more amenities rather than many small neighbourhood parks.				



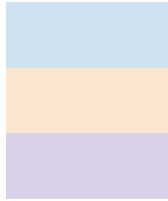
#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
P3	Consider selling select undersized and underused parks to fund park improvements. Establish a land disposal policy to inform this process.				
P4	Avoid acquiring parkland located within the MTO permit area, unless required for making key trail connections or to expand waterfront parkland.				
Park Names and Addresses					
P5	Ensure all parks have a chosen name and civic address.				
P6	Improve park naming conventions by using only one unique name to refer to each park, and do not name facilities within the park separately.				
P7	Work towards making park names clear and consistent between all inventories and maps (GIS, Excel, Township website, Google Earth, etc.), publications and signage.				
Naturalization					
P8 <sup>9</sup>	Create naturalized planting areas in suitable locations.	\$30,000	\$30,000	\$30,000	\$110,000
P9	Build partnerships with relevant organizations that can provide project expertise, native plant material, or volunteer coordination.				
Parks Bylaws					
P10	Update the Parks Bylaw as described herein.				
P11	Accept cash-in-lieu except when the parcel to be provided meets the criteria described herein.				

9 A small allowance to support planting projects.

Operations

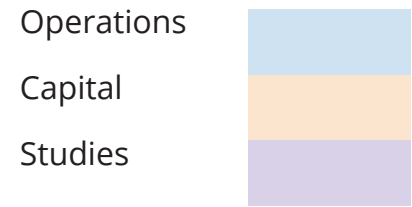
Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
P12	Consider the introduction of an e-bike and e-scooter bylaw to regulate the use of various types of electric bikes and electric scooters on municipal roads, sidewalks, bike lanes, trails and pathways.				
Urban Forestry					
P13	Continue using the tree app to compile a tree inventory of planted trees on Township-owned land including parks and municipal right-of-way (street trees).				
P14 <sup>10</sup>	Complete the Urban Forest Management Plan to guide the management of trees on Township owned land.				
P15	Set money aside for the implementation of projects to be identified in the Urban Forest Management Plan. At minimum, costs will be required for tree planting, tree care maintenance, and hazard tree removal. Costing will depend on the outcomes of the proposed management plan and should be adjusted accordingly when more is known.	\$300,000	\$300,000	\$300,000	\$900,000
P16	The Parks Division should review new proposed development of subdivisions, ensuring and enforcing appropriate plantings of trees, including with respect to utilities.				

<sup>10</sup> Cost is already budgeted as project is underway.



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Playground Operation and Replacement Plan</b>					
P17 <sup>11</sup>	Develop a Playground Replacement Plan that outlines and prioritizes playground upgrades for all existing playgrounds. Work with a playground inspector to inform the Plan. Assign budget annually for implementation.	\$900,000	\$900,000	\$1,200,000	\$3,000,000
<b>Waterfront Master Plan</b>					
P18	Develop a waterfront master plan to inform improvements for a more connected, enjoyable and accessible waterfront. The scope of the plan should include the Lake Ontario waterfront between Bath and Amherstview, the Island and Millhaven Creek in Odessa.	\$150,000			\$150,000
<b>Waterfront Pedestrian Crossings</b>					
P19 <sup>12</sup>	Continue to advocate for pedestrian safety along and across sections of the Province-owned highway. Work together with a traffic engineer and the MTO to explore a variety of solutions.	\$200,000			\$200,000
<b>Trails Master Plan</b>					
P20	Work with a landscape architect and trails specialist to develop a trails master plan that focuses on implementation. The plan should build upon conceptual trails identified in the 2022 Official Plan and projects identified in the 2024 Infrastructure Master Plan.	\$100,000			\$100,000

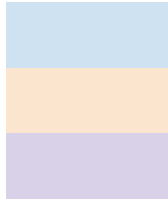
11 Based on \$300,000 per year for 10 years.

12 Allowance for working with a traffic engineer.

Operations

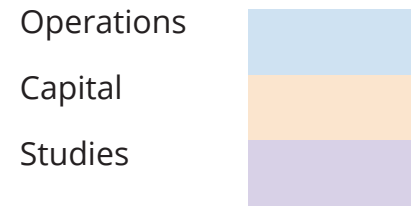
Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Operational Service Standards</b>					
P21	Update the 2015 Infrastructure Service Public Works Operational Service Standards to include new parks, and to remove decommissioned parks.				
P22	Reconsider the maintenance levels of parks that have since had relevant changes.				
P23	Add maintenance standards (or guidelines) for trails and naturalized areas.				
<b>Park Staffing Needs</b>					
P24	Conduct a review of parks staffing needs, and add staff as required to implement the recommendations of this Plan.				
<b>Improvements to Existing Parks and Amenities</b>					
<b>Odessa Centennial Park</b>					
P25 <sup>13</sup>	Plant a variety of native conifers at the north and west edges of Odessa Centennial Park to create more separation from the freeway.	\$70,000			\$70,000
P26	Provide a dog park at Odessa Centennial Park located outside of the floodplain.	\$325,000			\$325,000
P27	Work with a trail specialist as part of the trails master plan to explore the feasibility of trail development in the natural area of Odessa Centennial Park.	Part of P20			
<b>Sk8er Park</b>					
P28	Continue to maintain the facility for the next five years. Record the number of days the rink is operated weather permitting, and use this data to inform future decision making.				

13 \$20,000 for project management, \$50,000 for capital.



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
P29 <sup>14</sup>	Consider using a portable cooling system to extend the use of Sk8er Park outdoor rink in the winter. Alternatively, if opportunities arise and major repairs are needed, upgrade the rink into a refrigerated pad with the cooling system embedded in the concrete pad.			\$3,000,000	\$3,000,000
P30	Program use of Sk8er Park during the warmer months such as through a floor hockey league or a stick handling skills program.				
<b>Willie Pratt Sports Fields</b>					
P31 <sup>15</sup>	Develop a park master plan for Willie Pratt that considers at minimum: Retaining the most used sport facilities Orienting and designing these facilities for optimal use (e.g., in terms of safety, accessibility, and multi-purpose suitability) Providing supporting amenities for the sport fields such as shade, seating, and washrooms Playground options Parking, accessibility and pathways throughout the site Storage for parks maintenance equipment	\$70,000			\$70,000

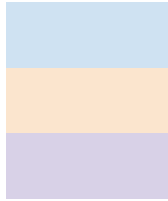
14 Allowance for artificial outdoor arena.

