




Municipality of
Bluewater


Recreation Master Plan


December 2022

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Land Acknowledgement

In the spirit of truth and reconciliation and as an opening statement to this Recreation Master Plan, we recognize that the Municipality of Bluewater is located on the traditional territories of the Anishinaabe, Haudenosaunee and Neutral peoples and is connected to the Dish with One Spoon wampum, under which multiple nations agreed to care for the land and its resources by the Great Lakes in peace.

We also acknowledge the Upper Canada Treaties signed in regards to this land, which include Treaty #29 and Treaty #45 ½.

As settlers, we recognize the long history of this traditional territory and that recreation activities have been occurring on these lands and waters by Indigenous Peoples long before the establishment of European settlements. We recognize First Peoples' continued stewardship of the land and water as well as the historical and ongoing injustices they face in Canada. We accept responsibility as treaty people to renew relationships with First Nation, Métis, and Inuit people through reconciliation, community service and respect, and to care for the land peacefully and respectfully as stewards of its past, present and future.

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In particular, we are appreciative of the following individuals who contributed their time, knowledge and expertise to the development of the Municipality of Bluewater Recreation Master Plan:

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Recreation Master Plan

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Executive Summary



E.1 Overview

This is the first Recreation Master Plan ever completed for the Municipality of Bluewater. It was developed to guide Council and staff in management and decision making regarding the provision and sustainability of parks and recreation services for the Municipality of Bluewater.

A Master Plan is a high level, strategic document. It is a guide, not a rule book. It is not law or policy (though some recommendations may suggest developing certain policies). As a high-level guiding document, many of the recommendations it contains will require further investigation, discussion, consultation, and Council approval individually before they are implemented.

This Recreation Master Plan provides direction for the next 15 years, however, the Master Plan should be revisited every five years to be updated where necessary to reflect changes in Municipal capacity, trends, community needs and interests, etc.

The goals of the Recreation Master Plan are to:

- Engage the public, community groups, associations, businesses, elected officials, staff and other key stakeholders in identifying future parks, facilities, recreation and cultural program needs.
- Identify the approach and related strategies needed to create an integrated service environment in which residents can pursue a healthy and active lifestyle.
- Assess the current state of the Facilities Department in the delivery of recreation and leisure services to the community.
- Identify gaps in service delivery, key priorities and areas for optimization.
- Set priorities for capital investment in existing and new infrastructure.
- Create an accessible, affordable and implementable Recreation Master Plan.

E.2 Process

The development of the Recreation Master Plan spanned from February to December 2022 and included four phases:

Phase 1: Background Review

The first phase involved reviewing background documents, collecting data, interviewing municipal Council and staff, and establishing the current context for recreation in Bluewater, including inventories of programs and events, facilities, parks, trails, beaches, water access points and open spaces.

Phase 2: Public and Stakeholder Consultation

Residents were consulted through a telephone survey, an online survey and dedicated project page on the Huron County Connects website, and user groups were engaged via an online survey and one-on-one interviews. A Consultation Report detailed the findings of Phase 2. Additional consultations occurred during phases 3 and 4.

Phase 3: Assessment

Phase 3 focused on conducting needs assessments for programming and events, recreation facilities, parks, trails, beaches, water access points and open spaces through analysis of the background research, consultation findings and emerging trends. Phase three also included further interviews with user groups, external agencies, and potential partners. The results of this work, including recommendations in each area of service, was documented in a draft Master Plan and was posted for community review and comment.

Phase 4: Recreation Master Plan

The final phase involved revising the draft Master Plan and presenting it to the community, stakeholders and municipal staff and Council before preparing the final Master Plan.

Bluewater residents are passionate about recreation!

To leverage the community's knowledge, ideas and expertise on current and future delivery of the Municipality's parks and recreation services, a multi-faceted engagement strategy was conducted during the spring and summer of 2022. In keeping with Public Health's recommendation of physical distancing and limited gatherings to prevent the spread of COVID-19, all meetings, interviews and discussions were held virtually using Zoom.

A flyer was produced that introduced the project, and notified residents of the various ways to participate in consultation activities. This flyer was sent to 4000 households - reaching most households in the Municipality. It was also posted at community centres, and community events (e.g., the Lions Home & Garden Show). This outreach undoubtedly contributed to the success of the online survey, which was completed by 755 respondents. A summary of consultation highlights can also be found in Appendix A.

Consultation activities focused on the following groups:

Residents

A survey of residents was administered through two formats:

- A self-selected online survey promoted on the Municipality's website, Huron County Connects engagement webpage and social media channels, was accessed by 755 respondents.

- A random telephone survey of 250 resident households.
- Through the Huron County Connects online engagement platform, where 153 idea contributions were received.
- Three public Council presentations were made throughout the project
- The draft Master Plan was posted online for community review and comment, which resulted in an additional 146 distinct comments, which were considered in detail with staff and revisions were made accordingly.

User Groups

- An invitational online survey was administered to 61 user groups that facilitate programming and/or use Municipal facilities or parks to provide their programs and activities, to which 61 representatives responded.
- Interviews were conducted with 13 user group representatives.

Council and Staff

- Council and staff Interviews were completed with 21 municipal representatives including the Mayor, Council members and senior staff.

External Interviews

- Twelve interviews were also conducted with existing and potential community partners, including, for example, the County, Library, and neighbouring municipalities.

E.3 Programs and Events

Through consultations and consideration of general trends and the facility assessment, the following overarching key considerations for programming in Bluewater have been established:

- Strong desire for more opportunities for self-directed recreation (e.g., a fitness centre, cycling, walking)
- Need for more seniors programming, beyond that which is offered in Bayfield
- Need to program municipal spaces to increase use and viability of facilities.
- Community organizations are the providers of programs, activities, and events in the Municipality, and have been doing so for some time with great success.

