

2012
November



TOWNSHIP OF BROCK

Recreation Master Plan



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planning consultants

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Township of Brock

Recreation Master Plan

November 13, 2012

FINAL REPORT

Prepared by:



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The document before you is a testament to the hard work of many people. While implementation of the Master Plan will require certain adjustments as to how the Township provides parks and recreational facilities, we believe that the end product is one that will help Brock adapt to the changing recreational landscape and provide high quality, fiscally responsible recreation services to the community for years to come.

We would also like to acknowledge Councillor Mike Manchester for providing many of the photographs that are contained in this Master Plan.

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Setting the Stage

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Importance of the Recreation and Parks System

Parks are dynamic places, functioning as hubs of activity, that create community focal points where people can interact with each other and their environment, access opportunities for physical activity, and simply get some fresh air. Parks create a sense of place, creating identifiable points of reference that are specific to a neighbourhood, community or the Township as a whole.

Participation in recreational activities frequently takes place in parks. Recreation, both in an organized and unstructured form, provides individuals with numerous physical health, psychological, economic and environmental benefits which are associated with a high quality of life. Participation in recreation provides opportunities for a healthy lifestyle, while helping to facilitate greater cognitive development, self-esteem, social interaction, economic spending, conservation of natural lands, and community vibrancy.

WHAT IS RECREATION?

Generally consists of all activities involving sport, fitness and physical pursuits that a person or group pursues for the purposes of personal satisfaction, skill development, physical health, and/or competition. Recreation also consists of certain leisure time activities such as passive use of parks, including social and cultural pursuits.

From a recreational perspective, providing opportunities for 'play' among residents of all ages is highly desirable by integrating spaces such as playgrounds, hard surface courts, sports fields, cultural space, etc. that allow for a broad range of recreational and social pursuits. Physical activity is an important part of healthy lifestyles, reducing the propensity for obesity, diabetes, heart disease, etc. In addition to recreational opportunities, parks also offer arts and cultural pursuits that can stimulate creativity and mental health. Parks and recreational opportunities that are located close to the home result in more physical activity and health for citizens.¹ While the health benefits to individuals are clearly defined, governments also have an interest in terms of reductions in healthcare spending. With many people leading busy lifestyles and having limited amounts of free time, parks and recreational services can respond to the need for spontaneous, drop-in forms of leisure.

¹ National Recreation and Park Association. The Benefits of Physical Activity Provided by Park and Recreation Services: The Scientific Evidence. 2010. This report cites a number of studies which show that the likelihood of participation in recreational activity is greater for persons living closest (generally within a mile) to parks and that higher numbers of parks in proximity to certain populations also results in greater physical activity compared to those without close or sufficient access to parks.

Recognizing this, the field of recreation and parks planning has emerged to effectively position decision-makers and service providers to meet the recreational needs of a community in a sustainable manner. Municipalities frequently undertake assessments of their recreation and park systems to develop policy frameworks, and quantify benefits and needs through performance measures.

The provision of recreation facilities and parkland is thus a significant part of the municipal mandate. Historically, the Township of Brock has provided arenas and community halls through which the public can engage in sport, arts and cultural activity, and socialization. These facilities, many of which are located within a park, have become identifiable gathering places for communities and residents across the entire Township.

As such, the importance of the recreation and parks system as an asset cannot be understated. The Township of Brock offers a number of indoor and outdoor spaces that allow for active and passive parks and open spaces to encourage physical and social activity, wellness, and informal use opportunities; all of these should be paramount considerations in the design of local parks in order to encourage use and facilitate activity levels.

Parks provide residents in both urban and rural communities with natural settings, an instinctual appeal for most people. The *environmental* aspect of parks contributes to the ecological health of the community and region by offering habitat for urban wildlife, promoting indigenous plant species, contributing to biodiversity, removing carbon dioxide and adding oxygen, etc. Creating a linked system of parks and open space has been recognized as being beneficial to certain animal species while also serving a dual role of creating



'active transportation' corridors connected by sidewalks and trails to serve residents using non-motorized forms of travel. The *economic* impact of parks and recreation includes savings in healthcare, bolstering property values (many people prefer to live close to parks and trails), and drawing tourists into the Township. Sport and nature tourism are becoming viewed as excellent economic development tools, while hosting festivals and special events bolsters the cultural appeal of a municipality.

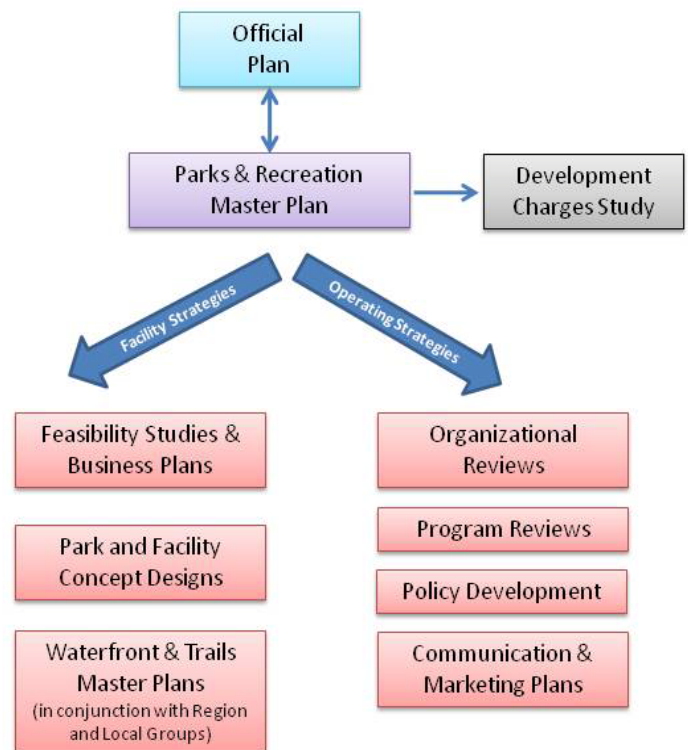
As Brock moves forward, greater emphasis will need to be placed on not only designing attractive new parks but also enhancing and rejuvenating older parks so that residents have ample opportunities to participate in recreational activity. Neighbourhood and Community Parks are ideal venues to create distinctive parks to give these areas a unique identity.

The Purpose of the Master Plan

The Recreation Master Plan was initiated by the Township in March 2012 after a competitive bidding process. Monteith Brown Planning Consultants was chosen to lead the project, guided by a Steering Committee comprised of Township Council and Staff. The Terms of Reference developed by the Township articulates three core objectives for the Master Plan:

1. Undertake a Needs Assessment for Parks, Recreation Facilities, and Programs
2. Identification, Assessment and Recommendations Concerning Key Issues
3. Provide a 10 Year Implementation Strategy for Parks and Recreation Services.

The Recreation Master Plan provides Brock with a long-term strategy in which to plan and deliver effective parks and recreational services to the community. Having a plan in place will allow the Township to make fiscally-responsible decisions to address local needs, many of which may differ as the population profile evolves and market conditions change. As dictated in the Terms of Reference, the Recreation Master Plan covers a 10 year period, spanning the years 2012 to 2022, which will assist in developing the Township's ten year capital plan.



The Master Plan is rooted in local and regional demographics, trends and best practices, and consultations with residents, stakeholders, Township Staff and Council.

In conjunction with these foundational elements, parks and facilities are assessed using a combination of market-driven and per-capita targets to ascertain the needs of the community. These targets are intended to be used over the life of the Master Plan to define needs, however, Township Staff and Council may need to undertake further studies such as business plans to rationalize the priority and timing of actions based on future circumstances.

As a result, the targets contained herein are intended to represent a point of departure whereby upon being achieved, the Township may consider justification and priority of additional investments after considering real-time data such as updated population forecasts, evidence of latent demand, physical condition of facilities, and its ability to fund and operate services.

Strategic Alignment

To guide the Recreation Master Plan, a Vision has been developed based upon core values identified through the community consultations, review of municipal documents, and trends and best practices.

“The Township of Brock strives to provide fiscally-responsible parks and facilities in a manner that stimulates physical activity and unites our residents, while encouraging our strong community to deliver and access the services required to fulfill their recreational needs.”

- VISION STATEMENT FOR THE RECREATION MASTER PLAN

The strategic foundation of the Master Plan ties into the desire to achieve a ‘Healthy Community’, as articulated in the Township’s Official Plan, a document that guides land-use planning decisions for the Township. To promote healthy communities, the following objectives relevant to parks and recreation are advanced in the Official Plan:

- To develop communities where people of all ages, backgrounds and capabilities can meet their individual needs for human development throughout the various stages in their lives by providing opportunities for employment, learning, culture, recreation and spiritual, emotional, physical and social well being.
- To ensure that the level of community services provided by the various levels of government and other relevant agencies address the needs of the existing residents and the new growth in a financially sound and efficient manner.
- To recognize, conserve and promote cultural heritage resources and perpetuate their value and benefit to the community.
- To promote, encourage, and provide an accessible community which ensures equality for all in the Township.

HEALTHY COMMUNITIES

A healthy community is one which is continually creating and improving the physical and social environments, and expanding the community resources that enable people to mutually support each other in performing all the functions of life and developing to their maximum potential. Healthy communities evolve in a way that preserves the natural environment and heritage, encourages community spirit and participation in decision-making, provides easy access to a range of services and leisure opportunities...and encourages social diversity and respect for a variety of life styles.

Township of Brock Official Plan, Section 4.1

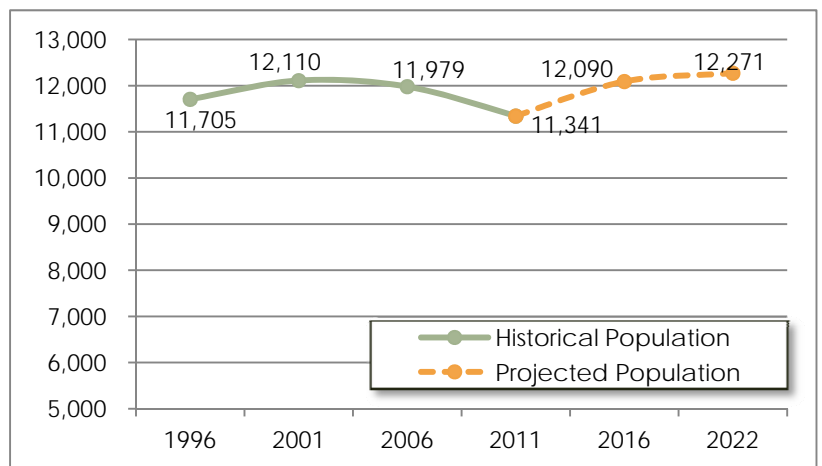
Community Demographics and Future Growth

Population

The evaluation of Brock’s demographics is a key building block of the Recreation Master Plan. Population drives the need for facilities and services; the number of people now and in the future generally dictates *how many* facilities are required (and if a higher or lower level of service is required), while the socio-economic characteristics of people (i.e. who they are) will dictate *what type* of facilities are needed and how best to deliver the service (e.g. accessibility, affordability, etc.).

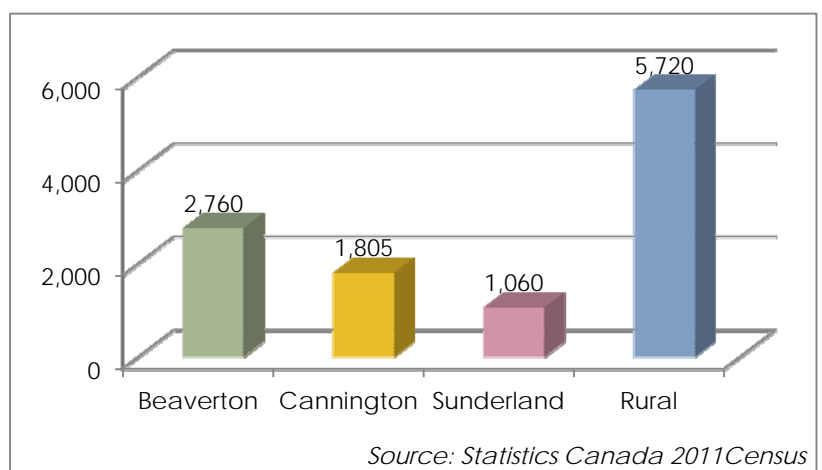
Brock is an urban-rural municipality comprised of Urban Areas (Cannington, Sunderland, and Beaverton), Hamlets (Gamebridge, Manilla, Port Bolster, Sonya and Wilfrid) and Shoreline Residential Areas as defined through the Township’s Official Plan. The 2011 Census records the Township’s population at 11,341, a 5% decrease from the 2006 Census and a 6% decrease from 2001 Census (which recorded the population at 12,110).

Figure 1: Historical & Projected Population Growth, 1996-2021



According to the Growing Durham Plan and the Township’s 2009 Development Charges Background Study, the number of residents is forecasted to increase to 12,271 over the ten year master planning period. Based upon an assessment of 2011 Census data,² Beaverton presently contains about 2,800 permanent residents, and is the Township’s designated growth centre where the majority of future development is planned due to existing servicing capacity. Cannington’s population of 1,800 is presently

Figure 2: Population Distribution by Settlement Area, 2011



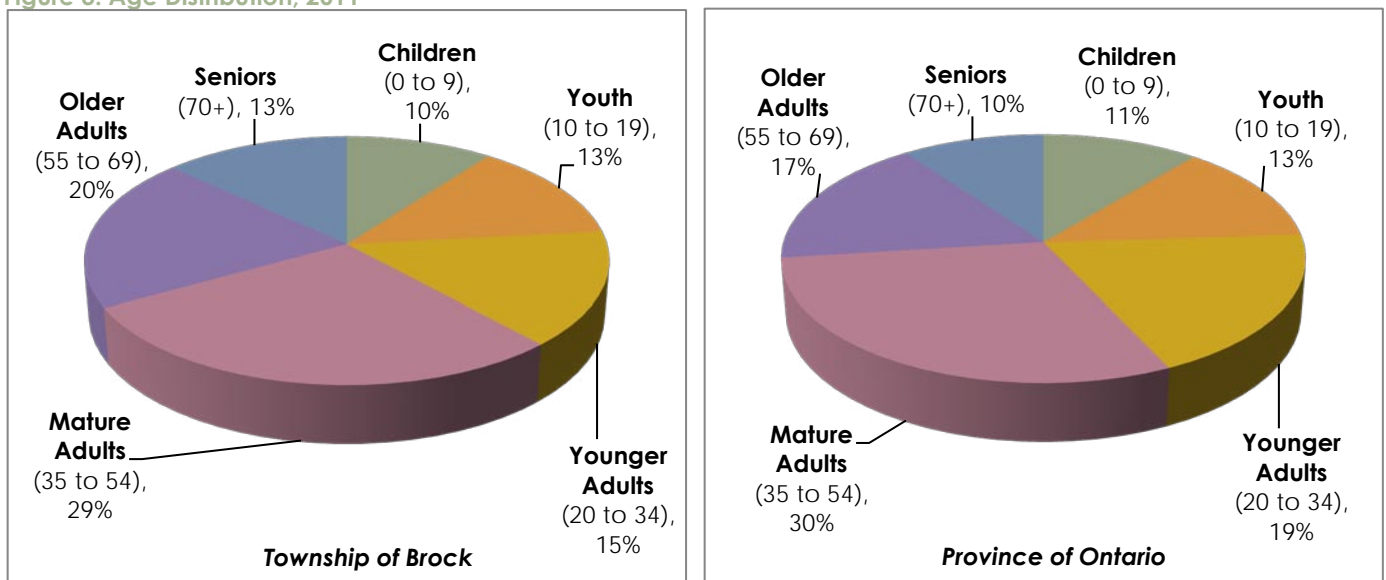
² Populations calculated according to dissemination area, which do not necessarily align with settlement area boundary, and thus account for some rural populations. This is especially true for Sunderland.

capped until a time when the Region of Durham undertakes a Master Servicing Plan (something that is not presently planned). Sunderland has the smallest population of Brock's urban areas, estimated around 1,000 residents with information provided by the Township suggesting that Sunderland only has the potential for an additional 150 units until additional servicing is provided. Approximately 50% of the Township's population is located in these three Urban Areas, with the balance dispersed through the various Hamlets, Shoreline Residential Areas and other rural areas.

Brock Township also contains a significant seasonal population. While the exact number of seasonal residents is not presently available, their contribution to demand is recognized particularly for activities pursued in the summer months. The presence of seasonal residents creates peak pressures most notably upon parks and outdoor recreation facilities, but do not typically create high demands during the winter for indoor recreation facilities such as arenas or community halls.

Declining populations are not uncommon across rural Ontario where the combination of aging and negative net migration (primarily to larger metropolitan areas) results in the present situation. In 2011, the median age of Brock's population was recorded at just over 45 years (an increase from 42 years in 2006), compared to 39 for Durham Region and 40 for the province. This aging of the population is also contributing to lower density in residential areas as well as an increase in the number of single-person households.

Figure 3: Age Distribution, 2011



Source: Statistics Canada 2011 Census

The number of children and youth (0-19) in Brock decreased by 430 persons between the 2011 and 2006 Census periods, while the number of older adults (55+) increased by 265; in

fact, older adults now account for a third of Brock’s population. The Baby Boom generation is largely driving the aging trend, nation-wide, and Brock’s population of older adults and seniors can be expected to grow considerably over time.

As will be discussed throughout this Plan, a declining population tends to result in lower facility utilization rates for ‘traditional’ municipal facilities such as arenas and sports fields (who are primarily used by younger age groups), though demands for older adult-specific services (e.g. seniors centres, active living programming, trails, etc.) may in fact increase.

Ethnicity

According to the 2006 Census,³ approximately 9% (1,060 persons) of Brock’s population consists of immigrants, the majority of whom arrived prior to 1991. Of the 9,585 residents over the age of 15 years, 11% are first generation Canadians, 17% are second generation Canadians, and 72% are third generation Canadians or greater. Therefore, the majority of Brock’s immigrant population is well established in Canadian culture and can generally be expected to pursue leisure interests that are traditionally found in Canadian communities.

