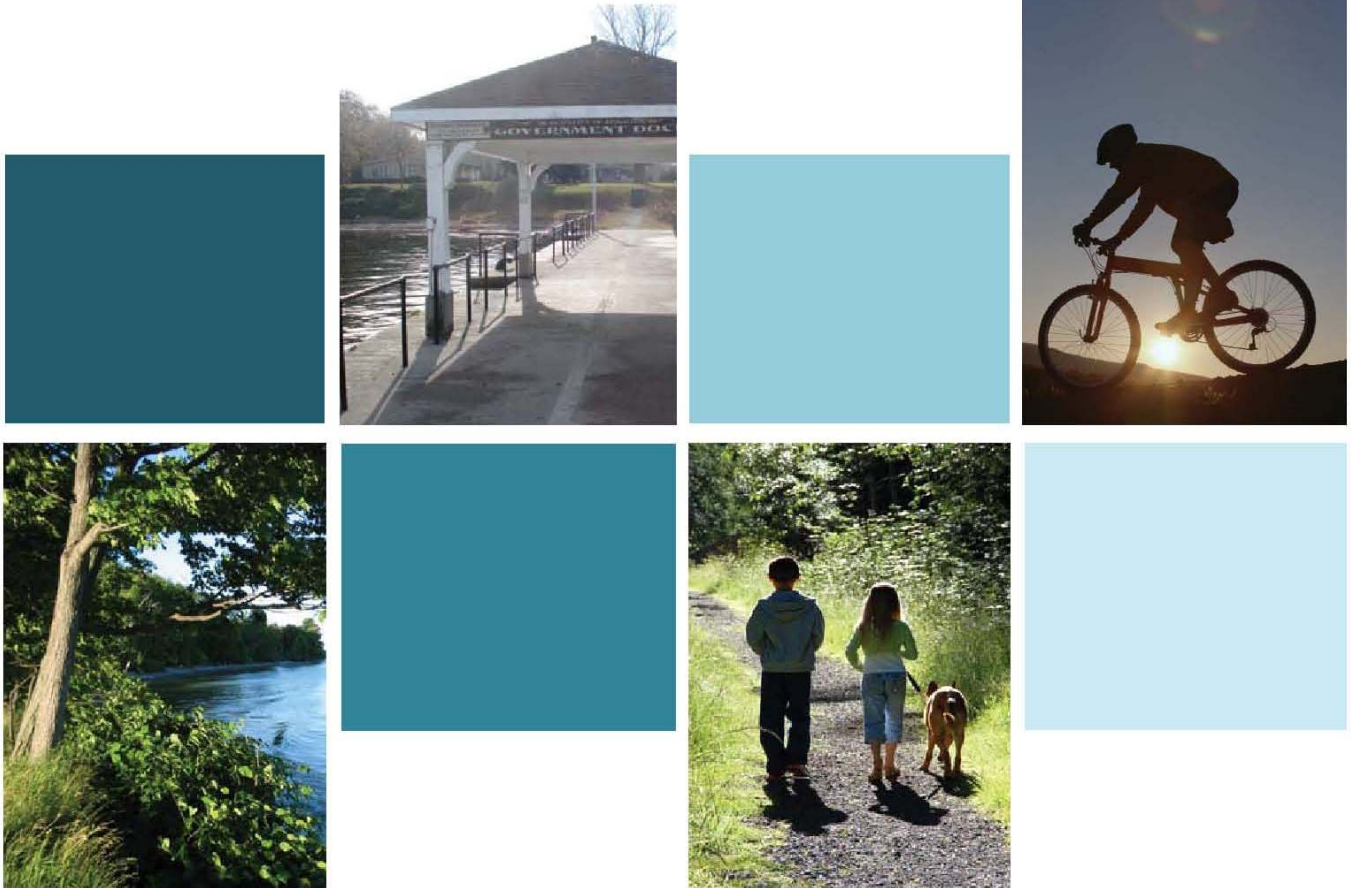


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Volume 2: The Vision Plan



Vision for Recreation, Trails and Green Space



mehak, kelly & associates inc.

September 13, 2010

Municipality of Brighton

Vision for Recreation, Trails and Green Space

Volume 2 – The Vision Plan

Submitted by:

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Vol. 2 of 2

DRAFT

September 13, 2010

TABLE OF CONTENTS

| | | |
|------------|--|----------------|
| | Summary of Recommendations | i – xii |
| 1.0 | A Vision-Driven Role for the Municipality of Brighton Parks and Recreation Department | 1 |
| 1.1 | Trends in the Role and Function of Municipal Parks and Recreation Services | 1 |
| 1.2 | Vision for Parks and Recreation Services | 3 |
| 1.2.1 | Strategic Plan Vision | 3 |
| 1.2.2 | Recreation, Trails and Green Space Principles | 3 |
| 1.3 | Implications for the Form and Delivery of Municipal Parks and Recreation Services in Brighton | 4 |
| 2.0 | Indoor Facilities | 6 |
| 2.1 | Sport and Recreation Facilities | 6 |
| 2.1.1 | Overall Direction | 6 |
| 2.1.2 | Indoor Sports and Recreation Facilities Assessment | 6 |
| 2.1.3 | Indoor Sports and Recreation Facilities Recommendations: | 9 |
| 2.2 | Arts and Culture Facilities | 10 |
| 2.2.1 | Overall Direction | 10 |
| 2.2.2 | Arts and Culture Facilities Assessment | 10 |
| 2.2.3 | Arts and Culture Facilities Recommendations: | 12 |
| 3.0 | Outdoor Facilities | 13 |
| 3.1 | Scheduled Outdoor Facilities | 13 |
| 3.1.1 | Overall Direction | 13 |
| 3.1.2 | Scheduled Outdoor Facilities Assessment | 13 |
| 3.1.3 | Scheduled Outdoor Facilities Recommendations: | 15 |
| 3.2 | Unscheduled Outdoor Facilities | 16 |
| 3.2.1 | Overall Direction | 16 |
| 3.2.2 | Unscheduled Outdoor Facilities Assessment | 16 |
| 3.2.3 | Unscheduled Outdoor Facilities Recommendations | 18 |

| | | |
|------------|--|-----------|
| 4.0 | Programs and Activities | 19 |
| 4.1 | Policy Context | 19 |
| 4.2 | Overall Direction | 19 |
| 4.3 | Assessment of Program and Activity Needs | 20 |
| 4.3.1 | Future Municipal Role | 20 |
| 4.3.2 | Program and Activity Opportunities | 21 |
| 4.3.3 | Program and Activity Distribution | 26 |
| 4.3.4 | Publicity and Promotion | 27 |
| 4.3.5 | Program Design, Development and Evaluation | 28 |
| 4.4 | Program and Activity Recommendations | 30 |
| 5.0 | Parks, Green Space and Trails | 32 |
| 5.1 | Park Planning | 32 |
| 5.1.1 | Policy Context | 32 |
| 5.1.2 | Overall Direction | 32 |
| 5.1.3 | Parkland Needs Assessment | 33 |
| 5.1.4 | Park Development / Re-development | 37 |
| 5.1.5 | Cash-in Lieu of Parkland Dedication | 37 |
| 5.1.6 | Disposition of Surplus Lands | 38 |
| 5.1.7 | Park Planning Recommendations: | 38 |
| 5.2 | Green Space Management and Environmental Protection | 40 |
| 5.2.1 | Policy Context | 40 |
| 5.2.2 | Overall Direction | 40 |
| 5.2.3 | Green Space Management Recommendations | 42 |
| 5.3 | Trails Planning | 42 |
| 5.3.1 | Policy Context | 42 |
| 5.3.2 | Overall Direction | 43 |
| 5.3.3 | Trails and Cycling Route Opportunities | 43 |
| 5.3.4 | Trail Recommendations | 48 |

| | | |
|------------|---|-----------|
| 6.0 | Municipal Recreation and Tourism | 50 |
| 6.1 | Policy and Planning Context | 50 |
| 6.2 | Overall Direction | 50 |
| 6.3 | Recreation and Tourism Discussion | 51 |
| 6.4 | Recreation and Tourism Recommendations | 51 |
| 7.0 | Implementation Strategy | 52 |
| 7.1 | Policies | 52 |
| 7.1.1 | Overview | 52 |
| 7.1.2 | Accessibility | 53 |
| 7.1.3 | Volunteer Support | 55 |
| 7.1.4 | Facilities | 59 |
| 7.1.5 | Policy Recommendations | 60 |
| 7.2 | Procedures | 61 |
| 7.2.1 | Overview | 62 |
| 7.2.2 | Service Planning, Monitoring and Evaluation | 62 |
| 7.3 | Partnerships | 65 |
| 7.3.1 | Overview | 65 |
| 7.3.2 | Types of Partnerships | 66 |
| 7.3.3 | Asset-based Objectives in Partnership Development | 66 |
| 7.3.4 | Procedures Recommendations | 69 |
| 7.4 | Funding | 70 |
| 7.4.1 | Overview | 70 |
| 7.4.2 | Funding Programs | 70 |
| 7.5 | Capital and Operational Budget Implications | 73 |
| 7.5.1 | Capital Conservation | 73 |
| 7.5.2 | New Outdoor Facilities / Trails / Park Improvements | 74 |
| 7.5.3 | Waterfront Public Open Space Improvements | 74 |
| 7.5.4 | Maintenance and Operations | 74 |
| 7.5.5 | Capital and Operational Budget Recommendations | 75 |
| 7.6 | Priorities, Phasing and Costs | 76 |
| 7.6.1 | Phasing | 76 |
| 7.6.2 | Assumptions for the Implementation Program | 76 |

List of Tables

Table 4.1: Indoor Program/Activity Examples
Table 4.2: Outdoor Program/Activity Examples
Table 5.1: Parks and Open Space Classifications
Table 7.1: Types and Parameters of Funding
Table 7.2: Information Needs for Scheduled Facilities Planning
Table 7.3: Information Needs for Program Planning
Table 7.4: Funding Programs
Table 7.5.1: Implementation Program – Indoor / Outdoor Facilities
Table 7.5.2: Implementation Program – Parks, Trails and Green Space

List of Appendices

APPENDIX A

Additional Resources for Affordability Policy and Program Development

APPENDIX B

Trails / Cycling Routes Opportunities Maps (separate PDF files)

- Municipality of Brighton
- Brighton Urban Area

Summary of Recommendations

Indoor Sports and Recreation Facilities Recommendations (p.9)

Indoor Pool

- 1** *The Municipality cannot reasonably support an indoor pool, and should not provide equipment-intensive fitness facilities.*

Arena

- 2** *In anticipation of the need to replace the arena, prepare an indoor facilities feasibility study to determine needed facility components in a twin pad arena, the potential to incorporate a curling rink as part of a of the complex, and the need for other complementary facilities such as a multi-purpose municipal gym, meeting space new multi-purpose program space, and designated space for community arts, culture and heritage programming.*

The feasibility study will determine the required facilities, outline a preliminary space program and a preferred combination/configuration, to establish an overall building size and footprint.

Location and site options should be included as part of the feasibility study, and consider:

- as a first preference, the feasibility of developing a recommended facility at King Edward Park, including any opportunities for site expansion, and/or re-organization and redevelopment of the site facilities.*
- potential need to find an alternate site for indoor facility development, and community program and meeting space.*

Community Program / Meeting Space

- 3** *The Municipality should also consider the plans of other public agencies such as the Library Board, in terms of the potential to partner in the provision of community small program and meeting space.*

Arts and Culture Facilities Recommendations (p.12)

Community Arts and Culture Centre

- 4** *The feasibility study discussed in Recommendation 2 above should incorporate an investigation of need for facilities to also support community arts, culture and heritage programming. In the longer term a separate study will be required to determine facility needs and the appropriate scale for a separate, dedicated community arts and culture centre for Brighton. The need for Municipal archives, and community-serving*

meeting space, should also be considered as part of this study. (Note: Assumes the preparation of a Heritage Master Plan, as per direction in the OP, as input to heritage-related facility needs for archives).

Arts, Culture and Heritage Planning Workshop

- 5** *In anticipation of recommended feasibility studies, the Municipality of Brighton should sponsor a professionally facilitated Planning Workshop with all arts, culture and heritage program/service groups/individuals in the community to establish a comprehensive, current picture of service providers, services provided and the manner in which these are delivered; to establish a preliminary list of needs/interests for facilities/support from the Municipality, and providers' capacity to contribute to future program and service development in arts, culture and heritage.*

Integration with Library Services

- 6** *While the Library Board is responsible for administering studies related to future library services, we recommend that these investigations include consideration of community-wide need for complementary small program and meeting space, and heritage archives.*

Scheduled Outdoor Facilities Recommendations (p.15)

Soccer Fields

- 7** *One new soccer field for league activity should be provided during the term of the Vision. An appropriate level of supply for 2010 is 7 fields or 1 for every 1,572 population (11,005/7). Population growth to 13,068 will require one more unlit field, or a total of 8 for league activity, which should be provided by redeveloping the northern most ball diamond at Codrington Community Centre into a permanent soccer field, at the end of the planning period. Upon completion of the ENSS field, all fields used for league activity should be monitored to confirm actual use and timing of Codrington field redevelopment.*

Ball Diamonds

- 8** *No new ball diamonds should be provided during the term of the Vision. Actual use of existing fields should be monitored to identify opportunities to provide more, preferred time to users through alternate scheduling.*

Tennis Courts

- 9** *No additional courts are required during the term of the Vision. Actual use of the courts should be monitored.*

Lawn Bowling Green

10 *No additional lawn bowling greens are required during the term of the Vision.*
Unscheduled Outdoor Facilities Recommendations (p.18)

Spray Pad

11 *Provide a spray pad for waterplay, as planned by the Municipality, and locate it at King Edward Park.*

Self-directed / Casual Facilities

12 *Expand the supply of basketball/multi-purpose playing courts, an outdoor skating rink, "playgrounds" for seniors, fitness stations along trails, etc.*

13 *Retain scrub fields for casual play.*

Skatepark

14 *As a long-term project associated with the discussion on the future of major facilities at King Edward Park (arena and curling rink) consider developing a larger, more permanent skateboard park to expand opportunities to youth to be active in an area that continues to be popular among children and teens.*

Program and Activity Recommendations (p.30)

Municipality's Role in Program/Activity Development and Provision

15 *The Municipality of Brighton should adopt a leadership role in program/activity development and coordination to enhance the supply of programs/services within the community. It will continue to be a **facilitative role**, as per the current situation in the provision of municipal infrastructure, in relation to that of other providers (e.g., YMCA, volunteers, School Board, Conservation Authorities). It will, however, be an expanded, pro-active role and will assume leadership for community program/activity development and support. In this role, the Municipality will be responsible for identifying community needs, negotiating with providers the appropriate arrangements to meet them, and evaluating the success of programs and services.*

Program and Activity Opportunities

16 *There is considerable potential for growth in indoor and outdoor structured programming, and in indoor and outdoor unstructured/self-directed activities. Key areas for program/activity development are active, indoor programming; fitness/wellness; outdoor and nature-based activities - active, environmental and stewardship-oriented; arts, culture and heritage.*

All age groups can benefit from expanded services in the key areas identified. Initial efforts in the Municipality of Brighton related to active and outdoor programming/activities, however, should be targeted to: children (including grandchildren); youth; families, which also engage children and youth; and older adults.

Program/Activity Distribution

17 *Programs/activities should be better distributed throughout the Municipality to improve accessibility for everyone but especially for less mobile groups; to support community cohesion through travel to different parts for participation in different activities; and to make better use of available facilities, as follows:*

- *more programming at the Community Centre in King Edward Park – use multi-purpose spaces for programming, lobby area, arena ice-out period for more floor uses, wall space in lobby for art displays.*
- *increased variety, and more for other age groups at Codrington Community Centre*
- *use municipal park spaces throughout the community for outdoor programming, as appropriate; work with non-municipal park authorities to provide appropriate year-round outdoor programming in green spaces throughout the Municipality (support with facilities to accommodate outdoor activity - e.g., shelters, gazebos, warming stations, etc.)*
- *work with School Board to provide more programming at schools, and to increase access in outlying locations*

Publicity and Promotion

18 *Promote community awareness of existing and expanded facilities and programs/activity opportunities through:*

- *provision of a single on-line portal, updated by season by all participating providers in the Municipality (this initiative is underway through development of a new Municipal website) and a comparable single, annual publication with seasonal updates*
- *developing a newsletter – published on-line and printed to capture short-term initiatives and activities, and to update community on longer-term projects, build anticipation regarding upcoming events, etc.*
- *using social networking tools (e.g., Facebook, Twitter) to disseminate to larger/various audiences; important to capturing youth market*
- *evaluating effectiveness of communications, and identify information needs to encourage participation*
- *wide distribution of published material (e.g., maps of parks and trails, publications, newsletters) through partners in publication*
- *coordinated signage/wayfinding system, to complement ongoing Municipal initiatives in sign coordination.*

Design, Development and Evaluation

- 19** *The Municipality should consider opportunities to use current frameworks for positioning programs/activities (e.g., Playworks - Youth Friendly Communities; After School Initiatives; SOGO Active).*
- 20** *The Municipality should evaluate the success of programs/services and the effectiveness of its partnerships in achieving service objectives.*
- *coordinated signage/wayfinding system, to complement ongoing Municipal initiatives in sign coordination.*

Park Planning Recommendations (p.38)

Parkland Classifications

- 21** *Adopt a classification system for municipally owned or managed open space comprised of Neighbourhood Park, Community Park and Green Space, with criteria and development standards for each as outlined in the Vision for Recreation, Trails and Green Space.*

Parkland Standards

- 22** *Adopt an overall standard of 3.0 acres (1.2 ha.) /1000 population for the provision of Community Parks and Neighbourhood Parks. For the purposes of assessment, this standard pertains only to tableland parkland that can be developed for recreation purposes.*

Parkland Acquisition

- 23** *Continue to plan for the acquisition and development of additional neighbourhood parks in conjunction with new development using allowable policies under the Planning Act.*
- 24** *At the time of consideration of new major indoor / outdoor recreation facilities, consideration should be given to landbase requirements to support general Community Park purposes as well as specific facilities needs. This may include expansion of King Edward Park and / or a new site that can support consolidated facilities. (Refer to Facilities Summary)*
- 25** *In support of a connected and publicly accessible system of parks, waterfront and valleyland open space and an integrated trails network, the Municipality should examine and act on all reasonable opportunities to acquire additional green space lands using available means such as: allowable land dedications under the Planning Act; easements or agreements with private landowners; partnerships; or outright purchase.*

Parks Development / Re-development

- 26** *To the greatest extent possible, and subject to space considerations, all suitable parks with potential to serve neighbourhood or community functions should be fully developed over time and provide opportunities for multiple types of activities (e.g. sitting and relaxing, picnicking, nature enjoyment, unstructured outdoor play, sports, outdoor programs) to encourage maximum use and enjoyment of these municipal resources by residents and visitors.*
- 27** *The development of new parks and redevelopment of existing parks and open space should be undertaken through a Master Plan process that addresses: a program of uses, spatial / analysis, physical and natural constraints and opportunities, and relationships among park activity areas, and adjacent lands. The Plans should be undertaken using a consultative process with local residents for whom the park is intended to serve. This provides for public input into the planning of facilities, and allows for the consideration of the functional design and aesthetic qualities of a park.*
- 28** *Community partnerships with organized groups that can assist in fund-raising should be considered for park redevelopment, particularly where specialized types of facilities or expectation of standards that fall outside of an identified Municipal standard are requested (see Recommendation 51).*

Parkland Policies

- 29** *Develop a strategy for determining when to take cash in lieu of parkland, based on criteria outlined in the Vision Plan.*
- 30** *Consider the development of a strategy for use and prioritization of cash-in-lieu (park reserve fund) to ensure that adequate funds are available to meet future parkland acquisitions as the need or opportunity arises, including: Neighbourhood Parks to serve new development areas (where consolidation of dedications is required); a future new Community Park (as indicated by facilities needs); acquisition of open space for trails planning or environmental purposes (where not protected by Planning policy).*
- 31** *Prepare an inventory of vacant municipally-owned lands noting size, location, attributes and current uses and functions. The lands should be evaluated to determine what value and role they currently or might play within the parks and municipal open space system, and failing that what commercial market value (if any) they might have if declared surplus to municipal needs. For lands acquired for parks purposes, the Municipality should develop a policy to direct the use of the proceeds of disposition and should consult with the community prior to any disposition.*

Green Space Management Recommendations (p.42)

Protection and Use of Natural Areas

32 *The Municipality should continue to work cooperatively with public agencies and private landowners toward the protection of environmental resources and to secure public access for appropriate recreational activities in locations that are environmentally sustainable, and in a manner that is consistent with ecological objectives. This may vary depending on the circumstances of the location and may include: securing by way of development agreement or parkland dedications; purchase of land parcels in whole or in part; establishment of easements or management and use agreements with landowners; or management on behalf of another public agency in return for community access, etc.*

Environmental Best Practices

33 *The Municipality should implement practices for the management and maintenance of parks and open space areas in a manner consistent with environmental protection and enhancement objectives. This may include: habitat creation and enhancement initiatives through reduced mowing or naturalization; use of native plant material; and use of environmentally friendly materials and practices in the procurement and use of materials and equipment. For naturalization and habitat enhancement initiatives, initially one or two candidate sites within the parks system could be considered for implementation, using sites adjacent to natural environment areas.*

Trail Recommendations (p. 48)

Brighton Urban Area Trails

34 *Continue efforts to develop the Butler Creek Trail. An initial development priority for the term of the Vision Plan is the extension of the trail from its existing terminus northward to Proctor Park. Future extensions of the trail should consider a design standard that supports multi-use.*

35 *For the Butler Creek Trail project, and all trails development initiatives, the following steps are recommended, prior to implementation:*

- *work with local landowners, and regulatory agencies to secure any needed land or agreements to support the trail corridor (identifying road-based route alternatives around missing links);*
- *undertake a **Preliminary Planning and Design Feasibility Study** to identify local physical conditions, confirm the trail route, identify approvals and permits, and develop preliminary design plans and cost estimates to inform capital budget allocation and phasing;*
- *Prepare **Construction Drawings and Contract Documents** for tender, including drawings, details, specifications, pre-tender cost estimates; and contract*

documents. This could be undertaken as the second stage of a singular project but would likely be phased over multiple projects and tenders to align with timing of land securement and budget allocation.

