

Kawartha Lakes Parks and Recreation Master Plan

November 2025

Kawartha Lakes

Jump In





Land Acknowledgment

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

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

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1.0 Introduction

1.1 Purpose of the Strategy

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

1.2 Process for Developing the Strategy

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

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

1.3 Structure of the Strategy

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

2.0 Community Context

2.1 Geographic Context

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

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



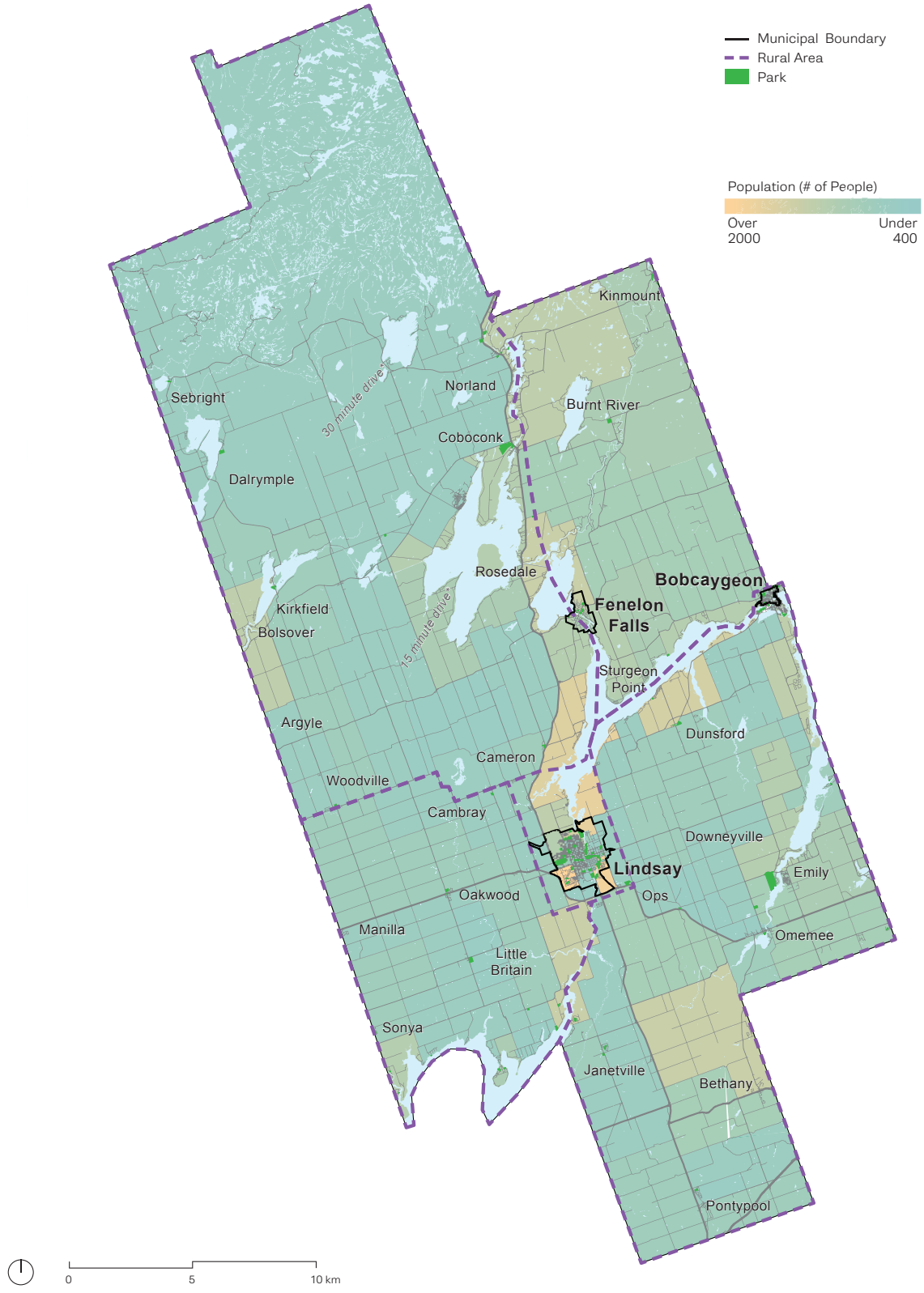


Figure 2-1 Population Distribution and settlement areas of Kawartha Lakes

2.2 Socio-demographic Context

2.2.1 Quick Facts

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

2.2.2 Population Projections

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

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

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

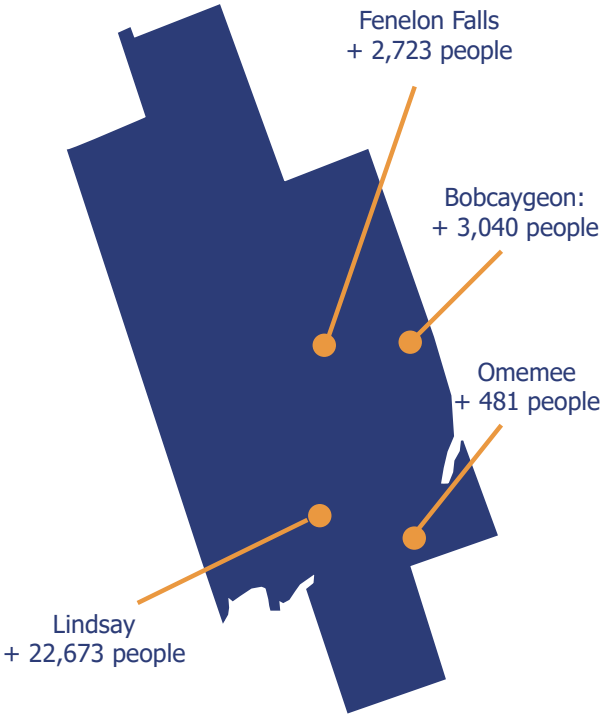


Figure 2-1: 2025 Growth Management Strategy Projected Growth for Fenelon Falls, Bobcaygeon, Omemee, and Lindsay (2021-2040)