15 Concept plan, tender drawings, construction documents construction administration.

Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Dinosaur Park</b>					
P32 <sup>16</sup>	Consult with the neighbourhood to gauge interest in new amenities and facilities for Dinosaur Park. Work with a landscape architect to develop concept plans based on the findings of the consultation.	\$167,000	TBD		\$167,000
<b>Lakeview Park</b>					
P33	Manage Lakeview Park as a neighbourhood park. Limit park improvements to playground upgrades when required, multi-use trail development, lighting and landscaping changes such as tree planting and naturalization. Consider gating the driveway entrance if needed to attain permits from the MTO for these upgrades.				
P34 <sup>17</sup>	Create a naturalized buffer along the drainage swale in Lakeview Park, in coordination with proposed storm water outlet improvements.		\$30,000		\$30,000
P35	Work together with Township planners and engineers to implement the proposed multi-use pathway and lighting through Lakeview Park.			\$750,000	\$750,000

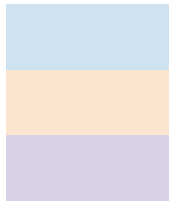
16 Short term cost includes design and implementation of new playground in 2025. Capital costs for implementing the rest of the design will depend on the contents of the design.

17 Allowance for planting material.

Operations

Capital

Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
Loyalist Park					
P36 <sup>18</sup>	<p>In the short term, develop a master plan for Loyalist Park that balances its existing function as a community event space and the proposed skate park and pump track amenities. Provide a shade structure for both areas. Consider providing the following amenities to support the event space:</p> <ul style="list-style-type: none"> <li>Accessible washrooms</li> <li>A storage area for supplies</li> <li>A drinking fountain with bottle fill station</li> <li>Additional parking as needed</li> <li>Potential band stand</li> </ul> <p>Include some everyday use amenities, shade structures, additional seating, and naturalized area.</p> <p>Implement the master plan in phases as needed to manage cost. This recommendation should be adjusted to reflect the findings and recommendations of the Arts, Culture, and Heritage Master Plan.</p>	\$70,000			\$70,000
Briscoe Park					
P37 <sup>19</sup>	Provide an accessible path between amenities and park entrance at Briscoe Park. Consider expanding this path to a 250m loop around the park in the long term.		\$25,000	\$100,000	\$125,000

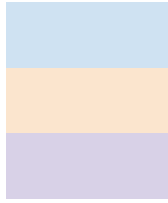
18 Concept plan, tender drawings, construction documents, construction administration.

19 Construction of 50 m x 2.5 m wide asphalt pathway and 250 m x 2.5 m wide asphalt pathway.

Operations

Capital

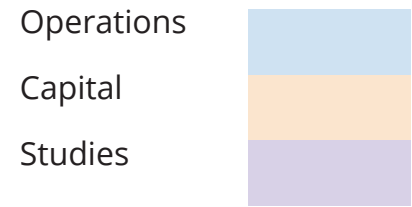
Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
P38	Work with the developer of Aura by the Lake to preserve the woodlot edge around the park.				
<b>Amherst Island Centennial Park</b>					
P39	Monitor for community interest for improvements at Amherst Island Centennial Park.				
<b>Bath Park and Tennis Court</b>					
P40 <sup>20</sup>	Develop Bath Park as a district park with a splash pad with associated amenities to serve the entire Township. Provide accessible washrooms, a shade structure and picnic area, water fountain and bottle fill station, storage garage and parking. Work with a landscape architect to design a site plan and with an architect to design the washroom building.			\$2,500,000	\$2,500,000
<b>New Park Amenities</b>					
<b>Splash Pad</b>					
P41 <sup>21</sup>	Develop a splash pad in Bath in the short-term at Bath Park.	\$1,500,000			\$1,500,000
P42	Review the need for a second splash pad in Odessa in the next Parks and Recreation Master Plan.				

20 Allowance for accessible washrooms, shade structure, picnic area, water fountain and bottle fill station, storage garage and parking. Splash pad costed in New Amenities section.

21 Price includes design fees, all servicing (electrical, water and sanitary) , walkways, seating and planting. Shade Structure and/or washroom/change facility if desired is not included.

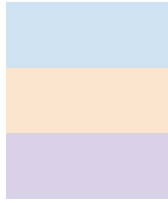


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Dog Park</b>					
P43	Develop a dog park at a new park within the Amherstview West Secondary Plan area in the medium to long-term.			\$400,000	\$400,000
P44	Develop a dog park at Odessa Centennial Park in the short-term.	Costed in P28			
<b>Skate Park and Pump Track</b>					
P45	Working with local partners, develop a skatepark and pump track in Amherstview at Loyalist Park in the short-term. Consult with Heritage, Culture and Tourism in order to avoid conflicts with events at the Park.				
P46	Seek partners to develop a pump track in Odessa at the proposed community hub in the mid- to late- term.			\$400,000	\$400,000
<b>Outdoor Rink in Wilton</b>					
P47	Provide assistance to the community of Wilton through the Community Outdoor Rink Program, and assist them in establishing a rink outside of Wilton Hall.				
<b>Multi-use Sports Court in Stella</b>					
P48	Working with the AIRA, conduct community consultation and develop a concept level design for the school-adjacent property which explores the siting of a multi-purpose community facility and various outdoor amenities and facilities, and confirms community needs and interests in these facilities. This master plan should provide a multi-phased approach for developing the site in the long term.	\$70,000			\$70,000

Operations

Capital

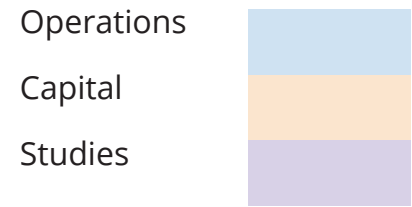
Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Volleyball Courts</b>					
P49	Monitor success of temporary outdoor volleyball programming. If demand is sufficient, develop a permanent outdoor volleyball court at one of the listed parks.			\$40,000	\$40,000
<b>New Park Development</b>					
<b>Odessa</b>					
P50	Develop a community park in Odessa to serve as the recreation hub of the community. Undertake a Master Plan process with community consultation to design the Odessa Community Park.			\$70,000	\$70,000
P51 <sup>22</sup>	Work with the Odessa Agricultural society to develop the Odessa Community Park on the fairgrounds, or as an alternative, acquire new land to develop the park.		\$2,000,000		\$2,000,000
<b>Bath</b>					
P52 <sup>23</sup>	Consider negotiating with developers of the Aura by the Lake subdivision to locate the park adjacent to Briscoe Park. If that is not possible, request a for a wider park parcel so that the site is suitable for multiuse trail loops. A minimum trail length of 2 km is recommended. Provide accessible parking and ensure that the natural vegetation and forest cover are protected.			\$1,025,000	\$1,025,000