The Master Plan provides ideas and direction on how these key considerations may be addressed. To increase opportunities for self-directed recreation, the focus should be on providing the facilities and amenities that support these types of activities, as discussed in the facilities and parks sections (e.g., a fitness studio, pickleball courts, comfort amenities at parks and beaches, trails, etc.). Expanding programming for all ages (including seniors) will require efforts in multiple areas: supporting community providers and volunteers (e.g., through regular communication, marketing and advertising, etc.), nurturing existing partnerships and developing new ones (e.g., with neighbouring municipalities,

Health Unit, the Library, Ausable Bayfield Conservation Authority, and others), casting a wide net to hire instructors (e.g., print media, Facebook community groups, schools and universities, etc.), trying new program delivery models (e.g., short duration programming), providing specialized spaces (e.g., a youth centre) and hiring a programmer to take on these responsibilities. The Plan also contains recommendations for programming at certain locations, rotating programming on arena floors during the summer for cost savings, and a number of ways to increase outdoor recreation opportunities (e.g., moving some programs outdoors, reintroducing tournaments, and working with partners to offer new programs outdoors).

E.4 Facilities

The Municipality of Bluewater provides a number of facilities that are scheduled for sport and recreation programs, some of which are used casually at other times. These include community centres with arenas, small halls, a gym/hall combination, public libraries, and baseball diamonds. They are largely concentrated in the communities of Zurich, Hensall, Bayfield, and Varna - providing each settlement area with access to active recreation spaces. At the same time, facilities are largely replicated in each community, which is a legacy of the former townships that make up the Municipality - each of which provided its residents with the same recreation infrastructure that was current at the time.

Overall, the existing supply comprises a limited range of facilities by type, especially when trends are considered. As older facilities of more 'traditional' design, they are less multi-functional than state-of-the-art spaces that are amenable to today's recreation program/activity interests. For the most part, facility use in each community is well below potential capacity. There are also several gaps in supply in relation to current recreation interests.

Recently completed building conditions assessments anticipate more than \$9.5m in lifecycle and repair capital costs over the next 15 years to sustain existing indoor facilities - excluding costs to achieve full AODA accessibility. The community, therefore, is faced with some difficult decisions on where and how to invest in

its recreation facilities. The anticipated cost to sustain aging facilities that are not optimally used must be weighed against investing in new or repurposed facilities to better serve current and future recreation interests. The Master Plan suggests an integrated, strategic approach to these facility decisions, the implementation of which may extend beyond the 15-year timeframe of the Plan.

Determining the need for facilities integrates the following key objectives:

- Rationalizing facility supply in relation to need, which focuses on demand vs. community desires/preferences
- Determining future facility provision in relation to the financial capacity of the Municipality to sustain it while diversifying opportunities for community recreation
- Balancing provision across the Municipality in an equitable manner
- Ensuring a consistent and evidenced based approach to future facility planning

E.5 Parks

The assessment of needs and recommendations for parks and open spaces in Bluewater is based on a collective vision for sufficient supply given the current context, and upgraded, well maintained outdoor spaces that are accessible, safe, comfortable, and enjoyable. The overarching goal is to increase the accessibility and quality of existing and new parks and amenities for Bluewater residents and visitors of all ages and abilities, across the Municipality.

The Plan contains general, overarching recommendations for all parks including a parks classification system, AODA improvements, signage and wayfinding, park supply and distribution, and new policies regarding supporting public art and environmentally conscious planning and management practices. The Plan then provides park-specific recommendations including for required upgrades (e.g., for playgrounds, washrooms, lighting, etc.) and for new amenities (e.g, accessible seating, pathways, dog park, multi-sport court, etc.). The Plan also identifies a number of municipally-owned parcels that could be suitable for park development in the future if need arises (during the term of the Plan, additional parkland is not needed). As with all recommendations in this Plan, the parks recommendations are entered into the implementation strategy that identifies prioritization/timing and high level costing (where appropriate).

E.6 Water Access

Access to the water is an important reason why people enjoy living in Bluewater. Smaller access points provide neighbourhoods with access to the water, while larger access points provide public beach access for all residents and visitors alike.

The topic of water access in Bluewater is a complicated one, that will require a separate study to adequately address the way forward. There is a lack of clarity concerning the meaning of various rights (e.g., ownership, deeded access, leases, etc.), what the actual tapestry of rights are for each access, and the same applies to the beaches below each access. Before the Municipality can properly plan for its approach to water accesses, there must be clarity on rights/ownership for the water accesses (and the staircases if any), as well as beaches below, and all parties (e.g., residents, resident/cottagers associations, the Municipality, and any other involved parties) must be on the same page. This Plan provided some direction that can act as a starting point for the creation and development of a future Water Access Strategy.

The Plan recommends that Municipality undertake a Water Access Strategy that includes compiling a detailed inventory of all existing municipal waterfront parcels, categorizing the access into categories, organizing the waterfront into distinct zones or neighbourhoods to better understand the need for neighbourhood vs. major waterfront accesses, etc. The outcomes of the strategy will provide clarity on how each access should be

managed (including stairs), will allow the Municipality to provide appropriate signage at all accesses, and identify which parcels (if any) are unsuitable for use as an access.

Like the question of water accesses, determining the course forward with the marina will require a detailed study to develop an appropriate plan for the future of the Bluewater Marina regarding potential expansion, capital improvements, cost sharing, and cost-benefit of Municipal vs. contracted operations, and lease agreement details.