Figures Used for Assessments

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

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

2.2.3 Projected Age Distribution

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

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

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

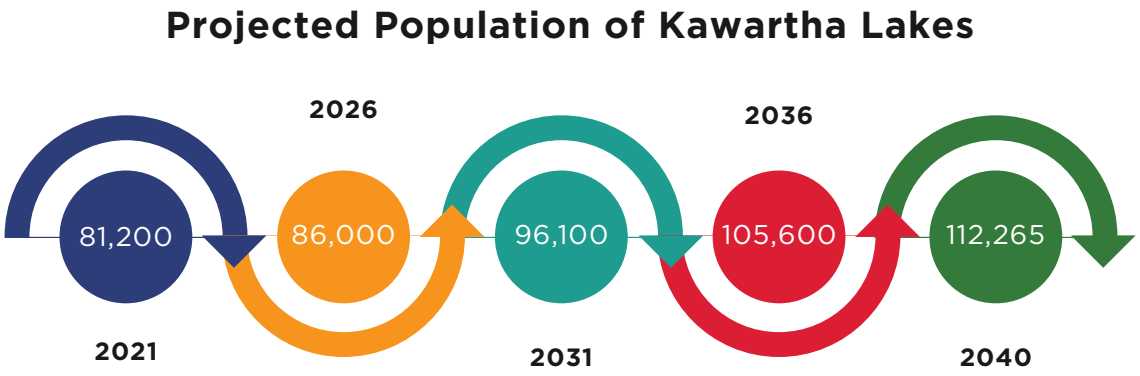


Table 2-1: Projected Age Distribution of Kawartha Lakes from 2021-2040

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

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

2.3 Planning and Policy Context

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

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

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


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3.0 Key Considerations and Directions

3.1 Key Considerations

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

3.2 Overall Directions to 2040

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

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

Key goals and strategic approaches of the Plan are to:

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



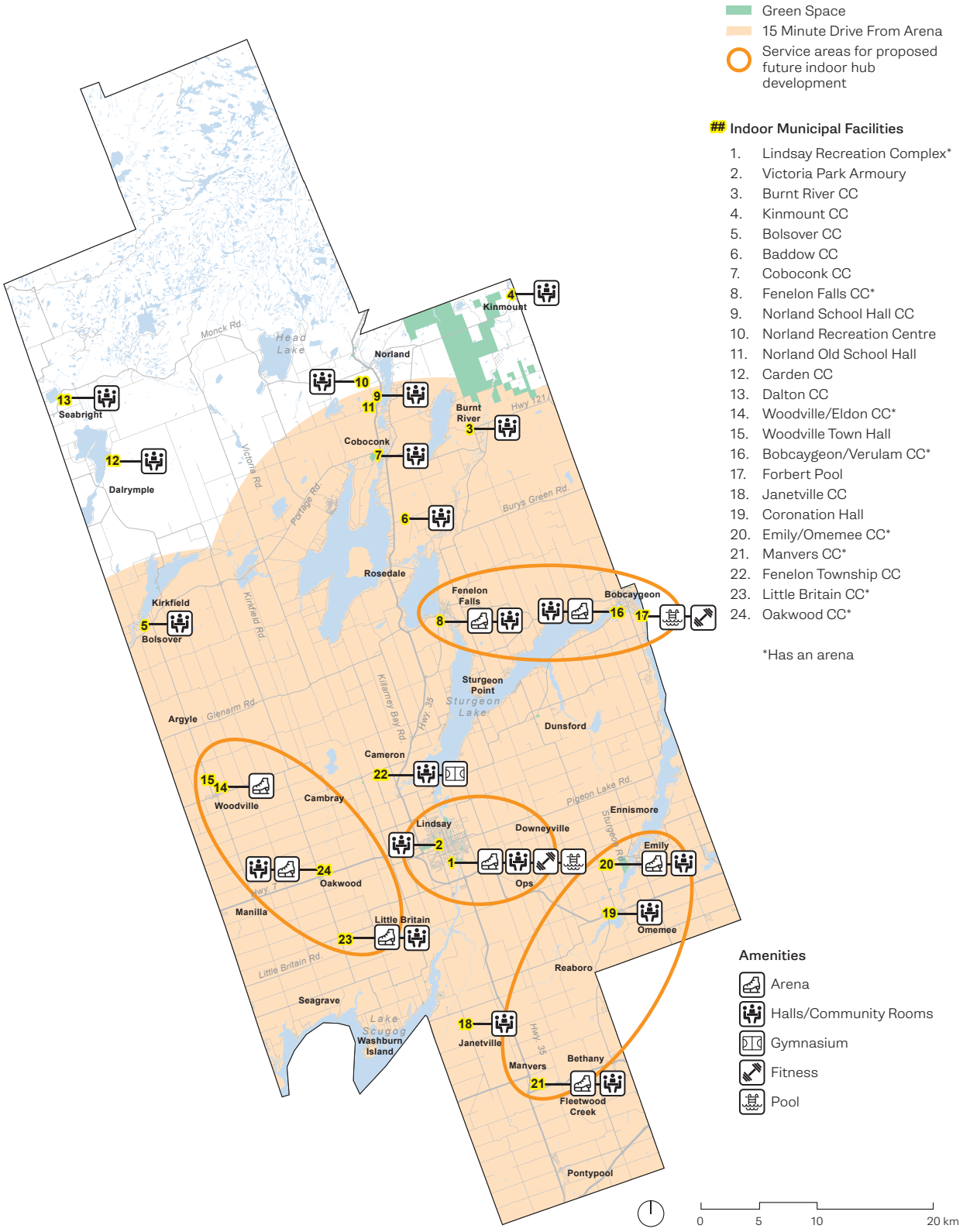


Figure 3.1: Existing indoor facilities and proposed arena areas for indoor hub development