The 2006 Census records less than 2% of Brock’s overall population (190 people) as a visible minority; the largest ethnic groups are persons of South Asian and Filipino descent. This is significantly lower than the region and provincial average of visible minorities (17% and 23%, respectively). Although the Township’s proportion of visible minorities is lower, current national immigration and population growth trends suggest that the level of ethnic diversification will increase. This is a trend that could be seen locally as the population grows over time and is one that is being witnessed throughout Durham Region. A potential implication for the future is that increasing levels of ethnic diversity may lead to the emergence of “non-traditional” activities, thus suggesting the flexibility in the design, function, and provision of certain recreation programs and community facilities to be a key consideration in the development of community services.

SUMMARY OF KEY DEMOGRAPHICS

- 2011 Population – 11,341
- 2022 Population Forecast – 12,271
- 2011 Median Age – 45.4
- 2005 Median Household Income - \$59,608
- 2006 Visible Minorities – 2% of population
- 2006 Commuter Rate – 66% work outside of Brock

Sources: Statistics Canada 2006 and 2011 Census; Development Charge Background Study, 2009.

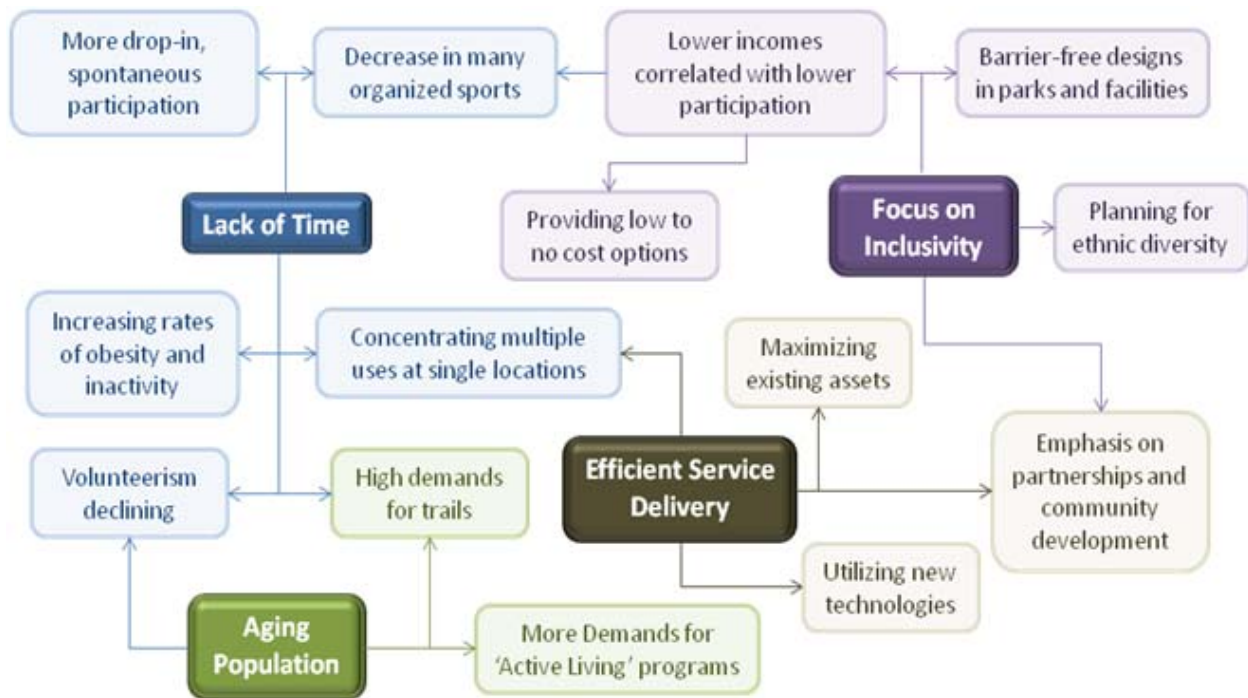
³ The Statistics Canada 2011 short-form Census did not collect information on ethnicity, place of work, income, etc. thus 2006 data has been referenced.

Place of Work

In 2006,⁴ Statistics Canada reported that 6,105 residents in Brock (15 years or older) were employed, representing approximately 52% of the population. This is higher than the region and provincial averages of 48% and 51%, respectively. Brock has a large commuter population with nearly 66% of employed residents working in a municipality outside of Brock; for instance, many residents commute to various communities in the GTA or Kawartha Lakes. 36% of the working population works within Brock (including those who work at home) and 14% have at no fixed workplace address. The large number of commuters has an impact on recreation services, namely a greater demand for activities in “prime-times” (i.e. convenient hours during evenings and weekends) and those that can be self-scheduled depending on one’s availability.

General Trends in the Recreation System

There are certain broad trends in the parks and recreation sector that are influencing the types of services and facilities offered, along with the way in which they are provided. These overarching trends are summarized below to show their interconnectedness, and have been integrated along with other trends throughout the Plan where relevant to the assessments.



⁴ Ibid

Lack of Time

Today's residents are seemingly faced with less free time due to busy lifestyles, heavy workloads and increasing commuting patterns. The result has been less disposable time being spent on recreation as any free time is first consumed by those absolutely necessary to live (such as maintaining the household). With less time being devoted to physical activity, particularly organized sports, increases in obesity and inactivity are become more prevalent.

The lack of time trend is one that is very difficult to counteract, as it is societal in nature. The only meaningful way to address a lack of time is to make access to facilities and programs more convenient. The provision of more self-scheduled/drop-in activities, extending hours of operation, and concentrating multi-generational, multi-interest activities at single locations is becoming more common.

Aging Population

Across Canada, the average age of citizens is becoming older as the populous 'Baby Boom' generation moves through their lifecycle. With many municipal recreation departments focusing on children and youth markets, a refocus of some degree will be required as there will be a large population with disposable time after retirement age. The 'new' senior has been observed to participate in more active pursuits longer into their lives, until a point where they are physically unable to do so. While new seniors (or older adults, as many prefer to be called) are not participating as intensively as they did in the past, they appear to be resisting activities that are commonly associated with past generations of seniors.



The aging population is also impacting volunteerism in many ways. Most volunteers tend to be associated with existing seniors, and trends suggest that new volunteers are not replenishing the pool as frequently once the older ones leave. While there are indications that Baby Boomers with free time may volunteer more, there is also evidence that suggests that Boomers remain fairly busy between balancing family needs, travelling, or even working later into their lives.

Focus on Inclusivity

With the *Accessibility for Ontarians with Disabilities Act*, municipalities are moving to design and renovate parks and facilities to be barrier-free. Furthermore, there is recognition that level of income impacts the degree to which a person can participate thus municipalities are working to encourage a balance of programs that can meet various income levels. To ensure that lower-income households can participate in some form of recreational or physical activity, providing a range of no-to-low cost activities tends to be desirable.

Lastly, the cultural makeup of Ontario is changing with many new immigrants coming from countries that traditionally did not make up Canada's immigrant population. As a result, there has been more focus on non-traditional activities (such as bocce, cricket, etc.), while also trying to integrate newcomers into more traditional activities. Brock has not historically experienced high levels of immigration and may not be impacted by this trend to the degree as observed in more immediate GTA communities or other large urban centres.

Efficient Service Delivery

Delivering services efficiently and effectively is a central objective in how municipalities operate. With greater emphasis on fiscal responsibility, transparency, and focus on core service mandates, the delivery of recreation services is evolving. Utilization of creative partnerships or agreements with community groups and the private sector are becoming more prevalent, while a focus on customer service is being enhanced through use of technology in advertising and service provision.

Given the cost to construct and operate new facilities, municipalities are also focusing efforts to improve their existing assets. That said, facility renovation can also be a costly endeavour so the question often becomes whether to build new or renovate.

Consultation Summary

The community consultation component of the Master Plan is an integral piece in determining the needs of the community. While findings from consultations alone do not necessitate the provision of facilities and services, input from residents and stakeholders provides the basis from which further analyses can be developed and justified.

The Recreation Master Plan employed the following public participation tools as part of its methodology:

- *Stakeholder Questionnaires* distributed to user groups and community organizations;
- *Interviews* with Township Council and Staff, along with surrounding municipalities;

- *A Community Search Conference* with local stakeholders;
- *A Household Survey* administered by the Brock Physical Activity Network;
- *Public Open Houses* to present the Draft Master Plan for input prior to finalization; and
- *Regular Steering Committee Meetings* with Staff and Council assigned to the project.

Stakeholder Questionnaires

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

- 57% of groups anticipate expanding the scope of their programming and services in the next two to three years; 38% anticipated no change their scope in that time.
- The most popular local facilities used by responding groups are the Beaverton Arena (24%), Cannington Arena (24%), Sunderland Arena (19%), Beaverton Fairgrounds(10%), Sunderland Park(10%), MacLeod Park(10%), and Beaverton Town Hall (10%).
- The majority of organizations indicated that they do not use facilities outside of Brock Township; only four groups mentioned that they leave the Township for facilities due to group specific preferences such as reciprocal agreements, access to a differentiated experience, or ability to access convenient times.
- 60% of respondents indicated that their group does not require any additional time at existing parks and facilities in Brock; only one group indicated that they required additional time.
- 43% of stakeholders anticipate the need for new parks or recreation facilities in the next five to ten years, while 38% indicated that they do not anticipate that need and the remaining 19% were unsure.
- 68% of groups indicated that additional support from the Township would be of benefit while 16% indicated that they do not require additional supports. Identified supports generally related to financial or logistical matters (e.g. funding, coordination between various municipal departments, partnerships with the Township, etc.).
- 50% of groups indicated that they would be willing to contribute financially to the development or operation of any new or expanded facilities. Of those who were willing to contribute, 10 groups stated that they were willing to assist through fundraising, 8 groups would assist through partnerships or direct contributions, 2 groups would pay higher fees; and 3 groups stated other responses which included using their own funds and increasing enrolment.

Setting the Stage

- Using a scale of 1 to 5, where 1 is strongly disagree and 5 was strongly agree, respondents provided a 4.7 average in favour of the Township posting contact information for sports and community groups on its website; 90% of respondents 'agreed' or 'strongly agreed' with that statement.
- Using that same scale of 1 to 5, respondents provided a 3.7 average that the level of communication between the Township and their organization meets their expectations; 62% of respondents 'agreed' or 'strongly agreed' with that statement.
- Using the same scale of 1 to 5, respondents provided a 3.6 average that the maintenance of local parks and recreation facilities meets their expectations; 60% of respondents 'agreed' or 'strongly agreed' with that statement.

Interviews

Interviews were held with Township Council, Staff and selected facility users on May 2 and May 10, 2012. Input from the interviews has been considered on a case-by-case basis and was integrated throughout the Master Plan's needs assessments.

Community Search Conference

A Community Search Conference was held on May 10, 2012 at the Cannington Community Centre to provide allow members of the community to share ideas, listen to the perspectives of others, and work together to identify pressing needs and creative solutions. Members of the community were invited to attend and participate at the meeting, which was attended by approximately 15 people, representing a number of community organizations.

A core theme emerging from the Search Conference pertained to the recognition that there are a number of volunteers and community organizations who provide valuable services to residents of Brock Township, and that partnerships and agreements with these service providers need to be maintained and improved. Doing so would allow the Township and residents to benefit from unique services and facilities, while helping to ensure that access to recreational opportunities was affordable and at a level of quality that would encourage people to participate.

As part of the Search Conference, a prioritization exercise was held with participants identifying their highest priority for three of the four questions. The following graphics illustrate the various discussions that took place, with the size of the text corresponding to the number of times a response was prioritized by any given individual relative to the others (i.e. the larger the text, the more times it was identified as a priority).

DISCUSSION 1: COMMUNITY VALUES



DISCUSSION 2: IMPROVING INDOOR FACILITIES



DISCUSSION 3: IMPROVING PARKS & OUTDOOR FACILITIES



The final discussion of the search conference focused on identifying and overcoming barriers to meeting community needs. Ideas presented included hiring a Township Recreation Coordinator who can coordinate and expand the role of recreation in Brock, lowering the cost of renting facilities, increase communication and coordination between the Township and organizations, promote the Physical Activity Network, provide an online hub for facility information, and increase funding to manage Township facilities and programs.

PAN Household Survey

In June 2012, the Brock Physical Activity Network (PAN) conducted a mail-out survey of local households to determine awareness and participation in recreational services. A total of 164 surveys were completed and returned to PAN for analysis. The following is a summary of key themes emerging from the survey.

- The most popular activity was walking or hiking, participated in by 70% of responding households, followed by cycling or mountain biking (34%) and swimming (31%).
- About 40% stated that 'all' or 'most' of their recreational needs were met within the Township of Brock.
- 67% of the sample was familiar with the Brock Recreation Guide while 28% was not; the majority (49%) referred to the guide between one and five times per year.
- Over 40% of the sample indicated that they were 'not at all informed' in their knowledge of where trails are located.
- 57% of respondents stated that passive parks (57%) were 'very important' to them, followed by trails and pathways (54%), indoor recreation facilities (52%) and outdoor recreation facilities (40%).

Other themes from the PAN survey have been referenced as appropriate throughout the Recreation Master Plan. It is expected that PAN will compile its own summary report of the data to share with the Township.

Public Open Houses

Three Public Open Houses were held on October 2 and 3rd, 2012 to receive input from the general public and interested stakeholders. The Open Houses were held in Beaverton, Cannington and Sunderland during the afternoon and evening (to reach those available at different times of the day), attracting over 40 individuals in total. The Consultants, members of Township Council, and the Master Plan Steering Committee were also in attendance. In addition to verbal feedback from the Open Houses and Public Meeting, thirteen written submissions were also provided for consideration through comment sheets available to all of

those who attended (or who viewed the comment sheet questions on the municipal website).

To supplement the Open Houses, a formal Public Meeting was held during the evening of October 2 at the Cannington Community Centre. This event was structured as a special meeting of the Parks & Recreation Committee in order to formally present the Master Plan and receive deputations from persons in attendance. Approximately 40 people attended the Public Meeting.

The following is a general summary of key themes and suggestions (in no particular order) arising from the Public Open Houses and Meeting.

- Many people mentioned that the Master Plan was a positive document overall that would help Brock plan and meet its future parks and recreational needs. The need to proactively engage local citizens and encourage them to participate in the planning process was stated – a number of individuals expressed their gratitude for the consultations undertaken through this Master Plan and they want to continue to provide meaningful feedback to the Township.
- Much of the discussions centred upon the arena assessment. While some concerns were voiced, there were also a number of individuals who concurred with the findings and expressed optimism that a repurposed arena could bring even greater benefit to Brock Township. Opinion was somewhat mixed as to whether a twin pad facility would be a more appropriate course of action compared to operating two single pad arenas.
- Appreciation was expressed that a core focus of this study was on building partnerships and strengthening relationships with community groups and volunteers.
- A number of individuals supported the continuation of the role undertaken through the Physical Activity Coordinator employed by the Brock Physical Activity Network in order to facilitate access to new facilities and services.
- The need to market facilities more aggressively was identified as a way to increase utilization, particularly for the ice pads. Similarly, some individuals identified the need to find operational efficiencies (through staffing, adapting spaces to attract more programs, leasing space to the private sector, etc.) to ensure parks and recreation facilities were performing optimally from a financial perspective.
- In order to serve sports field users beyond soccer and baseball/softball, the need for multi-use sports fields was expressed.

Setting the Stage

- An importance was placed on waterfront properties and amenities, with some individuals stating that enhanced waterfront experiences would benefit residents and tourists alike.
- The need for more signage was identified in order to direct residents and tourists to local parks, facilities, and other community services.
- A desire for more activities geared to preventative health and the older adult population, possibly through partnerships with health-focused providers.
- A stated need to keep providing facilities and services geared to youth.



Brock's Recreational Needs

2012 Recreation Master Plan

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Arenas

Market Conditions

The Township of Brock operates three arenas – located in Cannington, Sunderland and Beaverton – all of which were inherited through a legacy of infrastructure associated with the Township's amalgamation. A key impetus of this Recreation Master Plan is to investigate the municipal supply and demand for arenas.

Arena	Year Built	Ice Size	Dressing Rooms	Scheduled Capital Maintenance (10 yr.)
Cannington Community Centre	1964 (original construction) 1976 (structural reinforcement)	175' x 75'	4	\$269,000
Sunderland Memorial Arena	1948 (rink) 1977 (structure)	170' x 70'	4	\$237,000
Beaverton/Thorah Community Centre	1972	180' x 80'	4	\$196,000

From a structural perspective, all three arenas appear to be in relatively good shape in the absence of any major concerns.⁵ Using the Township's 10 year Capital Plan, by the year 2021 the capital investment required is fairly similar to maintain each arena. Based on the 2011 Census population of 11,341, Brock is providing arenas at a rate of 1 ice pad per 3,780 residents. The table below shows that both per capita and per user levels of service are typically higher compared to other municipalities with similar characteristics to Brock. It is noted that about one-third of households responding to the PAN mail-out survey reported participation in hockey, figure skating or ringette.

Municipality	Population	Ice Rinks	Per Capita	Per User
St. Marys (2006)	6,617	2	3,309	n/a
Brock (2011)	11,341	3	3,780	367
Kincardine (2009)	12,016	2	6,008	365
Smith-Ennismore-Lakefield (2011)	18,690	2	9,345	625
North Dumfries (2007)*	9,060	1	9,060	788
Owen Sound (2006)	21,753	2	10,877	692
East Gwillimbury (2007)	22,000	2	11,000	544
Clarington (2006)	77,820	7	11,117	786
Georgina (2004)	43,000	3	14,333	742
Port Hope (2010)	16,894	1	16,894	630

* A new rink was constructed in 2011 to replace the aging arena, though at time of writing both arenas remain in operation

⁵ TSH. Structural Inspection – Beaverton Arena. January 26, 2007; TSH. Structural Inspection – Sunderland Arena. January 26, 2007; C.C. Tatham & Associates Ltd. Cannington Community Centre – Visual Structural Review. January 16, 2012.

Arena Needs

According to data collected from user groups, the major arena users have seen a collective decline in their memberships from 693 registrants in 2009 down to 632 in 2011. Furthermore, it is estimated that there are approximately 465 players registered in private leagues based upon the number of hours booked by these groups.⁶ As such, the total registration for arena users is estimated at 1,100 for the past season, translating into a service level of 1 ice pad per 367 registered players (the actual service level will be slightly lower after factoring non-resident bookings).