- 36** *If it is intended that the Ontario Street and Cedar Street pathways were designed to be used as multi-use facilities, they should be clearly marked as such using signage.*
- 37** *New development areas should include provisions for sidewalks and / or multi-use trails to promote walkability, with links to the existing system.*
- 38** *Undertake a preliminary planning and design study to investigate ways to improve the Presqu'île Parkway section of the Waterfront Trail, from Ontario Street to Presqu'île Park for pedestrians and cyclists. The study should address options and alternatives, technical feasibility, preliminary design and project costs for budget allocation purposes. Preliminary discussions suggest that options to be considered, as conditions permit, would include:*
- a) developing a properly constructed trail within the right of way (permeable asphalt, other hardened surface or compacted limestone fines / stone dust surfacing) for pedestrians only; and,*
 - b) retaining cycling in a shared lane with vehicles, or paving and marking a shoulder for cycling (as along Harbour Street); or*
 - c) developing a combined off-road, hard surfaced multi-use trail in the road right of way.*
- 39** *In collaboration with the Northumberland County Cycling Master Plan initiative, and investigations for improvement of the Presqu'île Parkway trail, rationalize and sign a clear cycling route linking the downtown to the waterfront and Presqu'île Park using the multi-use pathway and / or on-road routes. The review should also include consideration of how to achieve a safe pedestrian crossing at the intersection of Ontario Street and Presqu'île Parkway between the Presqu'île Parkway trail and the Ontario Street pathway.*
- 40** *In conjunction with the Walkable and Cycleable Community initiative, identify and sign a walking / cycling route between the Ontario Street Pathway and Proctor Park, using local roads and the sidewalk system. Consider integration of a tour through the historic neighbourhoods using signage and / or maps.*

Municipality-wide Trails

- 41** *Collaborate with the County of Northumberland, local cycling organizations, and adjacent municipalities to confirm, sign and / or develop a user map for a series of road-based cycling routes that complete circuits between the following destinations (as one or more routes):*
- Brighton Urban Area to Codrington*
 - Brighton Urban Area to Goodrich Loomis Conservation Area*

Volume 2: The Vision Plan

DRAFT

- *Brighton segment of any identified Northumberland County cycle tour (as part of the Cycling Master Plan initiative).*
- 42** *Encourage the County of Northumberland to consider and develop facilities for cyclists such as widened lanes or paved shoulders along identified cycling routes at the time of road improvements or reconstruction. This would include consideration of improving cycling safety along County Road 30 and Prince Edward Street, when opportunity and funds permit (e.g. at time of road improvements). This should also be a consideration for discussion with MTO at such time as bridge reconstruction at Highway 401 occurs.*
- 43** *Work with the County in its efforts to engage cycling organizations, advocacy groups, police services, and others in the development and delivery of a community education program that educates on cycling awareness and safe cycling practices (one of the objectives of the County Cycling Master Plan).*

Recreation and Tourism Recommendations (p.51)**Recreation and Tourism**

- 44** *The potential for community recreation programs/activities to also attract visitors should be a consideration in program/activity development and delivery. It should not, however, drive the agenda and, if tourism objectives are to be simultaneously met, there should be some designated economic development funding for this aspect of the program/service.*
- 45** *Develop a map and brochure for online and print use, to promote Brighton recreation facilities, heritage resources, parks and trails to residents and visitors (see Rec. 17).*

Policy Recommendations (p.60)**Affordability**

- 46** *The Municipality of Brighton should develop and adopt a policy on service affordability, as described in the Provincial framework. Its role as leader in future program/service development will require the Municipality to spearhead initiatives in this area, to work with community partners to ensure that participation fees are designed within the larger "affordability" framework, and to consider the implications of compliance to the Provincial directives for future funding eligibility.*

User Fees

- 47** *The Municipality of Brighton should develop and adopt a user fee policy based on clear cost recovery objectives. The policy should position user fees to recover a consistent, specified portion of municipal costs to support desired levels of service without unduly restricting community access to services. This policy should be developed within the larger framework of affordability, and should incorporate the Municipality's existing Free Facility User Policy.*

Community Affiliation

- 48** *The Municipality of Brighton should develop and adopt a community affiliation policy to institute a formal, staff-administered process whereby community groups apply to, and register with, the Municipality to become eligible for municipal, in-kind assistance to support their programs, activities or services. Funding is made available through a separate Community Funding Policy.*

Special Event Liability Insurance Policy

- 49** *In view of increasing risk management concerns and growth in community-based special event programming that uses municipal facilities, The Municipality of Brighton should develop and adopt a special event liability insurance policy to outline the requirements for liability insurance for various categories of special events.*

Community Funding Policy

- 50** *The Municipality of Brighton should prepare and adopt a Community Funding policy to outline the parameters and criteria under which it is prepared to make a one-time investment in a facility, program or service that is in keeping with its service standards and meets its objectives in providing community recreation services.*

General Facility Allocation

- 51** *A facility allocation policy, similar to the existing ice allocation policy, should be developed and adopted to ensure time across all facilities is allocated in a fair and equitable manner to users, while ensuring that facilities are used to support Municipal objectives related to program/activity development.*

Development Standards for All Core Facilities

- 52** *The municipality should define standards of service for all recreation facilities within its core mandate to help guide decisions regarding the types of projects in which the municipality will invest, and the appropriate way to go about supporting requests of community groups for financial assistance.*

Procedures Recommendations (p.69)

Service Planning, Monitoring and Evaluation

- 53** *The Municipality of Brighton should implement service planning, monitoring and evaluation processes to ensure that community needs and interests are regularly reviewed, service provision is in line with confirmed demand, the performance of services in meeting objectives is measured, and feedback is incorporated in future planning. Well documented planning processes and information will also provide firm support for funding applications. As the leader in service development, the*

municipality should take responsibility for coordinating the participation of other providers in community-wide planning activities.

Partnerships

- 54** *The Municipality of Brighton should pursue partnerships within the corporation, and with external agencies, organizations, volunteers and the private sector to meet community needs for services in the most appropriate and efficient manner. This requires capitalizing on what each organization does best, to benefit all parties and the community. Examples of partnerships that offer the potential for growth/strengthening include those with the YMCA, Codrington Community Recreation Association, Brighton Arts Council, SOHO, Friends of Presqu'île, Lower Trent Conservation Authority, School Board, and Kawartha Pine Ridge District Health Unit. Partnerships are increasingly becoming pre-requisites for funding applications, which reinforces the importance of collaboration.*

Capital and Operational Budget Recommendations (p.75)

Capital Conservation

- 55** *The Municipality of Brighton should prepare and adopt an asset-based capital conservation policy to help ensure the availability of funds for major capital improvements to recreation infrastructure. The policy should base an annual allocation on existing and anticipated future financial capital expenditures related to all facilities, and the fund's adequacy should be monitored and evaluated.*

New Outdoor Facilities / Park Improvements

- 56** *Establish an annual budget to build a reserve fund for unstructured outdoor recreation facilities (e.g. basketball/multi-purpose playing courts, an outdoor skating rink, "playgrounds" for seniors, fitness stations along trails, etc.) For example 1 project every 2-3 years.*
- 57** *Establish an annual budget, in addition to the current parks maintenance budget, for minor parks improvement, e.g. benches, signage, beautification initiatives, and urban forest management, etc.*

Trails Development

- 58** *Establish an annual budget for trails development, with priority projects being the Butler Creek Trail, and the Presqu'île Parkway trail, allocation of which to be informed by preceding feasibility studies and detailed plans for specific projects.*

Waterfront Public Open Space Improvements

- 59** *Undertake improvements to the waterfront public open space, identified in the Waterfront Plan (2009), and as supported by the Official Plan, with an early priority being improvements to the Ontario Street / Harbour Street / Presqu'île Parkway Boat*

Launch and Parkette to complement recommended improvements to the Presqu'île Parkway trail.

Maintenance and Operations

- 60** *On an annual basis, and in association with all capital projects, review the operational cost implications of implementing the recommendations of the Vision Plan and allocate adequate staff and financial resources.*

Volume 2: The Vision Plan

This document presents the strategies, recommendations and an implementation program for the Vision Plan for Recreation, Trails and Green Space. For background information pertaining to the community profile, inventory of resources and a summary of public consultation activities and comments, refer to Volume 1: Background Report.

1.0 A Vision-Driven Role for the Municipality of Brighton Parks and Recreation Department

1.1 Trends in the Role and Function of Municipal Parks and Recreation Services

Collectively, more is being demanded of municipal parks and recreation departments and the lines between sport, recreation, arts, culture/heritage, the environment, social services, and active, healthy living are becoming blurred. At the same time, resources to implement a broader mandate remain restrictive, and funding programs are increasingly combining a variety of health-related objectives and requiring partnerships for eligibility. The following summarize some of the leading trends in municipal parks and recreation service delivery.

Integration of Health and Recreation

Increasingly, municipal parks and recreation is being viewed in its capacity to contribute to community health - where health is defined very broadly to include the physical, mental, emotional and social well-being of all members of the community - and to do so in a preventive manner throughout the lifespan. Health studies have demonstrated that regular physical activity is needed as part of daily life - whether it be self-directed and incidental to other activities/purposes (e.g., walking/cycling to work/school, gardening, shoveling snow) or participation in an organized sport or scheduled self-directed activity (e.g., soccer, rugby, tennis, swimming, golfing, etc.). There is a push to make physical activity normative behaviour by making it an easy choice for all ages. This will require a coordination of efforts and consistent messaging from health and recreation service providers.

In response there is an increasing realization that there is a "right" for all to participate in sports and recreation to accrue its health benefits, with an increasing emphasis on play as a legitimate means of accruing the health benefits of physical activity. This is coupled with greater recognition of the importance of participation in outdoor settings together with efforts to address inclusion, accessibility and affordability. This is evidenced by such leading examples as the international 'Right to Play' program¹; CPRA's *Everybody gets to play*^{TM2} initiative; and the Olympic Sport for All movement³.

1 <http://www.righttoplay.com>

2 <http://www.cpra.ca/main.php?action=cms.initiatives>

3 <http://www.olympic.org/en/content/The-IOC/Commissions/Sport-for-All/>

To respond to these issues there will be an increasing need for municipal recreation departments, in cooperation with other health and social service providers, to take a leadership role in advocating for the importance of parks and recreation to achieve critical objectives around health and well-being of individuals and communities. As the mandates, activities, and contributions of various players merge and overlap there will be a need to streamline and integrate services and eliminate duplication, since higher tier funding programs are increasingly based on demonstration of performance and outcomes (e.g. Healthy Communities Fund)⁴.

Arts, Culture and Heritage

There is increasing recognition of the contribution of community arts, culture, and heritage to establishing a community identity or distinction and the role that they play in attracting tourism and visitation, and support for the local economy. As well 'the arts' provide opportunities for self-directed leisure time activities, a means for personal expression and encourage social interaction. As such, they are an integral part of recreation services and also contributors to social and mental health.

Parks and Natural Heritage Protection

With Ontario's increasing interest in, and abundance of, opportunities for recreating in an outdoor setting, it is expected that participation in trails use and other nature-based activities will continue. These types of activities are widely recognized as being as important to the health of individuals and the overall community as sports and other programmed activities, and there will be increased demand on natural parks and open space to support them. Accordingly, combining natural heritage protection, restoration and enhancement initiatives with opportunities for physical activity and public education will be important considerations in municipal recreation service delivery, now and into the future. This will require collaboration between all authorities responsible for natural environment management to address issues of ecological sustainability.

4 www.mhp.gov.on.ca/en/healthy-communities

1.2 Vision for Parks and Recreation Services

1.2.1 Strategic Plan Vision

The Brighton Strategic Plan provides an overarching Vision and Principles to guide the future growth and development in the Municipality. The concepts expressed recognize and support some of the aforementioned trends, and are carried forward in the Brighton Official Plan through its directives and policy statements.

Brighton Strategic Plan Vision (2008)

Brighton is a lifestyle. Supported by a diverse economy, this is an affordable, friendly place in which to thrive and raise a family. We are a community that preserves & celebrates its built & natural heritage.

Strategic Plan Principles

- Nurture a safe and healthy community to maintain a high quality of life
- Be fiscally responsible
- Be environmentally responsible
- Promote effective communication
- Preserve & promote cultural and heritage assets
- Provide a local government that is accountable & transparent
- Support our local economy

1.2.2 Recreation, Trails and Green Space Principles

The consultation process for this plan included a discussion of the Municipality's 'vision' for Recreation, Trails and Green Space that supports and builds on the Strategic Plan Vision. The result is a proposed set of principles to direct the future delivery of parks and recreation services in Brighton (see sidebar).

Vision for Recreation, Trails and Green Space

Brighton's Recreation, Trails and Green Space will:

- ❖ Protect and preserve natural areas and the waterfront
- ❖ Support a diversity of interests
- ❖ Be connected and accessible - by walking, biking, driving
- ❖ Be welcoming and inclusive of all ages, abilities, languages, and cultures
- ❖ Be tranquil and peaceful
- ❖ Be arts and culturally rich
- ❖ Celebrate community heritage
- ❖ Include partnerships / collaborations to realize goals

1.3 Implications for the Form and Delivery of Municipal Parks and Recreation Services in Brighton

The need to support Brighton's Vision for its community development and to respond to the aforementioned influences and trends in leisure interests and recreation service delivery will directly affect the future role and function of the Brighton Parks and Recreation department and the manner in which services are delivered. These implications are summarized below and further discussed in the subsequent sections under the following areas of service delivery: Facilities / Programs / Parks and Open Space / Policies and Procedures.

1.3.1 Key Implications and Directions

- There will be a need for the Municipality and its partners in recreation and health services delivery to look at recreation infrastructure in a new way that does not limit provision to traditional, structured sports facilities, but encompasses all components that offer opportunities to become physically active. This will include land use planning to create healthy communities in recognition of the links between urban design, environmental conditions, and health.
- Accessibility and inclusiveness in recreation services will need to be addressed in its broadest sense, as a right – encompassing all ages, interests, abilities, socio-economic groups, ethnic groups.
- Engaging/re-engaging children and youth in physical activity and outdoor physical activity are important steps towards reversing the outcomes of indoor, sedentary, video screen-oriented lifestyles which are considered major contributors to encouraging overweight/obesity problems, sub-optimal fitness and childhood development, early-onset disease, social isolation, disconnection with nature, and increased potential for anti-social behaviours. It will fall to the Municipality and its partners to plant the seeds of a new "culture of physical fitness" to support normative active behaviour.
- Finding ways to encourage participation in physical activity throughout the life cycle, through the provision of a range of facilities and the delivery of age-appropriate programs and activities will remain a priority in order to realize healthy lifestyle goals for all ages.
- As part of the vision it will be important for the Municipality to recognize through conceptualization, physical design and development that parks and recreation facilities are community-builders and people-places, providing opportunities for social gathering, interaction, and community support – all this aside from their role as facilities/services for sport, recreation and fitness.
- There will be a continued focus on the development of trails/pathways as a means of providing easy, affordable opportunities for engaging in physical activity either for active transportation or recreation purposes. This will require increased efforts toward developing trail systems and safe cycling routes to improve access for all types of users.

Volume 2: The Vision Plan

DRAFT

- Using parks, trails and natural areas as venues for education, through demonstration, interpretation or function (e.g., stormwater management ponds, community gardens, protected eco-systems for natural heritage protection, restoration and/or enhancement, outdoor programming) will be important to meeting demand for outdoor leisure activities as well as heightening public awareness that the municipal green space system is also a place for stewardship and environmental management.
- With more “markets” to serve and to address contemporary issues of life cycle involvement, and “right” to participate, the Municipality will need to consider ways to deliver a wider range of programs to its residents. This may require: inter-departmental partnerships in the development of infrastructure for physical activity (e.g. planning, public works), and to coordinate mandates and activities that touch on parks, recreation, leisure and other related services (e.g. economic development, tourism); greater reliance on the capacity of “other” providers to ensure a complete range of services, as well as the development of policies to operationalize inclusion, access and affordability, etc. that collectively, express and implement the mandate and, the role and direction of the Parks and Recreation Department.
- With more to do and with anticipated fewer or the same municipal resources requires innovative approaches to service delivery, and increased or new commitments for personnel, including: serving in a facilitation, brokerage, liaison role; coordinating / negotiating partnerships; networking / outreach and relationship development with other providers; trends tracking; grantsmanship; evaluation/measurements of success to support advocacy and funding applications. Assuming these responsibilities will provide visibility and profile for the Municipality in the move towards increasing collaboration on the part of all players interested in physical activity and health.

2.0 Indoor Facilities

2.1 Sport and Recreation Facilities

2.1.1 Overall Direction

The existing supply of major indoor facilities is adequate to meet needs over the life of the Vision Plan, based on the following:

- 1) There is minimal reported unmet facilities demand now.
- 2) The current population base combined with anticipated growth will be insufficient to support major new facility development such as a pool or a second arena.

2.1.2 Indoor Sports and Recreation Facilities Assessment

Arena

While there is interest in additional access to prime-time ice, the extent of unmet demand is insufficient to support a second pad. Adjustments to arena operating hours and scheduling should be made to absorb any unmet demand for time. The Municipality should monitor the extent of demand that repeatedly cannot be accommodated to determine its contribution to "firm" need for more ice time.

An appropriate level of supply, therefore, is one arena for every 11,000 people. Population growth of 2,063 over the term of the plan will be insufficient to warrant a second arena, and participation in ice activities is not anticipated to increase sufficiently to inflate demand for facility time.

Arena redevelopment will be driven by the need to replace the old arena, which - typical of most arenas across the country - is approaching the end of its lifespan. Currently, there is approximately \$230,000 in due/overdue replacement costs for the Arena (based on age and estimated costs to upgrade).⁵ This does not include costs to replace the roof. The roof and ice slab are original to the building and are 33 years old. The replacement of these two items - each with a life expectancy of 25 years - will require \$350,000 to \$400,000. Although these costs are small in relation to providing a new facility, the cumulative investment will never result in provision of a state-of-the-art complex. The trend today is to develop minimum double pad facilities (or anticipate a future twinning in planning) when building new arenas, to maximize facility provision while minimizing costs, to support a wider range of programming/uses, and tournament activity, and to incorporate current design/facility amenities.

The Municipality should determine the point at which a new arena should be considered by anticipating when capital conservation costs will begin to outweigh replacement costs to provide a state-of-the-art complex. Replacement of the existing arena should be considered in

⁵ From Municipality's King Edward Park Life Cycle data.

Volume 2: The Vision Plan*DRAFT*

a feasibility study that, as discussed in subsequent sections, collectively addresses the need for facilities for community recreation, arts, culture and heritage programming. The feasibility study should address: required facilities, a preliminary space program and a preferred combination/configuration to establish an overall building size and footprint. Location and schematic site options should also be included as part of the feasibility study, and consider, firstly, the potential to locate the recommended facility at King Edward Park, through site expansion and / or re-organization and redevelopment of site facilities, prior to looking at the potential need for a new site.

Indoor Pool

Current population is well below the "threshold" at which an indoor pool should be considered – typically a minimum of 20,000 and, more comfortably, 25,000. Growth over the term of the plan will not generate sufficient population to approach this threshold.

The dominance of the Quinte West YMCA with respect to indoor aquatic facilities is now a given, and something with which the Municipality of Brighton cannot reasonably compete. The Quinte West YMCA is a regional-serving facility, and encompasses a number of area municipalities - including Brighton - within its market.

At the same time, swimming is a popular activity among all ages, comprises a variety of program options, and is experiencing growth in participation among some segments of the population. Swimming is also a life-skill that everyone should acquire.

The Municipality, therefore, should investigate opportunities to increase access to aquatic activities through, for example, working with the Quinte West YMCA to subsidize Brighton residents' use of recreational swim programs at that facility. As noted in the programs/activities discussion, residents' - and particularly children's - local access to aquatic activities could also be increased by introducing an outdoor summer swim instruction program in the Municipality.

Gyms

Municipal gyms are typically provided as integral components of recreation complexes, and are not considered as stand-alone facilities. They provide full-time access to space for community sports and recreation programming, which cannot be supplied by school gyms - particularly on weekdays. If appropriately designed, gyms can also provide suitable venues for performing arts programs and events.

While there does not appear to be unmet demand for access to gyms among users in Brighton, a multi-use municipal gym should be considered for future development as part of any complex recommended by a detailed feasibility study.

Fitness Facilities

The Municipality should not provide equipment-intensive fitness facilities for several reasons: 1) the YMCA currently provides this service and municipal facilities could duplicate/compete with this area of the YMCA's expertise 2) provision requires considerable capital investment along with ongoing equipment renewal/upgrading 3) in addition to the YMCA, the private sector (e.g.,

Volume 2: The Vision Plan*DRAFT*

Curves) meets this need. The Municipality, therefore, should direct its efforts to satisfying recreation service needs that are not being met by other providers, and not potentially split the market for these types of services.

Multi-purpose Program Space

There is no need for additional multi-purpose program space at this time, largely because the Municipality does not now have a program function (discussed in the program/activity section). The new community centre's large, divisible room is appropriate for recreation programs/activities and should be used for this purpose.

The Community Centre is currently used largely for social events and meetings, and use of this facility for similar activities is increasing. While we recognize the need for affordable meeting space in Brighton (discussed under meeting space), use of the Community Centre for these types of activities is not the best use of this space. Programs/activities are the preferred uses of the Community Centre multi-purpose room(s) and, if space for these is needed, meeting uses at the Centre should be accommodated elsewhere. In addition to the large, divisible room use of the arena foyer area in the Community Centre for programs should be considered, to optimize use of available space and to contribute to the Centre's vibrancy.

While the multi-purpose space at Codrington Community Centre is well used for programs and social activities, there is interest on the part of the Recreation Association in providing a wider range of activities at this location - to improve proximity to programs for more age groups and interests. The programs and activities discussion in Section 4.0 addresses the need for new program development and improved access.

Curling Rink

The curling rink is in need of considerable capital investment to reconfigure it for accessibility. It too, is an aging building that is at the end of its life span and, ideally, should be replaced. It is also difficult for the Curling Club, as a non-profit organization, to financially support the ongoing operation and maintenance of the building. As indoor recreation facility design has evolved in terms of consolidation, some newer complexes are incorporating curling sheets as member components of arena complexes. This approach provides separate ice for curling while common areas such as lobby, social space, meeting rooms, are shared, and facility operating costs are confined to a single structure.

Meeting Space

Appropriately sized, available, and affordable meeting space appears to be in short supply, and space at the Community Centre is being used to offset this deficiency.

With no new municipal facility development in the short-term, there will be limited opportunity to increase the supply of new meeting space. The Community Centre should also be used first to support recreation programs/activities.

The Municipality should consider options to improve existing facilities to better accommodate meetings (e.g., Hilton Hall improvements, space within the Municipal building), after confirming

existing groups' needs for space (i.e., those that use the Community Centre) with the understanding that travel outside urban area might be required.

Need for additional meeting space should be considered in future re/development of existing facilities, or in any detailed feasibility study for a community complex(es) to house recreation and / or the arts. The Municipality should also consider the plans of other public agencies, in terms of the potential to partner in the provision of community meeting space. The proposed, new Brighton Public School, for example, may have been appropriate for this type of agreement between the Municipality and the District School Board. Future investigations by the Library Board on new facility requirements would also be appropriate for consideration of jointly provided community meeting space.

2.1.3 Indoor Sports and Recreation Facilities Recommendations

Indoor Pool

- 1** *The Municipality cannot reasonably support an indoor pool, and should not provide equipment-intensive fitness facilities.*

Arena

- 2** *In anticipation of the need to replace the arena, prepare an indoor facilities feasibility study to determine needed facility components in a twin pad arena, the potential to incorporate a curling rink as part of a of the complex, and the need for other complementary facilities such as a multi-purpose municipal gym, meeting space new multi-purpose program space, and designated space for community arts, culture and heritage programming.*

The feasibility study will determine the required facilities, outline a preliminary space program and a preferred combination/configuration, to establish an overall building size and footprint.

Location and site options should be included as part of the feasibility study, and consider:

- as a first preference, the feasibility of developing a recommended facility at King Edward Park, including any opportunities for site expansion, and/or re-organization and redevelopment of the site facilities.*
- potential need to find an alternate site for indoor facility development, and community program and meeting space.*

Community Program / Meeting Space

- 3** *The Municipality should also consider the plans of other public agencies such as the Library Board, in terms of the potential to partner in the provision of community small program and meeting space.*

2.2 Arts and Culture Facilities

2.2.1 Overall Direction

In addition to the need for small program and meeting space, the study revealed a need for community arts and culture facilities and a municipal archival facility for maintaining community records and other heritage documents. Consultation with the Library Board also indicated its interest in investigating the need for expanded library facilities. Investigation of ways to integrate compatible, complementary community space with the Library's future program and facility requirements is encouraged.

2.2.2 Arts and Culture Facilities Assessment

Community Arts and Culture Centre

There are many artists and artisans in the community representing the full range of the arts. While the Proctor Simpson Barn Theatre is the community's only dedicated arts facility, Brighton supports an Arts Council with a large membership representing the visual arts, there is a well established drama program at East Northumberland Secondary School, and there are regular music events and activities. Consultation and feedback from organizations and residents revealed that while there is considerable interest in expanding the supply of arts facilities and programs, there is limited dedicated space. There is interest amongst members of the arts community in potentially developing a centre for the arts.

In the short-term existing space should be used to develop arts programs and so generate proven demand for a dedicated arts and culture facility. Continued efforts should be made to accommodate performing arts to the degree possible within the existing parks and facilities, (e.g., music groups, theatre, etc.). Unused wall space at the Community Centre or Municipal Building could be used for rotating exhibits of local artists/heritage, display cases for artisans work, etc.

Section 2.1.2, regarding the arena, noted the need to consider facilities for community arts and culture programming in a feasibility study that would address arena replacement along with other community facility needs. Multi-purpose program rooms, for example, can be designed and equipped to accommodate performing and visual arts activities. Similarly, a multi-purpose gym can be designed to support performing arts programming. The results of this study will determine the extent to which community needs for art, culture and heritage programming/activities can be accommodated in multi-purpose community space. It will also provide direction on:

- the implications of facility needs on the potential to redevelop the King Edward Park site to accommodate this development;
- the need to further expand the supply of these types of facilities in the longer term to provide a separate, dedicated community arts centre for Brighton.

Volume 2: The Vision Plan*DRAFT*

In preparation for these studies, it would be beneficial for all arts, culture and heritage groups in the community to come together for a series (two to three) of facilitated workshops organized around the following objectives:

- identifying and profiling the various groups and individuals in the Municipality of Brighton that/who are engaged in providing community arts, culture and heritage services, and each party's "niche" in the larger picture;
- establishing a comprehensive inventory of facilities, programs, activities and related services that groups/individuals offer and how they go about delivering these to the community;
- determining a preliminary list of needs/interests in contributing to the development of community arts, culture and heritage programming, the types of facilities/support required from the Municipality to realize these contributions, and the nature of resources available from the groups/individuals to bring to a partnership with the Municipality in developing the arts, culture and heritage sector.

The Municipality would sponsor the workshop series and invite potential participants, the list of which should include representatives of all groups/individuals involved in arts, culture and heritage services in the Municipality. Because of the complementary interests of, and identified need for, expansion of the Library it is recommended that the Library Board participate in the exercise. Ideally, participants from organizations/agencies will be representatives who are in a position to speak on behalf of the organization. The workshops would be led by a professional facilitator who specializes in this area, and whose job it would be to take the participants through constructive, hands-on exercises (some of which may require individual/group work between sessions) to arrive at the stated objectives.