Directions for Indoor Recreation Facilities

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

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

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

Ice

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

Gymnasiums

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

Pools

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

Fitness Facilities and Walking Track

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

Multi-purpose Rooms

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

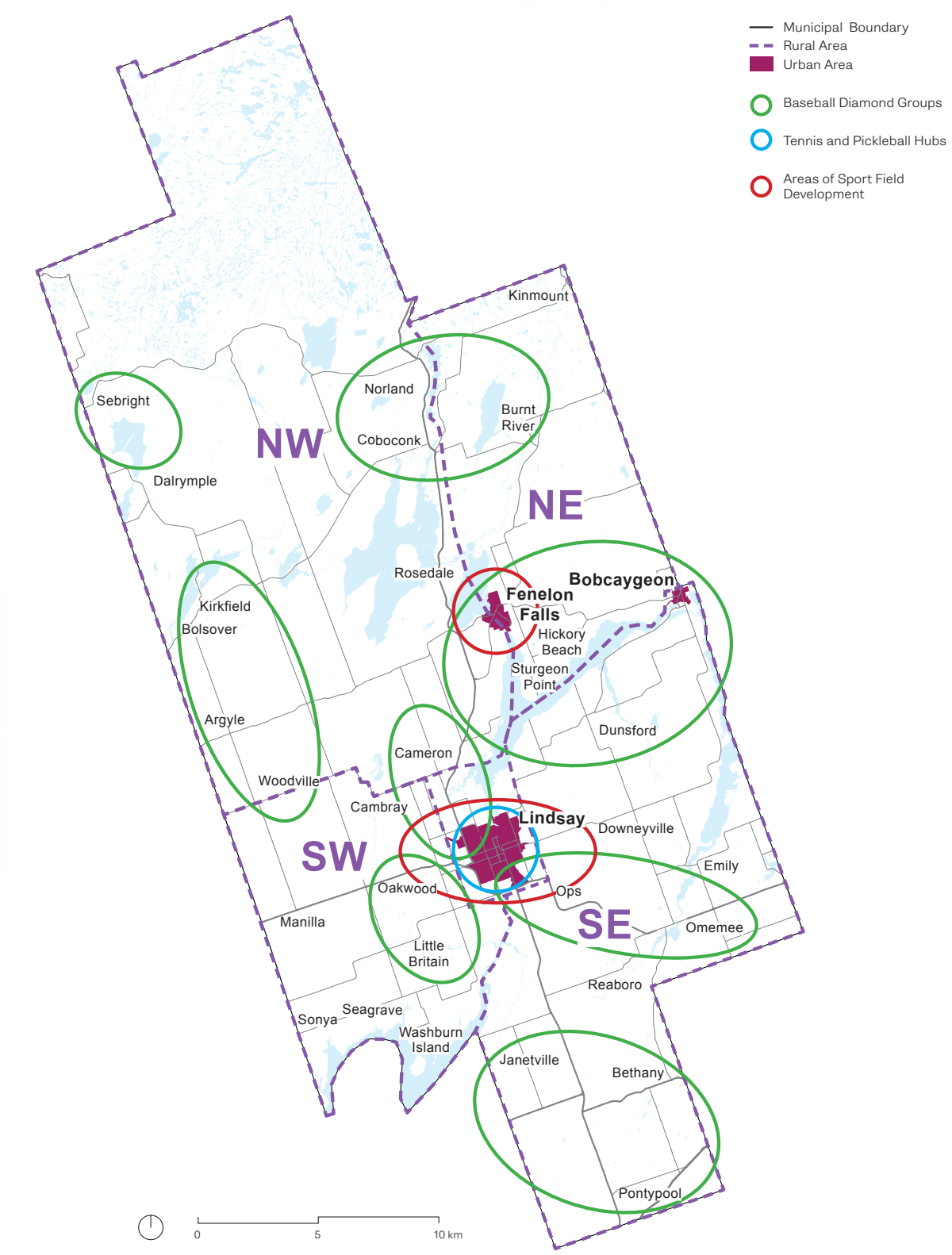


Figure 3.2: Existing outdoor facilities and locations of proposed improvements/expansions