While per capita comparisons are useful, the Master Plan assessment focuses upon the level of service *per user* as this better accounts for market demand (i.e. the per capita standard does not account for non-arena users or aging populations). *In more rural communities such as Brock, the typical rate of provision is one ice pad per 600 to 700 registered players*, suggesting that a total of 1.6 to 1.8 ice pads would be sufficient to meet the needs of the market (noting that the Township would round up to 2 ice pads since it cannot construct only

a portion of a rink). This excess capacity is confirmed by the considerable number of prime time hours (73 hours) available, amounting to the equivalent of 1.1 ice pads and equating closer to 1 pad per 600 participants (prime time utilization is discussed in subsequent paragraphs).

Assuming that the existing participation rate remains constant and that Brock's population grows to the forecasted 12,271 residents in 2021, this would add 90 new players to the current level and results in a demand of 1.7 to 2.0 ice pads. Based solely upon the standard of 1:600-700 registered players, *2 ice pads would sufficiently serve Brock's population over the master planning period*; in fact, arena needs would be met until the year 2031.

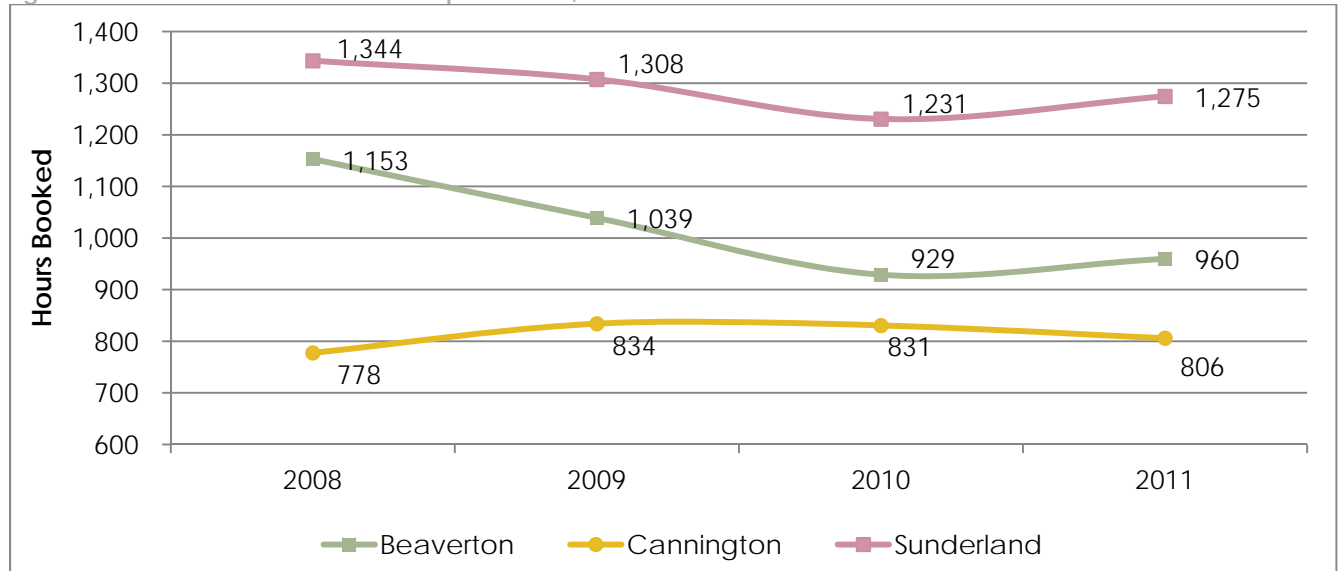
Current Utilization Rates – Total Hours

In 2011, a total of 3,024 hours were booked amounting to 233 (7%) fewer hours than booked in 2008. This is partially attributable to the departure of the Junior A Brock Bucks in 2010, which impacted bookings at the Beaverton Arena though it is noted that this facility, along with the

⁶ Registration data was obtained from Brock Wild (post amalgamation), all three Figure Skating Clubs, Ringette, and Cannington Broomball. Private registrations are based on an estimate of 15 players per hour using 31 hours per week.

Sunderland Arena, were already experiencing declining bookings prior to the team's relocation. Declining participation is consistent with arena trends experienced in many other communities and has been noted by the Ontario Hockey Association which reported a peak participation level in 2008-2009 and since recorded subsequent declines.⁷

Figure 4: Total Hours Booked at Municipal Arenas, 2008-2011



Source: Township of Brock, Report 2011-PR-04 and Staff Correspondence

Of the three arenas, the Sunderland Arena was booked the most often over the course of the past four seasons; this arena booked 25% more ice hours than Beaverton and 37% more hours than Cannington in the past year. The Beaverton Arena has been impacted most significantly by declining bookings and the departure of the Bucks, with 17% fewer ice hours booked in 2011 compared to 2008. The Cannington Arena is booked the least amount of time, with ice consistently booked in the range of 800 hours (plus or minus 30 hours) per year.

Current Utilization Rates – Prime Time Hours

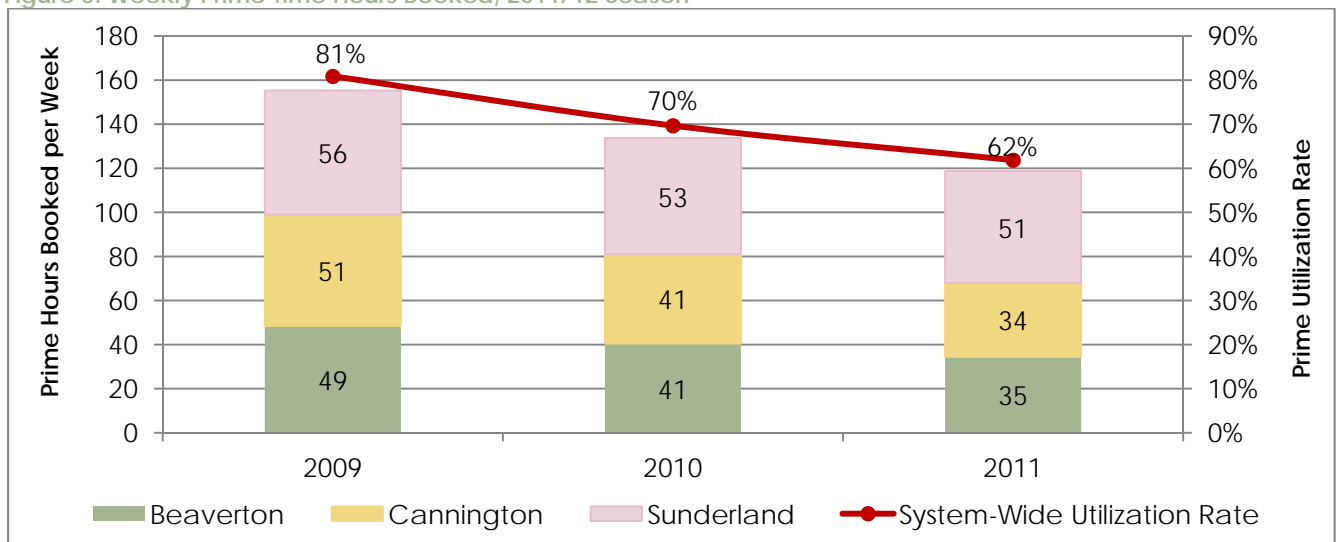
When delving deeper into the utilization rates of the three arenas, the most accurate depiction of market demand can be found when looking at “prime” time bookings; the Township defines prime times as between 5pm to 11pm from Monday through Thursday, 5pm to 12am on Friday, 7am to 12am on Saturday, and 7am to 11pm on Sunday. Based upon this definition, a total of 64 hours of prime time are available at each arena per week (or 192 hours per week in total for all arenas collectively).

⁷ There are many broad trends impacting participation in hockey (which tends to book the most hours at arenas), including fewer children and youth (the latter who are the core market), cost of equipment, cost of ice rentals, more competition for indoor sports, and more competition for free time in general.

Brock's Recreational Needs

Since 2009, the number of prime time hours booked has decreased dramatically from its peak of 155 hours down to 119 hours in 2011. During this time, the system-wide prime time utilization rate decreased from 81% to 62%, which is a cause for concern given that these are the highest demand hours which drive the revenues needed to sustain arena operations. While all three arenas have experienced declining prime time bookings, the trend is most noticeable in Cannington (17 fewer hours booked per week, or -34%) and Beaverton (14 fewer hours per week or -29%) with Sunderland seeing the least impact (5 fewer hours per week or -10%).⁸ The recent amalgamation of the Township's three minor hockey leagues into one organization may further reduce prime ice bookings as amalgamated organizations tend to be more efficient with their overall scheduling and ice usage.

Figure 5: Weekly Prime Time Hours Booked, 2011/12 Season



Source: Hours have been provided by the Township of Brock based on weekly schedule. The exact number of hours booked in prime time is not presently available.

In total, there are 73 hours of prime time ice unused/available system-wide per week. This is a very telling fact given that each ice pad provides 64 prime hours per week. It can be inferred that every week, the equivalent of one ice pad sits idle during its prime revenue generating hours yet incurs full cost of operation. In 2011, Sunderland Memorial Arena had the highest prime utilization rate at 79%, followed by the Beaverton Arena (54%) and Cannington Arena (52%); the latter two arenas experienced the greatest decline in prime utilization since 2009 when utilization rates were in the mid to high 70% range. Minor Hockey, which tends to book the most amount of ice during prime time hours, utilizes Sunderland Arena most often (nearly 600 hours booked in 2011) followed by Beaverton (415 hours) and Cannington (295 hours).

⁸ Prime time utilization information is based upon a weekly schedule provided by Township Staff in the absence of hour-over-hour actual statistics. While this provides an acceptable indication of usage, it must be recognized that the data does not reflect any ice turned back by user groups nor does it include hours booked for tournaments or other uses not identified in the schedule.

Financial Efficiency - Revenues

Financial efficiency of the arenas is also an important consideration. The net operating subsidy of all three arenas increased 14% from \$374,000 in 2008 to \$427,500 in 2011; Cannington required the greatest operating subsidy at \$167,200, Beaverton required \$153,800, while Sunderland required the lowest subsidy at \$106,400. Between 2008 and 2011 total revenues decreased by 9% from \$441,000 in 2008 to \$400,000 in 2011.

In 2012, the projected operating subsidy for the Cannington Arena will decrease by \$58,200 as the debenture payment associated with renovations undertaken in 1992, and amortized over a twenty year period, will be completed). The noted decrease in operating subsidy is contingent upon the existing financial performance remaining consistent (i.e. no significant deviation in the revenue and operating expenditures).

Declining revenue from the Beaverton Arena primarily contributed to the overall increase in the operating subsidy based on a 23% reduction in revenue received since 2010 which is largely attributable to the departure of the Brock Bucks. The Cannington Arena also experienced an 8% decrease in revenue over the past three seasons while the Sunderland Arena was the only facility to deviate from this trend and actually posted a 4% increase in revenue production. Sunderland also managed to record a 2% reduction in operating costs over that time, implying a great deal of financial efficiency relative to the other two rinks.

As a measure of efficiency, the cost recovery ratio (i.e. the percentage of revenue that covers the operating cost) for each of the rinks is shown in the adjacent table. Historically, the Sunderland and Beaverton arenas

Arena	Level of Direct Cost Recovery			
	2008	2009	2010	2011
Beaverton	59%	55%	52%	42%
Cannington	55%	53%	49%	52%
Sunderland	58%	62%	54%	62%
All Arenas	58%	57%	52%	52%

have been the most efficient from a cost recovery perspective whereas the Cannington Arena has historically experienced the lowest level of direct cost recovery.⁹ A Staff Report prepared last year confirms historical operating performance based a six year average (i.e. between 2004 and 2010 excluding the above noted debenture payment applied to the Cannington Arena), whereby the Cannington Arena has required the greatest annual subsidy with the net cost to the Township averaging out to approximately 17% more than the Beaverton Arena and 8% more than Sunderland Arena.¹⁰

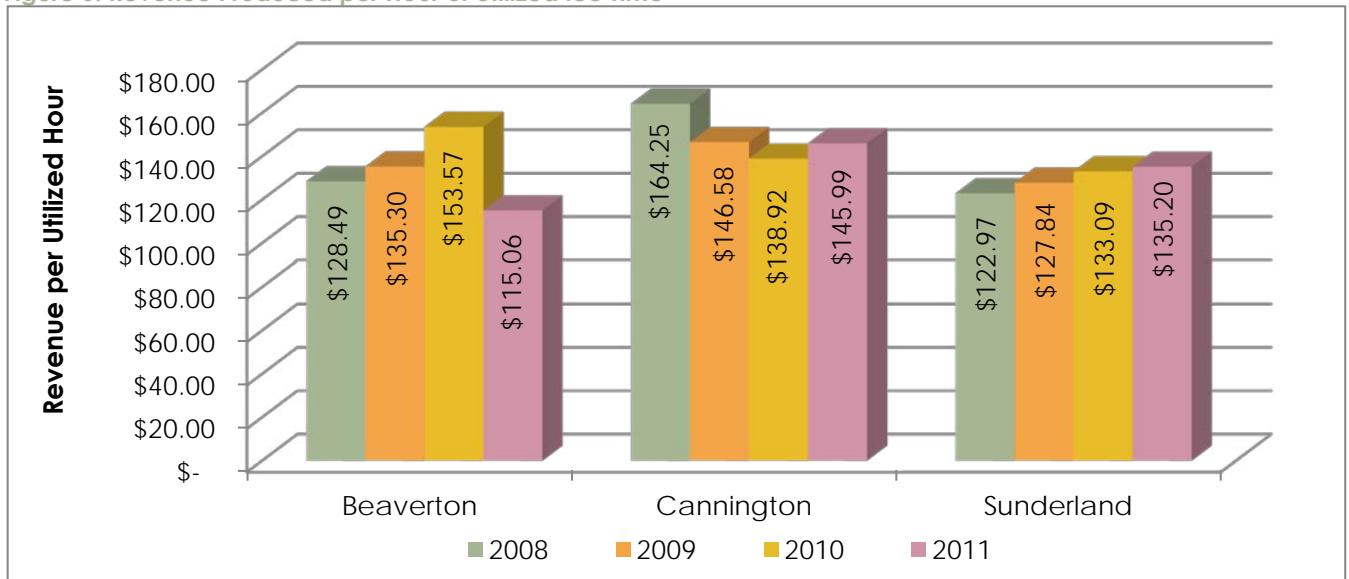
⁹ 2011 is the only evaluated year where Cannington recovered more costs than Beaverton. This is largely because the Beaverton Arena has been significantly impacted by the departure of the Brock Bucks which in turn has diminished cost recovery as vacated rental slots have not yet been recovered. Cannington's operating costs do not include debenture payments.

¹⁰ Township of Brock Clerk's Department. Report 2011-PR-06 to the Parks & Recreation Committee. Monday, October 24, 2011

All three arenas charge the same ice rental rate (\$130/hr for Minor Hockey, Figure Skating, Schools, and non-prime rentals; and \$153/hr for Broomball and other prime time rentals) so there is no price differentiation between each facility.

The following chart shows the revenue generated per utilized hour of ice for each arena. While Cannington generates the most revenue per hour of used ice, this is a direct result of Sunderland and Beaverton being the primary choice for those paying the lowest ice rental rate (i.e. minor hockey, figure skating, ringette, etc.).¹¹ What is important to glean from the preceding chart is the trend; where Sunderland has seen an increase in its year-over-year revenue per hour, Cannington has declined as has Beaverton, the latter after peaking during the 2010 season (the Buck's last season). By consolidating hours into only two arenas, it is anticipated that the revenue generated per hour will increase.

Figure 6: Revenue Produced per Hour of Utilized Ice Time



Financial Efficiency - Expenditures

With respect to operating performance, each hour of available ice cost an average of \$88.46 to operate in 2011, compared to \$86.61 in 2009. When looking at the operating cost per hour of prime ice (i.e. hours the Township can realistically expect to fill), the cost per available prime hour was about \$160 per hour in 2011, up from \$157 per hour in 2009. For these available prime hours, Cannington cost the least per hour to operate in 2011 (although it had the lowest level of usage in prime hours) at \$146 per prime hour compared to

¹¹ Cannington's high revenue rate in 2008 is largely a result of a labour strike in the City of Kawartha Lakes that closed its arenas and resulted in higher than usual bookings in Cannington that year.

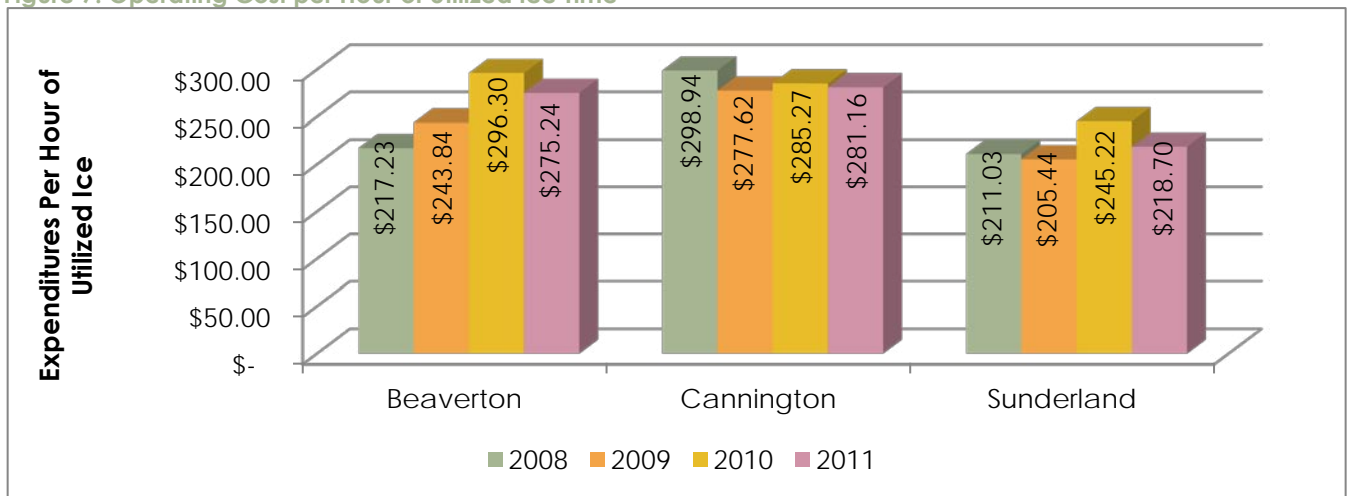
Brock's Recreational Needs

Beaverton (\$165 per available prime hour) and Sunderland (\$174 per available prime hour).¹² The rationale for Cannington's performance relative to the other two arenas can be explained by the number of hours booked:

- The Cannington Arena booked nearly 500 fewer hours than Sunderland and about 160 fewer hours than Beaverton. As a result, overall costs (staffing, utilities, etc.) in Sunderland and Beaverton are comparatively higher as those facilities are being used more intensively. It is noted that the water/sewer costs at the Beaverton Arena are higher than the other pads due to its water-cooled refrigeration system.
- It can thus be inferred that while Cannington Arena's 2011 operating costs were about \$40,000 less compared to the Beaverton Arena, Beaverton was booked about 20% more and thus incurred greater costs for staffing and utilities (for example, staff wages and utility costs were about \$36,000 less in Cannington, presumably due to fewer operating hours).