22 Allowance for in case an arrangement can't be made with the OAS, and land must be purchased.

23 Cost for 2 km x 2.5 m wide asphalt trail with parking and trail amenities.

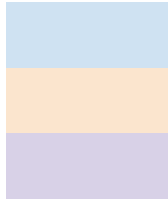


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Amherstview</b>					
P53	Work with a trails specialist to determine the feasibility of developing a trail loop around the pond in the Lakeside Ponds Subdivision based on topography, vegetation and soils. In addition, consider consulting with an ecologist or naturalist group to better understand the ecology of the site to inform management.		\$30,000		\$30,000
P54	Develop a trail loop with rest stops if determined to be feasible in the Lakeside Ponds Subdivision.			\$175,000	\$175,000
P55	Support ecological stewardship of the pond and natural area in the Lakeside Ponds Subdivision through activities such as community restoration planting or installing bat boxes.				
P56	Per the facility recommendation F36 for four more pickleball courts in the future, it is recommended that they be located at a new park within the Amherstview West Secondary Plan area.			Costed in F36	
<b>Amherst Island - Gowan Property</b>					
P57	Develop the waterfront property in Stella as a community park that focuses on waterfront recreation and passive park uses. Work with a landscape architect to develop a site plan for the park. Provide an opportunity for public feedback on the site plan. Implement the site plan in the short- to medium-term.	\$70,000	\$750,000		\$820,000
	<b>Total Cost Park</b>	<b>\$4,022,000</b>	<b>\$4,065,000</b>	<b>\$10,010,000</b>	<b>\$18,097,000</b>

Operations

Capital

Studies

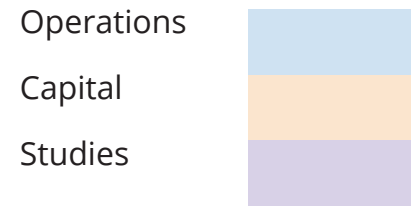


#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Service Delivery</b>					
<b>Collaborations and Partnerships</b>					
SD1	Continue to work with the LDSB and the ALCDSB through established agreements for access to school facilities for community use/programs.				
SD2 <sup>24</sup>	Investigate the interest of the Kingston Sport and Social Club in partnering with the Township to contribute to capital projects that meet the Club's facility needs.				
SD3	As opportunities arise, work with the local commercial sector to pursue their expressed interest in future collaborations.				
SD4 <sup>25</sup>	Reach out to agencies for support in developing accessible and inclusive recreation services and infrastructure such as Special Olympics Ontario, Jumpstart, and Jays Care Field of Dreams.				
SD5 <sup>26</sup>	Explore opportunities to work with Queen's University and St. Lawrence College in planning and operating parks and recreation services.				
SD6	Track non-resident use of facilities and programs by home community to inform opportunities for service agreements with area municipalities.				
SD7	Review and update old agreements and include a designated review date or period in all future agreements.				

24 On a project-by-project basis, as appropriate.

25 Opportunities in this Plan's term will be facilitated through access agreements to spaces belonging to other agencies and will later increase with anticipated changes at WJH; may also be opportunities in the short-term to increase outdoor programs in collaboration with these agencies.

26 Short to medium term assumes relationships will be in place that can extend past this period.



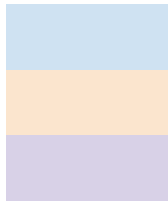
#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
<b>Volunteer Development and Support</b>					
SD8	Work with Heritage, Culture, Tourism to develop and implement a Parks & Recreation Division volunteer program.	TBD			
SD9	Consult with volunteer organizations to clarify needs for Township support to be contained in a Community Group Affiliation Policy.				
SD10	Consider additional items related to funding capital projects, program sustainability and evaluation at the five-year review of the new Community Grant Policy.				
SD11 <sup>27</sup>	Develop a policy on storage at Township parks and facilities to optimize the use of limited space and to better manage the allocation and tenure of available storage.				
<b>Revenue Generating Programs</b>					
SD12	Expand existing and institute new revenue generation programs to help offset the costs of service provision.				
SD13	Assign priority to introducing and expanding revenue generating programs according to ease of implementation and development phasing/program growth at the WJH Recreation Centre and outdoor locations.				
SD14	Develop an overarching policy for facility naming rights.				

27 In conjunction with existing facilities and refurbished arena but will also apply to any future facilities.

Operations

Capital

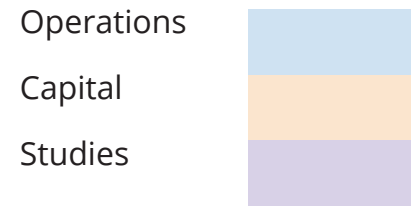
Studies



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
SD15	Develop an overarching sponsorship and advertising policy.				
<b>Policies and Procedures</b>					
SD16 <sup>28</sup>	Prepare a policy on service pricing.	\$35,000			\$35,000
SD17	Continue developing an Affordable Access to Recreation and Recreation Inclusion and Equitable Access Policy for implementation in late 2025.				
SD18	Prepare a policy on collaborations and partnerships.				
SD19	Review and update existing Standard Operating Procedures, and prepare new SOPs, as required.				
<b>Service Planning and Evaluation</b>					
SD20	Further develop and implement service planning, monitoring and evaluation capacity to align service provision with verified community needs.				
SD21	Further develop the annual report card to detail year by year steps to implementing initiatives within each term of the Plan, by setting annual objectives in the budget cycle, and tracking their progress.				
SD22 <sup>29</sup>	Conduct a five-year review and update of the Plan.				
SD23	Engage all relevant parties to collaborations and partnerships in regular joint service planning sessions to create a coordinated, whole community approach to provision.				

28 Cost to prepare study to inform the policy.

29 Cost will depend on what is readily available in the way of data to directly inform assessments and prelude the need to 'start from scratch'; recommendations in this Plan are intended to help prepare an annually updated data base for this purpose; ideally, a five-year update should be a truncated exercise in relation to developing a comprehensive 10+ year plan and so cost less than a full study.