The results of the process will inform the terms of reference for the facility feasibility study, and will provide a clearer picture of the existing, and potential, role/services of this sector in arts and culture programming.

Archives

The Municipality does not have proper archives for maintaining community records, and other heritage documents. This material is currently unorganized and inappropriately stored in various locations. Archival facilities are needed to protect valuable and irreplaceable documents. While the scope of these requirements can be further investigated in the Heritage Master Plan, detailed needs for Municipal archives along with site/location options, will require a separate investigation.

Library

Dialogue with members of the Library Board indicated that the library has outgrown its space in the Municipal building. Available space is also not ideally designed to integrate current library computer services, and it lacks program and meeting space. We understand that the Library Board is interested in undertaking studies to identify future directions for its services, and that facility requirements will be part of this investigation. We recommend that investigations

associated with Library space also consider other complementary community-wide needs as identified in this study including a municipal archives and small community program and meeting space, and that the Library Board be involved in the aforementioned workshops with the arts and culture community as part of its assessment of facility needs.

2.2.3 Arts and Culture Facilities Recommendations

Community Arts and Culture Centre

- 4 *The feasibility study discussed in Recommendation 2 above should incorporate an investigation of need for facilities to also support community arts, culture and heritage programming. In the longer term a separate study will be required to determine facility needs and the appropriate scale for a separate, dedicated community arts and culture centre for Brighton. The need for Municipal archives, and community-serving meeting space, should also be considered as part of this study. (Note: Assumes the preparation of a Heritage Master Plan, as per direction in the OP, as input to heritage-related facility needs for archives).*

Arts, Culture and Heritage Planning Workshop

- 5 *In anticipation of recommended feasibility studies, the Municipality of Brighton should sponsor a professionally facilitated Planning Workshop with all arts, culture and heritage program/service groups/individuals in the community to establish a comprehensive, current picture of service providers, services provided and the manner in which these are delivered; to establish a preliminary list of needs/interests for facilities/support from the Municipality, and providers' capacity to contribute to future program and service development in arts, culture and heritage.*

Integration with Library Services

- 6 *While the Library Board is responsible for administering studies related to future library services, we recommend that these investigations include consideration of community-wide need for complementary small program and meeting space, and heritage archives.*

3.0 Outdoor Facilities

3.1 Scheduled Outdoor Facilities

3.1.1 Overall Direction

Limited population growth and lack of demand for playing fields, tennis courts etc. will keep new facility requirements low, and actual use of all facilities for league or club activity should be monitored to ensure any new development is supported by confirmed demand.

3.1.2 Scheduled Outdoor Facilities Assessment

Soccer Fields

There are nine soccer fields in the Municipality, two of which are municipally owned and located at King Edward Park, one of which is the field at East Northumberland Secondary School (ENSS), and six are elementary school fields. Prime-time use on the lit municipal field exceeds 90%, and the unlit King Edward Park field is used between 75% and 89% during prime-time. Four school fields are also used for league activity – two at Brighton Public School, one at Smithfield Public School and one at Spring Valley Public School. The latter two are used only for practices, and the remaining fields are used for both games and practices.

Soccer groups reported need for an additional five hours of prime-time use per week: one hour for men's soccer and four hours for minor soccer. Men's soccer also wants four more non-prime hours per week on soccer fields. Men's soccer reported an immediate need for a second high quality soccer field to mitigate overuse of the main soccer field in King Edward Park. Minor soccer indicated that, although another field for U8 play would be beneficial, there is no urgent need for more facilities.

While demand for additional time on soccer fields is limited, it appears that use is largely concentrated, and relatively intense, on the two municipal fields at King Edward Park. Overuse can compromise the integrity of field surfaces. There has also been local growth in soccer participation, and particularly in the women's league, in the past few years. The new field provided as part of the ENSS track facility will be high quality and should satisfy need for more prime-time, accommodate some growth in participation, and allow for reduced use at King Edward's main field. It is important to establish how the new field at ENSS combines with existing supply to better meet community needs for good quality soccer fields, before expanding supply.

An appropriate level of supply for 2010 is 7 fields or 1 for every 1,572 population (11,005/7). Population growth to 13,068 will require one additional unlit field, or a total of 8 for league activity, which should be provided by redeveloping the northern most ball diamond at Codrington Community Centre into a soccer field for league activity. The existing ball diamond is immediately adjacent to the Community Centre, for access to washrooms and a well equipped kitchen/concession that is not currently used. Providing a new field at Codrington will also support improved geographic distribution of programs/activities, and will help integrate the

Volume 2: The Vision Plan*DRAFT*

urban and rural areas of the community. This new field will be required at the end of the planning period. Upon completion of the ENSS field, all fields used for league activity should be monitored to confirm actual use and timing of Codrington field redevelopment.

Ball Diamonds

There are seven ball diamonds⁶ in the Municipality, five of which are municipally owned, and two are elementary school fields. The two lit municipal fields at King Edward Park are the best used facilities during prime-time - prime-time use on one of these exceeds 90%, while between 75% and 89% of prime-time is used on the second lit diamond. The diamonds at Codrington Community Centre (2) and the single facility at Hilda Montgomery Memorial Park are unlit and used very little for prime-time league activity.

Although Minor Ball indicated interest in an additional ten hours of prime-time, this request is to provide more time/programming for current players - not to accommodate growth in participation. Information on ball diamond use from the Municipality indicates there is time available on one of the existing diamonds at King Edward Park. We also understand that participation in league activity is currently lower than that experienced in the past few years.

This information indicates that no new ball diamonds are needed to serve current population. An appropriate level of supply for 2010, therefore, is 2 diamonds or 1 for every 5,502 population (11,005/2). Population growth to 13,068 will not support provision of another field during the term of the Vision, based on projections. Actual use of existing fields should be monitored to identify opportunities to provide more, preferred time to users through alternate scheduling.

Tennis Courts

There are two lit tennis courts, both of which are used between 75% and 89% capacity during prime-time. This suggests that existing courts could accommodate the needs of approximately 10% more population or 11,940 people at the current participation rate, or 1 court for every 5,973 population.

There is limited interest among residents in beginning to participate in tennis, or in provision of a third court to accommodate prime-time demand. There was one suggestion to enclose the courts for winter use. The Tennis Club did not respond to the user group survey and, therefore, are assumed to be satisfied with the current supply of facilities.

There are indicators that tennis participation in Canada⁷ is growing at a relatively small but steady rate, which might translate into additional facility requirements in future years. Population growth, coupled with modest increases in participation, will not be sufficient to warrant a third court during the term of the Vision. The Municipality, however, should retain the option of adding a third court to the existing facility over the longer term. As with other facilities, actual use of the courts should be monitored to verify use and trends over time.

6 Need to confirm how many, if any, are located at Smithfield and Spring Valley Public School, and their levels of use.

7 http://www.tenniscanada.com/tennis_canada/Pub/DisplayNewsStory

Lawn Bowling Green

There are no indicators of need for additional facilities. The Lawn Bowling Club did not respond to the user group survey. If participation growth occurs along with inability to schedule use, as confirmed by monitoring activity, expansion may be required in the longer term

3.1.3 Scheduled Outdoor Facilities Recommendations

Soccer Fields

- 7** *One new soccer field for league activity should be provided during the term of the Vision. An appropriate level of supply for 2010 is 7 fields or 1 for every 1,572 population (11,005/7). Population growth to 13,068 will require one more unlit field, or a total of 8 for league activity, which should be provided by redeveloping the northern most ball diamond at Codrington Community Centre into a permanent soccer field, at the end of the planning period. Upon completion of the ENSS field, all fields used for league activity should be monitored to confirm actual use and timing of Codrington field redevelopment.*

Ball Diamonds

- 8** *No new ball diamonds should be provided during the term of the Vision. Actual use of existing fields should be monitored to identify opportunities to provide more, preferred time to users through alternate scheduling.*

Tennis Courts

- 9** *No additional courts are required during the term of the Vision. Actual use of the courts should be monitored.*

Lawn Bowling Green

- 10** *No additional lawn bowling greens are required during the term of the Vision.*

3.2 Unscheduled Outdoor Facilities

3.2.1 Overall Direction

To address current trends and demographics, there is a need to provide greater variety of unstructured facilities such as playgrounds, play courts, outdoor fitness equipment, etc. to encourage unstructured, self-directed physical activity among all age groups (see also Section 4.0 on Programs and Activities).

3.2.2 Unscheduled Outdoor Facilities Assessment

Playgrounds, Play Courts

There is a limited supply of unscheduled facilities in Brighton's parks - largely comprising children's playgrounds.

There is a need for a greater variety of these types of facilities such as basketball/multi-purpose playing courts, an outdoor skating rink, "playgrounds" / outdoor fitness equipment for adults - distributed throughout the Municipality.

Spray Pad

The Municipality is planning development of a spray pad, which will provide water play facilities for children. The preferred location is King Edward Park as it is central to the urban area, and a spray pad would be complementary to the other community facilities located there.

Fields

With the exception of redeveloping one Codrington ball diamond into a soccer field, scrub fields should be retained for casual ball and soccer play.

Other Self-Directed Activities/Amenities

Ancillary facilities such as benches, chess tables, fitness stations along trails and in parks, a wayfinding/signage program, bike lock-ups, warm-up shelters to encourage winter programming, are also needed amenities that would increase unscheduled, self-directed activity (see also Recommendations in Parks).

Skatepark

As a longer term objective a larger, permanent concrete skateboard park should be considered in Brighton to expand opportunities for youth to be active in an area that continues to be popular among children and teens. This might be considered in the context of a redevelopment plan for King Edward Park at the time when the arena / curling rink are addressed.

Skateboarding is a growing sport both in terms of popularity and in increasing skill and challenge levels which in turn is driving innovation in design and construction. As a self-directed activity that appeals to a wide range of youth, the provision of skateboard facilities is becoming important to attracting and keeping families, and to encouraging healthy, active

Volume 2: The Vision Plan**DRAFT**

lifestyles from childhood. While Brighton has a relatively new skateboard facility it is of a semi-permanent, fabricated steel construction. These types of facilities offer a number of benefits including standardized design, ability to be moved or relocated, and suitability for beginner users to develop their skill base and practice basic 'tricks'. Many municipalities, including large cities, have installed these types of facilities as a means of 'testing' the suitability and value of skatepark facilities in their community. However skateboarding is becoming a mainstream outdoor recreation activity, many Ontario municipalities, including small and medium-sized communities are developing (as both first and second generation facilities) highly sophisticated skate parks that are designed to offer greater challenges, advance skill levels, and support a larger number of users. Appealing to older youth and teens, the availability of these facilities is having a major, positive impact on the use of leisure time among children and youth. Many of these communities are successfully engaging youth in the design, development and operation of these facilities - creating "ownership" and, therefore, responsibility among users.

For example, Madoc, Ontario (population approximately 1,200; Township 2,000) has developed a very successful skatepark in Center Hastings Park on Highway 62.⁸ The facility includes a 12,700 square foot "main" park and a smaller, 3,600 square foot "bunny" park - sufficiently separated from the main park to help keep the younger children safe from injury. Contact with the municipality to identify the reasons for the park's success revealed the following factors:

- 1) Location is extremely important: park should be highly visible from main road, and not hidden within a larger park; proximity to schools is also essential.
- 2) Youth involvement in creating the park: youth fundraise a portion of the costs, help with park design, and regularly clean the park.
- 3) Integrating the whole family in the park: including a "bunny" skatepark and other facilities/uses such as playground/splash pad, picnic area, ball diamond, etc.; helps reduce/eliminate the negative image of skateboarding/skateboard culture.
- 4) Supervision: regular supervision in partnership with police, and particularly around closing

Other municipalities that have recently developed or announced the intent to develop permanent, concrete skate parks include: Saugeen Shores, Bracebridge and Huntsville. The Municipality of Chatham-Kent which is an amalgamated municipality with a number of remote, outlying communities has now developed 9 community skateparks of modest size, distributed throughout the municipality and developed through community fundraising.

A handbook for skatepark development entitled *Ramping Up!* (2006)⁹ is a useful resource for planning skatepark facilities.

⁸ Photographs of this park and other installations are available at <http://www.spectrum-sk8.com/parks/ontario/madoc.html>

⁹ prepared by the HeartWood Centre for Community Youth Development, with funding from Nova Scotia Health Promotion and Protection.

3.2.3 Unscheduled Outdoor Facilities Recommendations

Spray Pad

- 11** *Provide a spray pad for waterplay, as planned by the Municipality, and locate it at King Edward Park.*

Self-directed / Casual Facilities

- 12** *Expand the supply of basketball/multi-purpose playing courts, an outdoor skating rink, "playgrounds" for seniors, fitness stations along trails, etc.*
- 13** *Retain scrub fields for casual play.*

Skatepark

- 14** *As a long-term project associated with the discussion on the future of major facilities at King Edward Park (arena and curling rink) consider developing a larger, more permanent skateboard park to expand opportunities to youth to be active in an area that continues to be popular among children and teens.*

4.0 Programs and Activities

4.1 Policy Context

The Community Improvement Planning Principles contained in the Municipality of Brighton *Official Plan* state:

“a goal of this Plan to continue to make the Municipality of Brighton an attractive and safe place in which to live, work and visit, and to maintain and improve the economic base of the municipality through the promotion of jobs, new capital investment and increases in the municipal tax base” (p. 185, *Official Plan*, July 2010).

The Municipality of Brighton *Strategic Plan* (2008) documents the following Vision for the community:

“Where the Past Greets the Future”

Brighton is a lifestyle. Supported by a diverse economy, this is an affordable, friendly place in which to thrive and raise a family. We are a community that preserves and celebrates its built & natural heritage.

4.2 Overall Direction

The above-noted policy statements imply that the Municipality of Brighton’s goal is to attract new growth that includes households with children, in addition to it maintaining its attraction as a retirement community. Its desirability as a place to settle, and particularly for households with children, will be strongly influenced by the local availability of a complete range of recreation and leisure programs. A well-developed, high quality community program/activity base is important to attracting and keeping families. It also supports other objectives related to visitor attraction/tourism, whereby local program/activity initiatives can simultaneously be promoted to potential visitor markets. While there are currently many opportunities to engage in recreation within Brighton, and the Municipality supports the efforts of volunteers in program/activity provision, it is not pro-actively engaged in developing these services. Consequently, there is a limited amount of locally-based, structured programming.

As in most communities, volunteers groups in the Municipality of Brighton are the key providers of traditional sports and recreation programs such as ball, soccer, hockey and figure skating. Indicators from the community consultation program suggest that these groups are doing an excellent job in their areas of service provision, and that the groups are generally happy with the support they receive from the Municipality. Both the YMCA and the Codrington Community Recreation Association are the primary, facility-based recreation program/service providers in the Municipality of Brighton. Together, these organizations provide a number of programs and services that meet community needs/interests in fitness, seniors’ and social programming. The CCRA, in particular, has met a considerable degree of need for programs/activities in the Municipality’s rural area. Both organizations’ relationships to the Municipality, however, are relatively tenuous and the future of the YMCA is uncertain. The arts, culture and heritage sector is clearly present in the Municipality, although somewhat fragmented. The arts community,

Volume 2: The Vision Plan*DRAFT*

however, is working to increase its profile and organizational status, through the Brighton Arts Council, to be able to provide more programming. As noted above, in the Strategic Plan's Vision supports celebration of the community's built and natural heritage, which also requires a leadership role on the part of the Municipality to ensure this Vision - which is related to recreation - is achieved.

Collectively, the community expressed interest in a number of areas for program/activity development including: swimming; wellness; fitness; visual and performing arts; culture; heritage; age-specific program/activities for youth and seniors; unstructured activity in general and trail-based activities in particular; social and physical activities in general; facilitating a culture of health through daily physical activity. It was also indicated that many of the opportunities to participate in self-directed recreation and leisure activities are not well known in the community. These findings suggest that the Municipality should become more actively engaged in local program/activity provision, to create the kind of attractors it desires, to strengthen existing relationships, build on available resources, and close "gaps" in the existing supply.

4.3 Assessment of Program and Activity Needs

4.3.1 Future Municipal Role

The Municipality of Brighton should adopt a leadership role in program/activity development and coordination to enhance the supply of programs/services within the community. It will continue to be a **facilitative role**, as per the current situation in the provision of municipal infrastructure, in relation to that of other providers (e.g., volunteers, School Board, Conservation Authorities). It will, however, be an expanded, pro-active role and will assume leadership for community program/activity development and support. In this role, the Municipality will be responsible for identifying community needs, and negotiating with providers the appropriate arrangements to meet them - whether it be through the YMCA, volunteers, regional agencies, private instructors, etc.

The Municipality's role will provide leadership while complementing the mandates of other agencies and groups. Program/activity supply should remain aligned with community needs and interest in participation, broader trends, and actual program/activity participation. This will require the Municipality to engage in:

- ongoing research on evolving trends in municipal services practices/community outreach to identify relevant local trends, and communicating with residents about the types of programs/activities they would like to see introduced;
- determining services to be provided based on the municipality's mandate for core services, confirmed demand/interest, the potential to fill gaps in the existing supply of programs/activities, opportunities to capitalize on available resources in expanding the program base;

Volume 2: The Vision Plan*DRAFT*

- working to develop, price and promote required programs/activities by negotiating partnerships/collaborations with service providers to deliver services, based on relevant areas of expertise and capacity;
- enhancing its supporting to volunteers who provide programs and services to the community;
- engaging in planning, monitoring and evaluating procedures to ensure program/activity services provided are in response to confirmed demand/interest in the community, and to measure performance in meeting service objectives.

On a day-to-day basis, a leadership role will involve tasks such as tracking use of facilities and participation in programs, outreach, networking/relationship development with other providers; undertaking or assisting with grant applications; liaison with other providers; coordination of joint efforts in publicity/promotion among all providers; ongoing research on trends and community needs/interests in service provision; facilitating other providers' access to community facilities for their programs. In addition to satisfying the requirements of a leadership role in service delivery, the Municipality's position will help develop the visibility/profile of its contributions to increasing collaboration among all actors interested in physical activity and public health. Procedures and practices that are important to implementing a leadership role are discussed in Section 7.0

The assumption of this role by the Municipality will be important to ensuring that program/activity needs in the community are addressed in a comprehensive, anticipatory approach so that Brighton can offer existing and new residents services within their own community. As this function evolves, the Municipality may require additional staff resources to assume this role, which initially might comprise a contract, part-time or shared position with another department or agency.

4.3.2 Program and Activity Opportunities

With the introduction of a pro-active, municipal development function, there is really unlimited potential in terms of program/activity growth. This discussion, therefore, does not presume to represent the full range of program/activity options available to the Municipality of Brighton. It focuses, instead, on areas for development that are suggested by the existing supply of opportunities, expressed public interest, community assets in terms of natural, built and human resources, and broader trends in parks, trails, recreation and green space.

Key areas for program/activity development are active, indoor programming; fitness/wellness; outdoor and nature-based activities - active, environmental and stewardship-oriented; arts, culture and heritage. Both structured programming and unstructured, self-directed activity opportunities should be expanded - for fitness, instruction, competition, education and/or fun. There is an increasing focus on play as a legitimate form of physical activity and an important component in healthy childhood development.

The Municipality of Brighton is blessed with an abundance of natural outdoor spaces, and the trend in recreation pursuits is to greater involvement in the outdoors, nature appreciation,

Volume 2: The Vision Plan*DRAFT*

stewardship, environment etc. The Municipality, therefore, is in a good position to capitalize on this aspect of recreation while meeting other complementary objectives in the area of active living, health, wellness, and social interaction. An increase in self-directed, outdoor activity opportunities will largely depend on parks, trails and green space initiatives combined with community planning for active transportation, complete streets, walkability, accessibility, etc. These aspects are further discussed in Section 5.0.

Similarly, there is a wealth of local resources in the area of arts, culture and heritage, and the Brighton Arts Council and its members are committed to growing this area of interest/programming. The Municipality's Official Plan also identifies cultural heritage conservation as an important area of work.¹⁰ Cultural heritage is noted to include three key components: archeology, built heritage and cultural heritage landscapes. The Official Plan directs the Municipality to prepare a Cultural Heritage Master Plan, and to develop inventories of built heritage resources and of registered archaeological sites and areas of archaeological potential within the municipality - either separately or as part of the Master Plan. The Cultural Heritage Master Plan will support identifying and conserving the cultural heritage resources of the Municipality through:

- formulating and implementing appropriate policies, programs and designations around cultural heritage;
- promoting continuing public and private awareness, appreciation and enjoyment of Brighton's cultural heritage through educational activities;
- encouraging the active participation of residents in cultural heritage conservation activities;
- entering partnerships with other local organizations, groups, agencies, private parties, and/or other levels of governments to conserve, promote, and educate the community regarding cultural heritage, including stewardship.

The Municipality should also consider opportunities to develop heritage-related programs/activities that may emerge in the Cultural Heritage master planning process.

Specific programs/activities and their delivery methods will depend on their target markets, which will comprise sub-sets of the population or some combination of these: children, youth, adults, older adults, males, females, families, residents, visitors. As noted above, program/activity interests should be determined in conjunction with the community, and all age groups can benefit from expanded services in the key areas identified. Initial efforts in the Municipality of Brighton related to active and outdoor programming/activities, however, should be targeted to: children (including grandchildren); youth; families, which also engage children and youth; and older adults.

In many program areas, the line between adults and older adults is becoming increasingly blurred, particularly as the "older adult" population explodes. Consequently, adults are viewed

¹⁰ Peter A. Josephs & Associates and Ecovue. Corporation of the Municipality of Brighton Official Plan. Final Draft. July 13, 2010. Section 3.7.

as a less segregated market, and this will likely be the case in Brighton - a community that is relatively "old" today. Engaging in activity outdoors, however, may be particularly beneficial to older adults, for a number of reasons. Adults, and particularly older adults, may suffer Vitamin D deficiencies from lack of sunshine because too much time is spent indoors. Time spent outdoors, regardless of the activity undertaken, contributes to correcting this vitamin deficiency. Exercising outdoors, however, can simultaneously address both physical activity and Vitamin D requirements. It is also reasonable to suggest that - as with youth - other age groups also experience a disconnection with nature if sufficient time is not spent outdoors. Research indicates that contact with the natural world alone - including limited visual exposure to trees and grass - is beneficial to health and improves coping skills.

The following tables outline suggested types/examples of programming/activity, and sub-divided as follow: indoor structured; indoor unstructured/self-directed; outdoor structured; outdoor unstructured/self-directed. Although sub-divided for ease of description, some programs/activities are, at least conceptually, connected. An outdoor heritage walk, for example, would likely include key destinations such as museums that would involve indoor activity. These could be separate or combined activities, however, depending on how users participate. As per its leadership role in program development, we assume that the Municipality will mobilize the necessary internal and external partnerships to pursue each initiative, with both known and potentially new partners. Our research points to agencies that might be approached to participate in outdoor, nature-based programming including Northumberland County Stewardship Council and Ducks Unlimited. Both of these organizations have a presence in the community and/or region. Other new partners might also be recruited. In recent years, for example, Outward Bound has shifted its approach and is now offering youth wilderness education programs in urban areas, through schools and in community-based centres.¹¹

Indoor Programming and Activity Opportunities

Table 4.1 provides examples of areas for indoor program development in the key areas noted above, to expand available sport and recreation programs, and in response to community interest in group fitness programs. Although the YMCA currently offers fitness programs and services, group classes are limited due to space restrictions. There is likely also interest in the community for non-membership based fitness programs that do not include the cost of access to equipment for individual workouts. Like most communities that do not have indoor pools, the residents of Brighton are interested in expanding opportunities to swim, and to do so at a municipal aquatic centre. As discussed in Section 2.0, Brighton cannot feasibly support an indoor pool with its current population base. The Municipality, however, should investigate opportunities to increase access to aquatic activities through, for example, working with the Quinte West YMCA to subsidize Brighton residents' use of recreational swim programs at that facility.

¹¹ Tom Henheffer. Outward Bound...in urban ravines? Maclean's Magazine. August 13, 2009.