E.7 Trails

There are currently over 25 kilometres of trails in Bluewater managed by the Bayfield River Valley Trail Association (BRVTA), the Ausable Bayfield Conservation Authority (ABCA), the Huron Land Trust, and Huron County. In a Municipality as large as Bluewater, partnering and working with other organizations and private landholders is essential for the provision of trails. This is of course even more true in Bluewater, where the Municipality does not own most of the trails. In this case, the role of the Municipality is to ensure that relationships with trail organizations are nurtured to allow the current supply of trails to be maintained and for future trails to be developed.

Like many municipalities created post-amalgamation, settlement areas are isolated from each other. Trails are a powerful way to activate and connect communities, and while also encouraging physical activity.

The Plan identifies a few opportunities for new trails, for example in Zurich, right-of-way trails in Bayfield, connections between Bayfield-Zurich, Zurich-Hensall, and Hensall-Exeter, and a route following Highway 21. In some instances informal trails already exist where they can be formalized. Most of the recommendations require partnerships, and it should be noted that trail development can occur incrementally, in segments rather than all at once.

E.8 Service Delivery

The Municipality of Bluewater functions as an indirect provider in delivering recreation services. Its role focuses on providing and maintaining parks, facilities, beaches, waterfront access points, etc. to support community-based programs, self-directed activities and events. Enabling and helping others to deliver their services with this support will continue to be the primary role of the Municipality.

Despite the active engagement of volunteers, delivering the full range of parks and recreation services in its mandate is beyond the Municipality's current capacity in terms of human resources. The Master Plan proposes staff increases to address specific areas of work that the Municipality is unable to effectively address, and will be critical to its ability to successfully implement many of the directions related to programs/activities, and community engagement in service delivery. At the same time, the Municipality needs to work both internally and with community-based partners to streamline approaches to service delivery and make the most of available capacity, in both practical terms and overarching policy. Part of this work will include instituting joint planning sessions with community partners and strengthening monitoring and evaluation processes.

E.9 Implementation

The proposed roll-out of recommendations is based on the information available at the time of Plan development and includes the following considerations: operations vs. capital projects, immediate need, dependencies and efficiencies, budget, staff resources, and flexibility.

The implementation sequence attempts to evenly distribute the costs of recommendations over the 15-year time frame of the Master Plan. This includes costs associated with operations, planning/design and implementation. The total cost of all projects over the fifteen-year schedule is approximately \$11,162,000 - with \$2,681,000 allocated for the short term (see Table E-1).

It should also be noted that costs for some recommendations are not available and are yet to be determined. These have been noted in the forecast and would be in addition to the numbers provided in the Master Plan. Another factor to consider are cost premiums/fluctuations due to the pandemic and inflation. The current situation makes it especially difficult to attach estimates to recommendations. This is particularly true at a Master Plan level where the potential range in design and the quality of materials and finishes are also unknown, and are determined by the Municipality in project implementation at a later date. Appendix E provides a more in depth discussion of the Master Plan's budget considerations for the Municipality over the next 15 years.

For quick reference, section 10 Implementation summarizes all of the Master Plan's recommendations.

Table E 1: Cost Summary of the Recreation Master Plan's Recommendations

Area of Recommendation	Timing				Total Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
Programs and Events	\$300,000	\$300,000	\$300,000		\$900,000
Facilities	\$500,000	\$2,180,000	\$200,000		\$2,880,000
Parks and Open Spaces	\$861,000	\$815,000	\$1,336,000		\$3,012,000
Water Access Points	\$100,000				\$100,000
Trails	\$50,000	\$40,000			\$90,000
Service Delivery	\$300,000	\$300,000	\$300,000		\$900,000
Total Cost	\$2,111,000	\$3,635,000	\$2,136,000		\$7,882,000

1.0 Introduction



1.1 Introduction

The Recreation Master Plan was developed to guide Council and staff in strategic management and decision-making in the provision and sustainability of parks and services for the Municipality of Bluewater. It provides direction for managing and developing infrastructure, resources and investment over a 15-year horizon to 2037.

As an overarching direction, the Master Plan assumes that, “The Municipality will continue to support the development and maintenance of recreational facilities, the acquisition, maintenance and beautification of public parks and the development of recreation programs in accordance with community needs and the availability of resources” (Official Plan 2021. s.7.4.8. p. 28).

1.2 Goals

The goals of the Recreation Master Plan are to:

- Engage the public, community groups, associations, businesses, elected officials, staff and other key stakeholders in identifying future parks, facilities, recreation and cultural program needs.
- Identify the approach and related strategies needed to create an integrated service environment in which residents can pursue a healthy and active lifestyle.
- Assess the current state of the Facilities Department in the delivery of recreation and leisure services to the community.
- Identify gaps in service delivery, key priorities and areas for optimization.
- Set priorities for capital investment in existing and new infrastructure.
- Create an accessible, affordable and implementable Recreation Master Plan.

1.3 Process

The process of developing the Recreation Master Plan spanned from February to December 2022 across the following four phases:

Phase 1: Background Review

The first phase involved reviewing background documents, collecting data, interviewing municipal Council and staff, and establishing the current context for recreation in Bluewater, including inventories of programs and events, facilities, parks, trails, beaches, water access points and open spaces.

Phase 2: Public and Stakeholder Consultation

A suite of engagement activities were conducted to discuss with community members the current and future state of programs, events, parks, trails, facilities, beaches and water access points in the Municipality. Residents were consulted through a telephone survey, an online survey and dedicated project page on the Huron County Connects website and user groups were engaged via an online survey and one-on-one interviews over Zoom. A Consultation Report detailed the findings of Phase 2.

Phase 3: Assessment

Phase 3 focused on conducting needs assessments for programming and events, recreation facilities, parks, trails, beaches, water access points and open spaces through analysis of the background research, consultation findings and emerging trends. Phase three also included further interviews with user groups, external agencies, and potential partners. The results of this work, including recommendations in each area of service, was documented in a draft Master Plan for community review and comment.