#	Recommendation	Short-Term (1-3 years)	Mid-Term (4-6 years)	Long-Term (7-10 years)	Total Cost
SD24	Make deliberate efforts to build a sense of community across the Township in planning future service locations, rotations and approaches to naming municipal facilities/spaces.				
<b>Marketing and Communications</b>					
SD25	Continue producing both digital and selected print media information to promote/communicate with residents about parks and recreation services, considering options for greater geographic and age group coverage.				
SD26	Promote 'What's free to do in Loyalist' in communications material.				
SD27	Consider reciprocal promotion of parks and recreation services with surrounding municipalities.				
SD28	Increase promotion to attract local, regional and provincial tournaments and events to the Township.				
SD29	Prepare and post an annual services 'year-in-review' that summarizes and informs the community about the Township's achievements in parks and recreation, including project-specific collaborations and partnerships.				
SD30 <sup>30</sup>	Upon completion of the Phase 1 redevelopment/ expansion at the WJH prepare a formal marketing strategy.	\$TBD			
<b>Total Cost Service Delivery</b>		<b>\$35,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$35,000</b>
<b>TOTAL COSTS ALL RECOMMENDATIONS</b>		<b>\$4,882,000</b>	<b>\$6,915,000</b>	<b>\$11,464,500</b>	<b>\$23,261,500</b>

30 Cost to be determined on approach to preparation re:scope, detail, need to contract services, etc.



# Appendix A: Sports, Fitness & Multi-purpose Program Spaces Facilities Assessment

## Sports, Fitness and Multi-purpose Program Spaces

### **W.J. Henderson Recreation Centre**

#### **Recommendations:**

F 1: Update the 2018 MJMA architectural feasibility study as part of preparing for the WJH Phase 2 redevelopment/expansion. This update should confirm the recommended facility additions in the Plan and create a design concept that has been developed with input from the community. It can also be used to start exploring collaborations/partnerships with non-municipal groups to help develop and program the proposed complex. The following assessment considers each of the

facilities noted in Table 3-2 (p. 61) as potential additions in a Phase 2 redevelopment/expansion of WJH to provide needed spaces for future programs/services. Individual components are discussed in relation to those that were included in the 2018 feasibility study concept, as appropriate.

### **Gymnasium**

As the community grows, school gym availability in Loyalist will be unable to fully meet needs for program/activity development due to no daytime access for community use, cancellations for school events, and adults as a lower priority in allocation policy. The advantages to providing a municipal gym

are that it is controlled by the municipality and can be programmed full-time for a variety of structured programs and drop-in uses including courts for basketball, pickleball, volleyball, badminton, soccer training, etc. As in many communities, there is strong interest in indoor pickleball in Loyalist, which existing municipal spaces cannot accommodate.

Gymnasiums are also highly complementary to aquatic facilities and arenas for cross and concurrent programming, which is of interest to residents and community groups (to have), and to community groups and the Township (to provide).

'Traditional' gym designs have evolved into a diverse range of options, many of which make the space optimally usable and integrate it more seamlessly into the building as a whole. With the appropriate design elements, the space can also function as a venue for performing arts and entertainment events. This would add to the cost, however, and may not be a necessary investment if Kingston provides venues for these types of attractions and typically includes Loyalist in its market.

The current lack of full-time access to a gymnasium along with limits to the suitability of school gyms for community programming points to the need for a municipal facility at WJH. A double gym should be provided to ensure accommodation of both current demand and program/activity growth over the term of the Plan and beyond.

### **Recommendations:**

F 2: Provide a double gymnasium for structured programs and drop-in use designed with multi-sport

features and finishes.

F 3: Consider the potential to design a gymnasium to also function as a venue for performing arts and entertainment events within the larger market.

## **Track**

Tracks are increasingly being integrated with gyms, at either floor or mezzanine level around the perimeter of the gym, and Loyalist residents expressed interest in an indoor track. These facilities can be programmed, scheduled for organized use, and/or made available for casual use. They provide opportunities for people to stay active during the winter when it is more difficult to exercise/train outdoors. An even, fabricated surface also mitigates or prevents joint stress and injuries.

Although community interest focused on walking, walking/running are also becoming more popular, with each activity allocated to separate lanes with space to pass (e.g., lanes one and two for walking; lanes three and four for running). Depending on available space and building design, track location need not be limited to the gym. The 2018 feasibility study illustrated an example of a mezzanine installation overlooking an open common area on the floor below.

### **Recommendations:**

F 4: As part of design/costing, investigate option of including an indoor track.

## Fitness Room

The 2018 feasibility study included space for a personal fitness/workout room. Currently, there are two commercial fitness businesses in Loyalist that have opened in recent years. Together, they offer a range of fitness training services and equipment on a 24-7 year-round basis to members of all ages, with options for membership purchases.

The Township does not want to compete with commercial operators in the community. Corporate strategic objectives include increasing “local commercial activities across the Township”, which presumes supporting businesses once they are established.<sup>1</sup> The availability of commercial services also often precludes municipalities having to purchase (or lease) and maintain its own equipment.

At the same time, the Township wants to provide affordable fitness options to all its residents. Resident interest in municipal fitness equipment/services is now quite common and municipalities are working to respond in ways that do not compete with other providers. User groups in Loyalist requested dry land training equipment which, if limited to free weights, bench press, etc. would not significantly encroach on local businesses - and the pool deck, track and gym will provide groups with other training spaces.

In determining the need for a fitness room for individual training, a detailed review of existing services in the Township should be conducted to identify areas in which municipal facilities could complement these. If it is determined that a fitness room is needed, an existing commercial business located at WJH

through a lease agreement for space at market rates could be considered, assuming interest is expressed by business and if it is beneficial for both the operator and the municipality.

The 2018 feasibility study proposed a fitness room and studio combination. While this approach is common, a studio is not dependent on providing an equipped fitness room. Multi-purpose space, discussed below, can be designed to accommodate fitness programs and activities.

### Recommendations:

- F 5: Conduct a detailed review of existing commercial fitness services in Loyalist to determine the need for, and type of, municipal facilities that would complement those of private operators.
- F 6: As appropriate to providing needed fitness facilities, explore the financial feasibility of both the Township and a local commercial operator(s) benefiting from a lease agreement for the latter to locate in the WJH.

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1 LOYALIST TOWNSHIP STRATEGIC PLAN 2019-2023, P.7

# Multi-purpose Program Space and Meeting Space

The current situation with respect to multi-purpose program space in Loyalist points to several deficiencies and challenges:

- Existing municipal spaces are too small, dispersed throughout the community and/or not designed for diverse range of uses
- Cost of renting non-municipal spaces for programs makes it difficult to maintain affordability
- Need for studio and program space to accommodate relocation of LAC programs, as the LAC is too small, and the WJH will eventually become the primary focus of service delivery (see section 3.1.2)
- Wait lists under represent demand as they do not document requests for programs that the Township cannot offer due to lack of appropriate spaces in which to operate them
- As noted in Table 3-2, the Phase 1 Renewal Project will be able to provide only a limited amount of space through renovations to the existing building, comprising one multi-purpose room, and one meeting room

As discussed in the body of the Plan, interim measures to providing new space can help alleviate some of the deficiencies. At the same time, more dedicated municipal multi-purpose space will be needed to meet future program requirements.