<http://www2.macleans.ca/2009/08/13/outward-bound%e2%80%89-%e2%80%89-%e2%80%89-in-urban-ravines/>

Table 4.1: Indoor Program/Activity Examples

| Program Area | Structured | Unstructured/Self Directed |
|--------------------------|--|---|
| Sport, Recreation | <ul style="list-style-type: none"> - arena floor activities - ball hockey, box lacrosse, in-line hockey - YMCA recreational swim | <ul style="list-style-type: none"> - drop-in basketball, volleyball, badminton |
| Fitness, Wellness | <ul style="list-style-type: none"> - group fitness/wellness classes: hybrid mind-body (e.g., Pilates Fusion, Spin-Yoga); balance and strength-training, core conditioning for daily functional fitness; dance-based (e.g., Zumba); boot camps; aerobics | <ul style="list-style-type: none"> - <i>Stairway to Health</i> walking program (see www.phac-aspc.gc.ca/sth-evs/english/) - Active and Safe routes to School (see www.saferoutestoschool.ca) |
| Arts | <ul style="list-style-type: none"> - performing arts, participatory and spectator - visual arts, participatory and spectator e.g., photography instruction with exhibit following completion | <ul style="list-style-type: none"> - rotating community art exhibits |
| Heritage | <ul style="list-style-type: none"> - built heritage, community history programs/classes | <ul style="list-style-type: none"> - built heritage, community history: tours of heritage buildings |

Outdoor Programming and Activity Opportunities

Tables 4.2 outline examples of outdoor programs and activities. Although Brighton cannot feasibly support an indoor pool, there may be opportunities, to increase residents' - and particularly children's - local access to aquatic activities by introducing a summer swim instruction program. The need to re-establish and maintain a summer day camp program should be addressed by the Municipality with interested partners. These programs, along with Christmas and March Break camps, are essential to meeting the needs of working parents with children, and so are important to creating a family-friendly community.

Research shows that outdoor play is essential to all areas of childhood health - physical growth, social, cognitive and behaviour development. Experiencing nature is also key to instilling values of respect and stewardship for the natural world. Recognition of the need to correct this "deficit" is generating increasing interest in ensuring that children have safe, accessible opportunities for unstructured outdoor pursuits including play and structured programs, and that outdoor activity is facilitated year-round and integrates an appreciative approach to nature.

The expansion of opportunities for outdoor unstructured, self-directed activity will be largely dependent on provision of appropriate facilities and infrastructure. Some of these are already in the conceptual or planning stages (e.g., splash pad, canoe/kayak launch). This type of infrastructure does not necessarily require major, capital investment. Interpretative program signs and fitness stations, for example, can be relatively inexpensive but can considerably

Volume 2: The Vision Plan*DRAFT*

increase the profile, awareness and use of these types of activity opportunities. Linear activities such as walking, cycling and in-line skating will be encouraged through trails and multi-use pathway development along with related active transportation initiatives in other service areas such as roads, sidewalks, etc.

Table 4.2: Outdoor Program/Activity Examples

| Program Area | Structured | Unstructured/Self Directed |
|---------------------------------|---|--|
| Sport, Recreation | <ul style="list-style-type: none"> - swim instruction - field hockey, lacrosse - training/instruction/clubs (e.g., street running, trail-running, cross-country skiing) - beach volleyball, grass volleyball - kayak instruction/tours - summer day camps (e.g., bike camps, canoe/kayak camps, sports camps, art camps, adventure camps) | <ul style="list-style-type: none"> - basketball courts, splash pad for water play - recreational canoe/kayaking |
| Fitness, Wellness | <ul style="list-style-type: none"> - program similar to indoors, with parks as “outdoor community centres”; permits for parks programming | <ul style="list-style-type: none"> - fitness stations along trails and in parks - green gyms; seniors playgrounds |
| Arts | <ul style="list-style-type: none"> - visual arts and nature programs; tree sculpting | <ul style="list-style-type: none"> - self-guided gallery/studio tour |
| Heritage | <ul style="list-style-type: none"> - natural heritage - constructed wetlands-based programs; naturalist programs, e.g. birding, wildlife, flora - built heritage - guided tours | <ul style="list-style-type: none"> - built heritage - self-guided downtown historic walking tour |
| Environment, Stewardship | <ul style="list-style-type: none"> - community gardens - park tree planting program - green/nature restoration projects - wetland tours - family nature club - nature kindergarten | <ul style="list-style-type: none"> - interpretation programs in parks/green space, wetlands, trails - park clean-ups |

Special Events

Most of the Municipality’s major special events occur outdoors, and are unique, time-restricted programs. In our view, it is important to invest limited resources in key events since it is difficult to support many equally well, and too many events potentially split the requisite markets needed to make individual events viable. Special events should focus on unique events that: can be distributed throughout the year to reduce conflicts/market splits but maintain a consistent profile/draw; rooted in existing assets and align with the image the community is interested in projecting and promoting to the visitor market (e.g., Applefest, Farmers Market). The Municipality, along with organizers, should explore areas for collaboration, and additional support from the Municipality to facilitate smooth set-up and operations. Policies to support volunteer organizations are discussed in Section 7.0.

4.3.3 Program and Activity Distribution

The growth in supply through program development will need to be housed, which offers the opportunity to improve the geographic distribution of services. Locating additional programs throughout the Municipality will support several objectives: improved proximity to programs outside of the urban area, and especially for less mobile groups like teens and seniors without cars; an increase in community cohesion through travel to different parts of the Municipality to participate in programs/activities; and better use of available parks and facilities.

The Community Centre in King Edward Park should be the focus of program development in the urban area. The new multi-purpose space(s) in the Centre is ideal for recreation programming and should be used for this purpose. We recognize that meeting space is at a premium in the community, and the Community Centre is currently offsetting this deficiency. At the same time, it is not being put to its optimal use for programming purposes. As discussed in the facilities section, meeting room requirements should be addressed in future studies and the Community Centre space should be primarily used for community programming. Other opportunities at this location include using the arena lobby area for programs and developing more arena floor-based activities during ice-out periods. The wall space in the Centre's common areas can also be used for art/local heritage displays and exhibits.

The Codrington Community Centre is a secondary "hub" for leisure and social/social support programs. The facility is well used, and the Association is active in maintaining a vibrant rural centre. Interest in a wider range of programs/activities including those for youth and in the area of arts, was noted for its potential to better serve residents outside urban Brighton. The Municipality should work directly with the Association to determine its need for assistance to develop/expand its program base at the Centre.

A growing trend in municipal parks and recreation is using park spaces and outdoor facilities (e.g., picnic shelters, gazebos) throughout the community for outdoor programming. This trend is frequently referred to as developing "outdoor community centres", and involves permitting outdoor spaces for activities that traditionally have been housed indoors (e.g., fitness, martial arts, boot camp-style workouts, etc.), and providing new programs during the fall and winter when parks are often not used. The Municipality, therefore, should work with the volunteer sector and non-municipal park authorities to provide appropriate year-round outdoor programming in green spaces throughout the Municipality, and to provide support facilities to accommodate outdoor activity (e.g., shelters, gazebos, warming stations, etc.).

As noted in Section 4.1.3, an area of need and interest is after-school programming to cover the "critical hours" in which to engage children and youth in supervised physical activity. This need, and a trend towards "community or full service schools" points to an opportunity for the Municipality to work with the School Board to increase access to programming at local schools, in both the urban and rural areas of Brighton.

4.3.4 Publicity and Promotion

Communication with the public regarding the availability of opportunities to participate in recreation is critical to ensuring optimal use of facilities, programs and services. Optimal use, in turn, generates individual and community benefits, and justifies public investment in providing the service.

Our public consultation program indicated that, while there are many opportunities to engage in sports, recreation and fitness in the Municipality, general awareness and marketing of these – to both residents and visitors - is lacking. Municipal assistance with advertising and promotion was the key service that volunteer groups requested. Many communities struggle with the problem of raising awareness of available recreation services, and particularly opportunities for unstructured, self-directed activities. As the Municipality's supply of programs/activities expands, it will be increasingly important to build awareness of available services and to maintain current information on supply.

Technology offers excellent opportunities to consolidate and disseminate information from across the community, but requires responsibility for its development and ensuring regular updates to be vested in a single authority. As the leader in service development, the Municipality should have primary responsibility for developing a single on-line portal, updated by season by all participating providers in the Municipality (this initiative is underway through development of a new Municipal website) and a comparable single, annual publication with seasonal updates. Ideally, participants in these efforts will be all the providers of recreation and related services in the Municipality (i.e., members of Network Brighton, volunteer sports organizations, Arts Council and member organizations/individuals, Special Events Committee, Library, YMCA, Conservation Authorities, commercial operators, etc.). The on-line information base should be comprehensive, easy to access and navigate, and allow cross-referenced searches (e.g., by type of program, provider, structured, unstructured, indoor, outdoor, children, youth, adult, older adult, family, etc.). Social networking tools (e.g., Facebook, Twitter) should also be used to disseminate to larger and more varied audiences. These are particularly important vehicles to capturing the youth market.

The web-based portal and annual service guide should be supported by a regular newsletter, published both on-line and in print, to capture new/short-term initiatives and activities, and to update the community on longer-term projects, build anticipation for upcoming events, etc. Published material, such as maps, services guide and newsletters should be widely distributed through partners to its publication. Responsibility for developing and updating on-line and published material will rest with Municipal staff, in consultation with/aided by partners.

Service evaluations, as discussed in more detail in Section 7.2 should include input from participants on effective forms of communication, needed information to encourage participation (e.g., maps, parking locations, hours of operation, cost, required equipment, registration information, etc.) Feedback can be solicited through on-line requests to portal/website users to participate in a survey, and as part of individual program/service evaluations at session closings.

Volume 2: The Vision Plan

DRAFT

A coordinated, well located signage/wayfinding system for all elements of the recreation, trails and green space system is needed. A sign program has been started by the Municipality, and future signage should be incorporated into this program. Opportunities for signs to serve other promotion/publicity functions should also be considered. Maps and signs at trail heads, for instance, can include pamphlet holders with information on other leisure services that people can take with them.

4.3.5 Program Design, Development and Evaluation**Design and Development**

There are several current models that strive to provide the framework for developing programs and activities to meet identified needs in our communities. These models are described briefly here, and include website references, for further consideration in positioning future program initiatives in the Municipality of Brighton. In addition to being formulated to address issues related to inactivity, obesity, disengagement and lack of access, they form the basis of eligibility for program funding in a number of agencies.

Play Works - Youth Friendly Communities¹²

"A Youth Friendly Community encourages youth play and actively supports and provides opportunities for the growth and development of youth (ages 13-19) through play. What do we mean by Play? Play is any non-school activity that has elements of choice, leads to satisfaction, and encourages progressive learning and enjoyment. Activities can include – but are not limited to – recreation, sport, leisure, arts, drama, dance, civic engagement, youth activism, volunteerism, social clubs and youth leadership."¹³ *Play Works* outlines the following criteria for recognition as a Youth Friendly Community, and communities can apply to be formally recognized as youth friendly:

- 1) Youth have options for play in their community
- 2) Youth are formally connected to the community
- 3) Facilities are dedicated to youth play
- 4) It is easy for youth to find out information about play activities in the community
- 5) The community supports public youth events
- 6) The community celebrates and recognizes youth
- 7) The community commits funding for youth play
- 8) The community supports positive youth development
- 9) The community supports youth volunteerism and leadership development
- 10) The community has effective community partnerships
- 11) Youth activism and advocacy for play is nurtured
- 12) Youth feel comfortable in their own community
- 13) Youth can get to the play programs that are offered
- 14) Schools support the youth friendly approach
- 15) Adults champion the need for youth play
- 16) Play is accessible to youth with disabilities

12 www.playworkspartnership.ca

13 Be Recognized as a Youth Friendly Community Small and Rural Communities...Lessons from the Field. p.3

After School Initiatives¹⁴

After school hours have been defined as the “critical” time in which to engage children and youth in programs to address obesity, inactivity, anti-social behaviour and supervision issues. There is an increasing focus on using this time to meet the challenge of developing a “comprehensive system of affordable after-school physical activity and healthy living programs...The implementation of a quality physical activity programs cannot be accomplished in isolation from other social services. Collective planning within the broad social service sector is critical for long-term success. (i.e., educators, public health, community sport and recreation providers).”¹⁵

In the Municipality of Brighton, programs of this type would require collaboration by the Municipality, School Board/schools, and others (e.g., District Health Unit, YMCA, Brighton Children’s Centre). The Municipality would take the lead and work with partners to develop a model to enable service providers to offer afterschool programs at various locations throughout the community, depending on the mobility of the participating age group.

Sogo Active

Sogo Active is a program¹⁶ directed at youth to help them challenge themselves and their friends to get active, in response to the inactivity crisis. The web-based program assists youth with ideas for challenges to get active, and directs them to events/activities they can participate in with their friends. Youth can also get assistance in creating/operating programs/activities. The program seeks community hosts that can help youth get more active.

Program/Activity and Partnership Evaluation

A key component of responsive program/activity opportunity development is determining the “product” in consultation with the community - what should be offered, who are the target markets, where it should be located, and how it should be priced. Equally important is the need to continuously evaluate the success of programs/activities and, make necessary changes in supply based on the outcomes of evaluations. Increasingly, funding is being tied to measurable outcomes, and the efficient use of resources demands that these only be directed to building successful initiatives. Anticipating the need to evaluate requires the preparation of assessment models with measurable variables. The partnership and its related processes/activities must also be evaluated to identify its successes/beneficial aspects and areas for improving, streamlining relationships in future collaborative efforts. Section 7.2.2 of the Vision Plan discusses the need for planning, monitoring and evaluation.

14 2010 PRO Conference presentation by City of Calgary

15 2010 Active Health Kids Canada Report Card

16 <https://secure.sogoactive.com/ssl/docs/common/mainPage.jsf>

4.4 Program and Activity Recommendations

Municipality's Role in Program/Activity Development and Provision

15 *The Municipality of Brighton should adopt a leadership role in program/activity development and coordination to enhance the supply of programs/services within the community. It will continue to be a **facilitative role**, as per the current situation in the provision of municipal infrastructure, in relation to that of other providers (e.g., YMCA, volunteers, School Board, Conservation Authorities). It will, however, be an expanded, pro-active role and will assume leadership for community program/activity development and support. In this role, the Municipality will be responsible for identifying community needs, negotiating with providers the appropriate arrangements to meet them, and evaluating the success of programs and services.*

Program and Activity Opportunities

16 *There is considerable potential for growth in indoor and outdoor structured programming, and in indoor and outdoor unstructured/self-directed activities. Key areas for program/activity development are active, indoor programming; fitness/wellness; outdoor and nature-based activities - active, environmental and stewardship-oriented; arts, culture and heritage.*

All age groups can benefit from expanded services in the key areas identified. Initial efforts in the Municipality of Brighton related to active and outdoor programming/activities, however, should be targeted to: children (including grandchildren); youth; families, which also engage children and youth; and older adults.

Program/Activity Distribution

17 *Programs/activities should be better distributed throughout the Municipality to improve accessibility for everyone but especially for less mobile groups; to support community cohesion through travel to different parts for participation in different activities; and to make better use of available facilities, as follows:*

- *more programming at the Community Centre in King Edward Park – use multi-purpose spaces for programming, lobby area, arena ice-out period for more floor uses, wall space in lobby for art displays.*
- *increased variety, and more for other age groups at Codrington Community Centre*
- *use municipal park spaces throughout the community for outdoor programming, as appropriate; work with non-municipal park authorities to provide appropriate year-round outdoor programming in green spaces throughout the Municipality (support with facilities to accommodate outdoor activity - e.g., shelters, gazebos, warming stations, etc.)*
- *work with School Board to provide more programming at schools, and to increase access in outlying locations*

Publicity and Promotion

- 18** *Promote community awareness of existing and expanded facilities and programs/activity opportunities through:*
- *provision of a single on-line portal, updated by season by all participating providers in the Municipality (this initiative is underway through development of a new Municipal website) and a comparable single, annual publication with seasonal updates*
 - *developing a newsletter – published on-line and printed to capture short-term initiatives and activities, and to update community on longer-term projects, build anticipation regarding upcoming events, etc.*
 - *using social networking tools (e.g., Facebook, Twitter) to disseminate to larger/various audiences; important to capturing youth market*
 - *evaluating effectiveness of communications, and identify information needs to encourage participation*
 - *wide distribution of published material (e.g., maps of parks and trails, publications, newsletters) through partners in publication*
 - *coordinated signage/wayfinding system, to complement ongoing Municipal initiatives in sign coordination.*

Design, Development and Evaluation

- 19** *The Municipality should consider opportunities to use current frameworks for positioning programs/activities (e.g., Playworks - Youth Friendly Communities; After School Initiatives; SOGO Active).*
- 20** *The Municipality should evaluate the success of programs/services and the effectiveness of its partnerships in achieving service objectives.*
- *coordinated signage/wayfinding system, to complement ongoing Municipal initiatives in sign coordination.*

5.0 Parks, Green Space and Trails

5.1 Park Planning

5.1.1 Policy Context

The Municipality's new draft Official Plan, endorsed by Council in July 2010, establishes the following principles for parks and recreation:

The Municipality will promote a healthy, active community by:

- i) Planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including but not limited to walking and cycling.
- ii) Providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation including facilities, parklands, open space areas, trails, and where practical, water-based resources.
- iii) Providing opportunities for public access to shorelines.
- iv) Considering the impacts of planning decisions on Presqu'île Provincial Park and local conservation areas.
- v) Establishing and supporting the establishment of walking trails and linkages both within the BUA and in cooperation with other community based organizations, including the Waterfront Regeneration Trust's Lake Ontario Greenway Waterfront Trail.

The Official Plan recognizes the Vision for Recreation, Trails and Green Space as the plan that will guide future planning for indoor and outdoor recreation facilities and programs, and the development and management of municipally owned or managed parks, trails, and other green space. An Official Plan amendment is not required to make changes to parks and recreation facilities that result from the recommendations of the Vision for Recreation, Trails and Green Space.

5.1.2 Overall Direction

There is no assessed need for additional parkland identified during the term of the Plan, based on the population projections or outdoor facilities needs assessment, or through the consultation process. However, to support a walkable community and other strategic objectives, the Municipality will need to continue to plan for and develop a range of parks, and green spaces including neighbourhood parks in new development areas, and open space for trails and waterfront purposes. As well, at the point where new major outdoor facilities are required or if the replacement or addition of indoor facilities warrants (e.g. new arena, library or community centre), there may be a need for additional land to support it.

5.1.3 Parkland Needs Assessment

Parkland Classifications

For the purposes of the Master Plan, an inventory of parks and open space was compiled, identified within categories of Municipal Park, Municipal Green Space (non-park), and Other (non-municipal) Green Space.

To assist in planning for and judging the adequacy of parkland, and directing new park development, it is recommended that formal park classifications be developed and adopted. The categories of Community Park and Neighbourhood Park are recommended to reflect the uses and functions within the existing parkland inventory (refer to Table 5.1).

Parkland Standards

When all types of parks and open space are considered, Brighton is presently well supplied with green space that supports a range of active and passive uses. These spaces will remain the primary base for future outdoor leisure service development.

At approximately 2.62 acres (1.06 ha.) / 1,000 pop. of developed municipal parkland (increasing to the 3.40 acres (1.37 ha.) per 1,000 population when undeveloped, but potentially usable green space is considered), the Municipality is well supplied with parkland at a rate that is comparable to other municipalities of its size and characteristics.

Given the levels of parkland allowable through dedications under the Planning Act (which approximate 1.0 hectare (2.47 acres) / 1,000 population), it is unlikely that the present service standard could be maintained if significant growth were anticipated. However population growth in the Municipality is expected to be moderate over the term of this plan, and beyond, and the current overall parkland to population service standard will remain appropriate for some years.

Parkland Acquisition

Neighbourhood and Community Parks

There is no assessed need for additional parkland identified during the term of the Plan, based on the population projections or outdoor facilities needs assessment, or through the consultation process. However, to meet the needs of local neighbourhoods and to achieve the desired principles of a walkable community that supports a high quality of life, the Municipality will need to continue to plan for and develop neighbourhood parks as new development takes place using the standards contained within the Vision Plan.

As well, at the point where new major outdoor facilities are required or if the replacement or addition of indoor facilities warrants (e.g. new arena, library or community centre), it is unlikely that the existing landbase of parks will support major new development. In conjunction with a facilities feasibility assessment a new site or expansion of King Edward Park may be considered. In this scenario, thought should be given to the purpose and role of any site under

consideration in serving general parkland needs for the Municipality, to be determined through a site Master Plan.

Waterfront and Valleyland Open Space

Opportunities may periodically arise to acquire lands for parks and open space purposes. Sections 3.8.3 and 3.8.4 of the new Official Plan (Draft) encourages access to the Lake Ontario waterfront and the provision of recreational open space along Lake Ontario, where possible through a system of public and private parks. This will be achieved using allowable means under the Planning Act, including developer dedications, and acquisition of available lands using cash-in-lieu. Waterfront access areas are to be developed in a manner compatible with adjacent residential uses having regard for the provision of buffer planting and fencing and adequate off-street parking, and located outside of environmentally sensitive areas and wetlands. As well the Council of the Municipality of Brighton supports the concept of establishing and maintaining open space corridors that support the development of a trail network (Sections 4.12.3 and 4.14.9 of the Official Plan).

Table 5.1: Parks and Open Space Classifications

| NEIGHBOURHOOD PARK | |
|---------------------------|---|
| Size | 0.6 ha (1.5 acres) minimum size as a guideline for new park development. Existing Neighbourhood Parks may vary in size. |
| Service Radius | <p>Neighbourhood Parks:</p> <ul style="list-style-type: none"> • are generally located in the Brighton Urban Area to serve neighbourhoods within an approximate 600m to 800m radius. • may respond to a smaller service area where major barriers such as roads, railways, or creek valleys result in an isolated or un-serviced area. • may also be provided to serve outlying hamlets in the Rural Area. |
| Characteristics | <p>Neighbourhood Parks:</p> <ul style="list-style-type: none"> • are intended to serve the needs of the immediate neighbourhood for outdoor active and passive recreation, which may include: a playground(s), shade structure, multi-purpose court, tennis courts, seating areas, walkways, lighting, open activity area, landscaping, floral displays, and buffer areas. Where appropriate the park may include natural or cultural heritage features; • shall be planned and designed central to the neighbourhood where feasible as a focal point; • shall be located with frontage on local or collector roads and to avoid the crossing of arterial roads; • shall be connected wherever possible to other parks, green space lands and community destinations by walkways, trails, and sidewalk systems; • may be located with a school to take advantage of shared use opportunities for facilities development. In these instances integration of design and development is encouraged, with no physical separation of shared facilities. • <i>Specific sizes, locations, and functions of Neighbourhood Parks and linkages shall be detailed in Secondary Plans, Plans of Subdivision or Site Plans, as appropriate.</i> |
| Standards | <p>The conveyance of land to the Municipality for parks purposes shall conform to the following standards:</p> <ul style="list-style-type: none"> • hazard lands, Environmentally Sensitive Areas, including significant woodlots, buffer lands/setbacks to natural features and poorly drained or low-lying lands shall not be acceptable as part of the dedication of parkland for active recreation purposes or cash-in-lieu payments; • land for parks shall be free of encumbrances and contamination, be generally flat, and satisfy minimum standards for grading, and drainage. The developer shall prepare a Grading and Drainage Plan to be approved by the Municipality, prior to undertaking grading activities, and all grading shall be undertaken in accordance with the Grading and Drainage Plan; • clean topsoil suitable as a growing medium shall be provided over the entire park site to a minimum depth of 150mm. Temporary stabilization of the site shall be provided in the form of seeding, with a seed mix suitable to the site and approved by the Municipality; • where residential lots abut the parkland, perimeter fencing shall be provided by the developer as required and approved by the Municipality. |

Table 5.1: Parks and Open Space Classifications (cont'd)

| COMMUNITY PARK | |
|--|---|
| Size | 4.0ha (10 acres) minimum size as a guideline for new park development to support active recreation purposes. Existing Community Parks may vary in size. Size and configuration will depend on the shape and constraints of the property, and the specific program for the park, including consideration of indoor facilities where co-existing, and parking, as appropriate. |
| Service Radius | <p>Community Parks:</p> <ul style="list-style-type: none"> • are typically focused on active recreation and generally located to serve the entire municipality and / or concentrations of population in the Brighton Urban Area, e.g. King Edward Park; • may also be provided to serve areas of the Municipality that are removed from the urban park system, e.g. Codrington; • may provide unique, specialized facilities, or serve as events space, e.g. Memorial Park, Hilda Montgomery Memorial Park. |
| Characteristics | <p>Community Parks:</p> <ul style="list-style-type: none"> • are intended to serve the needs of a community area and / or the entire municipality for active and passive recreation, and may include one or more of the following facilities or amenities: sports fields (incl. unlit and lit), junior/senior playground(s), parking, shade structure, multi-purpose court, spray pad, tennis courts, event space, seating or picnic areas, walkways, lighting, open space areas, landscaping, floral displays, and buffer areas; • shall be planned as focal points, generally located on, or at the intersection of major collectors or arterial roads, with significant frontage. Where included, parking shall be located to have minimum exposure to the street, or be buffered by landscaping; • shall be connected wherever possible to other parks, green space lands and community destinations by walkways, trails, and sidewalk systems; • may be located with a school to take advantage of shared use opportunities for facilities development. In these instances integration of design and development is encouraged, with no physical separation of shared facilities. • may also serve the function of Neighbourhood Parks due to the existing inventory and anticipated overlaps in park uses and functions. • <i>Specific sizes, locations, and functions of Community Parks and linkages shall be detailed in Secondary Plans, Plans of Subdivision or Site Plans, as appropriate.</i> |
| Standards | Should the situation arise, the conveyance of land to the Municipality for Community Parks purposes shall conform to the standards outlined under Neighbourhood Park. |
| GREEN SPACE (Municipally owned) | |
| Size | Varies |
| Service Radius | Varies |
| Characteristics | <p>Green Space:</p> <ul style="list-style-type: none"> • includes undeveloped parks, cemeteries, trail corridors, natural environment areas, roadway boulevards, and other open space lands owned or managed by the municipality. |

5.1.4 Park Development / Re-development

Although Brighton's developed parks offer a typical range of facilities, the overall system varies in its state of completion or development. Several green space areas, assumed to be parkland dedications, remain undeveloped (i.e. Lakecrest Circle, Greenway Circle, Lakeview Heights), while others offer minimal amenities. Although there were no indications through public consultation that this is of concern there may be a need or a desire in the future to develop some of these green space areas for neighbourhood use. As well, to support the objectives of the Vision Plan there will be a need to retrofit existing parks or facilities to address new leisure/recreation trends (e.g. community gardens, outdoor fitness equipment, tai chi / yoga in the park), as well as unmet community interests that emerged through this study (e.g. off-leash area, seating areas), expanded community events, or additional programs / activities. (See Section 4.0 Programs and Activities). The Municipality has indicated a desire for improvement and enhancement of public open space lands along the waterfront (See Section 7.5.2).