Phase 4: Recreation Master Plan

The final phase involved revising the draft Master Plan and presenting it to the community, stakeholders and municipal staff and Council before preparing the final Master Plan.

2.0 Context



2.1 Geographic Context

The Municipality of Bluewater is located in southwestern Ontario, a rural community in western Huron County approximately 220 km west of Toronto. Huron County spans approximately 3,400 square kilometres and includes nine lower-tier municipalities: Ashfield-Colborne-Wawanosh, Bluewater, Central Huron, Goderich, Howick, Huron East, Morris-Turnberry, North Huron and South Huron.

Figure 2-1 shows the Municipality of Bluewater in the context of Huron County. Bluewater is bounded by Lake Huron to the west, the Bayfield River to the north, Highway 4 to the east and Huron Road 83 to the south. With a land area of approximately 414 square kilometres, the Municipality comprises a mix of land uses including settlement areas, agriculture and extractive resources as well as natural environment and recreation.



Figure 2-1: Municipality of Bluewater’s Geographic Context and Settlement Areas

Table 2-1: Communities in the Municipality of Bluewater

Villages	Hamlets		Lakeshore
Primary Settlement Areas	Secondary Settlement Areas	Tertiary Settlement Areas	Lakeshore Residential Areas
Bayfield	Brucefield	Blake	Areas designated Lakeshore Residential
Hensall	Dashwood	Kippen	
Zurich	St. Joseph	Varna	
		South of Clinton	

Source: Municipality of Bluewater Official Plan, 2021

In 2001, the Townships of Hay and Stanley were amalgamated as the Municipality of Bluewater. The Municipality now comprises three primary settlement areas in the villages of Bayfield, Hensall and Zurich as well as other smaller hamlets as noted in Table 2-1.

Key Considerations for Major Settlement Areas

Hensall

- Many families
- Not expected to experience significant population growth over the term of the Plan
- Nine minute drive to facilities and parks in Zurich
- Key non-municipal organizations that contribute to recreation in the area include the Huron County Library, Hensall Agricultural Society, Hensall Kinsmen, and Kinnettes.

Zurich

- Many families
- Not expected to experience significant population growth over the term of the Plan
- Nine minute drive to facilities and parks in Hensall
- Key non-municipal organizations that contribute to recreation in the area include the Friends of Hay Town Hall, Huron County Library, Zurich Agricultural Society, Zurich Lions,

Beanfest, sport leagues, and a number of residents that organize volleyball and pickleball.

Bayfield

- Will see the most growth in the Municipality over the term of the Plan. The Environmental Study Report for the Bayfield Wastewater Treatment Facility Expansion predicts growth in Bayfield between 20 to 40 households per year up to 2045.
- Currently an older, retiree-based population, but that may shift to more younger (families) with the subdivision growth occurring, and the broader trend of urban out-migration seen in recent years.
- Bayfield is a popular tourist destination.
- Key community organizations that are involved in providing recreation services, including Bayfield Facilities Initiative Team (BFIT), Bayfield Arena Community Partners Association (BACPA), Bayfield Lions, Bayfield Agricultural Society, Bayfield Centre for the Arts (BCA), Bayfield Optimist Club, Bayfield Marina, Bayfield Town Hall Committee, Pioneer Park Association, and Bayfield River Valley Trails Association.

2.2 Socio-demographic Profile

2.2.1 Current Population

Data from the 2021 census (see Table 2-2) indicates the population of the Municipality of Bluewater is 7,540, and Huron County is 61,366. There are also estimated to be approximately an additional 8000 seasonal residents, mostly concentrated along the Lake Huron Coast. The Municipality's median after-tax household income is slightly higher than the County average, at \$74,500. Similarly, Bluewater has a smaller proportion of low-income households (9%) compared to Huron County (11.7%).

Table 2-2: Population Data for Bluewater and Huron County

	Municipality of Bluewater	Huron County
Population	7,540	61,366
Median after-tax income of households in 2020 (\$)	\$74,500	\$70,000
Prevalence of low income based on the Low-income measure, after tax (LIM-AT) (%)	9.0%	11.7%

Source: 2021 Canadian Census

Table 2-3 shows the age distribution of the Municipality's population relative to Huron County and Ontario's populations in 2021. In comparison to the County as a whole, Bluewater has smaller proportions of residents under the age of 44 and over 75, and a larger proportion of population between the ages of 45 and 74.

Table 2-3: Age Distribution for the Populations of Bluewater, Huron County and Province of Ontario in 2021

Age Group	0-4	5-14	15-29	30-44	45-59	60-74	75+	Total
Bluewater	395	700	1,125	1,020	1,480	2,080	745	7,545
Percent of Total	5.2%	9.3%	14.9%	13.5%	19.6%	27.6%	9.9%	100%
Huron County								
Huron County	3,415	6,980	9,665	9,385	10,925	14,345	6,655	61,370
Percent of Total	5.6%	11.4%	15.7%	15.3%	17.8%	23.4%	10.8%	100%
Ontario								
Ontario	683,515	1,568,280	2,672,455	2,819,400	2,876,010	2,471,070	1,133,210	14,223,940
Percent of Total	4.8%	11%	18.8%	19.8%	20.2%	17.4%	8%	100%

Source: 2021 Canadian Census

2.2.2 Future Growth

Table 2-4 illustrates the current and projected populations for the Municipality of Bluewater and Huron County from 2021 to 2036. Bluewater is expected to grow by 13.7% (1,030 people) by 2036, whereas the County as a whole will grow by 16.2% (9,953 people).