More multi-purpose space is needed, therefore, to accommodate both existing and future program provision. The 2018 feasibility study expansion component included space for two multi-purpose rooms (one large; one small); two multi-purpose visual art workshops, and five meeting rooms. These spaces (excluding meeting rooms) were allocated a total of 500 sq. m (5,382 sq. ft.) in the 2018 feasibility study.

Plans for the Phase 2 redevelopment/expansion should confirm relative sizes and configuration of these spaces to accommodate their confirmed functions. The large multi-purpose room should be designed as divisible space for programming and social event purposes. The small multi-purpose room could also be provided with a movable divider. A fitness studio with sprung floor, mirrors, sound system, etc. should be provided to accommodate relocating the studio at the LAC to WJH and enlarging it for expanded capacity/use. (Section 3.1.2. addresses facilities at the LAC).

Recent years have seen an increasing shift in library programming to arts related programming by providing makerspace<sup>2</sup> and digital equipment for creative activities. For certain arts and arts-related activities, therefore, space provided as part of a future library may be sufficient to meet this need. If the library locates in WJH, spaces might be appropriately sized and equipped to share between the Township and the Library, and to include more traditional visual arts activity areas, as per the 2018 feasibility study.

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2      Makerspace: provides hands-on, creative ways for patrons (typically children and youth) to design, experiment, and invent as they engage with a variety of tools and technology

Meeting rooms can be designed to support various functions including, for example, a 'classroom' for minor sports coach/referee training, both of which are of interest to user groups.

## Recommendations:

- F 7: Confirm the relative sizes, configuration, design features and required equipment for planned Phase 2 multi-purpose spaces, to accommodate their confirmed functions.
- F 8: If the Library should locate at the WJH in the planning stages of Phase 2, coordinate plans to share spaces that meet common program/ service objectives.





## Kitchen

The 2018 feasibility study included a catering kitchen to support social gathering activities in multi-purpose spaces. While this is an important requirement for private rentals, municipalities are now increasingly providing commercial kitchens to increase overall use of these facilities for food-related programming, and to generate additional revenue through use by local food producers. The Township's wait lists include people interested in cooking programs.

A Health Unit certified kitchen can be used for a variety of food and nutrition programs, as well as projects/activities related to communal and/or commercial use of the kitchen. The Township of North Glengarry has embarked on this type of initiative.

Their website notes,

Now accepting bookings: The Township of North Glengarry has partnered with the Eastern Ontario Health Unit to launch

the new "North Glengarry Community Kitchen" pilot project. This initiative will enable food producers to rent time at the North Glengarry Community Kitchen, located at the Maxville & District Sports Complex (25 Fair Street, Maxville) so that they can produce food items for resale. The cost is \$50 per day and food producers are required to have their Food Handlers Certificate and have their recipe validated by the EOHU.<sup>3</sup>

## Recommendations:

F 9: Provide a commercial kitchen as part of Phase 2 plans for WJH to grow food-related programming and rentals at times other than use for social events.

3

<https://www.northglengarry.ca/en/things-to-do/ community-kitchens-program.aspx>

## Second Ice Pad

Phase 1 of the Renewal Project addressed the need for accessible ancillary spaces (dressing rooms, washrooms, viewing areas, etc.). There are now six dressing rooms and a separate Jr. C dressing room. Upstairs washrooms are gender-neutral. A new barrier free gender-neutral washroom has been added to the lower level. Based on projected power demand associated with the Phase 1 Renewal Project, a new transformer was recommended to serve new aquatic centre and arena upgrades. This increased plant capacity also anticipates additional loads which may be required as part of future development phases.

The Phase 1 Renewal Project was limited to the above-noted improvements. Consultation findings for the Plan revealed interest in a second ice pad by minor hockey and figure skating. It was reported that another pad is needed to adequately meet their needs for ice time.

High level calculations indicate that, for limited peak periods during their regular seasons, prime time use is almost at capacity. At other times, however, prime time is available, and non-prime time is used to a limited extent. This is not an unusual situation and municipalities are often faced with requests for additional facilities when there is limited use of prime time (and especially non-prime time) overall. Available time is often not the hours that users want, and all or most users want the same hours.

Reviewing and revising allocations with user groups and using hours not currently scheduled (e.g., late night, early morning) could contribute to better use of ice time. This approach requires the willingness of all user groups to negotiate and accept changes that may not result in preferred access all the time but could optimize access for all users.

Although users may disagree with scheduling that extends to less desirable ice times, municipal provision of facilities to align with ideal times for all users requires a commitment to a higher level of service than is necessary from a 'need' perspective. A direction based on need should be supported by adopting a targeted level of service to project ice provision. Regardless of service level targets, an additional pad should not be added to supply until close to capacity use at opening can be confirmed - by monitoring all use and tracking regular requests for time that cannot be accommodated.

General trends in ice sport participation, and particularly hockey, will be reflected in this work. Although female participation appears to be increasing, there is concern among Canadian hockey organizations that overall continued growth is not assured as factors such as the high cost of participation, the increasing professionalization of amateur sport, and emerging 'replacement' sports reduce its dominance in the field.

If the 2018 feasibility study update confirms the need for a second ice pad, the preferred approach would be to twin the existing arena. The feasibility study concept drawings indicate a second pad could be added as an expansion into the parking lot. Lost parking spaces would need to be accommodated elsewhere on the site.

### **Recommendations:**

- F 10: Work with user groups to review and revise ice allocations to improve overall use of available time.
- F 11: Monitor and track all ice use as well as regular requests for time that cannot be accommodated to inform ice assessment needs as part of the 2018 feasibility study update.

## **Ancillary Facilities**

### **Storage**

Reported need for additional storage is a common finding in Master Plan studies on facility needs. In Loyalist, ice users specifically noted insufficient storage. Any future facility development and increases in users/uses of space at WJH will require associated storage. Maximizing the use of available storage space is important and should provide users with an appropriate allocation of secure space, the use of which is directed by common guidelines. Section 5.4 on policies considers an approach to managing the use of storage in municipal facilities.