Directions for Outdoor Recreation Facilities

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

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

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



Diamonds and Athletic Fields

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



Courts

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



Allocation and Agreements

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

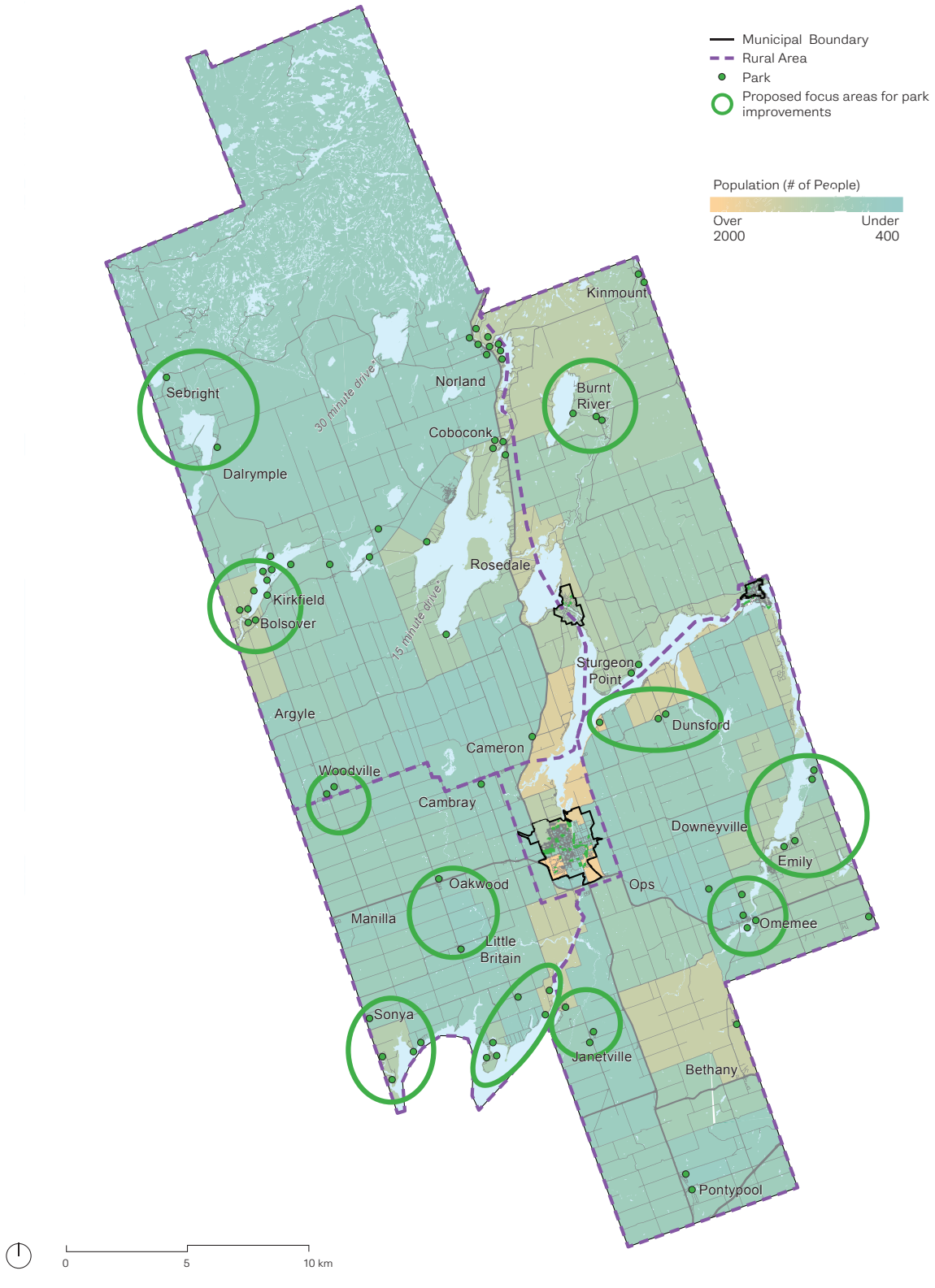


Figure 3.3: Proposed focus areas for rural parks improvements

Directions for Parks

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

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

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

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



Casual Use Facilities

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



Rural Recreation

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



Parks Master Plan

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



Accessibility and Environment

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

Directions for Programming

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

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

Directions for Service Delivery

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

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



4.0 Programs, Activities, and Events

4.1 Current Programming Context

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

4.1.1 Programs/Activities

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

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



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

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

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

4.1.2 Community Events

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

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

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

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

4.2 What We Heard

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

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

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

4.3 Key Considerations for Programming

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



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

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

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

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

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

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

4.4 Assessment

4.4.1 Variety of Programs

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

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

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

Capacity of Popular Programs

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

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

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

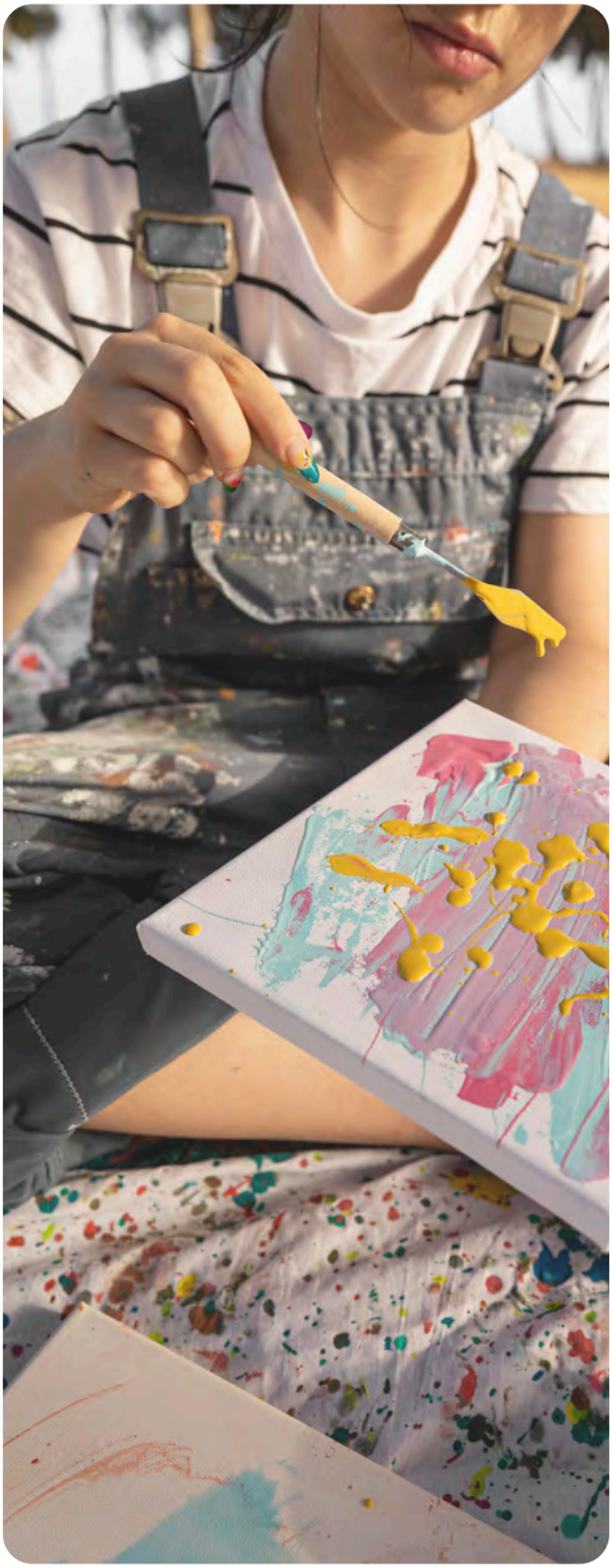
Arts and Culture

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

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

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

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



BRIDGING ARTS AND PARKS

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

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

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

Outdoor Recreation and Events

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

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

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

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







RECOMMENDATIONS

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

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

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

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

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

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

4.4.2 Variety of Events

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

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

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

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



ADVENTURE RACING: STORM THE TRENT

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

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

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



RECOMMENDATIONS

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

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

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

4.4.3 Age-based Programming Gaps

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

Dry-Land Programs for Toddlers and Children

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

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

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

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

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

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

2 Based on 2021 Statistics Canada Census data.

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

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

Drop-in Sports Opportunities for Youth and Adults

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

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

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

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

PICK-UP HUB

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

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

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





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

INDOOR SKATEBOARDING POP-UP

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

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

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

Walking Programs for Adults and Seniors

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

Other Seniors' Programs

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

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

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

LONDON'S "SENIORS' SATELLITE" PROGRAMS

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

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



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

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

CLARINGTON'S 55+ ACTIVE ADULTS PROGRAM DIRECTORY

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

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

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

RECOMMENDATIONS



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

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

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

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

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

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

4.4.4 Geographic Programming Gaps

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

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

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

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

RECOMMENDATION

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

4.4.5 Accessible Programming

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

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

MAGNUS CARDS

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

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

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

WASCANA PARK ACCESSIBILITY PROJECT

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

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

SAFARI WALKING GROUP

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

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

SENSORY SWIMS, SKATES, AND KITS

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

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

RECOMMENDATIONS

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

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

Affordable Programming

A few drop-in programs currently provide low-cost recreation opportunities without requiring upfront payment for a full session package, offering greater flexibility for individuals with limited disposable income. These include aquafitness, badminton, tennis, pickleball, public skates, public swims, and ice programs (e.g., shinny, stick and puck, ticket ice). Kawartha Lakes also has an abundance of outdoor opportunities for self-directed recreation that are free or low-cost, such as hiking, skateboarding, paddling, disc golf, and beach volleyball (see Appendix A for additional examples).