Table 2-4: Current and Projected Populations for the Municipality of Bluewater and Huron County up to 2036

Year	Municipality of Bluewater	Huron County
2021	7,540*	61,366*
2026	7,904**	66,834***
2031	8,301**	69,124***
2036	8,570**	71,319***

Sources: *2021 Canadian Census, **Permanent Population Projections from 2016 Municipality of Bluewater Development Charge Background Study, and ***Ontario Population Projections Update, 2019-2046

Table 2-5 illustrates the projected age distribution of the population for Huron County from 2021 to 2036. The projections show an aging population, with the proportion of people over the age of 75 increasing substantially. All other age groups decline in proportion, with the exception of teens/young adults aged 15 to 29, which will increase. The same patterns, particularly the population aging, is expected for Bluewater as well.

Table 2-5: Projected Age Distribution for the Population of Huron County

Age Group	0-4	5-14	15-29	30-44	45-59	60-74	75+	Total
2021 Population	3,415	6,980	9,665	9,385	10,925	14,345	6,655	61,370
Percent of Total	5.6%	11.4%	15.7%	15.3%	17.8%	23.4%	10.8%	100%
2026 Population	3,511	7,553	11,253	10,205	10,942	14,758	8,612	66,834
Percent of Total	5.3%	11.3%	16.8%	15.2%	16.4%	22.1%	12.9%	100%
2031 Population	3,556	7,620	11,936	10,362	10,964	14,304	10,382	69,124
Percent of Total	5.1%	11%	17.3%	15%	15.9%	20.7%	15%	100%
2036 Population	3,681	7,742	12,525	10,501	11,324	13,358	12,188	71,319
Percent of Total	5.2%	10.8%	17.6%	14.7%	15.9%	18.7%	17.1%	100%

Source: Ontario Population Projections Update, 2019-2046

2.3 Relevant Plans and Studies

A number of relevant plans, studies and agreements were considered in developing the Recreation Master Plan, including:

- Municipality of Bluewater 2016-2021 Strategic Plan
- Bluewater Official Plan (consolidated July 2021)
- Huron County Economic Development Plan
- Municipality of Bluewater 2016-2019 Economic Development Strategic Plan
- Bluewater Zoning By-Law
- Bayfield Settlement Area Secondary Plan
- Bayfield Business Expansion
- 2019 Bayfield Complex Feasibility Study
- Facility Review Report 2013
- Energy Conservation and Demand Management Plan 2019-2023
- Fees and Charges By-Law
- Strategic Asset Management Policy and Plan
- Building Condition Assessments (Draft 2022)
- Bluewater Marina Operating Agreement
- Municipal Facility Lease Agreements
- Service Delivery Review, 2020

2.4 General Trends in Recreation

2.4.1 Declining Volunteerism

Volunteerism is a key feature of thriving communities across Canada. For many, the contribution of resources often in the form of time, labour, skills or charitable donations is a demonstration of community and civic engagement. According to the 2018 General Social Survey on Giving, Volunteering and Participating (GSS-GVP), Statistics Canada reported that 8 in 10 (or 79%) of Canadians aged 15 years and older, reported volunteering either formally or informally.¹ In addition to the social benefit volunteers provide, other research has also reported that volunteers feel an enhanced sense of worth, self-confidence and self-esteem.² However, although the public, non-profit and grassroots sectors continue to expand, and the demand for volunteers remains, formal volunteering has steadily declined in Canada over the last decade.³

1 Formal volunteering is defined as: "Activities conducted without pay on behalf of a group or organization, at least once in the 12 months preceding the survey." Informal volunteering is defined as: "Activities conducted without pay not on behalf of a group or organization, at least once in the 12 months preceding the survey." <https://www.volunteertoronto.ca/news/572191/Data\Release-74-of-Canadians-Volunteer-Informally-.htm>

2 S. Baines and I. Hardill, "At Least I can Do Something": The Work of Volunteering in a Community Beset by Worklessness," *Social Policy and Society* 7, no. 3 (2008): 307-17

3 <https://www.cardus.ca/research/communities/reports/vulnerable-sector-check-costs-remain-a-barrier-for-volunteers/>

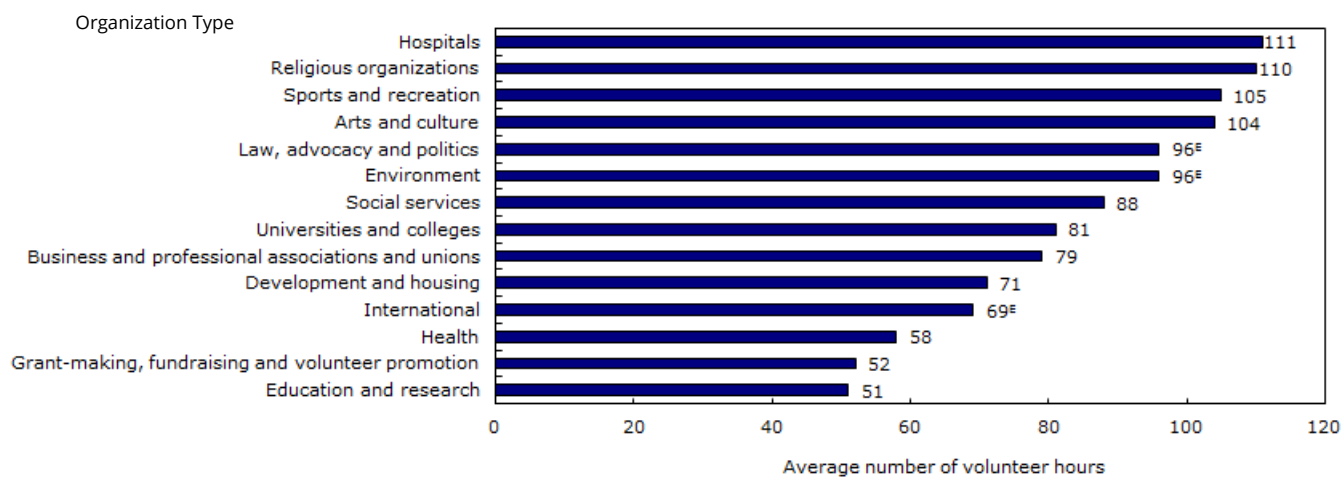
Volunteer Demographic and Engagement Trends