### **Food Services**

The Phase 1 Renewal Project includes a renovated canteen/concession. The current lease agreement with the concession operator requires a minimum number of healthier food options to be included in the products sold. The township consults with Kingston, Frontenac and Lennox & Addington ('KFL&A') Public Health to determine the types of healthier food products to be made available.

Recent years have seen considerable development in the sophistication of vending services. Depending on the need to expand food services, in terms of location within the Centre, food choices and hours of availability, the Township could look at possibly including a vending machine 'cafe' in Phase 2. This might include vending machines, and a self-serve beverage kiosk added to the existing area.

Vending could be contracted to the concession operator to manage. This would provide the operator with an additional revenue stream, and remove the task of administering all food services from the Township. In exchange for a comprehensive contract, the Township could offer the operator exclusive rights to providing food services at WJH in these locations.

## Recreation Offices

The 2018 feasibility study included a separate wing for all Township offices, Council chambers, community social services space, and a proposed daycare location. Recreation Department offices should be included in Phase 2, even if the full wing is not part of proposed plans for Phase 2.

### Recommendations:

- F 12: Consider contracting a vending machine 'cafe' in Phase 2 development if additional food services are required to supplement renovations of the existing concession.
- F 13: Include secure storage space in a Phase 2 facility development to accommodate increases in users/ use of WJH.
- F 14: Include Recreation Department offices in a Phase 2 redevelopment/ expansion.

## Complementary Uses

Attracting complementary businesses to the Township could be supported by including leasable space in the Centre. Typically, these are healthy/wellness related services (e.g., physiotherapy, therapeutic massage, etc.). Market rent should be charged, with tenants making leasehold improvements to their spaces.

Shop Makers is a retail trend that initiated in British Columbia and is expanding to other areas of the country. In this model, local artists and artisans 'rent' a display space (ranging in price depending on how large), for their merchandise. Some of the displays are quite small, which must make it affordable, since the shop is full of various hand-crafted goods. It is staffed by one salesperson.

In a non-retail application this model could allow municipalities to both support their local artist/artisan communities by locating them in a high-profile space in a recreation complex, with direct access from the exterior of the building as well as internally. It would also generate some revenue for the municipality through rental agreements.

The retail model also includes rented studio spaces, which are rooms of different sizes in a central location, ranging from 48 s.f. (\$7 psf/month) to 96 s.f. (\$10, psf/month), with 24/7 secure access to space. Some are lockable and some are open. If a Phase 2 redevelopment/expansion provides sufficient space to consider combining studio/retail spaces, several studios could be located together on the exterior of the building from which the artist/artisan could create and also sell their goods.

As noted above, should a new library be incorporated in Phase 2 plans, there may be an opportunity to share visual arts activity areas for community programming, which may free up space to include rental studio space in the building.

## Recommendations:

- F 15: Consider providing leasable space to attract complementary uses/businesses to locate at WJH.
- F 16: Consider studios to lease to local artist/artisan to create and sell their goods.

## Design Considerations

It is presumed that new building components and major renovations, such as those occurring or anticipated at WJH will comply with Accessibility for Ontarians with Disabilities Act, 2005 ('AODA') accessibility regulations and all local governing policies/bylaws. To the extent possible within allocated budgets, opportunities to exceed minimum standards should be considered at the design stage.

For a variety of reasons, the renewal of an existing complex limits design 'freedom', as any additions/renovations are constrained to a greater or lesser degree by the existing structure - and costs that may exceed what is reasonable to make desired changes. At the same time, a revitalization presents opportunities to consider introducing trends in building design and use. Considerations that are relevant today include:

- Designing and finishing common spaces (e.g., lobbies) based on the notion of Oldenburg's 'third places', following home and work, in their important role as social gathering spaces in individual and community life "where you relax in public, where you encounter familiar faces and make new acquaintances."<sup>4</sup>
- The need to anticipate emergencies in the design and construction of municipal facilities
- Opportunities to link indoor and outdoor spaces for larger program/activity venues when weather permits (e.g., overhead doors)
- Access to kitchens from both indoor and outdoor spaces to increase rental opportunities and access to food for various uses
- Sharing informal spaces with libraries where they are part of the planned redevelopment/expansion
- Designing to anticipate possible additions over the lifecycle of the facility, to optimize flexibility/future possibilities

## Recommendations:

- F 17: To the extent possible, design facilities to incorporate: the concept of 'third places', indoor and outdoor space linkages, maximum access to kitchen from various spaces, sharing informal space with the library, emergency preparedness, and future expansion over the life cycle of the facility.

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4 White, Rebekah (July - August 2018). "A third place". New Zealand Geographic (152):6

# Appendix B: Revenue Generating Tools and Initiatives for Parks and Recreation

## Taxation Initiatives

### Property Tax Increases

A straightforward property tax increase could help offset some of the funds lost due to the changes from Bill 23. However, given Loyalist already has a relatively high tax rate, and that tax increases are typically not politically popular, this approach is unlikely in the current context.

### Special Assessments/ Green Benefit Districts

Harry Kitchen, professor emeritus at Trent University and an expert in Canadian municipal finance, recently [reported](#) on park financing in Canada. Special assessments have been used in some American cities to pay for park development. Kitchen writes,

“A special assessment is a specific charge or levy added to the general property tax on residential and/or commercial/industrial properties to pay for new and improved neighbourhood parks. These properties are deemed to benefit from the park, either through usage and/or higher property values, and hence could be expected to pay higher taxes to cover some of the park costs” (p. 9)<sup>1</sup>

A Business Improvement District (BID) or Business Improvement Area (BIA) is a public-private partnership that taxes businesses within a designated area based on property assessment; funds from that revenue are then pooled for parks, open spaces, neighbourhood beautification, and other public realm improvements and maintenance, over and above baseline City service levels and budget allocation. In San Francisco,

<sup>1</sup> Source: Kitchen, H. (2017). “Financing parks in Canada: What might be done?” Heart of the City Papers. Park People. Retrieved from [https://parkpeople.ca/cms/custom/uploads/2019/11/Park-People\\_Financing-City-Parks-2017-2.pdf](https://parkpeople.ca/cms/custom/uploads/2019/11/Park-People_Financing-City-Parks-2017-2.pdf)

there are 14 “Green Benefits Districts” (GBD) focused on park improvements, the majority of which are located in commercial districts.<sup>2</sup> Each property owner pays an assessment based on property size and type of use, which is collected twice annually. The GBD also applies for grants and solicits donations. One of San Francisco’s Green Benefit Districts was created by community members in two residential neighbourhoods (Dogpatch and Northwest Potrero Hill) comprising a 200-acre (70 blocks) area. The Dogpatch and Potrero Hill Gree Benefit District includes 1,403 properties and 1,150 property owners.<sup>3</sup> Its website reads,

“The GBD augments baseline City services like sidewalk cleaning, graffiti abatement and trash removal. We maintain, improve and expand community-created public green spaces and aid in maintenance of and improvements to Esprit Park (the district’s sole Recreation & Parks Department-owned public park) and the Woods Yard play area (the district’s only children’s playground). The GBD adds street trees and sidewalk gardens and advocates for pedestrian and bicycle routes and other streetscape improvements. We advocate for the needs of the district with a wide variety of City and State agencies, with charitable organizations and private companies and individuals. We encourage and support neighborhood volunteerism to further enhance our public realm. The GBD helps ensure that the needs

of our district are being considered, addressed and funded.”