Over the term of the Vision Plan, provision should be made through the capital budget process for these types of new facilities and amenities to begin to be added to existing parks and open space.

5.1.5 Cash-in Lieu of Parkland Dedication

Criteria for Taking Parkland Dedications vs. Cash-in-lieu

The Brighton Official Plan provides that in lieu of the conveyance of land for park purposes, that the Municipality may require the payment of money in lieu of such dedication of land for park purposes as allowable under Sections 42, 51 or 52 of the *Planning Act, R.S.O., 1990*. This cash is to be equal to the value of the land that would otherwise be given to the Municipality, based on a valuation methodology outlined in the Planning Act.

Given the moderate growth anticipated in Brighton and the current overall parkland supply the issue of cash-in-lieu of parkland will undoubtedly arise. When assessing whether to take a parkland dedication or cash-in-lieu of parkland in new development areas the following should be considered:

- Is the development located in a community where there is a deficiency of parkland, or where the projected increase in population will create a deficiency?
- Is the area well served by existing parkland within a reasonable distance (i.e. 600m to 800m linear distance), i.e. any Neighbourhood or Community Park with neighbourhood-serving park functions?
- Is the proposed dedication of a size and form to be functional, based on parkland development standards, and in anticipation of identified recreation needs?
- Would a land dedication contribute to the creation of an open space linkage or access point, trail corridor, or protection/enhancement of an environmental feature?
- Would a dedication contribute to serving future areas of growth, i.e. can it be added to in order to create a larger parcel?

- Would the taking of parkland from the site render the proposed development or redevelopment unfeasible?

Use and Prioritization of Cash-in-lieu Funds

The *Planning Act* requires municipalities to deposit cash-in-lieu into a dedicated account with permitted use for the acquisition of land to be used for park or other public recreational purposes, including the erection or repair of buildings and the acquisition of machinery for park or other public recreational purposes.

To direct the use of these funds the Municipality should consider developing a strategy for use and prioritization of cash-in-lieu (park reserve fund) to ensure that adequate funds are available to meet future parkland acquisitions as the need or opportunity arises, including: Neighbourhood Parks to serve new development areas (where consolidation of dedications is required); a future new Community Park (as indicated by facilities needs); and, acquisition of open space for trails planning or environmental purposes (where not protected by Planning policy).

5.1.6 Disposition of Surplus Lands

The Municipality owns and manages both developed and undeveloped parkland along with a number of other green space parcels, the origin of which date to prior amalgamation and which may be of indeterminate purpose.

Building on the inventory compiled for the Vision Plan, the Municipality should prepare an inventory of all vacant municipal green space lands, noting size, location, attributes and current uses and functions. These lands should be evaluated to determine what value and role they currently or might play within the parks and municipal open space system, and failing that what commercial market value (if any) they might have if declared surplus to municipal needs.

The criteria within the parkland classifications and as outlined in the foregoing discussion about parkland dedications will assist in the identification and evaluation of lands that have future potential value as parks. The sale of surplus properties would potentially provide for the assignment of funds for green space acquisition, parks development, or parks upgrading purposes. Prior to disposing of any land which was acquired through parks dedications or for parks purposes, the Municipality should consult with the community, and may wish to develop a policy to direct the use of any proceeds from such lands toward park acquisition or improvement purposes.

5.1.7 Park Planning Recommendations

Parkland Classifications

- 21** *Adopt a classification system for municipally owned or managed open space comprised of Neighbourhood Park, Community Park and Green Space, with criteria and development standards for each as outlined in the Vision for Recreation, Trails and Green Space.*

Parkland Standards

- 22** *Adopt an overall standard of 3.0 acres (1.2 ha.) /1000 population for the provision of Community Parks and Neighbourhood Parks. For the purposes of assessment, this standard pertains only to tableland parkland that can be developed for recreation purposes.*

Parkland Acquisition

- 23** *Continue to plan for the acquisition and development of additional neighbourhood parks in conjunction with new development using allowable policies under the Planning Act.*
- 24** *At the time of consideration of new major indoor / outdoor recreation facilities, consideration should be given to landbase requirements to support general Community Park purposes as well as specific facilities needs. This may include expansion of King Edward Park and / or a new site that can support consolidated facilities. (Refer to Facilities Summary)*
- 25** *In support of a connected and publicly accessible system of parks, waterfront and valleyland open space and an integrated trails network, the Municipality should examine and act on all reasonable opportunities to acquire additional green space lands using available means such as: allowable land dedications under the Planning Act; easements or agreements with private landowners; partnerships; or outright purchase.*

Parks Development / Re-development

- 26** *To the greatest extent possible, and subject to space considerations, all suitable parks with potential to serve neighbourhood or community functions should be fully developed over time and provide opportunities for multiple types of activities (e.g. sitting and relaxing, picnicking, nature enjoyment, unstructured outdoor play, sports, outdoor programs) to encourage maximum use and enjoyment of these municipal resources by residents and visitors.*
- 27** *The development of new parks and redevelopment of existing parks and open space should be undertaken through a Master Plan process that addresses: a program of uses, spatial / analysis, physical and natural constraints and opportunities, and relationships among park activity areas, and adjacent lands. The Plans should be undertaken using a consultative process with local residents for whom the park is intended to serve. This provides for public input into the planning of facilities, and allows for the consideration of the functional design and aesthetic qualities of a park.*
- 28** *Community partnerships with organized groups that can assist in fund-raising should be considered for park redevelopment, particularly where specialized types of facilities*

or expectation of standards that fall outside of an identified Municipal standard are requested (see Recommendation 51).

Parkland Policies

- 29** *Develop a strategy for determining when to take cash in lieu of parkland, based on criteria outlined in the Vision Plan.*
- 30** *Consider the development of a strategy for use and prioritization of cash-in-lieu (park reserve fund) to ensure that adequate funds are available to meet future parkland acquisitions as the need or opportunity arises, including: Neighbourhood Parks to serve new development areas (where consolidation of dedications is required); a future new Community Park (as indicated by facilities needs); acquisition of open space for trails planning or environmental purposes (where not protected by Planning policy).*
- 31** *Prepare an inventory of vacant municipally-owned lands noting size, location, attributes and current uses and functions. The lands should be evaluated to determine what value and role they currently or might play within the parks and municipal open space system, and failing that what commercial market value (if any) they might have if declared surplus to municipal needs. For lands acquired for parks purposes, the Municipality should develop a policy to direct the use of the proceeds of disposition and should consult with the community prior to any disposition.*

5.2 Green Space Management and Environmental Protection

5.2.1 Policy Context

The new Brighton Official Plan (Sections 3.9 and 4.14) recognizes the importance of natural heritage features and areas and outlines policies for their conservation and enhancement for environmental benefit, and overall quality of life for the community.

Within the mandate of the Vision Plan new policies and best practices in the area of environmental management should realize environmental goals in the Strategic Plan, and the policies of the Official Plan and should address two areas:

1. Support for protection of natural areas and the integration of their use and enjoyment with recreational and active living objectives; and,
2. Ongoing environmental best practices.

5.2.2 Overall Direction

Although not all are directly under the jurisdiction of the Municipality, Brighton includes substantial natural environment lands that are important attributes of Brighton's recreational setting, offering a range of water-based and nature-based activities for local residents and serving as major visitor attractions to the area. It is in the best interests of the Municipality to work with the land managers of these sites and agencies responsible for environmental

protection to ensure the ecological sustainability of these natural assets and to establish and maintain recreational activities that are appropriate to ecological goals.

5.2.3 Protection and Use of Natural Areas

The Municipality of Brighton encompasses extensive natural environment areas in association with the Lake Ontario waterfront, the creek valley systems, and other significant natural and geological features. Presqu'ile Bay itself, the marshlands and the Peninsula which comprises the Provincial Park today are significant natural resources and have long supported recreational activities. These have historically included: cottaging, camping, a range of boating activities, swimming, fishing, bird-watching and general nature enjoyment. Many of these activities are still continued today in Presqu'ile Provincial Park and in the Brighton waterfront parkland, and new opportunities are emerging as a result of initiatives underway by land owners and managers of waterfront sites which include both public and private lands.

In addition to the Provincial Park, several other tracts of lands in the Municipality have also been protected for environmental conservation and nature-based recreation enjoyment by other public agencies. These include Goodrich Loomis Conservation Area, the Brighton Provincial Wildlife Area, and Proctor Park. As well, St. Mary's Cement, which has substantial landholdings including a significant area of lacustrine marsh on Lake Ontario, is considering the establishment of an interpretive centre and a nature trail system as part of a stewardship initiative targeting species at risk. Further east, an area of the Presqu'ile Marshes and adjacent land along Presqu'ile Bay has also been protected through the efforts of the Nature Conservancy of Canada.

As identified in relevant sections of the Official Plan the identification and protection of significant natural areas within the Municipality through land use policy and environmental stewardship is a joint responsibility between landowners and public agencies having jurisdiction. These include the Municipality, MNR, and LTRCA. The policies of the OP address the collaborative nature of this relationship and outline objectives and actions consistent with natural heritage provisions of the Provincial Policy Statement. With respect to the Vision Plan the Municipality's policy in the areas of natural area protection should reflect the municipal role in identifying, securing and managing natural environment areas for both natural heritage protection and recreational enjoyment. In this regard, the Municipality is encouraged to continue its efforts to acquire a connected, linear open space corridor along the Lake Ontario waterfront and Butler Creek. As well it should continue to work with the public agencies and private landowners toward advancing the recreational use and enjoyment of appropriate natural environment areas in a manner that is consistent with environmental protection objectives.

5.2.4 Environmental Best Practices

As part of overall environmental stewardship efforts within the Municipality, a commitment should be made to incorporate best practices into the maintenance and management of parks and green space areas through non-invasive approaches to land and watercourse management. This would include continued efforts to reducing mowing limits and incorporating areas of

Volume 2: The Vision Plan

DRAFT

naturalization in lands adjacent to natural environment areas; reducing water consumption through use of native, drought resistant plants; and developing and managing trails through natural areas to be sustainable and with the least amount of impact.

While the mandate of the Vision Plan is specifically focused on parks and recreation, trends are toward corporate environmental ethics with wide-ranging implications for all aspects of the Municipality's responsibilities. This would include all areas of service including new building design, fleet management, energy efficient utility management, and use of recycled or environmentally friendly products in day to day materials and supplies. Some of this will likely occur as a result of general trends toward these initiatives through product availability and increased awareness however service areas exclusive to Parks and Recreation should be actively realigned to optimize environmental protection. A comprehensive shift in procedures or policy may take the full ten years of the Plan and beyond to implement, and will require collaboration between Municipal departments.

5.2.3 Green Space Management Recommendations

Protection and Use of Natural Areas

- 32** *The Municipality should continue to work cooperatively with public agencies and private landowners toward the protection of environmental resources and to secure public access for appropriate recreational activities in locations that are environmentally sustainable, and in a manner that is consistent with ecological objectives. This may vary depending on the circumstances of the location and may include: securing by way of development agreement or parkland dedications; purchase of land parcels in whole or in part; establishment of easements or management and use agreements with landowners; or management on behalf of another public agency in return for community access, etc.*

Environmental Best Practices

- 33** *The Municipality should implement practices for the management and maintenance of parks and open space areas in a manner consistent with environmental protection and enhancement objectives. This may include: habitat creation and enhancement initiatives through reduced mowing or naturalization; use of native plant material; and use of environmentally friendly materials and practices in the procurement and use of materials and equipment. For naturalization and habitat enhancement initiatives, initially one or two candidate sites within the parks system could be considered for implementation, using sites adjacent to natural environment areas.*

5.3 Trails Planning

5.3.1 Policy Context

Recreational trails are key to encouraging daily, active living and the knitting of neighbourhood and community areas together physically and socially. This can be particularly important for

amalgamated communities. Trails that encourage tourism and visitation can offer economic benefits to communities through both indirect (purchases of sports equipment) and direct spending (meals and accommodation).

Reflecting current leisure trends and as seen in most communities across Ontario, local interest in furthering trails development in Brighton is high. The Brighton Official Plan (Section 7.15 Alternative Modes of Transportation) supports the development of a multi-modal trail system based on a "link-node" system connecting major pedestrian destinations such as schools, parks and commercial areas through a system of pedestrian paths, sidewalks and bicycle routes.

Specifically Official Plan policies identify that:

- The Pedestrian and Bicycle Path network shall be designed and developed in such a manner as to provide for safe, and wherever possible, unobstructed pedestrian walkways and bicycle paths. Such facilities will be designed in a manner which minimizes the potential for conflict between other modes of transportation and the bicycle and pedestrian routes.
- Where possible, the pedestrian and bicycle path network will be integrated with natural amenities such as streams and valleys, public parkland and open space areas.
- Council shall, in co-operation with the appropriate agencies, investigate the opportunities for the development of pedestrian and bicycle paths along the road rights-of-way and watercourses.
- It shall further be the policy of this Plan that the pedestrian and bicycle path network is considered to represent part of the transportation system and, wherever appropriate, such lands shall be dedicated as public rights-of-way. Council, in the review and consideration of development and/or redevelopment proposals, shall require the dedication of lands to be developed as part of the pedestrian and bicycle path network.

5.3.2 Overall Direction

The Vision Plan supports the policies of the Official Plan with respect to the development of trails and active transportation routes, and provides additional recommendations to direct the development of greenway trails and cycling routes in the Municipality, over the ten year term of the plan.

5.3.3 Trails and Cycling Route Opportunities

As summarized in the background and inventory section of the Vision Plan, the southern part of the Brighton Urban Area includes a section of the Waterfront Trail (comprising on-road and off-road segments) extending from east to west across its width, and the Municipality has developed several multi-use pathways in lieu of sidewalks along major north-south streets linking into the downtown, as well as a walking path within a segment of the Butler Creek valley system, with plans to extend the trail both northward and southward. As well residents have access to looped trail systems within Proctor Park in the urban area, Presqu'île Provincial Park, Goodrich Loomis Conservation Area and the Provincial Wildlife Area. (Refer to Volume 1: Background Report for maps of existing trails).

Volume 2: The Vision Plan*DRAFT*

The existing facilities in Brighton do not yet provide an integrated, linked network of recreational trails and although the area is widely used for cycling, outside of the Waterfront Trail there are no posted routes. The County of Northumberland has recently embarked on a cycling study with objectives to identify some looped routes and circuits, one or more of which will connect into and through Brighton using the Waterfront Trail and urban roads (the Presqu'île - Sun tour preliminary route is noted on the trails opportunities map in Appendix B). It is also understood that a Walkable and Cycleable Community group has been formed in Brighton, with representation from the Haliburton Kawartha Pine Ridge Health Unit, Municipal staff and Council and residents, to examine ways to improve the walkability of Brighton.

As part of the Vision Plan process, a trails planning workshop was held with community organizations, municipal staff, Councilors and interested residents to discuss existing and planned trails / cycling routes in Brighton, and to identify new opportunities, potentials and challenges. Both the Brighton Urban Area and the larger Municipality were discussed, along with suggestions for priority projects.

The following are key trail / cycling route projects for Brighton that emerged from the study process, and which are recommended as priorities for advancement during the 10 year planning horizon of the Vision Plan. It is assumed for the purposes of cost estimates contained in the Implementation Strategy for the Vision Plan that consultants will be retained to undertake the majority of the planning and design work needed to move these projects forward to implementation. However some of the preliminary investigations might be conducted by Municipal staff in collaboration with the Lower Trent Region Conservation Authority, and the and Cycleable Community group. As well, given the overlap between departments in trails and active transportation, some of the projects may be undertaken as inter-departmental initiatives between Parks and Recreation, Public Works, and Planning.

Brighton Urban Area Trails

Existing and planned recreational trails, multi-use pathways and know routes that are used for cycling in the Brighton Urban Area are illustrated on a map contained in **Appendix B** together with the identification of new opportunities and specific areas for further investigation.

Butler Creek Trail

Through a use agreement and collaboration with a local landowner and developer the Municipality has developed a wood chip surfaced walking trail in a portion of the Butler Creek valley from the Kinsmen Park entrance on Cedar Street to Harbour Street along the Butler Creek. The Municipality has further identified an interest in, and opportunity for, the development of a recreational trail system through the Butler Creek valley system that would connect the existing Toby Trail terminus northward to Proctor Park, with a potential future connection southward to the Wildlife Area (at the constructed wetlands) and beyond to the planned trail system as part of the St. Mary's Cement lands project. The planning for this trail connection is advancing in discussions with landowners as part of the development process for adjacent lands.

Volume 2: The Vision Plan*DRAFT*

From a recreational and community connectivity standpoint the Butler Creek Trail would link a number of key parks and municipal destinations within the Brighton Urban Area, and provide an additional outdoor activity area for both visitors and residents. It is supported by the Vision Plan, with a first priority on the northerly connection to Proctor Park. Although the Toby Trail is for pedestrians only any extensions of the Butler Creek Trail should be of a design standard that supports both cycling and walking. At a minimum this would require a compacted limestone fines / stone dust surfacing, however to be a fully accessible trail and support other linear activities such as inline skating should be of a hardened surface surfaced.

Although the desired route for the Butler Creek Trail has been established and it is generally assumed to be feasible, it is understood that not all of the land needed for an off-road trail has been secured, and that technical investigations have not been conducted to confirm the various local conditions within the creek valley or to forge the connection to the existing nature trail system in Proctor Park. This is an important exercise to confirm the route alignment, determine actual construction costs, and establish the basis for any needed approvals. It is therefore recommended that the following steps occur to advance the Butler Creek Trail project.

1. As a first step the Municipality should continue to work with local landowners along the Butler Creek trail route and the Lower Trent Region Conservation Authority toward the securement of any needed land or agreements to support the trail (identifying road-based route alternatives around missing links);
2. A **Feasibility Study** should be conducted to identify physical conditions and confirm the trail route. This initial stage would involve confirmation of land ownership / securement status; collection of biophysical data through air photo / mapping / field investigations; undertaking field survey to stake out the most promising route (with alternatives) considering: potential trail access points, water crossings (bridge or culvert locations), significant areas of vegetation or wildlife habitat; hydrologic conditions (consideration of floodlines, erosion areas, flooding, ice storage / ice scour); investigation of underground servicing locations and soils and geotechnical conditions along the preferred route; confirmation of trail design standard (surfacing, profile, signage); preparation of preliminary design drawings based on confirmed design; identification of permit and approval requirements; preparation of cost estimates to confirm project feasibility and inform capital budget and a detailed phasing plan for implementation.
3. **Design and Construction Stage** – This second stage would proceed following confirmation of the project feasibility and budget approval, and would include the preparation of final design drawings, details, specifications, pre-tender cost estimates; and contract documents. It could be conducted as a second stage of a singular project but would likely be phased over multiple projects and tenders to align with land securement and budget allocation.

Connecting Downtown Brighton to Waterfront Trail and Presqu'île Provincial Park

The approximate 11 km Brighton section of the Lake Ontario Greenway Waterfront Trail that extends east-west as both an on-road and off-road route across the breadth of the municipality

Volume 2: The Vision Plan*DRAFT*

was developed by the Waterfront Regeneration Trust adjacent to, or on, the municipal and county roads. Investigations and discussions with residents suggest that the segment that extends from Ontario Street to Presqu'ile Provincial Park is likely the most widely used (or desired to be used) section of the Waterfront Trail as it links the Ontario Street multi-use pathway with the Provincial Park which is a significant attraction and resource for the Municipality. Although indicated as off-road segment, the trail is comprised of a narrow single-track trail or footpath which does not support multi-use well. It was also noted by a number of residents that due to the volumes of traffic on the road in peak summer season that many people are not comfortable cycling along Presqu'ile Parkway.

Through the study discussions it was also noted that, in general, cycling around the Brighton Urban Area can be challenging for a number of reasons: **1.** the paved cycling lane on Harbour Street (part of the Waterfront Trail) is the only designated cycling facility and it does not connect through to Presqu'ile Park; **2.** there are no marked cycling routes around town; **3.** the off-road pathway system (Ontario Street and Cedar Street) is discontinuous, and it is unclear whether these paths are sanctioned for cycling; **4.** Prince Edward Street is a desired route for those heading eastward on the Waterfront Trail but speed of traffic, trucks and the Y-intersection at Cedar Street make on-road cycling hazardous.

It is therefore recommended that:

- 1.** If it is intended that the Ontario Street and Cedar Street pathways were designed as multi-use facilities, they should be clearly marked as such using signage;
- 2.** To better accommodate desired usage and improve safety on the Waterfront Trail route along Presqu'ile Parkway between Ontario Street and Presqu'ile Provincial Park, the Municipality should investigate opportunities to improve the trail condition. Preliminary discussions suggest that options to be considered, as conditions permit, would include:
 - a)** developing a properly constructed trail within the right of way (e.g. permeable asphalt or other hardened surface, or compacted limestone fines / stone dust surfacing) for pedestrians only; and,
 - b)** retaining cycling in a shared lane with vehicles, or paving and marking a shoulder for cycling (as along Harbour Street); **or**
 - c)** developing a combined off-road, hard surfaced multi-use trail in the road right of way.

The review should also include consideration of how to achieve a safe pedestrian crossing at the intersection of Ontario Street.

- 3.** In collaboration with the Northumberland County cycling initiative, and investigations for improvement of the Presqu'ile Parkway trail, rationalize and sign a clear cycling route linking the downtown to the waterfront and Presqu'ile using the multi-use pathway and / or on-road routes.
- 4.** In collaboration with the Northumberland County, investigate opportunities to improve walking and cycling facilities on Prince Edward Street (e.g. as road improvements occur).

Downtown Heritage Walking / Cycling Route

An initiative that is also being considered by the Walkable and Cycleable Community group is the identification and signing of a pedestrian walking route through the historic neighbourhoods in the Brighton Urban Area. The proposed route would connect the terminus of the Ontario Street Pathway to Proctor Park using the sidewalk system, and would be developed as a historic walking tour that could be signed and / or mapped. Although conceived of to promote walking, the tour could also be used to route cyclists along quiet streets.

Municipality-wide On-Road Cycling Routes

Investigations through the study and discussions at the trails workshop revealed that Brighton is part of a larger regional area that is popular with individuals and clubs for on-road cycle touring. Northumberland Tourism promotes several loops, one of which, the 'Presqu'île Promise', extends through Brighton using Presqu'île Parkway, Ontario Street (or alternately Cedar Street) and Little Lake Road. The County has recently embarked on a the first phase of a Cycling Master Plan which will take the form of a feasibility study and plan formulation to be developed during 2010 and 2011. This plan will provide policy direction as well as network facilitation over the course of the next several years.

Opportunities for potential on-road cycling routes (where bicycles share lanes with traffic) were discussed as part of the trails planning workshop, followed by limited ground-truthing¹⁷ to identify conditions. The results are illustrated on a map in **Appendix B** along with notation of areas of constraint and areas for further investigation, including potential trailheads or staging areas (based on existing sites with facilities, e.g. parking, washrooms, other amenities).

In conjunction with the County Cycling Master Plan, the Municipality should collaborate with the County of Northumberland, local cycling organizations, and adjacent municipalities to plan and sign, a system of road-based cycling routes that facilitate touring and promote connectivity between Brighton's communities.

Initial efforts should include signing of on-road cycling routes (where cyclists share lanes with vehicles) to complete circuits between the following destinations as one or more routes (Refer to Appendix B for map of suggested routes):

1. Brighton Urban Area to Codrington;
2. Brighton Urban Area to Goodrich Loomis Conservation Area;
3. Brighton segment of any identified / promoted Northumberland County cycle tour.