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

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

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

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

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

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

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

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

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

SOUTH DUNDAS SPORTS EXPANDED EQUIPMENT LENDING LIBRARY

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

RECOMMENDATION

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

Programming for Girls/Women in Sports

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

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

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

RECOMMENDATIONS

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

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



5.0 Recreation Facilities

5.1 Introduction

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

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



5.2 What We Heard

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

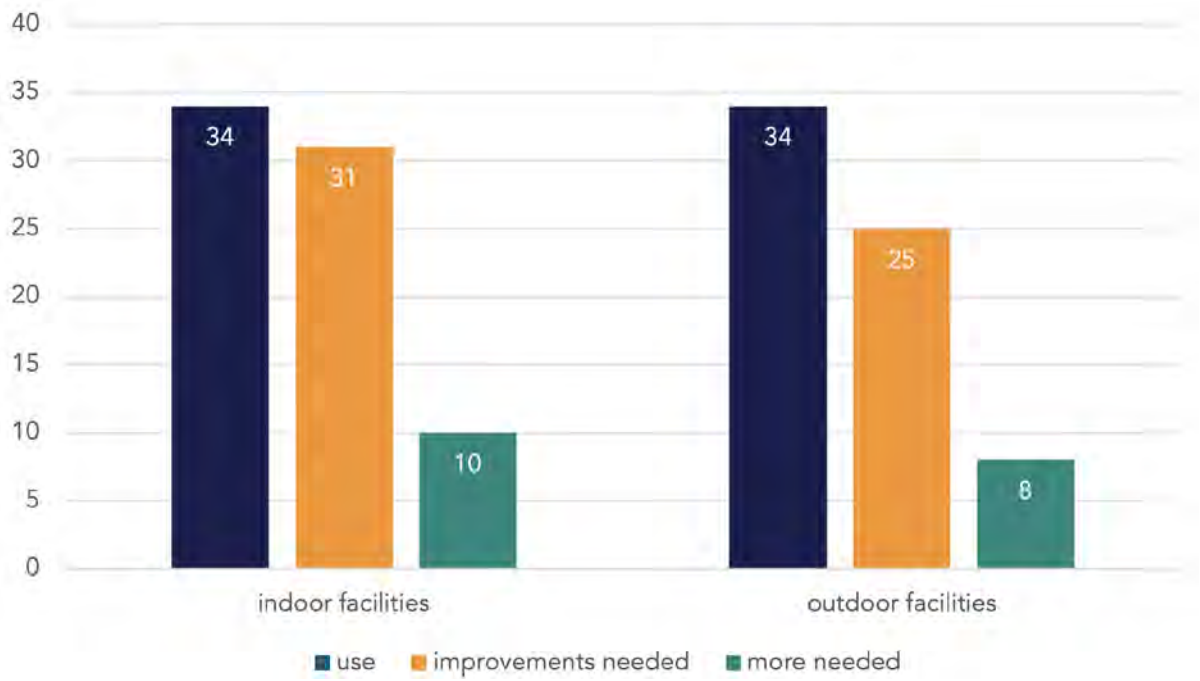


Figure 5-1: Percent of Random Survey Respondents Using Facilities and Indicating Improvements or More Are Needed

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

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

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

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



5.3 Key Considerations

Aging Facilities

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

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

Legacy Supply

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

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

Future Facility Distribution

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

Alternatives to Municipal Supply

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

Summary of Key Considerations

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

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

5.4 Indoor Facilities Assessment

5.4.1 Overview of Supply, Distribution and Community Interest

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

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







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

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

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

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

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

Table 5-2: Non-municipal Indoor Facility Supply

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

*same location

5.4.2 Ice Pads

Assessment Variables

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

Facility Supply Requirements

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

Winter Ice

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

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

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

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

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

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

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

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

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

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

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

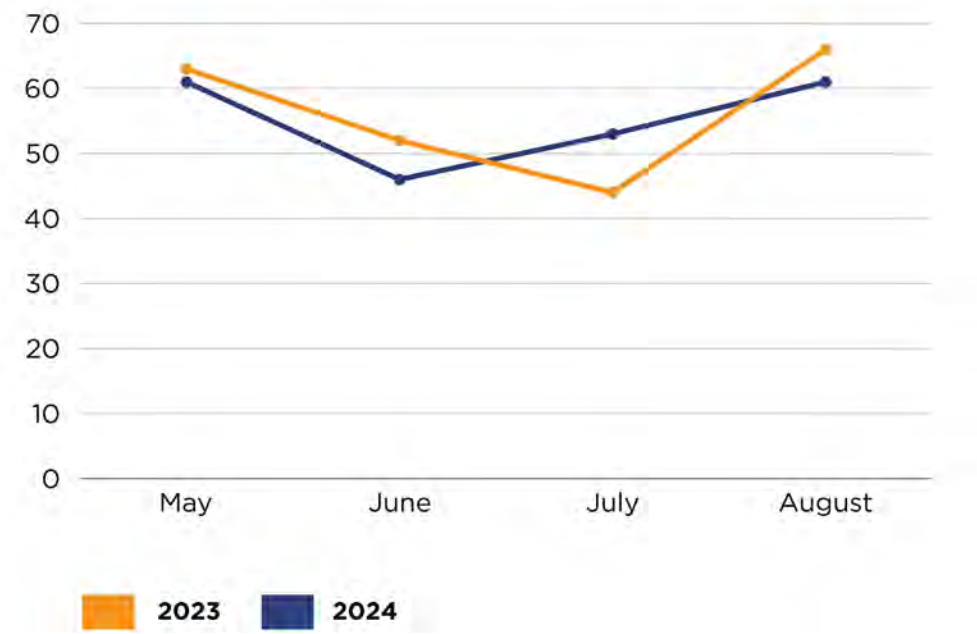
1 based on municipality indicating that no more use can reasonably be accommodated

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

Summer Ice

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

Figure 5-2: Summer Ice Use 2023 and 2024



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

Floor Use

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

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

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

Future Facility Provision

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

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

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

Previous studies prepared by the municipality have recommended replacing old single ice pads with twin pad facilities to leverage the cost and programming efficiencies associated with larger arenas. The Strategic Plan supports this service direction for both facility replacement and future new ice pads. Table 5.5 outlines the five arena-based hubs to consider for future facility development. It assumes that the LRC twin pad arena will continue to serve the community in its current capacity. Therefore, collectively there will potentially be five hubs to serve Kawartha Lakes (LRC existing, plus four to be developed).

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

Table 5-5: Proposed Arena-Based Hubs

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

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

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

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

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

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



Confirming Future Provision of Ice Pads

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

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

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

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

Contextual Factors for Arena Development in Kawartha Lakes

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

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

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

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

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

RECOMMENDATIONS

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

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

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

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

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

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

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

5.4.3 Gymnasiums

Assessment Variables

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

Facility Supply Requirements

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

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

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

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

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

Future Facility Provision

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

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

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

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

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

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

rental November to April)

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

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

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

RECOMMENDATIONS

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

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

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

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

5.4.4 Fitness Facilities

Assessment Variables

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

Facility Supply Requirements

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

Future Facility Provision

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

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

RECOMMENDATIONS

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

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

1 Watson & Associates Economists Ltd.

5.4.5 Track

Assessment Variables

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

Future Facility Provision

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

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

RECOMMENDATIONS

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

5.4.6 Squash Courts

Assessment Variables

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

Facility Requirements and Future Provision

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

RECOMMENDATIONS

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

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

5.4.7 Pools

Assessment Variables

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

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

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

Table 5-6: Indoor Pools in Kawartha Lakes

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

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

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

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

Future Facility Provision

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

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

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

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

Forbert Memorial pools, and required improvements should be implemented.