In recognition of the number of hours booked at each facility and to create a comparative analysis between all three arenas, the following chart illustrates the operating cost per hour of rented/booked ice at each arena. This chart shows that Sunderland has historically cost the least per hour of utilized ice (\$128 per utilized hour) while Cannington cost the highest (\$281 per utilized hour). Note that 2010 was somewhat of an anomaly for Beaverton and Sunderland due to higher maintenance costs associated with their aging arenas.

Figure 7: Operating Cost per Hour of Utilized Ice Time



Note: Due to municipal reporting practices, there is no differentiation between revenues and costs allocated to the arena versus the integrated halls, though it is understood that arena operations account for the vast majority of revenues and expenditures.

¹² Expenditure calculations include transfers to capital reserves (\$10,000 for each arena), but does not include the debenture repayment associated with Cannington Arena.

Preferred Arena Provision Strategy: Remove 1 Rink and Maintain a Supply of 2 Arenas

Based upon a higher than average level of service, application of the market-driven provision standard, and declining bookings across all municipal arenas, *it is recommended that the Township of Brock remove 1 ice pad from the arena supply.* The adjusted service level would thus be 1 ice pad per 6,135 residents by 2021 (using the forecast of 12,271 residents at that time); while still fairly aggressive, the resulting level of service is still acceptable given the large geographic territory covered by the Township.

Reducing the supply by one pad would likely result in the other two arenas being booked more effectively by spreading demand across fewer sites, though the Township would need to work closely with user groups to facilitate the shift from three to two pads in order to maintain a similar number of total users (ensuring that they do not leave for arenas in other jurisdictions). The Township would likely attain operational savings from removing ice from one arena, though the degree to which would depend upon the ultimate course of action chosen for the decommissioned facility.

Based upon the preceding discussions, Sunderland Memorial Arena appears to be operating the most effectively and should remain as a venue for ice sports. This leaves Beaverton and Cannington as the remaining candidate sites for decommissioning.

The Beaverton/Thorah Community Centre is located in Brock's largest settlement area and primary designated growth area, meaning that any new population growth would be directed to that community; conversely, Cannington's population is capped at about 2,000 residents due to servicing constraints, meaning that population-related growth cannot be reasonably expected over the course of the master planning period and beyond. One advantage of Cannington, however, is its central location within the Township.

Combined with the fact that usage of the Beaverton Arena has historically been stronger than the Cannington Arena, *the most plausible course of action would be to consider decommissioning the Cannington Arena to meet the objectives of this proposed scenario.*

Divestment Strategy – Cannington Arena

With the decommissioning of the ice plant at the Cannington Arena, an alternative use should be explored for the facility. As mentioned, the community centre remains structurally sound and the large space occupied by the ice pad provides flexibility in integrating certain uses. While there are only a few examples of arena conversions, it is recognized that the future use of these aging facilities, if not for ice, will need to be considered.

Brock's Recreational Needs

Examples of adaptive re-uses of arenas include storage for public works vehicles and equipment, indoor tennis, indoor soccer, indoor cricket, box lacrosse, indoor skateboarding, community space for recreation, arts and cultural pursuits, etc.

- The Syl Apps Community Centre in Paris, Ontario recently was converted from an arena into an indoor turf field, which is now used for soccer, flag football, lacrosse and as space for seniors to walk during the winter (also, two of the change rooms were renovated and are now home to a Museum and Historical Society).
- Another unique example of a repurposed ice arena is the Kingsdale Community Centre in Kitchener, which is located in the old Patrick J. Doherty Arena.
- During the summer, Vancouver provides indoor playgrounds at a local arena (on a seasonal basis, using temporary equipment such as inflatable castles, simple climbers, ping-pong tables, etc.).
- Ridley College Fieldhouse in St. Catharines and the Loblaw/Ryerson University re-development at the old Maple Leaf Gardens in Toronto offer other useful examples of arena repurposing.

As part of implementing the preferred arena strategy, the Township of Brock will need to undertake further market studies to specifically determine the type of uses that could potentially be integrated in the Cannington Arena, along with the cost required to retrofit the facility to accommodate new activities. As mentioned in the soccer field assessments, it is noted that the Brock Soccer Club indicates a strong willingness to work with the Township to develop a business plan for conversion to a turf facility; indoor turf should be considered (only if justified through business and financial planning) along with other potential uses including, but not limited to, indoor walking, fitness, gymnasium sports, etc.

Improvement Strategy – Sunderland & Beaverton Arenas

The Township should proceed with its scheduled capital maintenance activities to the Sunderland and Beaverton arenas in anticipation of the increased usage (and wear and tear) that will result from consolidating arena operations. Proceeds from operational savings from the divestment of one rink could be used towards such improvements.

It is worth noting that the Sunderland Lions Club has retained the services of an architectural firm to enlarge the Sunderland Memorial Arena to include a NHL regulation ice rink (200' x 85') with reconfigured seating, new dressing rooms and enhanced lobby space among other potential improvements. The capital cost of this expansion has been estimated at approximately \$3.5 million, one-third of which the Lion's Club is aiming to contribute.

To make the expansion of the Sunderland Memorial Arena feasible from a municipal finance perspective, the Township should determine a community fundraising target that would then trigger further analysis into whether municipal funds can cover the balance, potentially leveraging other sources of income such as capital improvement surcharges, provincial and federal grants that may arise, etc. Prior to deciding whether to expand the Sunderland Arena (or the Beaverton Arena, for that matter), the Township should undertake



appropriate financial planning exercises to ensure that it is in a position to contribute towards the expansion – furthermore, the Township will need to confirm that it intends to maintain its supply of two single-pad arenas and not move towards a multi-use twin pad facility as advanced in the 'Alternative Arena Strategy' that is described in subsequent paragraphs.

Alternative Arena Provision Strategy: Construct a Multi-Use Facility with Twin-Pad Arena

Constructing a new facility has its benefits and challenges. The notable benefit is having a new modern facility that will likely last decades while incorporating current best practices associated with design and operation. Other benefits include:

- The ability to attain economies of scale in construction and operation. For example, efficiencies are gained with having common overheads (e.g. utilities, equipment, etc.) as opposed to having separate rinks that each require their own systems.
- Create a more desirable location for tournaments and skill development clinics, benefitting local user groups and contributing towards economic development objectives.
- Integrating complementary facility components such as multi-purpose space, dry-land training areas, library branches, etc. that may be needed in the community, thereby creating a multi-purpose, multi-generational, and potentially multi-seasonal community hub.

The most notable challenge with this scenario is undoubtedly the cost involved to construct a new facility. Twin pad arenas are multi-million dollar facilities, excluding the cost of any other facility additions. Recent arena developments suggest that the unit price of arena construction is around \$250-\$300 per square foot – assuming two new regulation size ice pads are constructed in a 50,000 square foot structure, the cost would be \$12-\$15 million (though the cost could be greater or lesser depending upon the unit cost of construction, adjusting

the size of the structure, the types of finishes, etc.).¹³ Furthermore, if declining trends in arena usage persist then it is possible that the Township could be in a position where it requires only one rink in the long-term beyond the current master planning period (this is further reinforced by the fact that application of market-driven service standards suggest that only 1.7 rinks are required at present).

The limited growth from new assessments and development charges, along with the fact that the minimal commercial and industrial tax base would place the majority of the responsibility on residential base, creates a financial challenge for the Township. That said, good financial planning, attracting key partners (utilizing the partnership framework advanced in the Service Assessment Section of this Plan), and community involvement through fundraising or sponsorships are all elements of a successful long-range plan to achieve the end goal. Furthermore, opportunities could arise to leverage grants or loan programs from senior levels of government.

As such, construction of a new facility represents a "shovel-ready" course of action that positions the Township to initiate construction at a favourable time. In order to implement this Scenario, the Township would have to invest minimally in its existing arenas (without compromising safety) and potentially put any savings into a reserve fund; similarly, one arena could be decommissioned and any associated savings would also be set aside with the intent of building a reserve fund. A community fundraising campaign would also need to be launched. Once the reserve fund and fundraising efforts are able to meet its target, a new facility would be considered; the caveat would be that the timing of such a project is unknown, as this depends on when funding can be secured (through capital reserves, fundraising, debt and/or grants).

If the Township decides to proceed with the Alternative Arena Strategy, it should undertake a comprehensive feasibility, site selection and business planning exercise to confirm the costs and market demand for such a facility. Under this strategy, however, future uses on the divested sites (likely Sunderland Fairgrounds and Beaverton Fairgrounds) along with their other facility components would need to be evaluated. Such an exercise may also confirm whether the Alternative Strategy is feasible or if not, would justify proceeding with the Preferred Strategy presented earlier.

¹³ This example is intended for illustrative purposes only to provide an approximate value informing the Master Plan. Square foot costs and size of facility should be confirmed through a capital costing exercise.

Recommendation #1 Reduce the arena supply by one ice pad within the master planning period. The exact timing will depend upon the course of action chosen by the Township, the preferred strategy of which is to:

- Decommission the Cannington Arena within the next five years, and focus arena activities and investments at the Sunderland Memorial Arena and the Beaverton/Thorah Community Centre. Prior to its decommissioning, a feasibility study and business plan should determine the viability of repurposing of Cannington Arena to accommodate alternative uses.

Recommendation #2 Examine ways to improve utilization, revenue production and cost recovery levels at local arenas through formalizing ice allocation policies, applying differentiated pricing structures (e.g. lower 'shoulder hour' rates and higher 'prime hour' rates), enhancing marketing, staggering opening and closing of arenas, etc.

Community Halls

As with its arenas, the Township inherited a number of single-purpose community halls through amalgamation. There are three primary classes of community halls in Brock: 1) *old Town Halls* in Beaverton, Sunderland and Cannington (all of which are designated under the Ontario Heritage Act); 2) *integrated halls* in the three community centres; and 3) *community halls* in Manilla and Wilfrid.

The community benefits from having well distributed multi-purpose program space as it provides residents with affordable, conveniently located facilities for a variety of gatherings, celebrations and meetings. This space is equally essential to the delivery of community programs directly provided by community organizations including local senior's groups, minor sports, cultural groups, etc. (e.g. the Manilla Hall is used for fitness classes and a dog training class that are run by community providers). These halls can often be focal points of community activity, offering abilities to deliver programs and services to rural populations that do not reside in the larger secondary urban areas.

Unfortunately, community halls tend to be used for a singular range of use such as gatherings, buck and does, etc. and are costly to operate from a municipal perspective due to low rents and high capital maintenance and utility costs. As shown in the following table, community halls have \$490,000 in planned capital investment over the next ten years, while their collective operating expenditures totalled about \$90,000 for 2011 (excluding the community centres), primarily allocated to repairs and utility costs.

Table 1: Capital & Operating Costs for Hall Facilities

Facility	Primary Users/Tenants	10 year Capital Plan	2011 Operating Expenditures
Town Halls			
Beaverton Town Hall	Golden Friendship Club, Town Hall Players	\$184,000 (largely for roof)	\$27,300, about \$12,000 of which attributed to repairs (2010 = \$27,400)
Cannington Town Hall	Brock Public Library	\$32,000 (largely for washrooms, elevator and masonry repairs)	\$12,100, nearly \$10,000 of which attributed to utilities (2010 = \$6,000)
Sunderland Town Hall	Lions Club	\$54,500 (largely for masonry repairs and washroom renovations)	\$21,600, about \$13,500 of which attributed to repairs (2010 = \$29,100)
Integrated Halls in Community Centres			
Beaverton	None	None identified	n/a
Cannington	Nursery School	\$50,000 for auditorium washrooms and kitchen	n/a
Sunderland	None	None identified	n/a
Community Halls			
Manilla Community Hall	Exercise program and dog training class	\$76,000 (largely for exterior siding and interior works)	\$14,800, about \$4,000 to utilities and \$3,000 to repairs (2010 = \$27,400)
Wilfrid Community Hall	No consistent users month-over-month	\$93,500 (largely for roof and exterior siding)	\$12,800, about \$8,000 of which attributed to repairs (2010 = \$27,400)

Note: 10 year capital plan figures represent priorities identified by the Township of Brock and may not include other needed investments. Operating costs for the community centre halls have been excluded as their costs are combined with that of other operations (e.g. arenas) and are not broken out.

While the halls require ongoing capital and operating investments, they are assets that provide some quantifiable benefits to the community. Efforts should be made to bolster utilization rates of these halls to help offset some of the cost items, recognizing that full cost recovery is unlikely to occur in the best of circumstances. Maximizing existing community spaces to accommodate a wider variety of uses (e.g. active living, dance, arts and culture, older adult and/or youth services, etc.) is a preferred approach to providing the public with access to new multi-purpose program space. The Township should continue to make use of its existing assets and invest in appropriate upgrades in order to ensure that a sufficient distribution of rental and program delivery spaces exist.

Prior to any investment in existing facilities, the Township will need to assess the costs of carrying out any improvements and rationalize this expense through a cost-benefit evaluation. For example, certain spaces could be used for a greater degree of outreach programming delivered by the community (e.g. youth and older adults programs, studio-based fitness opportunities, etc.), therefore ensuring that these spaces are multi-purpose yet actively programmable is an important part of evaluations undertaken to upgrade. Based upon the case-by-case evaluations, the Township should also determine if redundancies exist in terms of service provision, particularly in relation to required capital and operating costs.

It is also noted that the former Cannington Library building is still part of the municipal inventory and a few community groups now sublet the facility. With a development application for a proposed residential building in Cannington promising to provide space for these groups, the Township is in a position whereby it no longer requires the former library. As such, it is recommended that the Township divest of the former Cannington Library once the proposed development is completed and houses the community groups using the former library space.

Old Town Halls

With respect to the old Town Halls, the Beaverton Town Hall has recently realized vacant space and lost rent associated with the departure of the Brock Community Employment Resource Centre, although it is understood that a limited presence is ongoing. As there is no forecasted need for additional recreational space in Beaverton, the Township should undertake a formal evaluation of potential re-uses for this facility; discussions are already underway to orient this Town Hall towards more of a social services hub that could also take advantage of the onsite Friendship Room, Chamber of Commerce office, and adjacent library branch (thereby using an integrated service delivery approach).

From a recreational perspective, no further enhancements are deemed necessary at the Sunderland and Cannington Town Halls though both of these facilities are positioned to function well from an arts and cultural perspective, and thus should be maintained accordingly. As will be discussed in subsequent paragraphs, additional improvements to the Cannington Town Hall may be justified if the Township frees funding from transferring operating responsibilities of one or both of the halls.

Integrated Halls

The course of action required for the halls integrated into the community centres will depend upon the strategy implemented when repurposing one or all of the community centres, as discussed in the arena assessment. Improvements should thus be considered on a case-by-case basis.

Community Halls

The Wilfrid Hall and Manilla Hall are considered to be underutilized facilities. In 2011, only 91 time slots were booked at the Wilfrid Hall,¹⁴ averaging less than one booking per week over the year (about half of bookings taking place in April, May and June); facility bookings is the responsibility of a hall board while the Township of Brock is responsible for operating expenses and any costs over \$500. The Manilla Hall was used slightly more, booking 127 events that amount to about 2.5 bookings per week.



From a strictly recreational perspective, both facilities offer very similar program options to that found nearby at the Cannington Community Centre; Wilfrid is about 12 kilometres and Manilla is about 8 kilometres from the Cannington hall, representing about a 10 minute drive. Presently, the halls are used for community-based programming such as monthly user group meetings, dog training and zumba; it is anticipated that such programming could readily take place at the old Town Halls and/or Integrated Halls. Combined with infrequent bookings, low utilization rates and the fact that both community halls have considerable capital requirements over the next ten years (about \$169,500 collectively), they represent a degree of inefficiency despite providing service options to the rural settlements that they serve.

It is worth noting that Township Council recently contemplated divestiture of the Wilfrid Hall but reconsidered its position after a strong showing of support from the local community. In the time since this decision, however, this strong level of community support has not been demonstrated in terms of facility utilization or through a formalized implementation strategy to achieve higher bookings. In this context, it is recommended that the Township investigate three following scenarios for its two community halls:

- a) Transfer all or an equitable share of operating responsibilities and related costs, including capital maintenance, to a hall board or willing organization. Doing so will minimize fiscal strains placed upon the Township that presently arise from providing a higher level of service than is required, while providing those with a vested interest in maintaining the Wilfrid and Manilla Halls to offer continued services into the future. For this scenario, the Township could consider providing assistance to the hall board for larger capital investments as it deems necessary.

¹⁴ The vast majority of bookings were associated with a 'zumba' fitness program that no longer operates in the Wilfrid Hall. The absence of this renter now leaves the facility virtually unused with the exception of sporadic bookings for a local youth group, garden club and a couple of 'one-off' events.

- b) If the community is unable to assume a greater role in facility operations, consider repurposing one or both Community Halls to an alternative use, subject to feasibility studies and business planning, with the view of having the community operate the repurposed facility.
- c) If the community is unable to assume a greater role in facility operations and repurposing is deemed to be unfeasible, consider divesting of the Community Halls, and/or upgrading the Cannington Community Centre or Cannington Town Hall (with input from the hall boards and other groups) to offer an enhanced level of amenity and offer a broader and more appealing range of uses (e.g. for arts and culture, seniors or youth, etc.).