The Municipality should further encourage the County of Northumberland to consider and develop facilities for cyclists such as widened lanes or paved shoulders along County Road 30, and Prince Edward Street when opportunity (e.g. through road improvements) and funds permit to facilitate direct connections between Codrington, downtown Brighton, and the Waterfront Trail. This should also be a consideration for discussion with MTO at such time as bridge reconstruction at Highway 401 takes place.

¹⁷ Windshield tour only, noting general conditions and constraints. A more detailed assessment will need to be undertaken at the time of signing a specific cycling route.

The Municipality should also work with the County in its efforts to engage cycling organizations, advocacy groups, police services, and others in the development and delivery of a community education program that educates on cycling awareness and safe cycling practices (one of the objectives of the County Cycling Master Plan).

5.3.4 Trail Recommendations

Brighton Urban Area Trails

- 34** *Continue efforts to develop the Butler Creek Trail. An initial development priority for the term of the Vision Plan is the extension of the trail from its existing terminus northward to Proctor Park. Future extensions of the trail should consider a design standard that supports multi-use.*
- 35** *For the Butler Creek Trail project, and all trails development initiatives, the following steps are recommended, prior to implementation:*
- *work with local landowners, and regulatory agencies to secure any needed land or agreements to support the trail corridor (identifying road-based route alternatives around missing links);*
 - *undertake a **Preliminary Planning and Design Feasibility Study** to identify local physical conditions, confirm the trail route, identify approvals and permits, and develop preliminary design plans and cost estimates to inform capital budget allocation and phasing;*
 - *Prepare **Construction Drawings and Contract Documents** for tender, including drawings, details, specifications, pre-tender cost estimates; and contract documents. This could be undertaken as the second stage of a singular project but would likely be phased over multiple projects and tenders to align with timing of land securement and budget allocation.*
- 36** *If it is intended that the Ontario Street and Cedar Street pathways were designed to be used as multi-use facilities, they should be clearly marked as such using signage.*
- 37** *New development areas should include provisions for sidewalks and / or multi-use trails to promote walkability, with links to the existing system.*
- 38** *Undertake a preliminary planning and design study to investigate ways to improve the Presqu'île Parkway section of the Waterfront Trail, from Ontario Street to Presqu'île Park for pedestrians and cyclists. The study should address options and alternatives, technical feasibility, preliminary design and project costs for budget allocation purposes. Preliminary discussions suggest that options to be considered, as conditions permit, would include:*
- a)** *developing a properly constructed trail within the right of way (permeable asphalt, other hardened surface or compacted limestone fines / stone dust surfacing) for pedestrians only; and,*

- b) retaining cycling in a shared lane with vehicles, or paving and marking a shoulder for cycling (as along Harbour Street); or*
- c) developing a combined off-road, hard surfaced multi-use trail in the road right of way.*

39 *In collaboration with the Northumberland County Cycling Master Plan initiative, and investigations for improvement of the Presqu'ile Parkway trail, rationalize and sign a clear cycling route linking the downtown to the waterfront and Presqu'ile Park using the multi-use pathway and / or on-road routes. The review should also include consideration of how to achieve a safe pedestrian crossing at the intersection of Ontario Street and Presqu'ile Parkway between the Presqu'ile Parkway trail and the Ontario Street pathway.*

40 *In conjunction with the Walkable Communities initiative, identify and sign a walking / cycling route between the Ontario Street Pathway and Proctor Park, using local roads and the sidewalk system. Consider integration of a tour through the historic neighbourhoods using signage and / or maps.*

Municipality-wide Trails

41 *Collaborate with the County of Northumberland, local cycling organizations, and adjacent municipalities to confirm, sign and / or develop a user map for a series of road-based cycling routes that complete circuits between the following destinations (as one or more routes):*

- Brighton Urban Area to Codrington*
- Brighton Urban Area to Goodrich Loomis Conservation Area*
- Brighton segment of any identified Northumberland County cycle tour (as part of the Cycling Master Plan initiative).*

42 *Encourage the County of Northumberland to consider and develop facilities for cyclists such as widened lanes or paved shoulders along identified cycling routes at the time of road improvements or reconstruction. This would include consideration of improving cycling safety along County Road 30 and Prince Edward Street, when opportunity and funds permit (e.g. at time of road improvements). This should also be a consideration for discussion with MTO at such time as bridge reconstruction at Highway 401 occurs.*

43 *Work with the County in its efforts to engage cycling organizations, advocacy groups, police services, and others in the development and delivery of a community education program that educates on cycling awareness and safe cycling practices (one of the objectives of the County Cycling Master Plan).*

6.0 Municipal Recreation and Tourism

6.1 Policy and Planning Context

The *Municipality of Brighton Official Plan* acknowledges that a portion of the Municipality's economy is directly or indirectly dependent upon tourism and recreational development, stating: "This Plan intends to encourage further tourism and recreational development provided that it is compatible with the natural environment and surrounding land uses. It is an objective of this Plan to support and encourage the growth of the tourism industry in the Municipality of Brighton. Tourism and related economic opportunities shall be promoted." (p. 13, 2.4.3 Promotion of Recreational Development and Tourism, *Official Plan*, July 2010).

While tourism and municipal recreation are distinct service areas, there are opportunities for recreation, trails and green space development initiatives to simultaneously support tourism objectives. The *Northumberland County Premier-Ranked Tourist Destination Project*¹⁸ "is a tourism industry-led initiative that undertook a comprehensive assessment of Northumberland's strengths and weaknesses as a tourist destination with the objective of improving Northumberland's performance as a tourist destination...The project evaluated and inventoried Northumberland County's tourism sector and provided information to guide in the economic development of the tourism industry."¹⁹

To date, the project has identified Northumberland County's "Core Attractors" in the following three areas or clusters: Picturesque Towns, Rural Landscapes and Culture; Outdoor Recreation; Angling & Sport Fishing. Clusters are further detailed as follows:

- *The Picturesque Towns, Rural Landscapes and Culture* includes opportunities for touring; visual and performing arts; heritage sites; festivals and events; shopping and dining.
- *The Outdoor Recreation Cluster* comprises opportunities for land-based outdoor recreation and water-based outdoor recreation.
- *The Angling and Sport Fishing Culture* is a single cluster.

Collectively, the inventory identifies 45 tourism-oriented opportunity categories in the County (e.g., annual music festivals, national historic sites, fine dining restaurants) and counts the number of opportunities available in each category. The project also makes recommendations to develop a County-wide Tourism Development Action Plan, and to pursue short, medium and long-term initiatives as part of the Plan.

6.2 Overall Direction

The Municipality should continue to coordinate recreation services planning, development and promotion, where appropriate and feasible, with Municipal tourism projects. Local tourism efforts should also be coordinated with the County and other regional tourism initiatives. The

18 Northumberland County Premier-Ranked Tourist Destination Project. Executive Summary - October 2009.

19 Source: Northumberland County website

http://www.northumberlandcounty.ca/en/departments_tourism/nprtd_faq_industry.asp#1

tourism elements/components of municipal recreation projects, however, are economic development initiatives and should be funded accordingly.

6.3 Recreation and Tourism Discussion

Tourism/recreation initiatives can comprise both capital (e.g., trails, waterfront facilities) and activity-related projects such as special events. Special events should focus on a limited number of unique events that can be distributed throughout the year to avoid conflicts/market splitting while maintaining a consistent profile/draw. Emphasis should be placed on those that are rooted in existing assets/align with image of Brighton (e.g., Applefest, Farmers' Market). Identify and build on those that meet both local recreation and tourism objectives.

While the priority for the Vision for Recreation, Trails and Green Space is the provision of recreation services for residents of Brighton many of the tourism opportunities identified in the inventory are community-based in recreation, trail and/or parks resources and/or comprise local special events/unique programs. This indicates the need to coordinate recreation services planning, where appropriate and feasible, with County and other regional tourism initiatives. In some cases, this may simply be a matter of promoting local resources, programs, special events, etc. to a larger market to attract visitor use/participation. Similarly, sign/wayfinding programs can be designed to inform visitors as well as local residents. Partnerships with private operators in, for example, bicycle rentals supported by public provision of locking racks can meet both community and tourism objectives for trail use. As noted above, special events offer the potential to both engage local residents and act as visitor draws, depending on how they are positioned and promoted.

The Heritage Master Plan recommended in the Official Plan should also be used as a vehicle to identify local resources that could potentially align with tourism objectives, and the support required from the Municipality to develop this function. In all cases, however, the tourism elements/components of municipal recreation projects are economic development initiatives and should be funded accordingly.

6.4 Recreation and Tourism Recommendations

Recreation and Tourism

- 44** *The potential for community recreation programs/activities to also attract visitors should be a consideration in program/activity development and delivery. It should not, however, drive the agenda and, if tourism objectives are to be simultaneously met, there should be some designated economic development funding for this aspect of the program/service.*
- 45** *Develop a map and brochure for online and print use, to promote Brighton recreation facilities, heritage resources, parks and trails to residents and visitors (see Rec. 17).*

7.0 Implementation Strategy

7.1 Policies

7.1.1 Overview

Policies support implementing the Vision, in that they consistently direct decision-making to desired ends. Policy allows the municipality to explicitly document intentions regarding the Vision - its intended outcomes, its priorities, and the approaches to achieving it over the long-term. The process of policy development occurs in a public forum, so that all interests can be heard and the resulting directives are a reflection of community will - and not that of individuals or special interest groups in an ad hoc approach to decision-making.

All policies should clearly state a purpose, underlying principles and objectives. Individually and collectively, these elements should reflect the Vision's intended outcomes and the Municipality's strategies and directions as expressed in other, overriding policy documents such as the Official Plan and the Strategic Plan. Individual policies should also include explanations regarding their relationship to other policies, as appropriate, to facilitate a clear understanding of how each piece "fits" into the larger picture. Clear and consistent definitions are important to users' ability to correctly interpret policies, and to determine their applicability. Policies also require documentation of all applicable qualifications/legal caveats.

The following discussions provide direction on areas of policy needed to support the Vision. Collectively, it represents a considerable amount of work. The Vision, however, covers ten years and assumes that policy work will occur beside other, related initiatives over time. As the Municipality takes on a greater programming role, for example, volunteer support policies will be key to its implementation. We also recognize that the Municipality already applies a number of the items discussed, in its day-to-day operations. In a number of areas, therefore, the need focuses on putting existing practices into a clearly articulated policy statement. At the outset of each policy discussion, we have indicated its relationship to other Vision initiatives. Although these policies are discussed exclusively in the relationship to recreation, some (e.g., capital conservation) are applicable to the corporation as a whole and should be considered within this broader context when policy development is initiated.

We are aware of the constraints on the Municipality's resources to manage additional work, particularly in view of current legislative requirements to develop policy related to *The Accessibility for Ontarians with Disabilities Act, 2005*. The next required component of this act is the *Accessible Information and Communications Standard*, which outlines how businesses and organizations will be required to create, provide and receive information and communications in ways that are accessible for people with disabilities. The proposed *Accessible Built Environment Standard* is intended to eliminate barriers in infrastructure for people with disabilities. Both of these standards are relevant to the Vision and, even though municipalities across Ontario are collaborating in this process, it can represent considerable additional work for small municipalities. As such, and in view of the importance of the policy

recommendations set out below, a number of references to on-line resources to support policy development are included.

7.1.2 Accessibility

| <u>Policies</u> | Related Initiatives |
|--|---|
| Affordability User Fees | - affordability policy relates to all service initiatives, and is a current provincial policy initiative - user fees policy relates to affordability |

Service accessibility comprises several elements: geographic distribution; affordability; and physical access to facilities, programs and activities by people with limited mobility or other disabilities. Geographic distribution is discussed elsewhere in the Vision. This section addresses affordability.²⁰

Affordability Policy

The Provincial framework²¹ sets out a vision, objectives and strategic directions to guide public policy development, and related service decisions, to establish affordable access to community recreation. It is intended to provide municipalities with the framework to “encourage the creation of access policies and to inform decisions related to recreation programs, spaces and community outreach” (p.7).

The scope of this policy framework includes access to spaces (i.e., facility rental fees), partnerships between the municipality and other providers to ensure affordability, and a proactive approach to building awareness of affordable opportunities to participate in recreation. Assuming a role as leader in future program/service development will require the Municipality to spearhead initiatives in these areas, and to work with community partners to ensure that participation fees are designed within the larger “affordability” framework. As a provincially-sanctioned approach to improving access to recreation, sustainable funding to provide affordable services will likely be tied to compliance to the directives outlined in the framework.

The Vision addresses a number of the objectives of the framework by recommending increased provision of opportunities for self-directed activity, program development in a number of new areas, increased publicity and promotion, developing existing and new partnerships, involving

²⁰ It is assumed that the Municipality is/will soon be engaged in policy development related to the *Accessibility for Ontarians with Disabilities Act* (2005) to meet provincial requirements for service standards. Although these will have considerable implications for parks and recreation services, they are not discussed here. The website (<http://www.accessiblemunicipalities.ca/home.asp?itemid=13948>) of the Association of Municipal Managers, Clerks & Treasurers of Ontario (AMCTO) provides an Ontario Accessibility Toolkit that includes a wide range of examples of initiatives being taken by Ontario municipalities, anticipating the release of the Accessible Information and Communications Standard.

²¹ *Affordable Access to Recreation for Ontarians Policy Framework: Every One Plays*. The Ontario Task Group on Affordable Access to Recreation for Low-Income Families, supported by Parks and Recreation Ontario with funding from the Ontario Ministry of Health Promotion. 2008? http://www.prontario.org/index.php/ci_id/3681.htm

users in program design, and monitoring/evaluating services. Affordability can be also be used as input to decisions regarding specific programs/activities to develop.

User Fees Policy

While the Municipality has a detailed schedule of fees for services, it does not have a comprehensive user fee policy. Municipalities are increasingly being requested to provide more, and more high quality, parks and recreation services with limited resources. While senior government funding for recreation infrastructure has been more readily available recently (e.g., Building Canada Fund, Ontario Cultural Infrastructure Program) these programs cannot accommodate the amount of demand for new and replacement infrastructure. In addition, the funding programs outlined in Section 9.0 Implementation have eligibility criteria that are specific to each program and application periods are often very short. Unless the Municipality is prepared with "shovel ready" projects that anticipate the program, there is often insufficient time to prepare the required studies and applications. Changes in legislation (e.g., the revised Development Charges legislation) have also made it more difficult to access non-municipal funds for parks and recreation services, while local taxpayers continue to resist increases in their assessments for municipal services. Municipalities, therefore, are challenged to generate a larger share of capital and operating funds from sources other than the local tax base, to maintain and expand community access to parks and recreation services. At the same time, affordability - as discussed above - must be balanced against the capacity of user fees to support this objective, while maximizing revenues. As such, a user fees policy should be developed within the larger framework of affordability.

A carefully formulated user fees policy can be beneficial to the Municipality. General guidelines and considerations for its development include:

- the rationale for the policy, and cost recovery objectives, must be clearly articulated and made public;
- costs to be covered must be determined in consultation with the community, and should be consistent across all types of facilities, keeping in mind that municipal costs are directly related to level of service provided to users, and service levels can be altered to reduce costs;
- fees should recover some specified portion of municipal costs without unduly restricting community access to services; while initial costs may be too high to be recovered through fees, revenues can be generated to cover at least some portion of operating costs;
- aligning and incorporating the Municipality's existing Free Facility User Policy in its user fee policy, as qualification regarding exception/exemption from user fees.

The Municipality should also investigate other revenue-producing strategies that will help offset operating costs without passing on fee increases to residents. These strategies might involve more aggressive approaches to the sale of advertising space at facilities and in marketing material, sponsorships, and programs for donations and bequests.

Volume 2: The Vision Plan

DRAFT

Finally, as noted above with respect to affordability, the Municipality should work with community partners, in an effort to align program fees for comparable services. This approach will help preclude competition among different sectors, while balancing equity and cost recovery objectives. In particular, fees within the municipal corporate structure (e.g., Parks and Recreation, Library) should be comparable to support an integrated approach to service provision.

7.1.3 Volunteer Support

| <u>Policies</u> | Related Initiatives |
|--|---|
| Community Affiliation Special Event Liability Insurance Community Funding | - an expanded program support role for the Municipality - partnership agreements with the volunteer sector |

The volunteer sector has been a long-standing partner in recreation service provision in the Municipality of Brighton. While there appears to be limited need for municipal assistance among existing groups, future program development will require municipal support. Leveraging community resources to the fullest extent possible is a key advantage to assuming a facilitative role in service provision. It is also important for municipalities to have policies that document the types of assistance available to volunteer groups to: formalize processes for requesting assistance, clarify responsibility for risk management, and cultivate an even-handed approach to requests for limited resources. The policies discussed in this section include community affiliation, special event liability insurance, and community funding.

Community Affiliation Policy

These types of policies describe the range of services available from the municipality to registered community groups in the day-to-day operations of their program, activities, and services. All not-for-profit community groups or organizations must be registered if they are interested in receiving municipal assistance. Registration, however, does not guarantee support. A standard registration/application process for eligible groups interested in municipal assistance “affiliates” them with the municipality, and establishes a formal, consistent process for reviewing requests and monitoring the policies effectiveness. Municipal staff review the applications and make recommendations to Council for approval. The support provided through this policy is largely in-kind, with some exceptions. Funding is made available through a separate program (see Community Funding Policy). The extent of services available through the Affiliation Policy will depend on the capacity of the municipality to provide them.

Definitions, Eligibility and Criteria

Leisure program, activity or service should be broadly defined to ensure applicability of the policy across all areas of interest, including (but not necessarily limited to) sports, recreation, arts, culture and heritage. The types of groups affected also should be defined: not-for-profit organization; registered charitable organization; municipally-based community group/organization; administered directly by volunteers. Group eligibility requirements to

Volume 2: The Vision Plan*DRAFT*

qualify (e.g., goals/objectives of the group are consistent with goals of Vision/Strategic Plan), and criteria to measure the merit of their programs/services (e.g., activity/program fosters healthy living, initiative does not duplicate existing programs/services) are specified in the policy.

With the growth in special event programming, and interest in combining recreation and tourism/economic development objectives through special events, there is merit in differentiating between community and special events. Community events are generally defined as annual or one-time events that are open to the public and whose primary participants are/audience is local residents, and are advertised locally. Special events are those that generate an economic benefit to the municipality by attracting visitors and outside money to the community, and are advertised broadly. In our view, recreation services that also support tourism/economic development objectives should receive proportionate municipal assistance through these budget allocations. Equally important is the need to track the benefits of visitor-oriented special events, to determine their economic spin-offs.

Benefits of Affiliation

Affiliated groups might receive the following types of benefits: limited free or discounted use of certain facilities and equipment; assistance with marketing and promotion; reimbursement/partial reimbursement for approved volunteer training programs; assistance with sourcing grants/completion of grant applications; assistance with required submissions to the municipality; free use of equipment, help with event set-up, etc.

Special Event Liability Insurance Policy²²

A policy of this type is important in view of increasing risk management concerns and growth in community-based special event programming that uses municipal facilities. It provides guidelines for decision-making regarding various categories of special events and requirements for insurance coverage. It relates to both the Community Affiliation and Community Funding Policies in that municipally-affiliated events can occupy a distinct category, and that groups can pursue funding for event insurance through the funding program.

We understand that the Municipality of Brighton takes a consistent approach to assisting organizers with special events. Practices, however, should be documented in policy to promote understanding that there is a rationale, consistent approach to these requirements. In addition, it sets the parameters for deeming individual requests to be beyond the policy's capacity to support. As per the example cited below, there are three categories of special with distinct characteristics that relate to their position with respect to insurance coverage. "Directly Sanctioned Events" are essentially municipally-driven with coverage is provided by the municipality's insurance program. "Municipally Affiliated Events" are run by a formal committee or board with terms of reference. In this case, coverage is also provided by the municipality's insurance program. "Special Interest/fundraising Events" are run by a specific group/organization or individual using municipal facilities and/or parks, in line with all municipal requirements regarding use. Special event liability insurance has been purchased. In this case,

²² Township of Algonquin Highlands. Special Events Liability Insurance Policy.

event organizers that already carry insurance are not required to obtain special event liability coverage, but must name the municipality as an additional insured with five million (\$5 million) liability coverage. Event organizers that do not already carry insurance coverage are required to submit appropriate documentation to the municipality.

Community Funding Policy²³

Community funding policies describe the parameters within which volunteer non-profit groups/organizations can receive project-specific funding from the municipality. The objectives of this policy are to:

- assist volunteer community groups to provide residents with a suitable range of leisure services that fall within the Municipality's mandate/role;
- provide the Municipality with rationale to strategically invest limited resources in community projects, and to equitably reject proposals/requests of limited merit;
- provide staff with Council-approved directives to administer it on a day-to-day basis.

A Community Funding Policy should not provide grants or subsidies on an on-going basis to maintain a basic level of service. The Municipality will continue to support an established level of service through its capital and operating contribution to facilities, and through the Community Affiliation program. The Community Funding Policy is intended for situations in which the Municipality is prepared to make a financial investment in a project or program operated by a community group. Frequently - and especially for capital projects - these are cost-sharing arrangements where the municipality contributes matching or proportionate funds for approved projects. This approach generates commitment on the part of groups to a proposed idea or request for assistance. It is expected that municipal investment is made in anticipation of a return that benefits the community and justifies the expenditure. A Community Funding policy of this type for the Municipality of Brighton is central to both an expanded and well-defined municipal service role. Applicants for funding would be eligible by virtue of their affiliation to the Municipality through the Affiliation Policy.²⁴

Types and Parameters of Funding

Requests may be for capital, start-up, or operations funding, and each of these would be subject to common and specific assessment parameters/criteria, beyond those required to affiliate with the Municipality. Common criteria would include items such as the applicants would be expected to investigate all other sources of funding/services-in-kind before approaching the Municipality; municipal funding is not used to provide grants/funds to other organizations; applicants are required to demonstrate need for the facility/program/service for which the funding is sought; funding is only provided in response to a business plan or similar evaluation that demonstrates the financial viability of the project, and the anticipated benefits to the community; applicants are required to submit reports/financial statements on the use of the funding provided. Types of funding are described in Table 7.1.

²³ This policy would be coordinated with the Community Affiliation Policy to align definitions, eligibility requirements, evaluation criteria, and application and approval processes.

²⁴ The policy can also identify special circumstances where non-affiliated groups can be considered for assistance.

Table 7.1: Types and Parameters of Funding

| |
|--|
| Capital funding to build new or to renovate existing facilities for the leisure programs/services of a group, which represents an enhanced level of service and is also financed by the group requesting assistance |
| <p><i>Approaches to Providing Support:</i></p> <ul style="list-style-type: none"> • a cost-sharing arrangement between the Municipality and the applicant group or a no-interest loan from the Municipality to the applicant group; • preferred approach would be determined in view of the Municipality's standards regarding the types and quality of services it will provide/participate in providing (see Section 7.5). If the request for assistance will produce a facility that satisfies the Municipality's standards for core facilities, cost sharing would be appropriate. Otherwise, an interest free loan should be considered. |
| <p><i>Parameters:</i></p> <ul style="list-style-type: none"> • in both arrangements, the applicant would be expected to contribute financing to the project; • in cost-sharing arrangements, the applicant would be required to finance its share of costs and provide these funds before the municipality made its contribution, as per the policy (e.g., 50% of approved capital expenditures after grants from external sources) |
| Program/program support funding for start-up costs of new community groups/organizations/programs |
| <p><i>Approaches to Providing Support:</i></p> <ul style="list-style-type: none"> • short-term grants with the expectation that the investment will support a new community service that will become self-sufficient at the end of the grant term. |
| <p><i>Parameters:</i></p> <ul style="list-style-type: none"> • funding would comprise a short-term investment to help establish a self-sufficient program that will continue to be financially viable once past the funding period; • funding could be provided on a declining scale (e.g., over 2 or 3 years), with a maximum allocation per year; • funding could be provided for a number of purposes, including purchase of equipment, access to facilities, staff assistance, marketing or organizational assistance/advice <i>beyond in-kind</i> services available from the Municipality through the Community Affiliation Policy. |
| Funding to directly subsidize the operating costs of a program or service, that would otherwise not be financially viable, because there is a social or economic return to the Municipality that justifies the investment |
| <p><i>Parameters:</i></p> <ul style="list-style-type: none"> • Municipalities do not normally provide direct operating grants to community groups/organizations, but special circumstances may justify this approach if the program/activity/service: • generates directly related economic benefits that justify the investment; community funding policies can be used to invest in special events that contribute to community economic development or tourism related-objectives and the overall well-being of the community. • provides direct/unique social benefits to a special population (e.g., at-risk youth). |

7.1.4 Facilities

| <u>Policies</u> | Related Initiatives |
|---|---|
| General Facility Allocation Capital Conservation | - new program development - additions to recreation infrastructure - physical accessibility standards |

General Facility Allocation

The Municipality has an ice allocation policy that establishes the parameters by which arena ice time (prime and non-prime) is allocated to users in a fair and equitable manner, while retaining sufficient time for ongoing ice maintenance. It defines the seasons (winter ice and summer ice) to which the policy will apply, and the timing of requests and confirmations within each season.