Demographically, volunteer trends have largely remained consistent. According to the same 2018 survey by Statistics Canada, younger generations are generally more likely to participate in both formal and informal volunteer opportunities than older generations. However, although older Canadians within the 73 to 100 year age cohort were less likely to volunteer formally, they were the most likely to contribute the most volunteer hours.⁴

The underlying motivations for volunteering notably differ among age cohorts. Key motivating factors for younger generations, namely Generation Z (ages 15-22) are related to improving future employment prospects.

The completion of education and graduation requirements which mandate volunteering through co-op and community service is a notable factor. For Millennials (ages 23-37), Generation X (ages 38-58), Baby Boomers (ages 53-72) and Matures (ages 73 +), the development of skills, and “a desire to support a political or social cause, or religious or spiritual beliefs”⁵ are more relevant motivational factors for volunteering. The GSS-GVP 2018 also provides interesting insight into what types of organizations attract high levels of volunteer engagement. Sports and recreation organizations were identified as having the third highest levels of engagement, with hospitals and religious organizations ranking the highest.

Chart 2: Average annual volunteer hours, by organization type, among formal volunteers aged 15 and over, 2018



[¶] use with caution

Note: Categories are not mutually exclusive.

Source: Statistics Canada, General Social Survey, Giving, Volunteering, and Participating, 2018.

Figure 2-2: Average annual volunteer hours

4 <https://www150.statcan.gc.ca/n1/en/daily-quotidien/210423/dq210423a-eng.pdf?st=IX4H5phw>

5 <https://www150.statcan.gc.ca/n1/en/daily-quotidien/210423/dq210423a-eng.pdf?st=IX4H5phw>

Barriers to Volunteer Engagement

The volunteer sector exhibits some notable barriers that have been identified and documented by researchers and practitioners. Commonly identified factors for volunteer engagement as described by Volunteer Toronto, Canada's largest volunteer centre include:

“Language: a role may require a specific level of a certain language skill

Physical: a role may require sitting, standing, moving quickly or other physical requirements

Skill Level: a role may require (or perceived to require) a certain level of proficiency with a skill

Time: a role may require much more time than might be needed, or not enough time for volunteer interest

Location: a role may take place in a location that is not easily accessible, or limited to those with access to personal transportation

Financial: a role may require a certain level of wealth for a volunteer to be able to give their time

Expectation: a role may have expectations that are unrealistic to some or many volunteers”.⁶

In addition to these factors, administrative and AODA accessible barriers are also identified as key challenges by researchers. Administrative barriers refers to the process of obtaining the necessary vulnerable sector checks that prospective

volunteers are required to present to the organization they are interested in volunteering for.

“Volunteer screening is an important process for charitable organizations, to protect the clients they serve and to ensure the legitimacy and integrity of the organization. Volunteer screening is a broad, ten-step process that Public Safety Canada recommends charitable organizations use for screening prospective volunteers. These ten steps include safeguards such as completing reference checks for volunteers, engaging volunteers in safety and policy training, and maintaining regular and ongoing volunteer supervision as they perform their roles.”⁷

Research conducted by Cardus (2022) identifies that although vulnerable sector checks are important, the processes present barriers for both volunteers and charitable organizations associated with cost and accessibility. For example, applicants are often required to pay out of pocket for vulnerable sector checks, sufficient proficiency in English is essential, and the limitations of the justice system on the reporting and prosecution of sexual assault can limit the effectiveness of vulnerable sector checks. When compounded, these barriers can limit the eligibility of minority immigrant and refugee populations, and present liability concerns for interested volunteer employers and charitable organizations.

6 Volunteer Toronto, Removing Barriers to Volunteering: Resource Guide and Workbook, pg 2

7 <https://www.cardus.ca/research/communities/reports/vulnerable-sector-check-costs-remain-a-barrier-for-volunteers/>

COVID-19 and the Volunteer Sector

In recent years, the limitations of the COVID-19 pandemic on the volunteer sector are also notable. Interestingly, some practitioners reported that in 2021 they experienced an upswing in volunteer interest. However, a year later interest in volunteerism has declined almost 20% and experts have cited pandemic fatigue, the fear of getting infected, and financial barriers as main contributing factors.⁸

2.4.2 Outdoor Recreation

In its broadest sense, recreation encompasses "physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing."⁹ Outdoor recreation and programming provides a critical benefit to the health and well-being of people, and particularly children and teens. Research has demonstrated that more time spent outdoors not only improves physical and mental health, but also reduces stress, builds understanding and respect for the natural environment, and can support the development of core character competencies in children and youth, such

as self-esteem and emotional awareness, problem-solving, and communication skills.¹⁰

Outdoor learning and activities for children are common in many other countries (e.g., tropical and Nordic countries), and as awareness of the benefits have become more mainstream in Canada, municipalities and schools have increased efforts to offer more outdoor programs for children and teens. In fact, some North American cities were the first to introduce open air education in response to the tuberculosis pandemic.¹¹