By removing municipal responsibility associated with operating and maintaining its community halls, a considerable amount of money could be freed to greatly improve other facilities (e.g. the two community halls collectively need nearly \$170,000 in capital over ten years, and require between 30,000 and \$60,000 in operating expenditures annually). Furthermore, the Township should discourage the construction of any new single purpose halls, in favour of providing or re-adapting such spaces within repurposed arenas or new multi-use facility construction (the two options advanced through the arena assessments). These spaces are easily incorporated in the facility design and can provide a great deal of community benefit at a low marginal cost associated with construction of the larger facility.

Recommendation #3 Upon completion of the proposed development that has committed to housing local user groups as part of its space, consider selling the former Cannington Library and re-invest the proceeds into the local library and/or parks and recreation system.

Recommendation #4 Encourage local hall boards or willing community organizations to assume a greater role in operating and maintaining the Wilfrid and Manilla Community Halls. In the event that the community is unable to do so, the Township should:

- undertake a feasibility study and business plan to determine how these facilities could be repurposed to provide a differentiated experience than that offered at municipal facilities located nearby in Cannington (also refer to Recommendation #5); and
- if repurposing is deemed to be unfeasible and the community is not able to assume a greater role in operations, consider divesting of one or both community halls and reallocate the proceeds of sale and operational savings towards enhancing appropriate municipal facilities elsewhere to provide an enhanced and broader complement of program options to serve community needs.

Indoor Aquatics

Although there are no indoor aquatic facilities in the Township, residents have access to three indoor pools within a 40 kilometre drive (about 35 minutes) from Cannington; these pools are the Uxbridge Pool (38km), the Georgina Leisure Centre in Sutton (35km) and the Lindsay Recreation Complex (30km). The Orillia YMCA is also in the region though it is most likely only a tolerable distance for those living in the northern portion of Brock (that pool is 38km from Beaverton).

Indoor aquatic centres can offer a community the ability to provide a popular recreational activity that can be pursued by residents of all ages, either through structured programming or informal drop-in opportunities. They are also beneficial in waterfront communities by providing controlled environments for learn-to-swim to lifeguarding skills. Such facilities, however, come at a great cost as they require significant outlays for capital and operational expenses. In fact, municipal indoor aquatic centres are virtually assured of running an operational deficit from year to year, even in the largest of markets (generally requiring annual subsidies between \$100,000 and \$400,000 depending upon the type of pool and the market that it serves). The decision to construct indoor aquatic facilities in communities is generally made from the perspective that intrinsic value (i.e., community benefit that everyone should have the opportunity to learn to swim), will outweigh financial losses.

Given the presence of three publically accessible pools in the region, it would not be reasonable to provide an additional indoor aquatic facility due to competition with the regional pools, the Township's relatively small population base, and the constraints that such a facility would place on municipal finances. Instead, the Township should consider facilitating community-based program delivery of outdoor aquatic programs at its local beaches. As such, provision of an indoor aquatic facility is *not* recommended during the master planning period.

Multi-Purpose Active Living Spaces

Multi-purpose spaces for active living opportunities are broadly defined as fitness studios or small-scale gymnasiums that are able to accommodate activities such as aerobics, yoga, dance, badminton, etc. The size and configuration of these spaces will vary according to the intended activities, and such spaces are ideal complements to recreation facilities including arenas, seniors centres, etc.

In Brock, the focus should be on providing studio-type space that does not contain exercise equipment. Entry into equipment-based fitness services would represent a new level of service, and is not recommended at the present time, particularly given the high operating

cost, a limited and dispersed population base, and private sector presence in Cannington and Beaverton. Instead, the Township should continue to facilitate community-based delivery of fitness programs (as it does at the Manilla Hall) by focusing upon selective improvements to its existing halls on a case-by-case basis. These spaces could be adapted to contain simple elements such as a wood-sprung floor, mirrors, etc. to facilitate a broader range of programs, but would not contain equipment such as weight-training or cardio machines.

As recommended in the arena assessment, the Cannington Arena should be considered for an alternative use. The feasibility study and business plan should consider integrating multi-purpose active living space, including an indoor walking track,¹⁵ as part of a larger repurposing of the facility. If the Township decides to pursue the construction of a twin pad arena (the alternative strategy advanced in the arena assessment), this facility would preferably include a fitness studio for dry-land training and an indoor track should also be considered depending upon the cost.

Lastly, the definition of multi-purpose active living space can also include gymnasiums. Brock does not provide any gym space but the community can access gymnasiums at local schools under the Province's Community Use of Schools initiative; for example, a volleyball league and basketball camp is operated out of local schools, such as Beaverton Public School. These gyms offer intrinsic benefits to the community by providing year-round opportunities for physical activity, through sport and recreation activities which are geared to a range of interests and ages; it is recognized, however, that there are certain issues (notably affordability and scheduling priorities) with booking school gyms though groups such as the Brock Physical Activity Network are developing relationships to facilitate better community access to schools.

As will be discussed in the partnership assessment of the Master Plan, instead of constructing a municipal gym it would be more cost-effective for the Township to explore a formalized reciprocal agreement (or another pact) in conjunction with the school board, the end goal being to minimize rental costs to user groups. Municipal gyms are best suited when co-located with facilities such as pools, youth and seniors centres, fitness centres, etc. In Brock, the only cross-programming opportunity would likely be associated with dry-land training for arena users and soccer players, given the small market for other sports.

¹⁵ The trend towards indoor walking is becoming more popular, though indoor tracks can be costly to build since they usually encircle a gymnasium or ice rink. There is evidence of local demand, as heard through the Master Plan's consultations as well as the fact that the Brock Physical Activity Network has negotiated indoor walking at a local grocery store, attracting about 60 regulars.

That said, the proposed feasibility studies for repurposing Cannington Arena or constructing a new twin pad should evaluate the market demand and cost implications of constructing multi-purpose active living space.

Recommendation #5 Investigate adapting existing community halls to better accommodate active living programs to encourage community-based providers to deliver such services. Also refer to Recommendation #4.

Recommendation #6 Consider a fitness studio as part of repurposing the Cannington Arena or as part of any new recreational facilities that are built in the future. Consideration should also be given to an indoor walking track and multi-purpose active living space, after these facilities have been rationalized through the feasibility studies and business plans proposed for the arena conversion or construction, and if reciprocal agreements developed with the School Boards do not suffice.

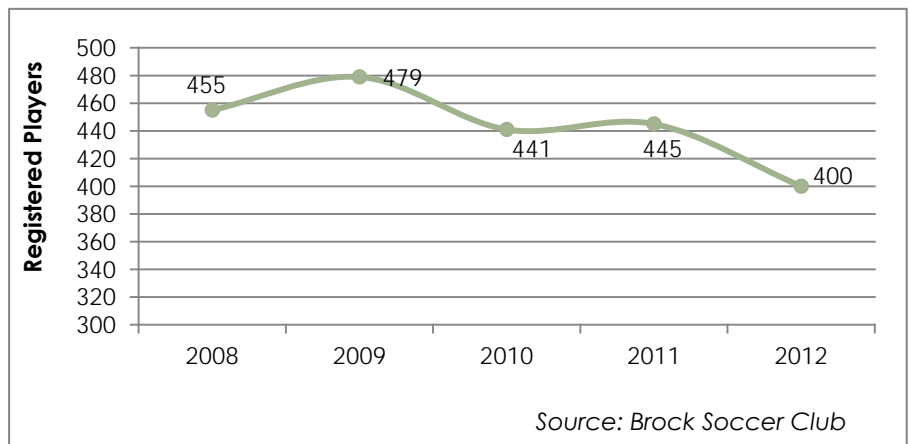
Sports Fields

Outdoor Soccer/Multi-Use Fields

There are two soccer fields located on municipal land at the Brock Soccer Complex; while the township owns the land, it leases it for a nominal fee to the Brock Soccer Club who have been extremely proactive in securing the land and contributing capital towards ancillary structures such as the concession facility and the lighting system. The Brock Rugby/Flag Rugby Club presently leases a field (non-municipal) for its programming while there are also some sports fields located on school property, however, it is understood that the latter are not used to any great extent due to concerns over field quality.

The PAN mail-out survey recorded 14% of its sample participating in soccer. Discussions with Brock Soccer suggest that they are content with their two fields at Port Bolster Park, stating that they can accommodate all of their programming for their 400 members. Based upon

Figure 8: Brock Soccer Club Registration, 2008-2012



Brock's Recreational Needs

regional comparisons, Brock Soccer is doing extremely well with programming 1 field per 200 players, largely due to the fact that it has many children's divisions that can use one field simultaneously (dividing it across the width into two or three areas for practices or games).¹⁶



While Brock Soccer does not anticipate the need for new fields, something that is supported by registrations trending downwards from a high of 494 to its current level of 400. While the decline consistent with demographic trends that show fewer children and youth residing in the Township, the fact that the Soccer Club can provide so much programming on two fields is suggestive that it has many registrants in the young children's divisions. As these children grow into youth and teens, the ability of the existing two fields to accommodate

the current degree of programming is diminished as fewer practices/games per hour per field can be played due to decreased ability to divide a field in halves or thirds.

With respect to the Brock Rugby Club and Flag Rugby Club, the groups indicate that they have about 40 and 160 members, respectively. While a per capita or market-driven standard is not usually applied to rugby pitches (these are not often core municipal levels of service), the Clubs indicate that they require additional fields to keep pace with their membership growth. While it is not suggested that the Township develop a dedicated rugby pitch, strong consideration should be given to developing a 'multi-use' sports field that can accommodate field sports such as rugby, football, lacrosse and/or soccer to provide maximum flexibility in its use.

As a result, there may be demands for additional fields in the future implying that the Township should be proactive in determining how these needs will be addressed in the future. Field capacity can be increased in two ways:

- *Lighting Existing Fields* - the Township should work with Brock Soccer to install a second set of lights at the Soccer Complex which would allow approximately 50% more playable hours by extending opportunities for play into the evening.

¹⁶ Many municipalities target soccer fields at a rate of 1 field per 80 registrants, suggesting that Brock would presently require a total of 5 fields. Impressively, Brock Soccer is able to meet all of its programming needs on the equivalent of 2.5 fields (an extra 50% of playing capacity is assigned to the lit field compared to the unlit field).

Brock's Recreational Needs

- *Constructing New Fields* - the provision of new outdoor fields may be considered if field lighting alone cannot accommodate needs at that time, and the Township should work with Brock Soccer to construct new outdoor facilities on an as-needed basis following a re-evaluation of field needs (e.g. through a five year update to this Recreation Master Plan). To reflect the needs of Brock Rugby/Flag Rugby (and potentially Brock Soccer in the future), consideration should also be given to repurposing an existing underutilized ball diamond deemed to be surplus, such as at Manilla Park or King Street Park., Alternative could be to convert other underutilized park-based facilities or to develop a new park that contains a soccer/multi-use field(s).

Brock Soccer has indicated a willingness to take over field maintenance from the Township. It is suggested that the Township consider donating or selling one of its older lawn mowers to the Club as it would incur resource savings in this respect; prior investigation into impacts on the existing collective bargaining agreement with Township Staff and storage implications (e.g. a shed for the mower might need to be built) will need to be undertaken. Working with the Club to install an irrigation system on the fields and purchase temporary nets (to allow play across the field width) are also ways to help the Club achieve self sustainability, a principle that is strongly advocated through the Community Development discussions contained in the Master Plan's Service Delivery assessments.

Recommendation #7 The Township should assist the Brock Soccer Club and Brock Rugby/Flag Rugby Clubs in moving towards self sufficiency by providing appropriate supports such as field lighting, irrigation systems, and/or new fields (if required) in partnership with the Clubs. The Township should also entertain the notion of providing a lawn tractor or mower to the Soccer Club(and/or other appropriate resources) in exchange for them to take over lawn cutting duties at the park, allowing the Township to divert those staff and financial resources towards other needed parks and facilities.

Indoor Soccer Fields

Indoor turf sports, particularly indoor soccer and lacrosse, are growing in popularity particularly in more urbanized areas of the province. There are presently no indoor turf facilities located in or around Brock Township, with many groups instead relying upon school gymnasiums. The Brock Soccer Club offers an indoor skills clinic at the local high school running which attracts up to 70 players.

In some cases, the operation of dedicated indoor turf facilities is entirely funded by a non-profit third party and is therefore self-sufficient, while the capital and land can consist of a

Brock's Recreational Needs

mixture of government and community funding. More and more however, communities are funding and operating indoor turf facilities with or without some level of financial or management assistance from local field sport organizers. The majority of communities who have entered the indoor turf market have fared well in operating indoor turf facilities given the strong demand that is being expressed by soccer and other field sport markets.

That being said, Brock has a limited market to draw from internally and a marginal market if factoring regional neighbours such as Ramara, Scugog and Uxbridge. While there are no set service levels for the provision of indoor turf facilities, they are generally common in communities with 50,000 to 100,000 or more residents (although there are examples where communities with lesser population have an indoor turf facility). This loose population threshold would suggest that the Township would not be able to support an indoor turf field during this planning period.

With the potential repurposing of the Cannington Arena advanced in this Master Plan, it would be prudent to investigate the market feasibility and cost implications of entering into indoor turf. It would no doubt be a risky endeavour and require significant commitment from regional soccer clubs to be viable, while also relying upon other sports such as football or rugby, lacrosse, ultimate frisbee, etc. The Township should engage Brock Soccer Club (along with other sports field users such as Brock Rugby/Flag Rugby Club and minor baseball), if interest exists, to organize and lead the preparation of a feasibility study and business plan associated with repurposing the Cannington Arena, and subsequently determine whether there is municipal interest in pursuing such a facility.

Recommendation #8 As part of the feasibility study proposed in Recommendation #1, Brock Soccer Club should be engaged to organize and facilitate the preparation of a market study and business case that investigates the merits, challenges and partnership opportunities associated with repurposing the Cannington Arena to contain an indoor turf element. If satisfied with the process of preparing the study, the Township would make a decision to pursue or not enter into indoor turf, at its sole discretion.

Ball Diamonds

There are a total of nine ball diamonds that are well distributed throughout Brock Township, located at the Beaverton Park & Fairgrounds (2), Claire Hardy Park (2), Sunderland Fairgrounds (3), Manilla Park, and King Street Park. The practice diamond at King Street Park, however, is not suitable for organized play thus the playable supply is considered to be eight diamonds. Furthermore, six diamonds are lit¹⁷, which increases their effective capacity by

¹⁷ Lit diamonds are located at Sunderland Fairgrounds (2), Beaverton Fairgrounds (2), Claire Hardy Park, and Manilla Park.

Brock's Recreational Needs

50% over an unlit diamond due to the increased evening hours they allow. As a result, the 'effective' supply is considered to be 11.0 diamonds for the purposes of this assessment.

Provincially, baseball and softball have been experiencing declining participation rates, particularly in youth programs. From our experience, the sport tends to be more popular (per capita) in rural communities, although regional differences do exist. Compared to soccer and other field sports (which are youth-dominated, but becoming less so), baseball and softball are also adult-dominated sports that are trying (to varying degrees of success) to boost declining youth participation figures.



The PAN survey recorded 13% of its sample participating in baseball or softball in the past twelve months. Locally, there were 286 players registered collectively with Beaverton Minor Baseball, Cannington Minor Ball and Sunderland Baseball Association in 2011; there are also adult teams associated with these groups that add approximately an additional 255 players. As such, the 2011 registration for ball is about 541 players, translating into a service level of 1 diamond per 49 registered players.

Ball diamonds generally can accommodate up to 100 participants per field, which is a common service level. Based upon this, Brock has a considerable surplus of diamonds (local registration would require about 5.5 diamonds based on the aforementioned service level) even after recognizing the need to address geographic distribution in this dispersed municipality. From a per capita perspective, the provision of 1 diamond per 1,031 residents is also fairly high (the range tends to be around 1 diamond per 2,500 to 4,000 residents).

No new ball diamonds are recommended over the next ten years. Instead of capital investments in new facilities, the Township should maximize the playing experience afforded at its existing supply of sports fields, maintaining them in a manner that facilitates a high quality of play for user groups and the general public.

The current surplus would also suggest that the Township has some flexibility to address more pressing park and facility needs through removing certain diamonds. Preferably, a repurposed diamond is one that is underutilized or does not effectively meet the needs of organized users, and its fate should be determined after consulting with the community and appropriate user groups; for example, the diamond at Manilla Park has experienced

declining usage in recent years and could be repurposed for soccer or an off-leash dog park should the need arise to do so. In lieu of repurposing a diamond, another alternative could be to simply remove the chip infield at underutilized facilities to minimize maintenance costs while still allowing neighbourhood-level/unorganized opportunities to play ball (as is presently done at King Street Park).

Recommendation #9 While no new ball diamonds are required over the next ten years, the Township should ensure that the quality of existing diamonds is suitable to allow for a high quality playing experience. Furthermore, opportunities to repurpose or minimize maintenance at underutilized diamonds should be considered based upon other park needs.

Hard Surface Courts

Basketball

Three full basketball courts are located at the Mill Gateway Park, the Sunderland Fairgrounds and Manilla Park while a half court is provided at Claire Hardy Park; as such, distribution of courts across the Township is generally very good in relation to major concentrations of local youth while the quality of courts is also generally satisfactory.

Basketball is generally considered to be a growth sport, especially among youth. Demand for outdoor basketball courts has been found to be high in many communities as the courts are easily incorporated into neighbourhood-level parks, thus allowing pedestrian or bicycle access (which are the primary modes of transportation among youth). About 10% of the PAN survey reported participation in basketball. Basketball courts are typically provided in the range of 1 court per 800 youth (ages 10-19) as they are the primary market for such facilities. Brock is providing a service level of 1 court per 492 youth based on 2011 Census numbers, suggesting that the number of courts is satisfactory.



Tennis

A total of six tennis courts are provided at three parks, located at King Street Park, MacLeod Park, and the Sunderland Fairgrounds; each park groups the courts in pods of two. The level of service amounts to 1 tennis court per 1,890 residents, a fairly high level of service but one that is reflective of geographical distribution.



Normally tennis courts are provided at a rate of 1 per 4,000-5,000. By many accounts, tennis is not considered a growth sport though there is research that suggests club-based play is on the rise, as is participation among older adults. That said, interest in tennis varies greatly from municipality to municipality, and even from neighbourhood-to-neighbourhood. About 6% of the PAN survey reported participation in tennis.