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

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

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

RECOMMENDATIONS

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

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

5.4.8 Multi-purpose Rooms

Assessment Variables

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

Facility Supply Requirements

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

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

Municipal Community Rooms

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

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

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

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

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

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

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

Future Facility Provision

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

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

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

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

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

Not-for-Profit Community Rooms

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

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

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

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

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

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

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

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

Facility Management and Operations

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

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

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

- preparing and submitting an annual report to Council

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

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

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

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

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

Summary

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

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

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

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

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

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

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

RECOMMENDATIONS

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

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

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

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

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

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

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

5.5 Outdoor Facilities Assessment

5.5.1 Overview of Supply, Distribution and Community Interest

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

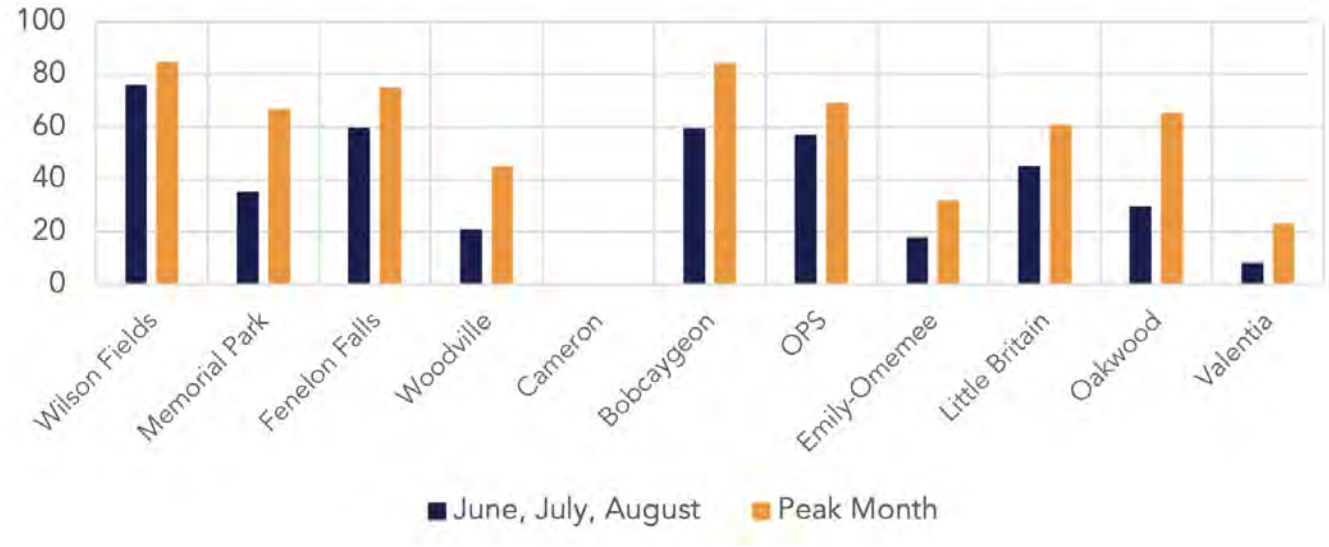


Figure 5-3: Percent Weeknight Prime Time Ball Diamond Use 2024 by Location

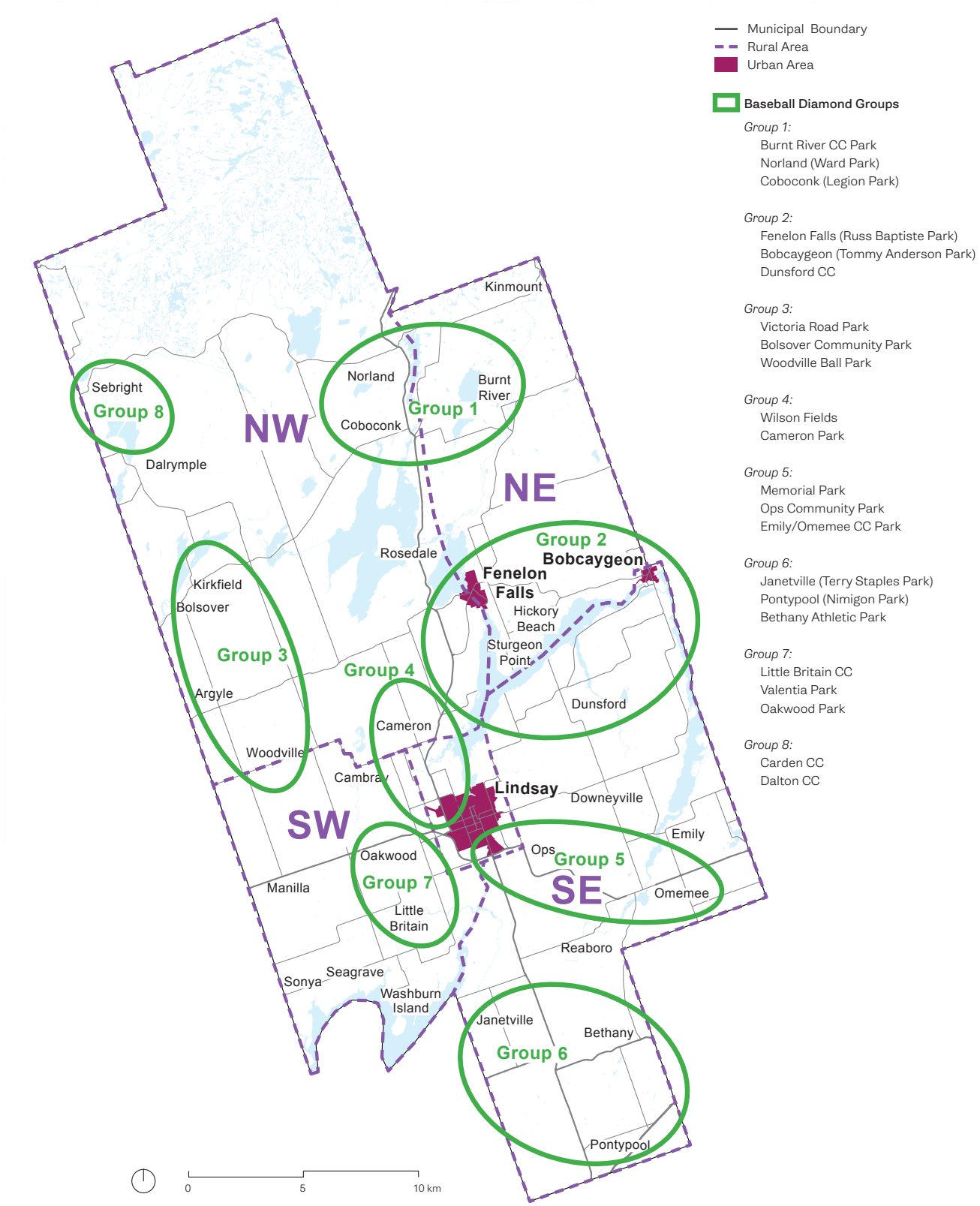


Figure 5-4: Ball Diamond Groupings for Assessment

Group 1: Coboconk and Area

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

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

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

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

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

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

Group 2: Fenelon Falls and Bobcaygeon Area

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

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

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

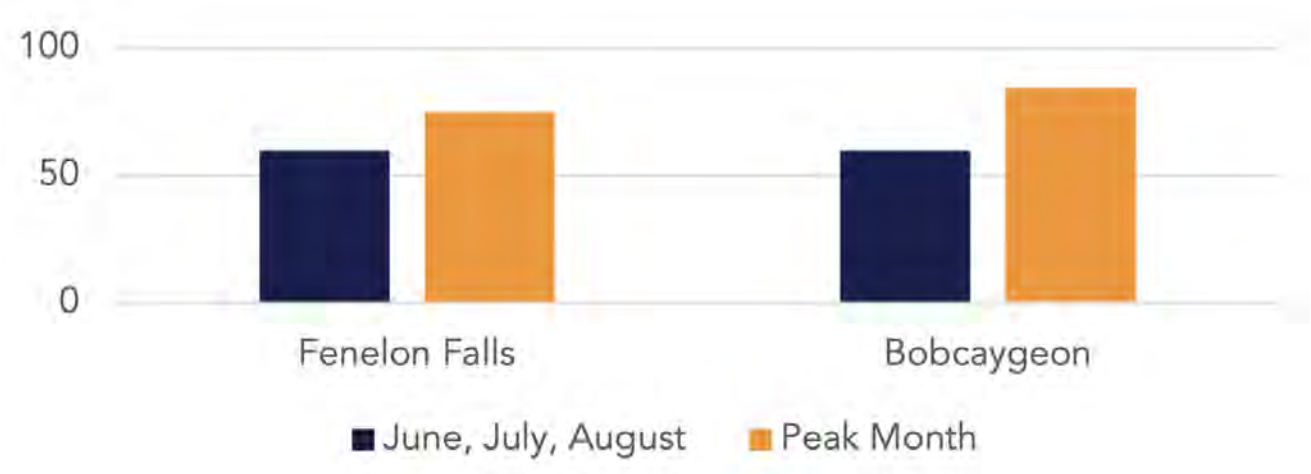


Figure 5-5: Group 2 - Percent Weeknight Prime Time Ball Diamond Use 2024

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

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

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

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

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

Group 3: Kirkfield and Area

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

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

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

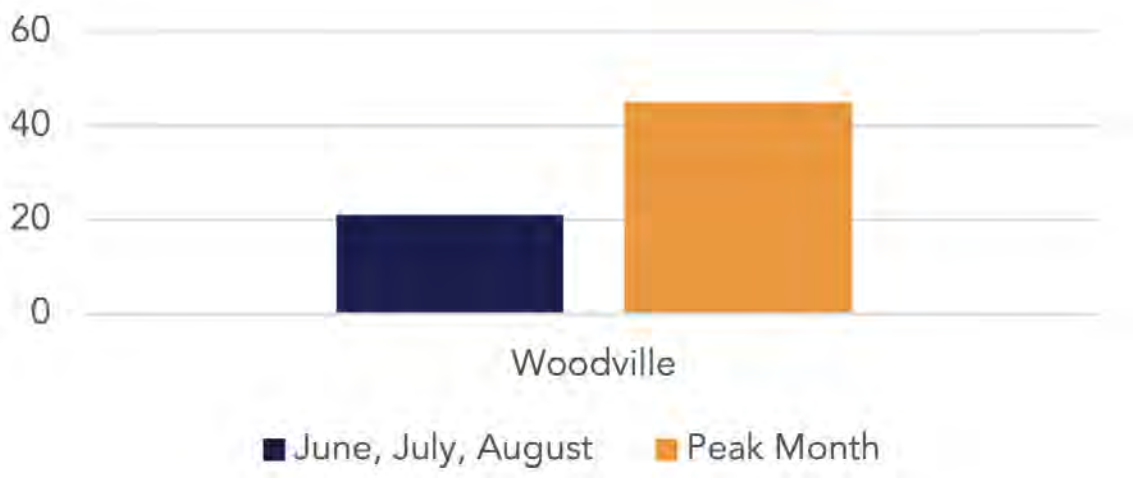


Figure 5-6: Group 3 - Percent Weeknight Prime Time Ball Diamond Use 2024

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

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

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



Woodville Baseball Diamond

Group 4: Northwest Lindsay

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

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