For North American municipalities that experience intense seasonal change, outdoor recreation during winter months presents many opportunities. Nordic countries in particular have demonstrated how to leverage the winter season to introduce unique outdoor recreation experiences. In North America, examples of similar winter initiatives include 8-80 Cities' Wintermission project, and activities and events in Edmonton and Michigan, both of which have been successful in developing winter recreation. 'Winterising' cities in North America is not a new topic, but the uptake has been slow, for a number of reasons that largely fall outside of the mandate of parks and recreation departments (e.g., perceived or real conflicts between designing for pedestrians versus snow

8 <https://www.cbc.ca/news/canada/toronto/volunteering-decline-canada-vulnerable-sector-checks-1.6525374#:~:text=CBC%20News%20Loaded-,Number%20of%20volunteers%20dropping%20just%20as%20demand%20is%20spiking%2C%20Toronto,all%20contributing%20to%20the%20drop>

9 Canadian Parks and Recreation Association/ Interprovincial Sport and Recreation Council (February 2015). A Framework for Recreation in Canada - 2015 - Pathways to Wellbeing. Ottawa: Canadian Recreation and Parks Association. 40 pages. www.lin.ca

10 HIGH FIVE (November 2014). Resiliency & Recreation Summary Report. Calgary: Parks and Recreation Ontario

11 <https://www.tv.o.org/article/how-toronto-schools-adapted-to-a-health-crisis-a-century-ago-open-air-learning>

clearing and emergency vehicles, liability concerns, insufficient staff or resources, etc.).

Municipalities can contribute to encouraging people to recreate outside in the winter by working to change the prevailing negative view of winter's cold and snow. Municipalities can set the tone by framing winter as a season to look forward to, with many positive and fun opportunities for recreation.

2.4.3 Vandalism

To a certain degree, the vandalism or damage of public amenities such as equipment found in public parks, or recreation facilities is widely acknowledged to be unavoidable. The nature of public facing facilities makes them more susceptible to frequent interaction with the public, and therefore increases the opportunity for defacement. However, municipal, provincial and even national parks across Canada and the rest of North America have seen a spike in vandalism since the onset of the COVID-19 pandemic.

Frequent targets of vandalism (e.g., graffiti), damage or theft include public restrooms, signage, play equipment, sports field equipment (e.g., soccer, cricket, baseball), benches, and even significant ecological and natural

features.^{12 13 14 15 16} The illegal dumping of garbage and litter¹⁷ has also increasingly become a concern.

Although public space practitioners largely acknowledge it is unlikely that all forms of vandalism and damage cannot be prevented, vandalism and other forms of destructive activity often occur around dimly lit, unsupervised, enclosed or isolated areas. In an effort to address these occurrences, municipalities across Canada have attempted a variety of approaches to address these issues. For example, the application of design strategies to restrict or prevent unwanted behaviour, also known as 'defensive design' has been used to attempt to avert the occurrence of this behavior. However, industry experts suggest that these strategies are not as effective in practice¹⁸.

Beyond introducing design interventions such as anti-graffiti treatments, establishing effective communication channels (i.e. community facebook groups, newsletters, and publicizing

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- 12 <https://www.thestar.com/local-huntsville/news/crime/2022/07/11/bathrooms-vandalized-signs-spray-painted-at-huntsville-park-july-11.html>
 - 13 <https://lfpres.com/news/local-news/at-popular-park-senseless-damage-mounts-and-frustration-grows>
 - 14 <https://kitchener.ctvnews.ca/gordon-chaplin-park-cricket-pitch-in-cambridge-vandalized-1.6015164>
 - 15 <https://www.pembrokeobserver.com/news/local-news/pembroke-horticultural-society-discovers-vandalism-at-pansy-patch-park>
 - 16 <https://www.nationalgeographic.com/travel/article/visitors-vandalize-trespass-national-parks-during-coronavirus-pandemic>
 - 17 <https://www.cbc.ca/news/canada/toronto/ontario-parks-clean-campaign-1.6105439>
 - 18 <https://www.cbc.ca/news/canada/sudbury/defensive-design-terrace-galvin-donovan-loitering-1.5708231>

contact information) with local communities and visitors to report incidents can be effective. Developing partnerships with local organizations to steward public spaces and parks have also demonstrated to be an effective approach¹⁹. Municipalities are also applying creative and artistic solutions to address and prevent vandalism. Working in collaboration with local artists, youth and businesses, municipalities across Canada have begun to leverage local partnerships to address issues that impact municipalities at large.

2.4.4 Accessibility

While certain aspects of accessibility are legislated, opportunities to exceed minimum standards should be pursued wherever feasible. The ultimate goal of advocating and legislating measures to ensure accessibility and inclusion is to make it the social norm by proactively integrating accessibility considerations in all aspects of parks and recreation servicing provisions. Supporting accessibility means:

“Removing the barriers faced by individuals with a variety of disabilities (including, but not limited to: physical, sensory, cognitive, learning, mental health) and the various barriers (including attitudinal and systemic) that impede an individual’s ability to participate in social, cultural, political, and economic life. Disabilities can be temporary or permanent. As we age our abilities change and therefore an accessible society is one designed to

include everybody; both people with disabilities and people who self-identify as non-disabled.”²⁰

It is an incremental process, however, that is often contingent on other initiatives. Legislated AODA improvements, for example, are implemented as public facilities and spaces are newly built or significantly renovated. These are often major capital projects that can only be undertaken infrequently. As such, there is justification to go beyond the minimum, technically prescribed standards and integrate other approaches to improving facilities and outdoor spaces that optimize inclusivity for the widest range of ages and abilities, and make the environment work to support safety to the greatest extent possible, to avoid having to upgrade again if minimum standards change. The application of universal design principles, which fundamentally accepts that individuals experience and engage spaces differently, is guided by a framework that encourages the design of public space to meet the needs of the widest range of potential users²¹.