With excellent distribution and a satisfactory number of courts, no additional courts are recommended in Brock. That said, there may be opportunity to improve existing courts to facilitate more usage. The following actions are recommended:

- Resurfacing the tennis courts at the Sunderland Fairgrounds as these are now in a condition that renders them as being undesirable for play.
- Enlarging and/or enhancing the undersized tennis courts at MacLeod Park to provide more suitable opportunity to tie into complementary activities at the adjacent Lawn Bowling Club (potentially allowing the formation of a community-based tennis club). It is noted, however, that club-based tennis usually requires a minimum of two courts (although ideally three to four courts) depending upon market size and demonstrated demand which if pursued, would not likely be possible in the current location. Therefore, an alternative may be to relocate the tennis courts elsewhere within the park (or at the adjacent Claire Hardy Park, possibly in the spot soon to be vacated by the old skateboard park) which would also allow for expansion of activities adjacent to the Lawn Bowling Club, or the addition of parking.

Recommendation #10 Through the site-specific Park Master Plan proposed in Recommendation #20, consider relocating the tennis courts at MacLeod Park to Claire Hardy Park in order to improve the local playing experience and potentially facilitate opportunities for organized play.

Skateboard Parks

The distribution of skateboard parks is excellent in Brock, with three skateparks located at the Mill Gateway Park, Claire Hardy Park and the Sunderland Fairgrounds. Although once considered a fad, skateboarding has demonstrated sustained longevity and has become a mainstream pursuit among many youth, and to a lesser extent, children and young adults. About 8% of the PAN survey reported skateboarding in the past twelve months. Skate parks are increasingly being viewed as venues that respond to their interests, including skateboarders, BMX cyclists, and inline skaters. By providing an authorized venue for skateboarding, these facilities can also help to reduce damage to municipal infrastructure as well as private property where skateboarders and BMX users may have previously frequented.



A new unique skateboard park has been developed at Claire Hardy Park, designed in consultation with local youth, and is expected to draw users from a regional market. With excellent distribution and recent construction of the new skateboard park, no new skateboard parks are recommended in Brock over the next ten years. As suggested in the tennis assessment, the former skatepark at Claire Hardy Park could be converted to tennis courts (relocated from MacLeod Park) subject to confirmation by the proposed site-specific park master planning process.

BMX / Mountain Biking

As a recreational pursuit, mountain biking is surging in popularity. Mountain biking provides the thrills and adventure of an extreme sport, but is becoming popular enough to be classified as a mainstream activity. As the number of Canadians involved in mountain biking increases, issues concerning biking facilities have arisen. The shifting trend towards various self-propelled activities has increased the number of participants using the same facilities, namely trails and natural spaces. Biking opportunities exist in urban areas, but are generally geared towards commuting or leisure biking. Mountain bikers seeking more specialized facilities have begun to create their own facilities throughout the urban area, such as in parks, on private land, the urban core and sometimes on environmentally sensitive land.

Brock's Recreational Needs

While significant growth is occurring in large, tourist-oriented mountain bike parks such as Whistler B.C., there has also been an increase in smaller municipal parks, such as the ROC in Georgina and Anchor Park in the Town of East Gwillimbury. These mountain bike parks provide riders of all ages and capabilities with a convenient means to enjoy the sport and improve their skills. The parks also make mountain biking accessible to a broader range of people, as seen in the increase in women's participation in the sport.¹⁸

In Brock, mountain biking can take place along certain trails though it is fairly unchallenging as these routes are typically flat and have gravel surfaces (as opposed to being tougher terrain that many enthusiasts seek). As such, the majority of municipally owned land is not suitable for mountain biking trails, while the most of the unopened road allowances are likely to be impassible due to topographical constraints and mitigation would require substantial capital investment.¹⁹

BMX (Bicycle Motocross) is another bike sport that has witnessed rapid growth since the 1980's. According to the Ontario Cycling Association, BMX racing is one of the fastest growing sports in North America. There are currently about 40 BMX tracks in Canada, 5 of which are located in Ontario (Milton, Chatham, Kingston, Saugeen Shores, and Halton Hills). It is assumed that the design of the new skateboard park in Cannington would be conducive to use by the trick cycling community and thus a dedicated BMX track is not recommended in Brock Township.

Cycling and mountain biking represented one of the top three activities in the PAN survey, with 34% participating in these pursuits over the past twelve months. Further consultation with the local youth and extreme biking community is required prior to making a decision with respect to constructing a venue for mountain bike sports. If justified through future business planning and consultation, the provision of a small-scale mountain bike challenge park should be considered at Claire Hardy Park, located adjacent to the new skateboard park.

Recommendation #11 Undertake consultations with the mountain biking and BMX community to determine the need for a small-scale dedicated bike challenge park at Claire Hardy Park, to complement the skateboard park. Business planning and park master planning will be required to determine the configuration and costs of providing a bike park in Brock.

¹⁸ Exploring the Market Potential for Yukon Mountain Bike Tourism (2005). Jane Koepke (Cycling Association of Yukon)

¹⁹Township of Brock Clerk's Department. Report 2008-PR-07 to the Parks & Recreation Committee. Monday, November 3, 2008.

Splash Pads

At present, there are no splash pads in the Township of Brock. Splash pads are a cost-effective and fun component of any parks system. They are more affordable to build and operate than outdoor pools and they can attract large numbers of children and youth looking to cool off on a warm day. Splash pads can be large or small and designed using many different apparatuses, thereby providing unique experiences throughout the Township's parks. In a concentrated urban community, per capita targets may be utilized for the provision of splash pads. This approach is not recommended for Brock as distribution is a more important consideration given the Township's development patterns.

Beaverton, as the largest community and one that sits alongside the waterfront, would be the ideal 'test market' for a local splash pad. A local service club has advanced a proposal to provide a splash pad at Harbour Park. The Township is encouraged to work with the service to ensure that this plan comes to fruition.

If deemed to be a success, the Township should provide additional splash pads in Cannington and Sunderland, preferably at the large community parks. Community fundraising should be a critical component of funding for these facilities, and will dictate the size and scope of each splash pad.

Recommendation #12 Assist the local service club in Beaverton in the planning and development of a splash pad at Harbour Park. After monitoring the benefits and costs of providing this facility, additional splash pads may be considered in Cannington and Sunderland provided that they are justified through business planning.

Playgrounds

Playgrounds are located at ten of the twelve parks in the Township, as well as at certain school sites. These play structures serve as a neighbourhood level amenity which can provide opportunities for early childhood leisure and interaction. Typically, playgrounds are found in areas of residential concentrations and as a result, the provision of playgrounds varies between urban and rural communities. In urban communities (such as Beaverton, Sunderland and Cannington), playgrounds are ideally available within walking distance of major residential areas. Conversely, low population densities and aging populations in more rural or remote communities result in an undefined service level for playgrounds, usually placing them on a case-by-case basis after considering the number of children and if there is

an opportunity to integrate playgrounds into appropriate parks (usually serving a 'community or municipal level' function).

The modern design template for these facilities focuses upon providing safe structures that are consistent with Canadian Standards Association guidelines. The Township has a playground replacement plan whereby traditional steel designs are being replaced with creative play structures that include softer surfaces, creative and cognitive stimuli and/or barrier free components for children with special needs. It is recommended that the Township continue to undertake this replacement program of older traditional equipment where necessary, including (but not limited to) Centennial Park and King Street Park.



Assessments are completed on the parks, playgrounds, and other amenities on an irregular basis. While the Township has trained playground inspectors on staff, the Region of Durham carries out playground inspections through its Health Department. More frequent inspections of playgrounds is encouraged by the trained staff persons. In line with new accessibility requirements, the Township should ensure that its playgrounds integrate barrier-free components wherever possible in order to provide inclusive opportunities for children of all abilities; in this respect, a fully accessible barrier-free playground should be considered, potentially at Claire Hardy Park given the proposed children and youth focus along with its central location in the Township.

Recommendation #13 Continue to implement a playground replacement program as structures approach the end of their lifecycles; at a minimum, playgrounds at Centennial Park and King Street Park should be replaced. All new playground designs should comply with CSA standards and consider the inclusion of barrier free components to promote inclusivity for children with disabilities and special needs; in this respect, at least one fully accessible playground should be provided, preferably at either Claire Hardy or MacLeod Park.

Outdoor Ice Rinks

There are presently no outdoor skating rinks that are directly operated by the Township of Brock. According to recent research²⁰, outdoor rinks are becoming increasingly difficult to maintain due to warming climates being experienced globally, thus many municipalities choosing to provide outdoor skating opportunities are having to look at artificial refrigeration or synthetic ice systems which are typically much more expensive to construct and operate than natural rinks.

The Township is not in a position where it needs to consider investment in an outdoor rink, particularly for a costly artificial ice system. The Master Plan's consultations did not reveal a great need for more outdoor skating opportunities. Further, the provision of outdoor rinks could compete with public skating times at the municipal arenas and further erode utilization of those pads.

That said, if costs to the Township are kept to a bare minimum whereby community-based providers or volunteers are responsible for operating a natural ice surface, then the Township may consider providing land and limited operational assistance to facilitate outdoor skating on a case-by-case basis, year-over-year. For example, the Township may work collaboratively with residents and community organizations to find a suitable site (e.g. within a park), provide assistance in setting up boards, offer rebates on water bills of those who volunteer to flood the rink, etc. The use of hard surface courts or neighbourhood-level sports fields also pose as potential venue for ice rinks due to their size and the relative simplicity of framing them to create the ice surface.

Recommendation #14 On a case-by-case basis, the Township should consider requests that arise from community partners or volunteers for community-based operation of natural outdoor ice rinks at municipal parks. For these arrangements, the Township should take a minimal role in operation of the rink and encourage the community to be responsible for maintenance activities associated with neighbourhood-based outdoor skating opportunities.

²⁰ Toronto Star. March 5, 2012. *Death of backyard rinks linked to climate change*. Lesley Ciarulla Taylor.

Cultural Spaces in Parks

Providing opportunities for non-sports related activities is important to balance out the range of activity that is offered in parkland. Parks are places for all residents, implying that parkland should respond to a diverse range of recreational, sporting, social and cultural interests. Strategically focusing arts and cultural activities at appropriate parks should thus be a consideration in park design.



Brock has already embraced the philosophy of integrating opportunities for cultural interpretation and appreciation in its parks. For example, local historical societies have play a prominent role in or adjacent to community parks in Sunderland, Cannington and Beaverton where museums and other facilities have been located.

Through parkland design and renewal processes, the integration of cultural spaces is encouraged through simple spaces for neighbourhood gatherings or reading a book all the way to more intensive facilities such as bandshells or amphitheatres (depending upon the park's overall function). As a small scale example, the Township and its Public Library could explore options to create 'outdoor reading gardens' at strategic locations such as Alexander Muir Park, as this park is situated adjacent to the Beaverton Library Branch. A larger scale example pertains to MacLeod Park where the Cannington Canada Day Festival showcases how successful a park can be for social interaction and community pride; building upon this theme, the Township could enhance MacLeod and/or Claire Hardy Parks through enhanced landscaping, restoration of the fountain, or creating an area for performances.

Recommendation #15 The integration of spaces and facilities geared to promoting social and cultural activity is encouraged at appropriate park locations in order to ensure that parkland functions as a vibrant destination for users with diverse interests. At a minimum, such space should be considered at Claire Hardy Park/MacLeod Park through the site-specific Master Plan proposed through Recommendation #20.

Other Recreational Facilities

The Township of Brock may be pressed for additional indoor and outdoor facilities which are not currently of sufficient demand to warrant a specific recommendation in the Master Plan. However, the Township must be prepared to appropriately respond to future requests. These demands may arise for existing activities / facilities or for those that evolve according to future trends and preferences. Examples may include, but not be limited to off-leash dog parks, community garden plots, etc.

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

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

Recommendation #16 The Township should respond to requests for facilities presently not part of the core mandate on a case-by-case basis by evaluating its role in providing the service in relation to quantified market demand and cost-effectiveness of such services, while also identifying potential strategies to address long-term need for such requests should a sufficient level of demand be expressed.



Brock's Parkland Needs

2012 Recreation Master Plan
Township of Brock | Monteith Brown Planning Consultants

Parkland Classification

Defining a hierarchy within a parks and open space system is important to directing many aspects of intended park usage, such as size, form, function and/or amenity. There is presently no classification system for parkland formalized through the Township Official Plan or other planning documents.

A park classification system that addresses a range of different types and characteristics of parks and open spaces should be developed to guide the development, acquisition and management of existing and future parks.

Brock should implement standards for different park types, based on the size and types of uses that occur within them. The following new definitions are proposed based upon the existing types of parkland in Brock:

- Neighbourhood Parks – primarily serve the immediate neighbourhood, may contain a combination of active and passive opportunities in a minimum size of 0.5 hectares.
- Community Parks – serving the broader community, provides active playing fields and children's play facilities in a minimum size of 4 hectares.
- Passive Open Spaces – parks and beaches intended for passive recreational use, containing no active recreation facilities. This categorization may also include passive parks designed to function as 'green corridors', linking communities and ecosystems together, and/or accounting for transportation or utility right-of-ways that are contained within parkland but are not necessarily usable leisure space.



Recommendation #17 Define a formal parkland classification system in the Township of Brock Official Plan that includes active and passive forms of parkland serving Neighbourhood, Community, and/or Township-wide service areas.

Parkland Assessment

Research undertaken by Parks & Recreation Ontario shows that eight in ten households in Ontario use public parks while 97% of households realize some degree of benefit from local parks (including those who never use parks), demonstrating their importance in daily life.²¹ Well designed parks offer a multitude of social, environmental, health and economic benefits to municipalities; as such, residents, businesses and governments all benefit from the provision of high quality public parks.

The Township has 28.5 hectares of parkland distributed across 13 parks. There are also 2.3 hectares in urban stormwater management ponds as well as additional acreage in numerous other parcels that are contained in natural heritage areas or unopened road allowances (these lands that are recognized for their contributions to overall green space, but are not factored into the supply as many of these are not suitable for active recreational use).

	No.	Supply	Service Level	Location
Community Parks	4	18.1 ha	1.6 ha/1,000	Beaverton Park & Fairgrounds; Claire Hardy Park; Port Bolster/Brock Soccer Park; Sunderland Fairgrounds
Neighbourhood Parks	10	7.9 ha*	0.7 ha/1,000	Alexander Muir Park; Centennial Park/Farm Forum; Beaverton Harbour Park; Fairgate Park; King Street Park; Old Mill Gateway; MacLeod Park; Manilla Park; Maple Lane Park; Morrison Ave. Public Square
Passive Open Space	2	2.5 ha**	0.2 ha/1,000	Barkey Estates; Wellington Street Beach
TOTAL PARKS	16	28.5 ha	2.5 ha/1,000	

* Part of the Old Mill Gateway/Centennial Park is owned by the Lake Simcoe Conservation Authority and leased by Brock Township

** the size of Wellington St. Beach is not available and has not been factored into the supply

Note: supply does not include natural heritage lands, unopened road allowances or stormwater management facilities as they are not directly intended for recreational use. That said, the Fairgate and Maple Lane stormwater management ponds collectively provide about 2.3 hectares of land that can indirectly contribute to passive open space objectives.

The existing level of parkland is deemed appropriate for Brock Township, based upon comparisons to similarly sized communities and the fact that Brock's outdoor recreation facility needs are generally expected to be met over the next ten years. Distribution within

²¹ Parks and Recreation Ontario. Use and Benefits of Local Government Recreation and Parks Services: An Ontario Perspective – Research Summary. 2009.

the urban settlement areas appears to be adequate as well to serve residential populations. As a rule of thumb, it is desirable to provide some form of parkland within a ten minute walk of major residential areas (about an 800 metre service radius) though this does not necessarily apply to rural parks given that those spaces are best located on a case-by-case basis in instances where a reasonable drive-time is not provided.

To maintain a service level of 2.5 hectares per 1,000 residents, an additional 2.2 hectares of parkland is required if Brock grows by 930 residents by the year 2022 (to reach the 12,271 population forecasted in the Growing Durham Plan). As Beaverton is expected to house the majority of this new population, it is recommended that additional parkland be provided in that community to serve new residential developments.

To minimize direct costs of land acquisition that might be incurred by the Township, as much new parkland as possible should be provided through parkland dedications, as permitted by Sections 42 and 51.1 of the Planning Act. This provision allows the Township to require developments to convey 5% of residential land and 2% of other land for the purposes of parkland, or require that cash-in-lieu is provided. An alternative standard of 1 hectare per 300 dwelling units is also permitted under the Act, provided that it is articulated within the local Official Plan.

Section 5.7 of the Brock Official Plan references the ability to acquire parkland pursuant to the provisions of the Planning Act and by other available means, including:

- a) using monies allocated in the Municipal Budget;
- b) using donations, gifts, and bequests from individuals or corporations; and,
- c) using monies allocated by any authority having jurisdiction. As an alternative to parkland conveyance, Council may require the payment of money in lieu of such conveyance.

It is recommended that the Township amend Section 5.7 of its Official Plan to explicitly identify the Planning Act provisions of 5% and 2% for residential and other lands, respectively, while also clearly identifying its right to require the alternative 1 hectare per 300 unit dedication at its discretion.

The Official Plan also requires that all lands dedicated to the Township shall be conveyed in a physical condition acceptable to Council. Where development is proposed on a site, part of which is indicated as Hazard Lands, such Hazard Lands shall not be acceptable as part of the dedication for park purposes as required under the Planning Act. The Township, however, will encourage the transfer of these lands to a public authority.

The Official Plan goes on to state that when an open watercourse is involved in an area to be dedicated, Council may require that easements for access to and maintenance of watercourses be dedicated to the Township as a condition of approval. Parks or portions thereof may be designed to include stormwater quality/quantity control features. In instances where grading or the presence of water precludes the use of a portion of park area for the required park purposes, the stormwater control features portion of the park shall not be included as part of the parkland dedication. Where stormwater quality/ quantity control features are included in parks, the design of such features will be subject to the approval of the Township, in consultation with the Conservation Authority.

Lastly, there has been a considerable focus placed on Claire Hardy Park and MacLeod Park throughout the Master Plan, notably driven by recent investments and the arena provision strategy that advances either a decommissioning/repurposing of the existing community centre or constructing a new facility altogether. Depending upon the decision pursued, a re-examination of how the two parks function should be undertaken. Discussions through the Master Plan have also noted the importance of these sites as a social gathering venue and as a potential location to provide enhanced tennis courts capable of accommodating organized play. To ensure that the Township effectively and strategically invests in this site, it is recommended that a site-specific Master Plan be undertaken for Claire Hardy Park/MacLeod Park to coordinate improvement activities.