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

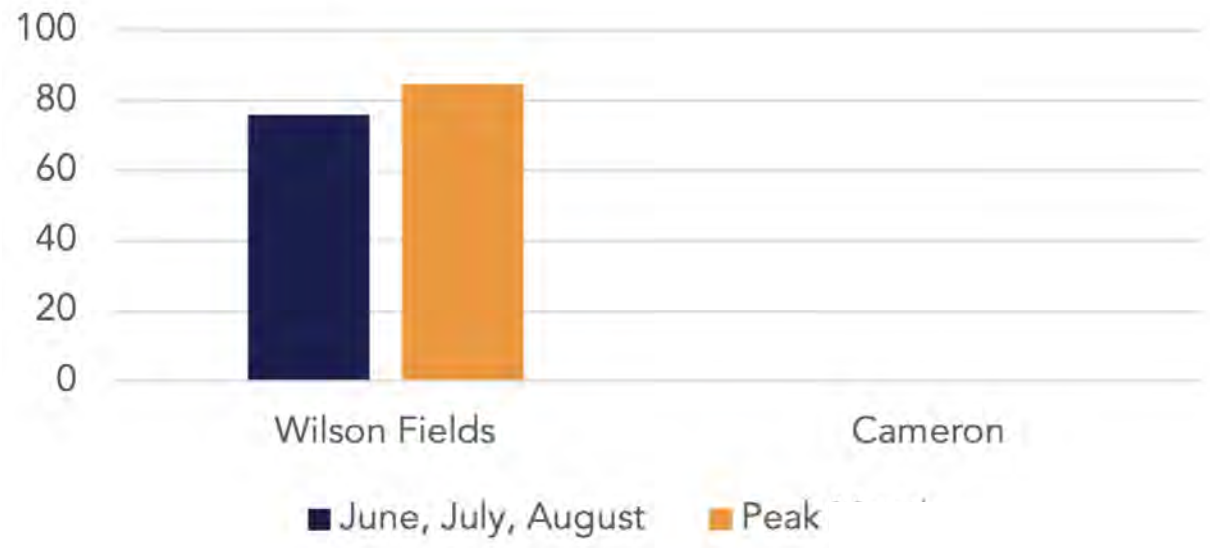


Figure 5-7: Group 4 - Percent Weeknight Prime Time Ball Diamond Use 2024

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



Wilson Fields Baseball Diamond

Group 5: Southeast Lindsay

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

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

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

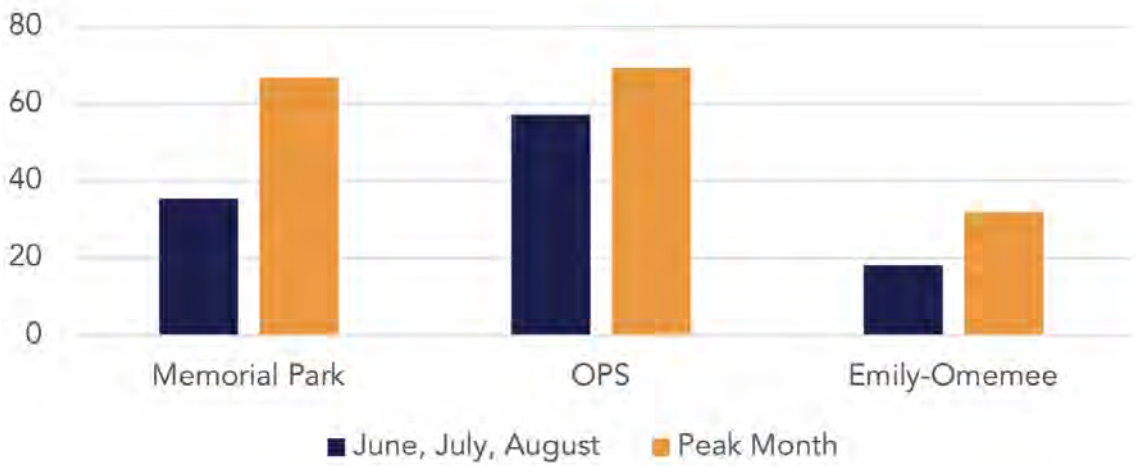


Figure 5-8: Group 5 - Percent Weeknight Prime Time Ball Diamond Use 2024

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

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

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

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

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

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

Group 6: Pontypool and Area

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

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

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

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

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

Group 6: Little Britain and Area

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

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

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

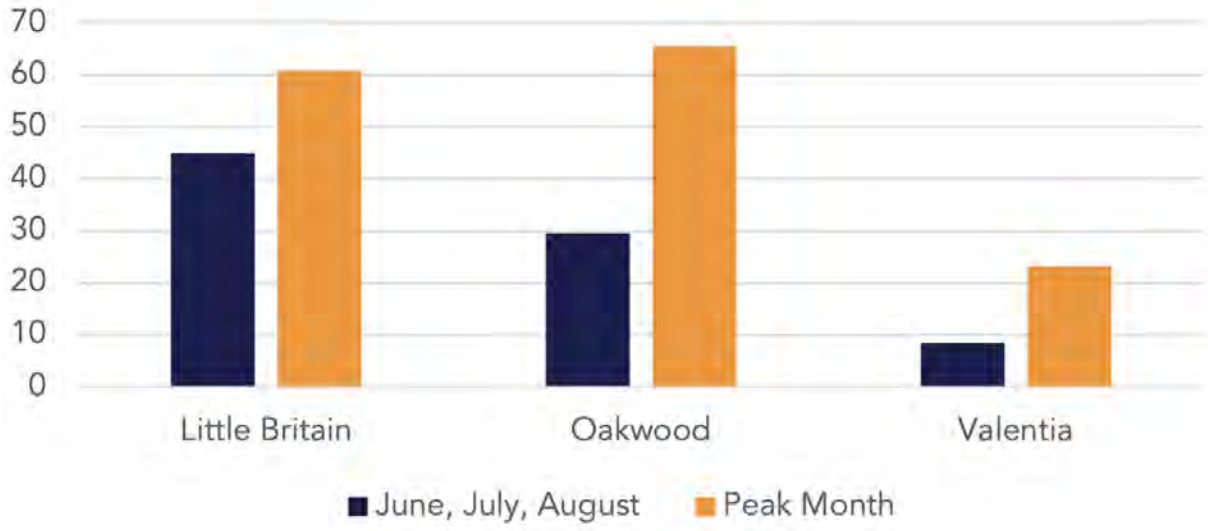


Figure 5-9: Group 7 - Percent Weeknight Prime Time Ball Diamond Use 2024

Group 8 - Sebright

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

Table 5-17: Ball Diamond Group 8 - Sebright

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

Operations to Optimize Use of All Diamonds

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

Prime-time

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

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

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

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

User Fees

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

1 Excludes Cameron, which was not used.

RECOMMENDATIONS

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

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

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

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

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

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

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

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

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

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

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

5.5.3 Athletic Fields

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

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

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

Source: Open letter to community from Kawartha Lakes Soccer Club



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Lindsay North and South

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

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

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

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

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

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

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

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

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

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

West

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

North

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

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

Operations to Optimize Use of All Athletic Fields

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

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

RECOMMENDATIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5.5.4 Cricket Field

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

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

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

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

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

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

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

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

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

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

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

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

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

RECOMMENDATIONS

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

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



5.5.5 Tennis and Pickleball Courts

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

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

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

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

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

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

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

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

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

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

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

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

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

Future Facility Provision

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

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

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

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

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

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

RECOMMENDATIONS

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

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

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

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

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



5.6 Facility Allocation

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

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

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



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

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

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

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

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



5.6.1 Ball Diamond Allocation

Continuing with examples, for all facilities there is:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5.6.2 Ice

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

Season of play:

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

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

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

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

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

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

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

5.6.3 Casual-Use Outdoor Facilities

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

Key components of these protocols include:

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

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

RECOMMENDATIONS

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

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

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

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

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

5.7 Facility Agreements

5.7.1 Tennis and Pickleball Clubs

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

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

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

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

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

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

5.7.3 Fleming College

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

5.7.4 School Boards

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

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

RECOMMENDATIONS

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

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

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

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

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

5.8 Inclusive Facility Design

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

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

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

5.8.1 Inclusive Multi-sport Courts

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

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

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

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

Supported sports including:

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

JUMPSTART INCLUSIVE PLAY SPACES

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

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



5.8.2 Inclusive Ball Fields

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

5.8.3 Para Hockey Ice Rinks

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

FIELD OF DREAMS DIAMONDS

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

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

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

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

RECOMMENDATIONS

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