A similar policy should be developed for other municipal facilities that are used by organized groups. Current levels of use at the community centres and outdoor playing fields are not subject to competing demands. Population growth along with new program development, however, may generate demand that warrants a priority-driven approach to allocating all facility time. The intent of the Vision is to expand programming/use of facilities while equalizing supply with demand. As such, it can be expected that available time, and particularly "prime-time" will experience greater pressure. Should new facilities be developed (e.g., community arts centre, gymnasium, etc.), time allocation at these would also be governed by the policy.

Purposes of the policy would likely include supporting continued programming by existing groups; encouraging program provision by new groups; and ensuring that facilities are used as intended uses for program development purposes. The following elements, most of which are contained in the ice allocation policy, should be covered:

- facilities to be included in the policy;
- applicability of policy to prime/non-prime time and relevant distinctions;
- user groups that should be reflected in the policy (e.g., leisure/non-leisure groups; age groups; profit/non-profit groups; special populations; male/female; and established/new);
- types of uses to be reflected in the policy (e.g., recreation skill level/advanced skill level; type of activity such as sport, fitness, arts, social; subsidized/revenue-producing; special events; closed/open to public, etc.).

The priorities assigned to each of these elements will have implications for program/activity providers, participants/users and the Municipality, and should be evaluated on the basis of how they achieve the policy's intended purposes as it relates to the Vision's recommendations on new program/activity development.

Development Standards for All Core Facilities

The municipality should define standards of service for all recreation facilities within its core mandate. This involves both defining the types of facilities to be provided by the municipality

Volume 2: The Vision Plan

DRAFT

and an acceptable quality or standard of development for these facilities. These standards are important to guiding decisions regarding the types of projects in which the municipality will cost-share, and the appropriate way to go about supporting requests of community groups for financial assistance.

These standards assist the Municipality in screening requests for assistance by pre-determining the types of facilities the municipality will/will not participate in funding. Parameters might include considerations such as:

- the municipality will not participate in providing facilities that do not support its vision (e.g., those that support programs/activities that are detrimental to the environment; those for exclusive use by elite users);
- the municipality will not participate in providing facilities that will compete with those of regional providers or commercial operators/private sector;
- the municipality will not participate in providing facilities that duplicate or will detract from the viability of existing municipal facilities.

If the proposed facility passes this first level screening, all of the common criteria outlined in a Community Funding Policy (see Section 7.3.3) would apply, AND the proposed facility must meet certain quality standards of quality in design, construction, specifications, etc. to warrant shared municipal participation, and these standards would be equivalent to those for all municipal facilities.

7.1.5 Policy Recommendations**Affordability**

- 46** *The Municipality of Brighton should develop and adopt a policy on service affordability, as described in the Provincial framework. Its role as leader in future program/service development will require the Municipality to spearhead initiatives in this area, to work with community partners to ensure that participation fees are designed within the larger "affordability" framework, and to consider the implications of compliance to the Provincial directives for future funding eligibility.*

User Fees

- 47** *The Municipality of Brighton should develop and adopt a user fee policy based on clear cost recovery objectives. The policy should position user fees to recover a consistent, specified portion of municipal costs to support desired levels of service without unduly restricting community access to services. This policy should be developed within the larger framework of affordability, and should incorporate the Municipality's existing Free Facility User Policy.*

Community Affiliation

- 48** *The Municipality of Brighton should develop and adopt a community affiliation policy to institute a formal, staff-administered process whereby community groups apply to,*

and register with, the Municipality to become eligible for municipal, in-kind assistance to support their programs, activities or services. Funding is made available through a separate Community Funding Policy.

Special Event Liability Insurance Policy

- 49** *In view of increasing risk management concerns and growth in community-based special event programming that uses municipal facilities, The Municipality of Brighton should develop and adopt a special event liability insurance policy to outline the requirements for liability insurance for various categories of special events.*

Community Funding Policy

- 50** *The Municipality of Brighton should prepare and adopt a Community Funding policy to outline the parameters and criteria under which it is prepared to make a one-time investment in a facility, program or service that is in keeping with its service standards and meets its objectives in providing community recreation services.*

General Facility Allocation

- 51** *A facility allocation policy, similar to the existing ice allocation policy, should be developed and adopted to ensure time across all facilities is allocated in a fair and equitable manner to users, while ensuring that facilities are used to support Municipal objectives related to program/activity development.*

Development Standards for All Core Facilities

- 52** *The municipality should define standards of service for all recreation facilities within its core mandate to help guide decisions regarding the types of projects in which the municipality will invest, and the appropriate way to go about supporting requests of community groups for financial assistance.*

7.2 Procedures

Procedures comprise activities to operationalize approaches to service provision. The following sections outline key procedures to support the recommendations made in previous sections on the municipality's role in service provision. Planning activities determine "what" is needed or should be provided in the way of services, and partnerships are the "how" in terms of the best method of delivery. As a facilitator in program/activity development and provision, almost all municipal initiatives in this area will require partnerships for their delivery. A stronger leadership role in program/service delivery will also require the municipality to pro-actively engage new partners. The following discussions outline key elements and considerations in service planning and partnerships.

7.2.1 Overview

As discussed in Section 4.0, an expanded role for the municipality in program/activity provision will require it to take lead responsibility for identifying community-wide needs for recreation services, and working with the community to design and deliver the most appropriate response. As such, the Municipality requires procedures and practices that can assist it in meeting its responsibilities, including the following two key areas:

1. Service Planning, Monitoring and Evaluation
2. Partnerships

7.2.2 Service Planning, Monitoring and Evaluation²⁵

The Vision provides the “master plan” for the next ten years in recreation, trails and green space services planning for the Municipality. Within this framework, however, it is essential to continue planning on an ongoing basis to:

- establish and implement short-term objectives;
- respond to a rapidly changing service environment;
- ensure municipal resources are being appropriately and effectively invested.

The following discussions outline information needs for ongoing planning activities.

Facilities and Program/Activity Planning

The goal of planning activities is to provide a solid base of information on which to confidently project facility and program/activity needs, and to respond with the appropriate services in a cost-effective manner. Effective planning provides direction on service expansion requirements and situations where discontinuation or reduction may be warranted. These data also provide information needed to evaluate success in meeting service objectives, by monitoring use/activity patterns over time.

A stronger municipal leadership role in service provision will include responsibility for working with all providers to develop collaborative planning procedures. The Municipality can work with community partners to build a coordinated approach to planning. Once the need for service expansion/revision is verified, the Municipality can work with its partners to determine how this objective will be best met, given available (or potentially available) resources.

There are specific information needs for scheduled facilities, unscheduled facilities and structured programs. For all services, however, broader trends in interests should be tracked and documented, against which local findings can be compared, and community needs anticipated.

²⁵ Ontario Municipal Knowledge Network (formerly the Ontario Centre for Municipal Best Practices) Facilitated by Parks & Recreation Ontario in association with the Ontario Parks Association and the Ontario Recreation Facilities Association. *Promising Practices in Parks & Recreation. Final Report.* September 2009.
http://www.prontario.org/index.php?ci_id=3357

Scheduled Facilities

The information outlined in Table 8.1 should be collected for all scheduled recreation facilities in the community, by type (e.g., playing fields, community centre/meeting space, arena, etc.). Typically, municipalities keep relatively detailed information of this type for indoor facilities such as arenas, swimming pools, gyms, etc., because demand is high, time is limited, rentals fees are expensive and operations are aligned directly with hours of use. Detailed information is often unavailable for scheduled outdoor facilities such as ball diamonds, soccer fields, tennis courts, etc., which makes it difficult to verify community requests for additional time and/or more facilities. For all facilities, it is necessary to track actual use of any block-scheduled time.

Table 7.2: Information Needs for Scheduled Facilities Planning

| Data Required for Monitoring Purposes | Indicators of Need for Service Expansion |
|---|---|
| - actual facility use by type of use/users (e.g., games, practices, tournaments, special events; child, youth, adult, male, female, etc.) | - facilities are being optimally scheduled AND used in terms of available time and intended uses/users |
| - requests for additional time that cannot be accommodated and reasons time is required | - there is consistent unmet demand for additional time on facilities AND no available capacity that could meet unmet demand |

The above-noted information should be collected by season/scheduling period, and supplemented with periodic surveys of user groups' scheduled facility requirements, including ancillary/support facilities, and encompassing new/emerging groups that may be require facility time.

Unscheduled Facilities/Activities

Use of unscheduled facilities is more difficult to monitor because it is self-directed and informal (e.g., trail hiking, walking in a park, playground use, outdoor basketball court use, etc.). The Municipality should conduct periodic surveys at unscheduled facilities (e.g., trail-heads, outdoor courts, scrub fields, key park attractions, performance attendees, special events participants) to observe/count and interview users regarding their patterns/frequency, of use, origin-destination information, age/interest profile, experience/impression/satisfaction, etc. These should be supplemented by periodic surveys of residents' interests in self-directed activity opportunities, and through workshops and meetings, as appropriate.

Structured Programs

The information noted in Table 8.2 should be collected for all structured programs, activities and special events in the community, by season. The Municipality should also be continually open to requests for new programs, since program interests are fluid and can change quickly. Pilot programs are appropriate to "testing" community interest and, if monitored participation reveals insufficient support, they can be rationally discontinued. Resident interest in structured programs should also be investigated as part of the above-noted periodic surveys, workshops and meetings.

Table 7.3: Information Needs for Program Planning

| Data Required for Monitoring Purposes | Indicators of Need for Service Expansion |
|---|---|
| - registration AND attendance (retention) over the course of all community programs, to ensure capacity use | - no available capacity that could meet unmet demand |
| - requests for programs that are not currently offered | - there is unmet demand for expanded program/activities |
| - profile of participants (e.g., age, sex, interest) | |
| - participant satisfaction (e.g., content, scheduling, location, expectations, etc.) | |

Evaluation

The data generated through the above-discussed monitoring activities can be used to track performance. Evaluating the success of services requires objective benchmarks against which performance can be measured. The Municipality and its partners, therefore, will need to identify objectives to be met in expanding an existing service, taking a new approach to providing an existing service or introducing a new service. Monitored indicators can then be used to determine the extent to which objectives are achieved. Objectives might include: increasing program retention rates by ten percent, increasing activity levels among residents, operating two new after-school programs for children/youth at capacity, increased awareness of available activity opportunities, etc. Some of these measures will be captured in the monitoring information described above. Others will be self-reported in program evaluations, and resident/user group surveys, meetings, etc.

Data Collection for Planning Purposes

Data collection to establish a solid information base for planning recreation services can be challenging, either because the program provider is an arms-length community partner or activity is informal and occurs outside structured programs. Similarly, few municipalities have the in-house expertise in data evaluation. Despite these constraints, it is important to work towards establishing an effective planning process.

Beyond the “internal” planning functions noted above, ongoing planning and evaluation activities will be required to secure funding for parks and recreation initiatives. Provincial funding programs are increasingly tied to performance measurements that provide evidence of success. The municipality must also be prepared to pursue funding opportunities with other agencies, organizations and the private sector - all of which will require some indication of the value of investing in parks and recreation services.

Currently, the Municipality tracks a variety of indicators for the purposes of provincial reporting on performance measures. Some of these may also provide the data required for internal planning purposes, and should be used if applicable. The Parks and Recreation Department should also look for opportunities to piggy-back its information needs onto other technological-based information management systems in which the Municipality may invest.

Planning activities require community input to determine needs and interests. The surveys noted above need not be complicated or costly. Relatively inexpensive Internet-based platforms are available for data collection through questionnaires. Similar questions posed every three to five years will assist in identifying trends and will provide a longitudinal, comparative information base. Program participants can be surveyed during, or at the close of, the session for input to evaluations. In these surveys, the questions asked should be directly related to measuring the success of program/activity objectives. The Internet is also a valuable resource for information on trends, toolkits, research and reports, and the planning activities of other municipalities in Ontario and across Canada. As discussed elsewhere in the Vision, it is important to directly engage users - and particularly youth and seniors - in all aspects of service planning and design, and there are specific techniques for engaging these groups. A number of the initiatives aimed at youth, such as PlayWorks and SOGO Active are built on direct engagement models, and so demonstrate these approaches.

7.3 Partnerships

7.3.1 Overview

Partnerships can range from informal working relationships to complex, formal agreements governing various approaches to service provision/delivery. As such, most municipalities have historically been engaged in at least limited forms of partnership for parks and recreation services. An important example of partnership is the long-standing relationship that has existed between Ontario municipalities and the volunteer sector in community recreation.

A variety of partnership arrangements are increasingly becoming the norm in recreation service provision. Individual partnerships are also becoming more complex and are encompassing many more, and different, parties from a various sectors. This reflects: 1) a growing recognition of common ground in the mandates and goals of various agencies/organizations involved in recreation and related community services; 2) efforts to respond to increasing demand for a wider range and sophistication in services, while the resources to provide these remain constrained. A partnership approach to service provision is also becoming institutionalized - eligibility for some sources of funding now includes partnerships/collaborations of two or more organizations as a criterion.

An effective partnership brings together complementary agencies/organizations and capitalizes on what each does best, to the benefit of all parties and the community. A stronger municipal leadership role in service provision will include responsibility for:

- developing partnerships that best respond to/anticipate service needs;
- marshalling available local resources to provide needed services;
- pursuing funding opportunities to supplement local resources in service provision.

This will require a thorough familiarity with the role and activities of all recreation service provider in the community, their "niche" in the community-wide supply of services, the resources they can bring "to the table", and up-to-date knowledge of a complex - and continually changing - funding environment.

7.3.2 Types of Partnerships

In our view, there are four general types of partnerships that will become increasingly important in recreation service provision, as parks and recreation continues to be “re-positioned” within the larger framework of health and community services. These are:

Internal departmental partnerships in the development of infrastructure for physical activity (e.g., planning, public works, transportation), and to coordinate mandates/activities that touch on parks, recreation, leisure and other related services (e.g., economic development, tourism, etc.). The Municipality of Brighton is engaged in/developing a number of these types of partnerships in the implementation of a trail network, and efforts to integrate recreation services with complementary tourism and economic development objectives. Internal collaboration will also be required to implement Official Plan directives regarding active transportation.

Partnerships with external agencies with common interests/objectives and the capacity to achieve more collectively than alone (e.g., District Health Unit, school board, Heart and Stroke, YMCA, Conservation Authorities, provincial park authorities, Chamber of Commerce, other area municipalities, etc.). In this area, The Municipality of Brighton’s key partners are the YMCA and the Kawartha Pine Ridge District School Board. The YMCA offers facility-based community programs and services with financial assistance from the Municipality. As discussed below, it is recommended that the Municipality clarify its commitment to the YMCA in meeting community service needs, and develop a stronger partnership with the School Board.

Partnerships with a growing number of volunteer groups outside of the traditional sports and recreation to develop a broader program/activity base (e.g., arts, culture and heritage groups; outdoor activity/environmental groups). The Municipality has well-established partnerships with traditional sport groups, and facilitates their activities by providing recreation infrastructure and support. Both community program needs and the Municipality’s interest in integrating recreation and tourism objectives will benefit from greater focus on developing existing assets in the areas of arts, heritage and the outdoors. Consequently, we would expect to see a growing number of partnerships with volunteer arts, heritage, environmental/stewardship and outdoor activity groups.

Partnerships with private sector operators to provide specific, specialized services (e.g., running clinics, scuba diving instruction, small group “personal” training, dance instruction, etc.) or for service sponsorships (direct funding or in-kind). As the Municipality’s activities in the area of program development expand, we would expect to see a corresponding increase in these types of partnerships.

7.3.3 Asset-based Objectives in Partnership Development

There are a number of areas in which the Municipality of Brighton is well-positioned to begin or further expand its work with partners, as relationship assets or “infrastructure” are already in place. Partnerships can be ongoing or project-specific, depending on service needs and objectives, and should be fully supported by each participating agency/organization to allow

Volume 2: The Vision Plan*DRAFT*

decision-making that will move initiatives forward in a timely fashion. As the following discussion indicates, there are a number of active partnerships in place already. Future work, therefore, should focus on explicit recognition and use of established - and new - relationships in proactively identifying community activity needs/interests, and planning to meet these in a collaborative, coordinated manner. We recognize that there are many groups, agencies and organizations that provide sport, recreation, arts, culture and heritage services to the residents of Brighton. The background work for the Vision Plan included a comprehensive inventory of programs, activities and special events, which reflected the large majority of groups and organizations that work to provide these. This discussion provides several examples of partnerships between the Municipality and service providers in sport and recreation programming and in arts, culture and heritage programming.

Sport and Recreation

The **YMCA** fulfills an important function in meeting recreation and fitness program needs in the community - particularly in the absence of municipally provided programs. The Y brings expertise in specific areas of recreation programming, and so is the most appropriate provider of these services. As a leader in facilitating program/activity development, the Municipality should support the YMCA as a key partner in recreation service provision. Commitment to ongoing financial support of the YMCA is central to its continued presence in the Municipality of Brighton. This will both provide residents with uninterrupted local access to recreation and reduce migration of residents to neighbouring municipalities for these services. The Municipality should also work with the YMCA in other areas, including the expansion of programming at "satellite" locations throughout Brighton (e.g., the King Edward Park Community Centre, Codrington Community Centre, outlying elementary schools).

Like the YMCA, the **Codrington Community Recreation Association** fulfills an important program/service function in the Municipality. It is a vibrant community hub for recreation, leisure, social and support to community residents. The strength and volunteer commitment of this organization is unusual today, as most communities face the loss of their rural-based community halls and associations. In support of the Association's contribution to the community and its future sustainability, the Municipality should increase its support to the Association as a key partner in service provision. The nature of required support should be determined in consultation with the Association, and could extend to areas other than financial assistance - depending on identified needs. A stronger relationship between the Municipality and the CCRA will help ensure the Association's continuity over the long-term. It will also contribute to community cohesion between the urban and rural areas of Brighton, via a greater municipal presence in the rural area.

The **Kawartha Pine Ridge District Health Unit** is potentially a key partner in providing health-driven, community-based recreation as a result of continued trends towards full service or 'community' schools. This trend is backed by evolving Provincial policy: *Community Use of Schools* program²⁶ (2004); *Foundations for a Healthy School*²⁷ (2006); *Health and Physical Education (H&PE) Curriculum* for Grades 1 to 8 (2010).²⁸ Full service schools are viewed as having the potential to achieve several important social and economic objectives. These include providing children and youth with all the supports needed to reach their personal, academic and social potential; providing community hubs for all types of activity; rejuvenating underused/potentially decommissioned infrastructure as school populations decline. The Municipality recently entered a joint-use agreement with the School Board for the ENSS track. The proximity of King Edward Park, Brighton Public School and East Northumberland Secondary School supports an expanded partnership approach to recreation service provision between the Municipality and the School Board. As the supply of programs and activities grows, a formal reciprocal use agreement could simplify the exchange of services between the two parties, clarify facility availability and access parameters to the community, and offer the opportunity to consider a wider range of service trade-offs.

The Ministry of Health and Long-term Care's *Ontario Public Health Standards* (OPHS) and Protocols "establish the minimum requirements for fundamental public health programs and services, which include assessment and surveillance, health, disease and injury prevention, and health protection."²⁹ The Ministry's renewed Standards issued in November 2008 increases the mandates of local boards of health in health promotion and policy development. In this area, boards of health are now to:

- work with municipalities to support healthy public policies and the creation or enhancement of supportive environments in recreational settings and the built environment;³⁰
- increase the capacity of community partners* to coordinate and develop regional/local programs and services³¹

The boards are directed to address the same areas with municipalities and community partners as with schools.

The potential for outdoor programming and activity development are supported by unique assets such as Presqu'île Park and local conservation areas. The **Lower Trent Region Conservation Authority** and the **Friends of Presqu'île** are actively involved in providing both structured programs and opportunities for self-directed participation in nature-based

26 http://ogov.newswire.ca/ontario/GPOE/2004/07/09/c1858.html?lmatch=&lang=_e.html

27 <http://www.edu.gov.on.ca/eng/healthyschools/foundations.html>

28 <http://www.ophea.net/article/featured/new-year-revised-curriculum-new-way-looking-student-health>. The corresponding revisions for secondary schools are anticipated to be released later in 2010

29 http://www.health.gov.on.ca/english/providers/program/pubhealth/oph_standards/ophs_mn.html

30 OPHS. 2008. P. 20. No. 6

31 OPHS. 2008. P. 20. No. 7 Community partners* may include but are not limited to non-governmental organizations; governmental bodies; school boards and/or staff, school councils, and students of elementary, secondary, and post-secondary educational settings; parents; employers and employees in workplace settings; and other stakeholders

activities. The Municipality should work with the above-noted, and other existing and future, partners to collectively address community recreation service needs in a coordinated fashion.

Arts, Culture and Heritage

Although there is currently limited arts and heritage programming in the Municipality, there are a number of existing and emerging clubs and organizations that are arts, culture and heritage based. These organizations offer a wealth of knowledge and experience which provides a strong basis on which to build programs/activities. As noted above, both community program needs and the Municipality's interest in integrating recreation and tourism objectives will benefit from an increased focus on developing programs around existing arts and heritage assets. In the short-term, therefore, the Municipality should work directly with the arts, culture and heritage community to identify potential program/activity opportunities, and to pursue their development (see also section 2.2.2 on Arts and Culture Facility Assessment). Key partners in this area are the Arts Council, Brighton Barn Theatre, and Save Our Heritage Organization (SOHO). The work of the Municipality's Heritage Advisory Committee and the Official Plan's recommended Heritage Master Plan, can also point to opportunities for program development and support in the area of local heritage.

7.3.4 Procedures Recommendations

Service Planning, Monitoring and Evaluation

53 *The Municipality of Brighton should implement service planning, monitoring and evaluation processes to ensure that community needs and interests are regularly reviewed, service provision is in line with confirmed demand, the performance of services in meeting objectives is measured, and feedback is incorporated in future planning. Well documented planning processes and information will also provide firm support for funding applications. As the leader in service development, the municipality should take responsibility for coordinating the participation of other providers in community-wide planning activities.*

Partnerships

54 *The Municipality of Brighton should pursue partnerships within the corporation, and with external agencies, organizations, volunteers and the private sector to meet community needs for services in the most appropriate and efficient manner. This requires capitalizing on what each organization does best, to benefit all parties and the community. Examples of partnerships that offer the potential for growth/strengthening include those with the YMCA, Codrington Community Recreation Association, Brighton Arts Council, SOHO, Friends of Presqu'île, Lower Trent Conservation Authority, School Board, and Kawartha Pine Ridge District Health Unit. Partnerships are increasingly becoming pre-requisites for funding applications, which reinforces the importance of collaboration.*

7.4 Funding

7.4.1 Overview

This section provides summary descriptions of the key, current (2010 fiscal year) funding initiatives - other than the generally well-known Ontario Trillium Foundation programs - and does not include all parameters or eligibility requirements. They are intended to provide a general overview of available resources that could be tapped to support the Vision's initiatives, for further investigation by the Municipality. Eligible applicants include municipalities, not-for-profit organizations, community groups, and/or organizations in cross-sectoral partnerships. All relevant details are provided on program web-sites and most provide history on funded projects, as examples of potentially suitable applications.

7.4.2 Funding Programs

As this information suggests, the funding landscape is becoming more complex, and more fragmented. There is also an increasing number of not-for-profit foundations and corporate sector parties offering small to medium-size grants for a variety of projects. As an example, Brighton recently received a \$25,000 community refresh grant through the Kraft Canada Celebration Tour for the ENSS track and field project fundraising campaign. Other examples include small grants to youth groups to help support youth-led physical activity programs in their communities (\$500 from SOGO Active), and another Kraft Canada program that provides eligible organizations with a one-time annual \$500 grant in return for employees volunteering 50 hours ('Dollars for Doers').

A more complex funding environment, however, means that pursuing grants for local initiatives requires constant monitoring to identify available opportunities as well as an approach that can optimally leverage these resources. The extent to which the Municipality can direct funding seekers - even for small amounts - to outside sources will further supplement Municipal support in expanding services. Most of the programs require municipal co-payment (some will accept in-kind dollars). A number of the programs also require or favour community partnerships. In our view, this trend will continue as the objectives and delivery of recreation, health and community planning services are increasingly integrated. The following table outlines funding programs under the following headings: capital, program/program support, and combined/non-specific.