Recommendation #18 Acquire an additional 2.2 hectares by the year 2022 to maintain the existing parkland service level at 2.5 hectares per 1,000 residents. This parkland should be located to serve new growth areas and the associated needs of Brock's future residents.

Recommendation #19 At the time of the comprehensive review or amendment of the Brock Official Plan, clearly define the parkland dedication rights of the Township permitted by the Planning Act by specifically articulating the right to require 5% and 2% of residential and other lands, respectively, as well as the alternative 1 hectare per 300 dwelling unit conveyance (or cash-in-lieu).

Recommendation #20 Undertake a site-specific Master Plan for Claire Hardy Park/MacLeod Park that positions this park as a high quality community destination offering a range of outdoor recreational pursuits while aligning with the future vision for the community centre.

Trails System

A comprehensive assessment of the local trails system is not within the scope of works for this Project. A more comprehensive analysis is best delivered through a Trails or Active Transportation Master Plan, if deemed necessary by the Township (something which could tie into the regional cycling plan that is currently being developed). A cursory review of Brock's trails has therefore been undertaken.

The Beaver River Wetland Trail is the primary trail system running through Brock by way of an abandoned railway line. Approximately 17 kilometres in length, the trail runs from Blackwater to Sunderland (4km) and on to Cannington (13km); this trail extends beyond Township boundaries into the City of Kawartha Lakes. There is also a trails system within Beaverton that starts at the Harbour and winds through the Fairgrounds, connecting eventually to the downtown by way of a bicycle route. Maintained by the Beaverton Trails Committee, this internal network will eventually connect to the Trans Canada Trail system.

The PAN survey reported walking or hiking for leisure as the number one recreational activity in Brock, participated in by over 70% of its sample, echoing preferences elsewhere. As age increases, so too does the propensity to identify walking as a favourite leisure activity meaning that the older age profile in Brock may be more likely to use existing, or demand additional trails. Youth and younger adults are also well served by trail systems when engaging in more strenuous walks, jogging or bicycling activities. Trails are an especially flexible and responsive type of facility as they permit unstructured active living opportunities for all ages, particularly adults and older adults.

Trails offer opportunities to promote sustainability through the protection of areas of environmental interest and significance, encourage physical activity, and promote active transportation opportunities. The provision of a variety of trail types (e.g., nature trails, soft and hard surfaces, and on-road routes) are important to every leisure and active transportation system. Regularly evaluating ways to improve connectivity through new trail development while ensuring that existing trails are well maintained should be areas of focus for Brock.

In defining an effective trail network, trails should link key destinations (e.g., parks, recreation facilities, schools, residential neighborhoods, business districts, etc.), utilize available corridors, and be sensitive to the preservation of natural areas. Trails should be planned to maximize both recreational and utilitarian²² purposes, with user safety always being top-of-mind. From a recreational perspective, trail users are typically interested in routes that traverse natural areas and that are looped so one does not have to take the same route both out and back.

²² The 2006 Census records 7% of working residents walk or cycle to work, on par with the Ontario average.

Waterfront

The Township of Brock is situated along Lake Simcoe's south-eastern shoreline. The Beaver River and other small waterways also afford a degree of access to waterfront areas. Beaverton and the former Thorah Township have access to the lake, with marine access offered through parks such as the Wellington Street Beach, Centennial Park, Harbour Park, the Beaverton Harbour and the Thorah Island Harbour, the latter of which will soon be transferred to municipal ownership as part of the federal harbour divestiture program. The existing small craft harbour in Beaverton will remain under federal purview for the time being.



Access to the water is important for many people, something that was reinforced during the community search conference by local participants. Demand for beaches is generally high across the province, however, usage is largely impacted by quality of sand and water, safety (i.e. water currents, availability of lifeguards, etc.), supporting amenities (e.g. change rooms, retail, etc.) to name but a few. Municipal beaches tend to be highly valued and can form an integral part of a waterfront system. The Township may consider the

provision of additional beach areas, possibly through the waterfront park acquisition process and potentially developing appropriate unmaintained parcels that it owns (to be determined on a case-by-case basis). Furthermore, economic development initiatives undertaken by the Township or its partners should consider the enhancement of local beach or waterfront amenities through defined conceptual, feasibility and/or implementation plans.

With respect to the small craft harbours in Beaverton and Thorah Island, only the latter will be the responsibility of the Township for the foreseeable future. The federal government has completed a replacement of the harbour, and the Township has expanded the number of docking slips. To ensure that the harbour remains in satisfactory condition, the Township should establish a capital reserve fund to mitigate any potential expenditures that may be required in the future.

Recommendation #21 Establish a capital reserve fund for the Thorah Island Harbour upon the Township taking possession of the facility. Reserves may be contributed through taxation, harbour fees, and/or or other revenue sources that promotes fiscally-responsible management of the small craft harbour.

Park-Specific Actions

Based on the Master Plan's preceding needs assessments, the Township should consider the following general suggestions in developing or redeveloping existing parks. Actions will need to be reconfirmed through business planning/justification exercises prior to implementation.

Park Name	Potential Improvement
Cannington	
Claire Hardy Park & MacLeod Park	<ul style="list-style-type: none"> • Undertake a park-specific master plan to ensure that future development and redevelopment activities are coordinated with a common vision, consider CPTED (Crime Prevention Through Environmental Design) principles, and avoid instances where facilities have to be relocated/removed in the future. This action will be especially important if the Cannington Community Centre is repurposed. • Consider a more community-oriented focus by enhancing landscaping, restoring the fountain, and/or adding dedicated spaces for community events. • Consider relocation and expansion of the existing tennis courts, potentially occupying the space that will be vacated by the old skateboard park (subject to the master plan design). • Create a small parking lot in front of the lawn bowling clubhouse should the tennis courts be relocated. • To augment the new skateboard park, consider tying a mountain bike or BMX element into this site as well. • Rehabilitate the aging picnic pavilion/shelter.
Beaverton	
Alexander Muir Park	<ul style="list-style-type: none"> • In conjunction with Brock Public Library, consider a small outdoor reading garden to offer additional amenity to patrons of the adjacent library.
Beaverton Park & Fairgrounds	<ul style="list-style-type: none"> • No major actions are anticipated other than potential improvements that may be required for the Fall Fair.
Harbour Park	<ul style="list-style-type: none"> • Install a municipal park sign at this location. • Work with the local service club to develop a splash pad at this park.

Park Name	Potential Improvement
King Street Park	<ul style="list-style-type: none"> • Install a municipal park sign at this location. • The practice diamond would be a good candidate for repurposing should there be a need for other facilities that would better respond to the surrounding community. • Consider installing a slide as part of the existing or new playground set.
Mill Gateway Park	<ul style="list-style-type: none"> • No major actions are anticipated.
Sunderland	
Sunderland Fairgrounds	<ul style="list-style-type: none"> • Rehabilitate or repurpose the deteriorating grandstand. • The two tennis courts appear to be in need of resurfacing (provided that the courts will not be affected should the Township, at its discretion, choose to alter the footprint of the arena).
Rural Settlements	
Centennial Park & Farm Forum	<ul style="list-style-type: none"> • Given the high degree of usage, particularly from the kite/wind surfing community, Township Staff indicate that parking can be constrained. As a result, paving/stripping the parking lot may improve parking yield through better organization as expansion of the parking area is not as desirable given that it would come at the expense of parkland. • Consider installation of a new playground set to replace the aging swing set in order for the benefit of families who utilize the beach area.
Manilla Park	<ul style="list-style-type: none"> • Declining usage of the ball diamond in recent years suggests that this field is an excellent candidate to repurpose to another use, such as a soccer field (if needed) or other facility identified by the community. An alternative could be to keep the ball diamond but remove the chip infield in favour of grass, to reduce maintenance costs while still maintaining the opportunity for casual ball play.
Port Bolster Park	<ul style="list-style-type: none"> • No major actions are anticipated other than potential improvements that might be coordinated with the Brock Soccer Club.



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The Township's Mandate

The strength and success of Brock's parks and recreation system lies in the positive relationships within and between the Township and its residents, resulting in a unified commitment to make the community a better place. The delivery of effective community services requires collaboration between the Township, volunteers, non-profit providers, stakeholder agencies, and the private sector. Each entity brings its own set of expertise and efficiencies in delivering specific services that benefit a broad spectrum of residents.

The Township's current core recreational mandate is to provide physical spaces through which activity can take place. These spaces have historically consisted of parks and open spaces, community centres, halls and arenas through which community and private sector stakeholders deliver their own programs to serve local residents. The Township is not presently involved in direct program delivery, other than its Summer Day Camps that are offered at the Cannington, Beaverton and Sunderland Community Centres.

OUR STRENGTH

The strength and success of Brock's parks and recreation system lies in the positive relationships between the Township and its residents, resulting in a unified commitment to make the community a better place.

Moving forward, it will be important to build on the successes achieved by all parties. For the Township, this means a continued emphasis on providing high quality spaces that are adequately supported by the requisite number of staff and financial resources, which in turn enable community partners to deliver high quality services. It remains in the Township's best interests to avoid duplicating program areas already offered through the community and in fact to encourage partners to develop new forms of programming.

While the Township has informally supported its community, it is recommended that the Township augment its historical mandate by formally supporting a "Community Development" approach that provides the community sector with resources (financial or otherwise) in order to enable these groups to sustainably deliver programs over the long-term.

Community development focuses on the strength and capacity of local residents who are invested in their communities. It is in this collective capacity that issues and gaps can be addressed by emphasizing local assets; in Brock, this largely consists of a dedicated base of community organizations, service clubs and volunteers, along with all of the resources (e.g. manpower, fundraising capability) that they bring. Brock is a volunteer-oriented community

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and there are many organizations that have demonstrated a historical willingness to take on projects (e.g. service clubs have been involved in renovations of Township Halls, fundraising for skateboard parks, etc. while the local soccer club has been instrumental in developing and maintaining its own sports field complex). The intent of the community development approach is to allow the Township to focus upon what it does best – providing and operating physical space – and avoid entry into direct municipal program delivery. One key aspect for Brock to consider through its community development approach is to indirectly facilitate additional opportunities for the aging population base by encouraging and enabling community-based providers to adapt their services to reflect the needs of today's older adult.

Broadening the mandate to formalize community development approaches means that the first priority of the Township is to explore ways that allow groups to sustain and enhance their service provision. Furthermore, there may be instances where the community sector cannot make a needed facility or service viable, or where the Township may be the best suited organization to provide the service to address an identifiable gap. This may result in situations where the Township is requested to provide 'non-core' facilities and services. In this event, the Township would have to rationalize whether meeting the program gap aligns with its mandate, along with its ability to sustainably and responsibly fund and maintain the service.



Based upon the proposed mandate, the following are the proposed service delivery responsibilities of the Township's Public Works Department (as they pertain to parks and recreation component of Departmental operations).

- a) *Understanding* the demographics, community issues, and emerging trends to consider all aspects of the population

Service Delivery Priorities

- b) Determining *gaps* and needed improvements (with an emphasis on community and individual health improvements)
- c) Building and fostering *partnerships* with key providers and stakeholders in the delivery of services
- d) Playing an ongoing *supportive* role to community groups, volunteers, and partners
- e) Creating *awareness* of municipal services and engagement / participation opportunities
- f) *Providing facilities* where gaps exist or the capacity is not present in the community
- g) Supporting or *facilitating* social activities that promote community interaction, vibrancy, and cohesion
- h) Working to include all residents and *advocating* for marginalized individuals and groups
- i) *Educating* about and *promoting* the benefits of community services (e.g., greening and beautification initiatives, etc.)
- j) *Advancing* opportunities for arts, culture, and heritage (as directed by broader corporate initiatives)
- k) Developing *effective and meaningful* policies and procedures that enhance accountability and transparency
- l) Providing exceptional *customer service*
- m) Engaging the community in meaningful *participation* through planning, decision-making, and service delivery

Recommendation #22 Augment the core mandate for parks and recreation services by formalizing a “Community Development” approach that advocates continual dialogue and provision of appropriate supports to community partners. The Township’s focus on providing high quality spaces, consisting of parks and traditional facilities, should remain.

Recommendation #23 The Township should avoid duplicating program areas already offered through the community, as appropriate, and in fact to encourage partners to develop new forms of programming under the augmented core mandate. Decisions to integrate non-core facilities into the Township mandate should be supported by sound business planning practices and rationalization of community need in relation to the municipal role. In this respect, the Township of Brock should prepare an Alternative Service Delivery Policy that standardizes the way in which the municipality considers entry into new levels of service.

Partnerships

Part of implementing a community development approach is formally working with groups and individuals to provide services. There may be instances when no one party is able to provide a program, service or facility on its own, or where the risk is too great for any one party to overcome. In this instance, the creation of public-private partnerships can be of great benefit in addressing identified needs or service gaps.

Examples of potential partners in Brock should include, at a minimum:

- Upper tiers of government (e.g. Department of Fisheries and Oceans, Ministry of Natural Resources, Region of Durham, etc.);
- Nearby municipalities (e.g. Georgina, Scugog, Uxbridge, Ramara, Orillia, etc.);
- Environmentally-focused organizations such as the Lake Simcoe Conservation Authority, Beaverton Trails Committee, etc.;
- Educational institutions such as the public and separate school boards;
- Local stakeholders such as service clubs, minor sports and recreation providers, historical societies, arts and cultural groups, festival organizers, seniors' centres, community associations, BIA, etc.;
- Non-profit organizations such as the Brock Physical Activity Network, Brock Community Health Centre, United Way, etc.; and/or
- The private sector (and local land owners).

Partnerships can be excellent vehicles to ensure that a broad spectrum of services and facilities are available to serve the public. Not all partnerships are the same, however, and careful consideration must be undertaken that any agreement with the Township carefully manages risk while clearly defining roles and expectations. For example, due diligence is required to ensure that anybody partnering with the Township has the ability to deliver on its promises, so that the Township is not left in a position to take over operations and/or financial commitments if a partner no longer participates.



Furthermore, it is important that all requests for partnership are considered in the same way, so that there are no perceptions of inequality. A transparent, carefully thought-out partnership evaluation framework is needed as a result so that the Township can demonstrate its decision-making process and justify why it believes that some requests to partner are acceptable, while others should not be pursued with public sector involvement. The Township should create a Partnership Evaluation Policy that specifically identifies:

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



Recommendation #24 Develop a Partnership Evaluation Policy to evaluate and respond to requests for partnerships, with a view towards maximizing the interests of the general public. This Policy should also influence any decisions about entering into new levels of service that do not form part of the Township's core mandate.

Joint Use of Facilities

Devoting efforts to strengthen the relationship between the Township and its local school boards should continue to be a priority area of focus for Brock, as encouraged through the Township's Official Plan. Presently, there are no municipal joint use agreements with local schools. The *Education Act* permits joint

The community use of schools in the Township is encouraged.

Township of Brock Official Plan, Section 4.11.5

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

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

In addition to schools, there are a number of private and community-based facilities that offer spaces conducive to social and recreational activity. These are usually found at churches, Legions, ethnic clubs, etc. where meeting/banquet and gymnasium facilities are most often provided. Working with such groups to facilitate more community access to their facilities is encouraged to take pressures off accessing school facilities that can be cost prohibitive for certain user groups, and reducing the need for the Township to construct new municipal facilities.

Recommendation #25 Where appropriate, facilitate convenient and cost-effective community access to non-municipal facilities located at schools, churches, and other community-based assets through reciprocal agreements, adaptive re-use of vacated properties, or other creative means.

The Future of Volunteerism in Brock

Brock's volunteers are essential to the operation of many community services, including special events and programs for children. From sport and recreation to arts and culture, local volunteers devote a significant amount of their time towards helping community groups deliver programs and services to residents. It is not the intent of the Township to take over programs and services historically provided by community organizations, thus the municipal emphasis should be placed on supporting groups (and entering into program delivery only in the event that a community group cannot deliver the program itself and solely if a need is demonstrated and can be provided cost effectively).

Volunteers for Brock's popular events have been an essential component in providing affordable yet quality services. However, a number of volunteer organizations consulted through this process indicated difficulties with attracting and retaining volunteers, as well as maintaining a sustainable organization due to issues related to funding, succession, and promotion. Many of these challenges could benefit from the Township taking a more active role in facilitation and community development.



It is important for both the Township and its community groups to find ways to recruit, retain, and sustain the number of volunteers. According to a national study, under half of current volunteers stated that they approached an organization by themselves to become involved, though once they joined, they provided more of their time than those who did not approach an organization on their own. The report also stated that one of the barriers to volunteering was that people



were not asked to do so, which would suggest that the Township and local groups would benefit from communicating their need for volunteers to the public-at-large in order to target residents who are unaware of opportunities but would otherwise be willing to help.

Service Delivery Priorities

Using the proposed community development approach, with the Township providing assistance as necessary, local groups are encouraged to address topics such as recruitment and retention, selection, training, supervision, and recognition. Volunteer management resources can help to coordinate the roles of local volunteers and organizations by providing a framework to operate within, in partnership with the Township.

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

Recommendation #26 Coordinate the development and/or dissemination of appropriate resources for local groups to address challenges in the volunteer sector such as recruitment, retention, training and recognition.

Recommendation #27 Create a volunteer recognition and annual awards program to celebrate outstanding contributions to community services in Brock.

Fiscal Responsibility

While the need for parks and recreational services is well justified, this infrastructure is typically capital intensive from a construction and operational perspective (as alluded to in the arena assessments). These are facilities and spaces that generally serve residents for decades, and are thus ongoing investments rather than “one-time” expenses. Funding for local facilities has largely come from municipal and community contributions (e.g. taxes, debentures, capital reserves, fundraising, etc.) as well as grants from federal and provincial governments.

Historically, Brock has not had a high rate of residential and commercial development, which in turn has limited the ability of the Township to generate revenues from new assessments or development charges, and thus places pressures to find alternative ways for funding.

Service Delivery Priorities



Furthermore, the limited commercial and industrial assessments in Brock place a greater share of tax responsibility onto the residential base. The Township benefits from some higher waterfront assessments in its north that contribute substantially to the tax base and slightly alleviates certain financial pressures associated with its otherwise modest population base. That said, a measure of equity needs to be balanced, particularly with seasonal summer residents who may not place as much pressure on fiscally-intensive indoor facilities.