In 2014, Seattle residents voted to form an independent Seattle Parks District with taxing authority.<sup>4</sup> Known as Proposition 1, it replaced an expiring parks levy to authorize an additional regular property tax levy to fund the County’s parks, trails, and green spaces as well as environmental education programs, capital and major facility maintenance projects, and floor mitigation measures. The levy’s duration is six years and began in 2020 at \$0.1832 per \$1,000 of assessed valuation.<sup>5</sup> All parks and recreation lands, facilities, and equipment are the property of the City of Seattle. The Park District is a separate local government than the City, but shares the same boundaries and is governed by the City council under an interlocal agreement such that the City’s Parks and Recreation Department provides services with the District’s funding. A Board of Parks and Recreation Commissioners provides oversight for the Park District’s investments and activities.

2 Source: <https://cityparksalliance.org/funding-hub/local-funding/>

3 Source: <https://greenbenefit.org/about-gbd>

4 Source: <https://nextcity.org/urbanist-news/cities-money-parks-funding-ideas>

5 Source: <https://info.kingcountry.gov/kcelections/Vote/contests/balloutmeasures.aspx?cid=90156>

## Community Benefits Charges

Introduced in 2020 under section 37 of the Planning Act, Community Benefit Charges (CBCs) are a mechanism for funding capital costs for the provision of public services not otherwise covered by development charges. Prior to Bill 23, CBCs were based on a maximum rate of 4% of the land value. Under Bill 23, the maximum CBC amount is based only on the land proposed for new development, not the entire parcel of land that may have existing developments on it. CBCs are also now excluded from affordable, attainable, and non-profit housing units.

## Use of Other Public Budgets

### Health

Given the growing trend of green prescribing as a medical treatment, there may be emerging opportunities to direct public health budgets toward supporting greenspace development and improvements.

Canadian physicians are permitted to issue “greenspace prescriptions” to patients whose medical conditions may benefit from ecotherapy.<sup>6</sup> Nature therapy or “shinrin yoku” (forest bathing) and its benefits were first pioneered by the Japanese government in 1982, and green

prescriptions have been formally part of New Zealand’s health care system since the late 1990s.<sup>7</sup> Park Rx America was established in 2017 as a grassroots movement. In Canada [Park Prescriptions](#) (PaRx) launched in 2019 as an initiative of the B.C. Parks Foundation; it has since expanded across all provinces. PaRx facilitates written prescriptions that advise patients to get outdoors for at least two hours a week (at least 20 minutes at a time).

PaRx has been endorsed by the Canadian Medical Association and is scaling at a rapid pace according to the Ontario Public Health Association. Over 10,000 health care providers have registered across Canada and 4,000 prescriptions have been written.<sup>8</sup> Collaborations with organizations such as Parks Canada, local conservatories, and botanical gardens have provided patients with free or discounted access to spaces that fulfill their green prescriptions.

The PaRx website advises patients to “make easy green tweaks” to their routine such as booking a lunchtime walk in the park, doing cardio workouts on a trail, choosing an active commute to work or school along a greenway, and planning a weekend getaway around an outdoor experience.<sup>9</sup>

Presence in nature has been shown to improve mental and physical health including depression, anxiety, stress, inflammation, blood pressure, diabetes, cancer care, cardiovascular health,

6 Source: <https://www.forbes.com/sites/victoriaforster/2022/02/08/canadian-physicians-can-now-prescribe-nature-to-patients/?sh=2fe8a5bd6f20>

7 Source: <https://www.doseofnature.org.uk/around-the-world1,-Pringle R: Green Prescriptions: effective health promotion?. J Phys Educ N Z. 1998, 31: 7-16.>

8 Source: <https://reasonstobecheerful.world/green-prescriptions-health-nature-parks/>

9 Source: <https://parkscriptions.ca/en/prescribers#Tips-for-creating-anature-habit>

respiratory health, ADHD, pregnancy, asthma, and obesity.<sup>10</sup> Given this growing evidence, there may be creative opportunities to channel funding from other relevant government departments toward the development, improvement, and/or maintenance of parkland. Drayson (2014) suggests that there is “a potential case for local authority public health budgets to directly support urban green space maintenance and improvement” (p. 37-38) This was introduced in Sunderland, England in 2014: as parks funding declined sharply, public health funds were directed to wider services including parks to explore how facilities such as picnic benches, outdoor gyms, or connected cycle routes would promote more use of existing green spaces and improve physical activity levels in the community. A similar model has been used in the borough of Hillingdon, London: Healthy Hillingdon is a partnership between the parks department and the local primary health care trust, pooling resources to encourage greater use of green spaces to promote public health and prevent illness.<sup>11</sup> In Birmingham, Alabama, the Red Rock Trail System was developed with a blend of funding sources and partnerships from civic, environmental and health organizations. The 750-mile bike and pedestrian path system was funded through grants from the Center for Disease Control and Prevention and investment from the local Department of Health.<sup>12</sup>

As additional pilots explore how this innovative model can be implemented, it appears that using public budgets in partnership with health programs/ providers can deliver greenspace with cross-sectoral benefits.<sup>13</sup>

## Dividends

ENMAX is a City of Calgary-owned provider of electricity, natural gas, and renewable energy. Since 2003, a dedicated portion of the annual ENMAX dividend has been directed to a capital funding program used to enhance existing parks and acquire and develop new parks.<sup>14</sup> Funds in this account are earmarked for regional parks that serve multiple communities and large catchment areas and are not acquired, funded, or constructed through the development and subdivision process. In 2022, \$71 million was earmarked for new regional parks over a 5-year period to 2026. To date, Council has invested over \$136 million through the ENMAX Legacy Parks Fund through projects including:

- Enhancement of the 100-year-old [Bowness Park](#) with a new central square, wading pool, washrooms, change rooms, miniature train, river access, parking lots, winter skate rentals, summer boar rentals, bridge, interpretive signage, and historic elements a year-round facility for summer boating and picnicking as well

10 Source: <https://parkprescriptions.ca/en/whynature>

11 Source: <https://www.designcouncil.org.uk/fileadmin/uploads/dc/Documents/paying-for-parks.pdf>

12 Source: <https://givingcompass.org/article/how-to-secure-new-funding-for-parks-and-green-space>

13 Source: Commission for Architecture and the Built Environment. (2006). “Paying for Parks: Eight Models of Funding Urban Green Spaces.” Retrieved from [https://growgreenproject.eu/wp-content/uploads/2019/03/Working-Document\\_Financing-NBS-in-cities.pdf](https://growgreenproject.eu/wp-content/uploads/2019/03/Working-Document_Financing-NBS-in-cities.pdf)

14 Source: <https://www.calgary.ca/planning/parks-rec/enmax-parks-program.html> <https://www.cbc.ca/news/canada/calgary/calgary-s-parks-wish-list-exceeds-available-money-1.6425419>

as winter outdoor skating

- Renovation of [Devonian Gardens](#), North America's largest (1 ha/2 acre) indoor public botanical gardens
- Modest enhancements to 50 small projects in community-level parks in older communities, dedicating a \$3.25M budget toward updated site furniture, plant materials, local pathways, irrigation

## Community Partnership Capital Program

The City of Ottawa has [two initiatives](#) for implementing minor and major capital improvements to its parks, recreation, and cultural facilities on a cost-sharing basis with non-profit community partners such as community associations, sports organizations, cultural groups, clubs, and school councils.

The Community Partnership Minor Capital Program implements minor capital improvements such as play equipment, basketball courts, parks furniture, and tree planting. Projects on school board land and other public lands that are accessible to the public may also be eligible. For projects on City Property, the City matches the community contribution to a maximum of \$10,000 or 50% of the total cost of the project. For projects on school board land or other public land, the City contributes up to 33% of the total cost to a maximum of \$7,000.

The Community Partnership Major Capital Program implements major capital improvements such as new facilities, additions, renovations, and expansions to fixed assets that are open and accessible

to all residents of Ottawa. The project may relate to an asset that is owned by the City, or operated by a community partner who delivers service on behalf of the city or assists the City in the delivery of programs and services. The City contributes up to 50% of the eligible capital project cost of recreation and sports projects in City-owned facilities, and up to 25% in non City-owned facilities. Costs eligible for cost sharing within the program include concept and detailed design costs, construction costs including contingencies, site development costs, development and building permits, and fixed equipment. The City's contribution may be provided in grants paid in cash, land or other services in kind, or waiver of applicable municipal fees.

## Voluntary Contributions

### Foundations/Conservancies

In some cities, foundations or conservancies fund new and existing parkland/maintenance through voluntary contributions/donations and grants. A single foundation for all parks and recreation services enables larger projects to proceed by bringing the various contributors together to build one "account" from which to draw. A cursory web-based review revealed that parks foundations are more prevalent in western Canada and in the United States than in the mid/eastern provinces. The few that were identified in Ontario were park-specific, as opposed to collective funds.

[Parks Foundation Calgary](#) is a citizen-led non-profit organization that has fundraised for and completed over 250

major outdoor projects across Calgary including parks, playgrounds, gardens, sports courts, rinks, and bicycle pump tracks. The largest project to date has been the 145-km Rotary/Mattamy Greenway, a pathway system that encircles Calgary. Parks Foundation Calgary has been active for 35 years and includes a 13-member Board of Governors. The foundation supports community-driven initiatives through grants, accounting services, and connecting donors and partners with projects, facilitated through one-time, monthly recurring, or project-specific donations in addition to the gift of stocks/shares, life insurance beneficiaries, planned giving, endowment funds, and fundraising events.

## Donation Program

A general donation program could be considered to support recreation services, although it would likely need to include other areas to which residents could donate. The City of Toronto includes an opportunity to donate to specific service areas in its tax mailouts. This Voluntary Contribution program notes, “You can make a voluntary contribution (donation) to support a variety of City programs and services that matter to you. You can make a donation in any amount from \$1 up to \$50,000 [to specified categories, which include]: children; youth and parenting; history, art, and culture; parks, gardens and beaches.”<sup>15</sup>

These are only four of 12 categories listed on the insert, including general revenues. Potential categories could include recreation services in general or

be refined to allow contributions to be directed to specific facility improvement projects or program areas.

## Community Capital Campaigns

Capital campaigns can be used to raise funds for large building projects, as well as for smaller, community-supported initiatives that contribute to parks and recreation infrastructure. Key elements of this approach to planned fundraising include: a predetermined monetary goal attached to providing a concrete project, sufficient lead time to raise funds, an end date to fundraising, broad-based community involvement in the effort and ongoing communications about its progress. Often, incentives are provided to motivate contributions (e.g., matching funds, public recognition of donors, etc.). Where possible, coordinating these campaigns with other similar initiatives in the community should also be considered to minimize the risk of detracting from multiple requests for monetary contributions. Major projects merit considering issuing an RFP for professional services to design a structured campaign plan.

15 Source: <https://www.toronto.ca/services-payments/property-taxes-utilities/property-tax/voluntary-contributionoption/>

## Private Partnerships

Increasingly, the public realm is being enhanced through Privately-Owned Public Spaces (POPS). POPS are open/landscaped spaces that are privately owned and maintained but legally required to be open and accessible to the public.<sup>16</sup> They are typically provided in exchange for additional height and density and often feature public art pieces, street furniture, and landscaping. Although POPS contribute to the public realm - particularly in urban environments - most municipalities consider them to be insufficient as parkland.

However, since the passing of Bill 23, POPS and encumbered lands (e.g., public spaces developed on parking garages) must now be accepted as parkland conveyance. The Province has not released detailed or direction on an appropriate value for municipalities to credit POPS toward parkland dedication requirements. A look at other municipalities' requirements related to POPS could provide insight for the Township in developing its own POPS policy. For example, the [City of Mississauga's 2019 Parks and Forestry Master Plan](#) recommends covenanting these private lands as public space and requiring the building and maintenance of POPS to meet municipal standards and specifications. The City of Toronto also has extensive [urban design guidelines](#) for the provision of POPS that can be a good resource for the Township.

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Source: <https://www.oba.org/Sections/Municipal-Law/Articles/Articles-2023/June-2023/From-Plazas-To-Parkland-Ontario%E2%80%99s-Bill-23-and>