Table 7.4: Funding Programs

| Name of Program & Funding Agency | Summary Description |
|---|--|
| Capital | |
| Canada Cultural Spaces Fund (formerly Cultural Spaces Canada) Canadian Heritage | <ul style="list-style-type: none"> - up to 50% of eligible project costs for expansion/construction or renovation, specialized equipment purchases or feasibility studies for buildings for professionally provided arts and heritage activities. - Eligible groups include non-profit arts and heritage organizations and municipal or regional governments. |
| Enabling Accessibility Fund Human Resources and Skills Development Canada | <ul style="list-style-type: none"> - mid-sized Project Component of the Enabling Accessibility Fund is a new, 2010 budget funding stream that will provide \$45 million over the next three years in contributions for facility renovations or new construction - allowing communities to undertake retrofit projects or foster partnerships for new facilities. |
| Ontario Cultural Infrastructure Program (new) Ministry of Tourism and Culture's | <ul style="list-style-type: none"> - a \$50 million one-time capital funding program to support infrastructure projects that help not-for-profit organizations and registered charities deliver services to diverse cultural communities (i.e., newcomer settlement services, multi-service community centres, performance venues, and cultural activity centres). - up to 50% of the total project costs, with a minimum contribution of \$20,000 and a maximum, contribution of \$500,000. - projects must be completed by December 31, 2012. |
| Power Play Program Hydro One | <ul style="list-style-type: none"> - grants of up to \$25,000 for available for capital projects for community centres, indoor or outdoor ice rinks, playgrounds, splash pads, sports fields - facilities with the primary purpose of supporting children's community sports and active play. |
| Program/Program Support | |
| Museums Assistance Program (MAP) Canadian Heritage | <ul style="list-style-type: none"> - provides funding to Canadian museums and related institutions for projects that support federal objectives for museums to ensure that Canadians have access to and experience Canada's diverse cultural heritage. - eligible organizations include incorporated, non-profit Canadian museums, incorporated non-profit heritage services organizations; partnerships/collaborative initiatives are a priority. |
| New Horizons for Seniors Program Human Resources and Skills Development Canada | <ul style="list-style-type: none"> - provides funding to organizations that help ensure seniors can benefit from, and contribute to, the quality of life in their communities through active living and participation in social activities. The 2010 budget contains \$10 million over two years to support projects that focus on volunteering among seniors and ensuring that seniors can mentor the next generation of volunteers. |

Table 7.4: Funding Programs (cont'd)

| Name of Program & Funding Agency | Summary Description |
|---|--|
| Healthy Communities Fund Ontario Ministry of Health Promotion | <ul style="list-style-type: none"> - cost-sharing program that funds non-capital projects of local partnerships, in the planning and delivery of integrated services that increase community health. - supports local/regional, and provincial, projects that address health promotion through physical activity; sport and recreation; healthy eating; tobacco use and exposure; injury prevention; substance & alcohol misuse; and mental health. |
| Program/Program Support | |
| Ontario Transportation Demand Management Municipal Grant Program Ministry of Transportation | <ul style="list-style-type: none"> - provides financial assistance to Ontario municipalities for Transportation Demand Management (TDM) plans, programs, and services that promote options to single occupancy driving trips (i.e., cycling, walking, transit, or carpooling). - supports projects that produce programs, education, awareness, and practical tools that will help make sustainable transportation a reality. - municipalities are encouraged to work collaboratively with local stakeholders. - maximum funding available per project is \$50,000 and is only available for one-year projects; matching funds required (can include some in-kind contributions). |
| Spark Advocacy Grant Heart & Stroke Foundation | <ul style="list-style-type: none"> - enables community groups to advocate for increased access to physical activity and healthy food for children. - supports initiatives that engage community members to influence policy level change - which can mean influence on legislation and/or systemic organizational practices. - grants of up to \$5,000 are available for Advocacy Development Projects. - grants of up to \$25,000 or \$50,000 are available for one or two-year projects, respectively, for Community Action Projects (i.e., those that have already established their partners, goals and action plans to work with decision-makers to implement changes in policy and practice). |
| Combined/Non-Specific Programs | |
| Building Communities Through Arts and Heritage Canadian Heritage | <ul style="list-style-type: none"> - <u>Local Festivals Component</u> provides funding to local groups for recurring festivals that present the work of local artists, artisans, or historical performers, actively involve members of the community and are open/accessible to the general public. - funds up to 100% of eligible expenses to a maximum of \$200,000. - <u>Community Anniversaries Component</u> provides funding to local groups for non-recurring local events and capital projects that (in addition to Component I requirements) commemorate a local historical event or pay tribute to a local historical personality, and mark a 100th anniversary or greater, in increments of 25 years (e.g., 125th, 150th). - funds up to 100% of eligible expenses to a maximum of \$200,000. - <u>Legacy Fund Component</u> provides funding for community capital projects that (in addition to above-noted requirements) transform existing buildings or exterior spaces for uses/activities that promote, celebrate, and preserve local arts or heritage - funds up to 50% of eligible expenses to a maximum of \$500,000 |

Table 7.4: Funding Programs (cont'd)

| Name of Program & Funding Agency | Summary Description |
|--|--|
| Aviva Community Fund Aviva Insurance | <ul style="list-style-type: none"> - grant program, whereby ideas for positive impact in communities compete in a series of "rounds" to determine the semi-finalists and finalists. - funds at least one small sized idea (<\$10,000), one medium sized idea (\$10,000 - \$50,000), and one big idea (\$50,000 - \$250,000); additional ideas are funded until the grant is used. - idea categories include (but are not limited to) rejuvenating your neighbourhood, supporting youth, improving education, encouraging healthy lifestyles, promoting well-being, preserving the environment and stimulating culture. |

7.5 Capital and Operational Budget Implications

7.5.1 Capital Conservation

Asset management is supported by a capital conservation policy. This policy stipulates the requirements for an annual contribution to a fund that anticipates repairs/replacement of major building components and systems due to natural aging, facility design, construction, or maintenance problems. Although the Municipality has a capital reserve fund, we understand that contribution to the reserve is not based on anticipated capital costs and is not guided by a policy. While it appears that the reserve is generally healthy and has been able to cover capital repairs as they arise, a policy approach to capital conservation will help guard against the possibility of a shortfall in funds for major capital improvements to recreation infrastructure. This is particularly important to maintaining aging infrastructure until such time as it is replaced, and the need to retrofit existing structures for physical accessibility.

The first step in preparing this policy is to undertake a detailed review of existing infrastructure to: identify capital conservation requirements, the life expectancy of major components, and future financial liabilities. Costs would include those associated with the existing infrastructure as well as those that will become legally mandatory (e.g., *The Ontarians with Disabilities Act*, 2005). Once these costs are known, they can be used to plan for future expenditures. While this discussion is concerned only with recreation infrastructure, it is assumed that the policy will address all municipal capital assets.

The costs identified in this review can be used to determine an annual allocation to a capital conservation fund. In the absence of detailed information in the immediate term, general guidelines indicate allocating a reserve fund totaling a minimum of 1% of replacement costs for existing facilities. New facilities should be covered immediately upon completion, as the potential to accumulate reserves is greater in the early years of their lifespan. Once established, the reserve should be monitored and its adequacy assessed based on its size in relation to the maintenance and repairs completed, and the anticipated costs of future repairs and renovations.

7.5.2 New Outdoor Facilities / Trails / Park Improvements

With the exception of a splash pad, which was already under consideration by the Municipality, no major outdoor facilities or new parks are called for over the plan term. However, new types of facilities to support unstructured activities (e.g. basketball / multi-purpose play courts, outdoor fitness equipment, etc.) are recommended. As well, to meet other objectives and recommendations outlined in the foregoing sections of the Vision Plan, some enhancements / improvements are recommended to support recreation and leisure activities and to optimize use of existing parks and open space areas. These may include upgraded or new amenities, bleachers, picnic tables, shade structures / pergolas, benches, and shade trees, warm-up shelters to encourage winter programming, wayfinding/signs, bike racks, waste receptacles, etc.

There will also be an ongoing need to manage the aging urban canopy including pruning / removal of hazard trees in parks and along trails and replacement or addition of street trees, and a desire for general landscaping / beautification initiatives.

Some funds are available on an annual basis from the parks operations budget for ongoing repairs and minor improvements, however it is recommended that additional funds be set aside annually and earmarked for new outdoor facilities as recommended in the Vision Plan, and for the improvement of existing parks, open space, and streetscapes. The reserve fund will also serve as partnership seed money for grant programs that may be accessed for larger projects.

It is also recommended that a separate amount be identified for trails development to advance the implementation of a planned program of trails, as identified in the Vision Plan.

Appropriate planning and design will need to precede all major capital projects and it will be important for sufficient funds to be allocated in the reserve fund toward this process.

7.5.3 Waterfront Public Open Space Improvements

The waterfront in particular is noted as an area for improvement to public open space lands, as identified in the Waterfront Plan and Official Plan. These are: **1.** the Harbour Street / Ontario Street / Presqu'île Parkway Boat Launch & Parkette; **2.** the Harbour Street Parkette; **3.** Price Street East Landing; and, **4.** Presqu'île Landing.

The Vision Plan supports the improvement of these areas, with the Harbour Street / Ontario Street Presqu'île Parkway Boat Launch and Parkette as an early priority to coincide with recommended improvements to the trail connection along Presqu'île Parkway.

7.5.4 Maintenance and Operations

In order to maintain a quality parks and recreation system in Brighton, and to address operational demands, there will be a continued need over the term of the plan for an appropriate allocation of financial resources for maintenance and operations. As with capital development costs, the operational costs associated with new parks and facilities must be

reviewed and confirmed on an annual basis and during the planning stages of all capital projects.

7.5.5 Capital and Operational Budget Recommendations

Capital Conservation

- 55** *The Municipality of Brighton should prepare and adopt an asset-based capital conservation policy to help ensure the availability of funds for major capital improvements to recreation infrastructure. The policy should base an annual allocation on existing and anticipated future financial capital expenditures related to all facilities, and the fund's adequacy should be monitored and evaluated.*

New Outdoor Facilities / Park Improvements

- 56** *Establish an annual budget to build a reserve fund for unstructured outdoor recreation facilities (e.g. basketball/multi-purpose playing courts, an outdoor skating rink, "playgrounds" for seniors, fitness stations along trails, etc.) For example 1 project every 2-3 years.*
- 57** *Establish an annual budget, in addition to the current parks maintenance budget, for minor parks improvement, e.g. benches, signage, beautification initiatives, and urban forest management, etc.*

Trails Development

- 58** *Establish an annual budget for trails development, with priority projects being the Butler Creek Trail, and the Presqu'île Parkway trail, allocation of which to be informed by preceding feasibility studies and detailed plans for specific projects.*

Waterfront Public Open Space Improvements

- 59** *Undertake improvements to the waterfront public open space, identified in the Waterfront Plan (2009), and as supported by the Official Plan, with an early priority being improvements to the Ontario Street / Harbour Street / Presqu'île Parkway Boat Launch and Parkette to complement recommended improvements to the Presqu'île Parkway trail.*

Maintenance and Operations

- 60** *On an annual basis, and in association with all capital projects, review the operational cost implications of implementing the recommendations of the Vision Plan and allocate adequate staff and financial resources.*

7.6 Priorities, Phasing and Costs

Tables 7.5 and 7.6, following, outline an Implementation Program based on the key recommendations of the Master Plan.

Table 7.5 outlines Capital Projects organized by Service Area and including any needed studies and plans, proposes a timeframe, and provides an estimated capital or planning cost. **Table 7.6** identifies timing of key, actionable, Service Delivery Initiatives (i.e. programs / activities, policies and procedures) that are needed to support the implementation.

7.6.1 Phasing

The timing of each initiative is provided as a guide, based on forecasted needs, and it is understood that implementation will be influenced by the availability of resources, and the outcome of any preceding investigations.

The proposed timing of items outlined in the Implementation Program is as follows:

| | |
|--------------|-----------------------------|
| "Short Term" | = 1 to 2 years (2011-2012) |
| "Mid-Term" | = 3 to 5 years (2013-2015) |
| "Long Term" | = 6 to 10 years (2016-2020) |
| "Future" | = >10 years |

"Ongoing" initiatives are those that span the term of the plan, and are not based on specific forecasted needs. These largely relate to the addition of new amenities and facilities in response to trends and demographics or the need for overall enhancement / improvements.

7.6.2 Assumptions for the Implementation Program

The Implementation Program is based on the following assumptions:

Capital Projects

- cost estimates are in 2010 dollars without allowance for escalation.
- all costs, including studies, exclude all applicable taxes.
- costs are provided as preliminary, order of magnitude estimates for budget purposes and must be confirmed through a periodic review of the Master Plan, and/or the preparation of more detailed feasibility studies or design plans that will precede implementation.
- the archives study will occur in conjunction with an examination of needs for new/expanded library facilities. If the library does not initiate work in this area in the short to medium term, the Municipality should consider contracting a separate study.
- projects of a specific nature with budgets as identified in other plans (e.g. Waterfront Plan, Development Charges Study) and supported by the Vision Plan within the 10 year planning horizon are noted.

Volume 2: The Vision Plan*DRAFT*

- costs associated with recommendations of an indeterminate nature, e.g. beautification initiatives / upgrading or enhancement of park amenities; expanding the supply of unstructured recreation facilities (basketball/multi-purpose playing courts, an outdoor skating rink, “playgrounds” for seniors, fitness stations along trails, etc.) are proposed as an annual budget. The funds would accrue in the reserve fund, to be utilized either as needed or for special projects (e.g. one every two years).
- appropriate planning and design will need to precede all major capital projects and it will be important for sufficient funds, typically in the order of 10-12% of the development cost to be allocated toward this process.
- a potential location for a new, relocated skate park would be investigated as a ‘future project’ in conjunction with preparing a Master Plan for King Edward Park. Costs of these facilities vary widely depending on the sophistication of the project. The range shown here is based on recent projects in other municipalities (incl. the skatepark developed in Centre Hasting Park, Madoc Ontario).

Service Delivery Initiatives

- the programs/activities and policies and procedures implementation program assigns an initiation time-frame for the recommendation, with the assumption, depending on the nature of the task, that it will carry through either the ensuing term(s) until complete (e.g., policy development) or the entire term of the plan and beyond (e.g., Municipal leadership role in program/service development).
- program/activities and delivery system recommendations are ongoing staff-based initiatives and will be absorbed in the existing operating budget, therefore no separate costs have been assigned.

Table 7.5.1: Implementation Program – Indoor / Outdoor Facilities

| Rec. No. | Item | Term & Estimated Costs (2010 \$) ³² | | | |
|--------------------------------------|---|--|-------------------------|-----------|-----------------------|
| | | Short Term | Mid-Term | Long Term | Future |
| | | 1-2 yrs | 3-5 yrs | 6-10 yrs | > 10 yrs |
| Indoor / Outdoor Facilities | | | | | |
| Studies and Plans | | | | | |
| 5 | Arts, Culture, Heritage Planning Facilitated Workshops ³³ | \$10,000 - \$12,000 | | | |
| 2 | Indoor Recreation Facilities Feasibility Study ³⁴ | \$85,000 | | | |
| 4 | Community Arts & Culture Centre Study ³⁵ | | | \$50,000 | |
| Capital Projects³⁶ | | | | | |
| 6 | Permanent soccer field at Codrington Community Centre | | | \$200,000 | |
| 10 | Spray pad at King Edward Park ³⁷ | | \$250,000 ³⁸ | | |
| 12, 56 | Expand supply of unstructured outdoor facilities (e.g. basketball/multi-purpose playing courts, outdoor skating rink, “playgrounds” for seniors, fitness stations along trails, etc.) For example 1 project every 2-3 years | \$50,000 ³⁹ | \$50,000 ⁴⁰ | \$50,000 | |
| 14 | Permanent (concrete) skate park at King Edward Park ⁴¹ | | | | \$250,000 - \$375,000 |

³² All costs in 2010 dollars, excluding HST

³³ To inform the Indoor Facilities Feasibility Study

³⁴ Includes site spatial analysis and arena, curling rink, arts / culture and community program space (excludes Library Needs Assessment/ Feasibility Study)

³⁵ To investigate a dedicated Community Arts & Culture Centre, subject to outcome of the Indoor Recreation Facilities Feasibility Study

³⁶ For capital projects add 10-12% for consulting fees for technical studies, design and contract document preparation, plus contingencies of 10%

³⁷ Consider planning /spatial analysis with potential redevelopment of King Edward Park (reviewed as part of the Indoor Facilities Feasibility Study)

³⁸ Costs as per discussions with staff. Includes \$175, 000 noted in Development Charges Background Study (Hemson, 2009) for 2012

³⁹ Includes portion of \$100,000 for ‘playground’ identified in the Development Charges Background Study (Hemson, 2009) for 2009-2016

⁴⁰ Includes portion of \$100,000 for ‘playground’ identified in the Development Charges Background Study (Hemson, 2009) for 2009-2016

Table 7.5.2: Implementation Program – Parks, Trails and Green Space

| Rec. No. | Recommendation | Term & Estimated Costs (2010 \$ ⁴²) | | | |
|--------------------------------------|--|---|----------|-----------|----------|
| | | Short Term | Mid-Term | Long Term | Future |
| | | 1-2 yrs | 3-5 yrs | 6-10 yrs | > 10 yrs |
| Parks, Trails and Green Space | | | | | |
| Studies and Plans | | | | | |
| 34,35 | Preliminary Planning and Design Study for 1. the extension of Butler Creek Trail north to Proctor Park, 2. the extension of Butler Creek Trail south and connection east to the Wildlife Management Area / St. Mary's Cement Lands | \$80,000 | \$60,000 | | |
| 38 | Preliminary Planning and Design Study to investigate ways to improve the Presqu'ile Parkway trail for walking / cycling. | | \$60,000 | | |
| Capital Projects⁴³ | | | | | |
| 26,56 | Annual budget for minor park improvements, signage, beautification, tree management (May be undertaken in conjunction with Rec. 11) ⁴⁴ | \$5,000 | \$7,500 | \$12,500 | |
| 33 | Identify, sign / produce maps for heritage walking / cycling route between the Ontario Street Pathway and Proctor Park | \$2,500 ⁴⁵ | | | |

41 Consider planning for / spatial analysis in conjunction with potential redevelopment of King Edward Park (reviewed as part of Arena Feasibility Study)

42 All costs in 2010 dollars, excluding HST

43 For capital projects add 10-12% for consulting fees for technical studies, design and contract document preparation, plus 10% contingencies

44 Recommended as new budget in addition to the existing parks maintenance / operations budget

45 Signage costs only. Assumes identification of route through staff / volunteer efforts (e.g. Walkable and Cycleable Community initiative)

Table 7.5: Implementation Program – Parks, Trails and Green Space (cont'd)

| Rec. No. | Recommendation | Term & Estimated Costs (2010 \$ ⁴⁶) | | | |
|--|--|---|-----------|-----------|----------|
| | | Short Term | Mid-Term | Long Term | Future |
| | | 1-2 yrs | 3-5 yrs | 6-10 yrs | > 10 yrs |
| Parks, Trails and Green Space (cont'd) | | | | | |
| Capital Projects (cont'd) ⁴⁷ | | | | | |
| 58 | Trails implementation budget ⁴⁸ , with the following priorities: 1. Butler Creek Trail (north), 2. Presqu'île Parkway trail 3. Butler Creek Trail (south) 4. Connection east to St. Mary's Cement lands / proposed trails | \$300,000 ⁴⁹ | \$800,000 | \$250,000 | TBD |
| 59 | Waterfront public open space improvements ⁵⁰ | \$150,000 | \$150,000 | \$150,000 | |

46 All costs in 2010 dollars, excluding HST

47 For capital projects incl. 10-12% for consulting fees for technical studies, design and contract document preparation, plus 10% contingencies

48 Budget and timing to be determined through a Feasibility Study. Refer to Recommendation 37

49 Includes \$250,000 identified in Development Charges Study

50 Phased approach to implementation of improvements / costs to public open space as recommended in the Waterfront Plan (2009)

Table 7.6: Implementation Program - Service Delivery Initiatives

| Rec. No. | Action |
|--------------------------------------|---|
| Initiate in Short-Term | |
| Programs / Activities | |
| 15, 54 | Adopt a leadership role in program/activity development and coordination to enhance the supply of programs/services within the community, to support publicity and promotion, and to develop appropriate partnerships in service provision |
| 18 | Promote community awareness of existing and expanded facilities and programs/activity opportunities, including: <ul style="list-style-type: none"> • Continue to develop single on-line portal, updated by season by all participating providers in the Municipality (initiative is underway through development of a new Municipal website) and comparable single, annual publication • Develop distribution network for published material (e.g., maps, publications, newsletters) using partners in publication • Begin using social networking tools (e.g., Facebook, Twitter) to disseminate to larger/various audiences, especially youth • Develop on-line / printed newsletter about initiatives / events |
| 16, 19 | Begin program development for key areas / markets, for specific populations (e.g., youth, after school, etc.) |
| 17 | Expand programming at the Community Centre in King Edward Park, using multi-purpose program space and arena lobby area |
| Policies | |
| 46 | Develop Affordability Policy |
| 48 | Develop Community Affiliation Policy |
| 53 | Begin planning and evaluation activities |
| 55 | Develop Capital Conservation Policy |
| Parks, Green Space and Trails | |
| 27 | Develop a strategy for determining when to take cash in lieu of parkland, based on criteria outlined in the Vision Plan |
| 31 | Prepare an inventory of vacant municipally-owned lands noting attributes, values to the parks and open space system to determine whether there are lands that should be deemed surplus |
| 60 | On an annual basis, and in association with all capital projects, review the operational cost implications to of implementing the recommendations of the Vision Plan and allocate adequate staff and financial resources |

Table 7.6: Implementation Program - Service Delivery Initiatives (cont'd)

| Rec. No. | Action |
|---|--|
| Initiate in Mid-Term | |
| Programs / Activities | |
| 17 | Increase programs/activities and distribution throughout the Municipality to improve accessibility: |
| | <ul style="list-style-type: none"> • Increase variety and age group-specific programming at Codrington Community Centre |
| | <ul style="list-style-type: none"> • Develop outdoor programming using municipal park spaces throughout the community |
| | <ul style="list-style-type: none"> • Work with non-municipal park authorities to provide appropriate year-round outdoor programming in green spaces throughout the Municipality |
| <ul style="list-style-type: none"> • Work with School Board to provide more programming at schools, and to increase access in outlying locations | |
| Policies | |
| 47 | Develop User Fees Policy |
| 49 | Develop Special Event Liability Insurance Policy |
| 50 | Develop Community Funding Policy |
| 51 | Develop Facility Allocation Policy |
| 52 | Define standards of service for all recreation facilities within the Municipality's core mandate to help guide decisions regarding the types of projects in which the municipality will invest (to inform investment in partnered opportunities and community requests for assistance) |
| Parks, Green Space and Trails | |
| 30 | Develop a strategy for use and prioritization of cash-in-lieu (park reserve fund) to ensure that adequate funds are available to meet future parkland acquisitions |
| 44 | Develop a map and brochure for online and print use, to promote the Brighton recreation facilities, heritage resources, parks and trails to residents and visitors (see also Rec. 17) |

APPENDIX A

Additional Resources for Affordability Policy and Program Development

TOOLS

Town of Ajax: A sample policy from the Town of Ajax is available at:

http://www.prontario.org/index.php/ci_id/3723.htm

Affordable Access Policy Development and Implementation Guide for Communities. The Ontario Task Group on Affordable Access to Recreation, supported by Parks and Recreation Ontario with funding from the Ontario Ministry of Health Promotion. 2010.

http://www.prontario.org/index.php/ci_id/3721.htm

- comprises a comprehensive guide to assist municipalities in developing, implementing and sustaining affordable access policy

Every One Plays: Access to Recreation for Low-Income Families in Ontario Promising Practices GUIDE (2008)

Task Group Partners: Association of Municipalities of Ontario, Canadian Tire Foundation for Families, Hamilton Roundtable for Poverty Reduction, Canadian Parks and Recreation Association, Ontario Municipal Social Services Association, Ontario Public Health Association, Parks and Recreation Ontario

http://www.prontario.org/index.php/ci_id/3722.htm

- documents innovative initiatives that are increasing access to recreation for low-income children and youth from across the province

RESEARCH/REPORTS

Every Child Plays: Access to Recreation for Low-Income Families in Ontario: The Health, Social and Economic Benefits of Increasing Access to Recreation for Low-Income Families Research Summary Report

Dr. Mark Totten (November 2007)

http://www.prontario.org/index.php/ci_id/3728.htm

- summary of a research project to support the work of the Access to Recreation for Low-income Families project

Every Child Plays: Access to Recreation for Low-Income Families in Ontario: Report of Survey Findings

David Redmond and Associates (November 2007)

http://www.prontario.org/index.php/ci_id/3727.htm

- summary of an online survey of 145 municipal recreation practitioners in Ontario with regard to policies and practices for low income access to recreation

Every Child Plays: Report on the Access to Recreation for Low-Income Families in Ontario Policy Planning Institute Report (2007)

http://www.prontario.org/index.php/ci_id/3726.htm

- formed the basis for the Policy Framework. Based on the results of discussions among 100 leaders in recreation, education, arts, government, policy research, health and social services on barriers to participation, possible solutions, and making it happen. Spearheaded by the Ontario Task Group on Access to Recreation for Low-Income Families.

APPENDIX B

Trails / Cycling Routes Opportunities Maps (separate PDF files)

- Municipality of Brighton
- Brighton Urban Area