While Township taxes contribute a great deal towards the operation and delivery of facilities, user fees are seen as a way to limit impact on the tax rate. User fees can also be adapted in a manner that achieves a defined benefit, for example, using a capital improvement surcharge on the arena rental rate could generate funds that would be used to offset costs incurred according to the arena provision strategy chosen by Council (either improving two arenas or constructing a new facility altogether, as discussed in the arena assessments).

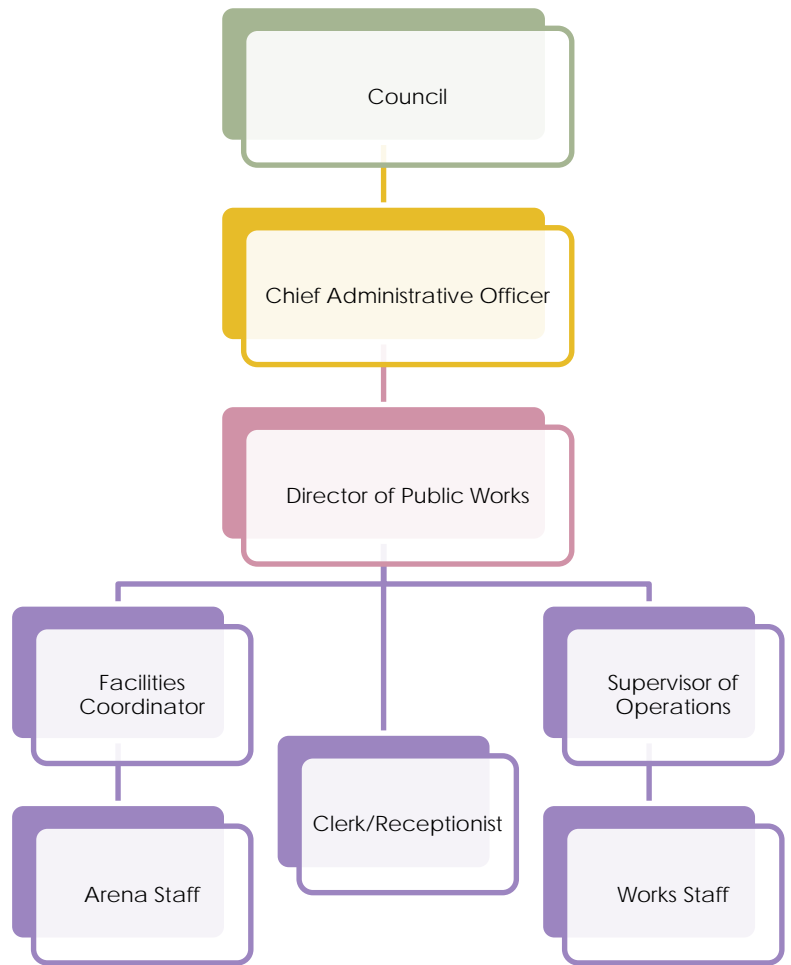
For its arenas, the primary user groups participate in Brock's advertising policy that allows groups to take advantage of the sale of available advertising space within their facility, sharing the revenue with the Township and having the group's portion used to reduce costs of ice rental and youth registration. This creative arrangement appears beneficial to both parties with the user groups taking the lead on delivering the advertising program; between 2006 and 2011, the program generated gross revenues upwards of \$35,000. This is an example of community development principles articulated earlier in this Section whereby the Township is assisting its community providers to become fiscally and operationally sustainable.

Recommendation #28 Consider additional opportunities for revenue generation to assist in the recovery of capital and/or operating expenditures, including project-specific user fees surcharges to contribute towards major project initiatives (also refer to Recommendation #1 and Recommendation #2).

Staffing Structure

As part of the Master Plan Terms of Reference, a cursory review of the departmental reporting relationship and staff complement was undertaken. The adjacent chart shows that the Director of Public Works is responsible for managing the parks and recreation portfolio with the assistance of the Facilities Coordinator, though it is noted that there is no formalized “Parks & Recreation Department.”

While the organizational hierarchy is similar to municipalities that are smaller and/or rural in nature, the primary disadvantage to the structure is often that the general public is not often clear on who to contact for information on parks or recreation services; this sentiment was brought up in the community search conference and certain key informant interviews.



From a municipal operating perspective, the reporting structure appears to work well given the emphasis on providing and maintaining physical space (i.e. parks and facilities). Although internally functional, there is merit in considering changes to ensure that the average person can navigate through the organizational structure to contact the appropriate person for their information.

Presently, the Facilities Coordinator is the primary point of contact for many residents while the Public Works Receptionist is also a source of information. Should the Township adopt the community development approach that is advanced in this Master Plan, the current structure may need to slightly change whereby a staff position focused more on outreach and engagement is added by way of either modifying the job responsibility of an existing position, adding a new position or continuing existing partnerships.

It is suggested that the Township consider the services of a 'Recreation Facilitator' who would be responsible for the development and promotion of recreation and wellness in Brock. Essentially, this position is already fulfilled by the Physical Activity Coordinator employed by the Brock Physical Activity Network (PAN). This person is responsible for obtaining access to a range of municipal and non-municipal facilities to enable local stakeholders to deliver their needed programs and services. It is recommended that the Township's relationship with PAN be maintained as this is the most cost-effective means of implementing community development. It is understood that the PAN intends to apply for a continuation of OTF funding for an additional year based on the amount of unspent funds associated with the original grant application.

Should the PAN agreement cease, and no other suitable partner can be found to assist with facilitating community development principles, the Township should conduct a review of its internal staffing structure to determine whether capacity exists within an existing position to take over the community development responsibilities (for example, the Summer Camp Coordinator could be evaluated for the ability to take on a greater workload). If capacity does not exist, it is suggested that the Township consider a new part-time 'Recreation Facilitator' position described in the previous paragraph.

The Recreation Facilitator would report to the Director of Public Works and would work in concert with the Facilities Coordinator to ensure the maximum utilization of Brock's parks and recreational facilities by way of regular interaction between existing and potential community-based service providers. An added benefit of the position, which could be moved to full-time if deemed successful, would be to provide a point of contact to the general public for service requests as well as to evaluate gaps in service, conduct critical research, tracking and reporting to understand how best to maximize utilization of the Township's recreational infrastructure.

Recommendation #29 In support of the community development objectives advanced through this Master Plan, continue to partner with the Physical Activity Network and leverage the capacity of their Physical Activity Coordinator. Should the PAN agreement cease to exist in the future, the Township should consider adding a 'Recreation Facilitator', either through an existing or new position; this person's core responsibility would be to maximize the utilization of Brock's parks and recreational facilities by way of regular interaction between existing and potential community service providers, as well as provide a clear point of contact for the general public.



Implementation Strategy

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Overview of Implementation Strategy

This Section summarizes all of the Master Plan's recommendations, along with their suggested priorities for implementation. This framework is a way of ensuring that the most critical success factors are dealt with in a timely fashion, while the less critical (yet important) recommendations are implemented over time.

Priority is generally synonymous with timing – the higher the priority, the sooner the recommendation should be implemented. All recommendations are important and, if properly implemented, will benefit community services within Brock. The priority of recommendations is organized into three categories:

- High (H) = Short-term Priority (1-3 years) – 2012 to 2014
- Medium (M) = Medium-term Priority (4-6 years) – 2015 to 2017
- Low (L) = Longer-term Priority (7-10+ years) – 2018 and beyond

Priority/timing has been determined based on an assessment of need, as identified throughout the Master Plan process (including public consultation, trend and demographic analysis, assessments of facilities, parks, programs, and services, etc.) and is based upon ideal circumstances. Budget pressures, changes in participation rates or demographics, availability of volunteer resources, and other factors may impact implementation of the proposed recommendations.



It bears noting that the recommendations are based upon what is needed and not necessarily what is financially achievable by the Township at the present time. The full implementation of this Plan may require the pursuit of senior government grant money and the establishment of various partnerships and collaborations with community organizations, schools, agencies, and the private sector. Furthermore, due to limited staff resources, it is not likely possible for all recommendations to be implemented immediately. The Township should reconcile the recommendations with its fiscal capacity and focus on the highest priority items.

Determining priorities is an exercise that should be revisited each year prior to the capital and operating budget development exercise. Readjusting resource allocations is critical in a climate where base funding is not increasing substantially and resources need to be maximized in order to garner the greatest gain to the community. It is strongly recommended

that an update to the Recreation Master Plan be undertaken every five years in order to ensure that recommendations contained herein remain relevant based on future demographic and market characteristics, as well as providing a basis for the Township to update critical plans such as Development Charges studies and long-range capital plans.

Recommendation #30 Undertake a 5 year review of the Recreation Master Plan to ensure that recommendations and key findings remain relevant in the face of evolving community demographics and market trends, while ensuring consistency with long-range capital planning initiatives.

Facilities

Recommendations – Facilities	Priority/Timing		
	H	M	L
Arenas			
<p>1. Reduce the arena supply by one ice pad within the master planning period. The exact timing will depend upon the course of action chosen by the Township, the preferred strategy of which is to:</p> <ul style="list-style-type: none"> Decommission the Cannington Arena within the next five years, and focus arena activities and investments at the Sunderland Memorial Arena and the Beaverton/Thorah Community Centre. Prior to its decommissioning, a feasibility study and business plan should determine the viability of repurposing of Cannington Arena to accommodate alternative uses. 	●		
<p>2. Examine ways to improve utilization, revenue production and cost recovery levels at local arenas through formalizing ice allocation policies, applying, differentiated pricing structures (e.g. lower ‘shoulder hour’ rates and higher ‘prime hour’ rates), enhancing marketing, staggering opening and closing of arenas, etc.</p>	●	●	●
Community Halls			
<p>3. Upon completion of the proposed development that has committed to housing local user groups as part of its space, consider selling the former Cannington Library and re-invest the proceeds into the local library and/or parks and recreation system.</p>	●		

Recommendations – Facilities	Priority/Timing		
	H	M	L
<p>4. Encourage local hall boards or willing community organizations to assume a greater role in operating and maintaining the Wilfrid and Manilla Community Halls. In the event that the community is unable to do so, the Township should:</p> <ul style="list-style-type: none"> • undertake a feasibility study and business plan to determine how these facilities could be repurposed to provide a differentiated experience than that offered at municipal facilities located nearby in Cannington (also refer to Recommendation #5); and • if repurposing is deemed to be unfeasible and the community is not able to assume a greater role in operations, consider divesting of one or both community halls and reallocate the proceeds of sale and operational savings towards enhancing appropriate municipal facilities elsewhere to provide an enhanced and broader complement of program options to serve community needs. 	•		
Multi-Purpose Active Living Spaces			
<p>5. Investigate adapting existing community halls to better accommodate active living programs to encourage community-based providers to deliver such services. Also refer to Recommendation #4.</p>	•		
<p>6. Consider a fitness studio as part of repurposing the Cannington Arena or as part of any new recreational facilities that are built in the future. Consideration should also be given to an indoor walking track and multi-purpose active living space, after these facilities have been rationalized through the feasibility studies and business plans proposed for the arena conversion or construction, and if reciprocal agreements developed with the School Boards do not suffice.</p>		•	
Sports Fields			
<p>7. The Township should assist the Brock Soccer Club and Brock Rugby/Flag Rugby Clubs in moving towards self sufficiency by providing appropriate supports such as field lighting, irrigation systems, and/or new fields (if required) in partnership with the Clubs. The Township should also entertain the notion of providing a lawn tractor or mower to the Soccer Club(and/or other appropriate resources) in exchange for them to take over lawn cutting duties at the park, allowing the Township to divert those staff and financial resources towards other needed parks and facilities.</p>	•	•	

Recommendations – Facilities	Priority/Timing		
	H	M	L
8. As part of the feasibility study proposed in Recommendation #1, Brock Soccer Club should be engaged to organize and facilitate the preparation of a market study and business case that investigates the merits, challenges and partnership opportunities associated with repurposing the Cannington Arena to contain an indoor turf element. If satisfied with the process of preparing the study, the Township would make a decision to pursue or not enter into indoor turf, at its sole discretion.	●		
9. While no new ball diamonds are required over the next ten years, the Township should ensure that the quality of existing diamonds is suitable to allow for a high quality playing experience. Furthermore, opportunities to repurpose or minimize maintenance at underutilized diamonds should be considered based upon other park needs.	●	●	●
Hard Surface Courts			
10. Through the site-specific Park Master Plan proposed in Recommendation #20, consider relocating the tennis courts at MacLeod Park to Claire Hardy Park in order to improve the local playing experience and potentially facilitate opportunities for organized play.		●	
BMX / Mountain Biking			
11. Undertake consultations with the mountain biking and BMX community to determine the need for a small-scale dedicated bike challenge park at Claire Hardy Park, to complement the skateboard park. Business planning and park master planning will be required to determine the configuration and costs of providing a bike park in Brock.	●		
Splash Pads			
12. Assist the local service club in Beaverton in the planning and development of a splash pad at Harbour Park. After monitoring the benefits and costs of providing this facility, additional splash pads may be considered in Cannington and Sunderland provided that they are justified through business planning.	●		

Recommendations – Facilities	Priority/Timing		
	H	M	L
Playgrounds			
13. Continue to implement a playground replacement program as structures approach the end of their lifecycles; at a minimum, playgrounds at Centennial Park and King Street Park should be replaced. All new playground designs should comply with CSA standards and consider the inclusion of barrier free components to promote inclusivity for children with disabilities and special needs; in this respect, at least one fully accessible playground should be provided, preferably at either Claire Hardy or MacLeod Park.	•	•	•
Outdoor Skating Rinks			
14. On a case-by-case basis, the Township should consider requests that arise from community partners or volunteers for community-based operation of natural outdoor ice rinks at municipal parks. For these arrangements, the Township should take a minimal role in operation of the rink and encourage the community to be responsible for maintenance activities associated with neighbourhood-based outdoor skating opportunities.	•	•	•
Cultural Spaces in Parks			
15. The integration of spaces and facilities geared to promoting social and cultural activity is encouraged at appropriate park locations in order to ensure that parkland functions as a vibrant destination for users with diverse interests. At a minimum, such space should be considered at Claire Hardy Park/MacLeod Park through the site-specific Master Plan proposed through Recommendation #20.	•	•	•
Other Recreational Facilities			
16. The Township should respond to requests for facilities presently not part of the core mandate on a case-by-case basis by evaluating its role in providing the service in relation to quantified market demand and cost-effectiveness of such services, while also identifying potential strategies to address long-term need for such requests should a sufficient level of demand be expressed.	•	•	•

Parkland

Recommendations – Parkland	Priority/Timing		
	H	M	L
Parkland Classification			
17. Define a formal parkland classification system in the Township of Brock Official Plan that includes active and passive forms of parkland serving Neighbourhood, Community, and/or Township-wide service areas.	●		
Parkland Assessments			
18. Acquire an additional 2.2 hectares by the year 2022 to maintain the existing parkland service level at 2.5 hectares per 1,000 residents. This parkland should be located to serve new growth areas and the associated needs of Brock’s future residents.		●	●
19. At the time of the comprehensive review or amendment of the Brock Official Plan, clearly define the parkland dedication rights of the Township permitted by the Planning Act by specifically articulating the right to require 5% and 2% of residential and other lands, respectively, as well as the alternative 1 hectare per 300 dwelling unit conveyance (or cash-in-lieu).	●		
20. Undertake a site-specific Master Plan for Claire Hardy Park/MacLeod Park that positions this park as a high quality community destination offering a range of outdoor recreational pursuits while aligning with the future vision for the community centre.	●		
Waterfront			
21. Establish a capital reserve fund for the Thorah Island Harbour upon the Township taking possession of the facility. Reserves may be contributed through taxation, harbour fees, and/or other revenue sources that promotes fiscally-responsible management of the small craft harbour.	●		

Service Delivery

Recommendations – Service Delivery	Priority/Timing		
	H	M	L
The Township’s Mandate			
22. Augment the core mandate for parks and recreation services by formalizing a “Community Development” approach that advocates continual dialogue and provision of appropriate supports to community partners. The Township’s focus on providing high quality spaces, consisting of parks and traditional facilities, should remain.	●		
23. The Township should avoid duplicating program areas already offered through the community, as appropriate, and in fact to encourage partners to develop new forms of programming under the augmented core mandate. Decisions to integrate non-core facilities into the Township mandate should be supported by sound business planning practices and rationalization of community need in relation to the municipal role. In this respect, the Township of Brock should prepare an Alternative Service Delivery Policy that standardizes the way in which the municipality considers entry into new levels of service.	●	●	●
Partnerships			
24. Develop a Partnership Evaluation Policy to evaluate and respond to requests for partnerships, with a view towards maximizing the interests of the general public. This Policy should also influence any decisions about entering into new levels of service that do not form part of the Township’s core mandate.	●		
Joint Use of Facilities			
25. Where appropriate, facilitate convenient and cost-effective community access to non-municipal facilities located at schools, churches, and other community-based assets through reciprocal agreements, adaptive re-use of vacated properties, or other creative means.	●	●	●
The Future of Volunteerism in Brock			
26. Coordinate the development and/or dissemination of appropriate resources for local groups to address challenges in the volunteer sector such as recruitment, retention, training and recognition.	●	●	●
27. Create a volunteer recognition and annual awards program to celebrate outstanding contributions to community services in Brock.	●		

Staffing Structure			
28. Consider additional opportunities for revenue generation to assist in the recovery of capital and/or operating expenditures, including project-specific user fees surcharges to contribute towards major project initiatives (also refer to Recommendation #1 and Recommendation #2).	•	•	•
29. In support of the community development objectives advanced through this Master Plan, continue to partner with the Physical Activity Network and leverage the capacity of their Physical Activity Coordinator. Should the PAN agreement cease to exist in the future, the Township should consider adding a 'Recreation Facilitator', either through an existing or new position; this person's core responsibility would be to maximize the utilization of Brock's parks and recreational facilities by way of regular interaction between existing and potential community service providers, as well as provide a clear point of contact for the general public.	•	•	
Recommendations – Implementation	Priority/Timing		
	H	M	L
Implementation			
30. Undertake a 5 year review of the Recreation Master Plan to ensure that recommendations and key findings remain relevant in the face of evolving community demographics and market trends, while ensuring consistency with long-range capital planning initiatives.		•	