Accessibility Apps: MagnusCards²²

Beyond AODA’s Design of Public Spaces Standards, accessibility and, therefore, inclusion, is being facilitated by digital technologies that assist with navigating the built environment and day-to-day participation in recreation. These are new

19 <https://www.pps.org/article/torontosafety7>

20 City for All Women Initiative. (2015). *Advancing Equity and Inclusion. A Guide for Municipalities*. Ottawa. p. 17.

21 Centre for Excellence in Universal Design, *What is Universal Design?* <https://universaldesign.ie/What-is-Universal-Design/>

22 <https://www.haltonhills.ca/en/news/town-launches-magnuscards-for-recreation-parks.aspx>

areas of endeavor that may evolve in upcoming years into commonly provided services as digital connectivity and products improve.

MagnusCards is a Canadian digital application dedicated to removing accessibility barriers. It is a tool that allows people with Autism and cognitive disabilities to live with independence and inclusion. MagnusCards comprises a library of digital guides (Card Decks) to destinations and activities. Each digital guide combines a proven method of instruction (applied behaviour analysis), visual cues and step-by-step instructions to map experiences, and prompts and positive reinforcement to support experiential learning.

Accessible Programming: Safari Walking Group²³

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

23 <https://www.thestar.com/life/2019/11/07/blind-walking-group-finds-magic-and-music-on-the-beach-boardwalk.html>

DeafSpace Project

"In 2005 architect Hansel Bauman (hbhm architects) established the DeafSpace Project (DSP) in conjunction with the ASL Deaf Studies Department at Gallaudet University.

Over the next five years, the DSP developed the DeafSpace Guidelines, a catalog of over one hundred and fifty distinct DeafSpace architectural design elements that address the five major touch points between deaf experiences and the built environment:

- Space and Proximity
- Sensory Reach
- Mobility and Proximity
- Light and Color
- Acoustics

Common to all of these are the principles of community, visual language, promotion of personal safety, and well-being."²⁴

Approaches to accessibility through universal design can be extended beyond the design of parks. The integration of accessible considerations in programming, wayfinding strategies, signage, and active transportation all contribute to a more holistic and seamless experience for all users. The following are a few examples of how working beyond the framework of AODA can connect our communities."

24 <https://gallaudet.edu/campus-design-facilities/campus-design-and-planning/deafspace/>

2.4.5 Adult Recreation Programs

Historically, municipalities have largely focused on providing parks and recreation services to children, youth and seniors. However, in recent years adults have begun to express interest in municipal recreational services for themselves. Anecdotal reasons for this trend are likely a blend of increased awareness of the importance of physical activity for long-term health, overall declines in disposable income, and the overall expansion and growing sophistication of public recreation services and program delivery.

The 2021 ParticipACTION report card on physical activity among Canadian adults provided a number of interesting insights. Using the ParticipACTION (2021) grading system²⁵, the report demonstrates that adults rank low on activating 'daily behaviours', which evaluate specific movement behaviours such as total daily steps taken, moderate-to vigorous physical activity, and muscle strengthening activity. Sport participation, muscle strengthening activities, balance activities and active transportation all scored grades D to F. The F grade in active transportation is a particularly interesting finding, given the promotion of active transportation and the increasing efforts of many urban municipalities to make it safe and easy to access so people can integrate it into their daily lives. The highest behavioural grades achieved are

for light to medium-intensity activities that can be integrated into daily life. If the evolution to a highly active culture is viewed as a long-term social goal, and these findings are indicators of current progression to that end, it appears there is more work to do in the Bs and Cs before the Ds and Fs can improve.

The 2021 report also evaluates 'individual characteristics', 'space, places, and cultural norms', and 'strategies and investments'.²⁶ Comparatively, these categories ranked higher than the reported 'daily behaviours', scoring from B+ - C-. This suggests that public space practitioners and programmers should be encouraged to motivate adults to engage in recreation programs. Progress in the foreseeable future may need to focus on additional ways to translate the desire to be active into introductory "first steps" that provide flexible access to low to medium intensity activities

25 See more here: https://participaction.cdn.prismic.io/participaction/e98e050d-90a2-43bd-a49d-e7c288071725_2021-ParticipACTION-Report-Card-on-Physical-Activity-for-Adults.pdf

26 'Strategies and investments' is described as "how various governmental activities impact PA levels of individuals and populations." Indicators include government. ParticipACTION Report Card on Physical Activity for Adults, 2021, pg 58

2.4.6 Arts, Culture & Heritage

Public Art

Public art is often used to increase the vibrancy and attractiveness of parks, while supporting local artists and artisans. The curation of public art can help establish the artistic identity of municipalities by foregrounding local histories through commemoration, highlighting natural and ecological features, and introducing temporary artistic interventions that align with community and culturally relevant events (i.e. festivals).

Municipalities and public agencies sometimes mandate (through policies, design guidelines, etc.) that art be part of all projects either as stand-alone pieces or design-integrated, with a predetermined percentage of the construction budget being assigned to public art. For example, organizations and institutions ranging from municipalities to business associations and districts, have engaged in the development of public art master plans to help guide these efforts and fortify a distinct sense of place. The scale of artistic commissions can range from independent pieces of artwork, to a larger constellation of public art works to create an outdoor gallery - a space for local artists to display their works in art exhibitions on a rotating basis. Infrastructure such as, but not limited to paving, fencing, lighting, seating, signage/wayfinding and planting can also be designed in an artistic way while still accomplishing their utilitarian functions.

Huron County Cultural Plan, 2020-2023

The growing interest in developing public arts and culture has already been demonstrated by Huron County through the The Huron County Cultural Plan 2020-2023. The plan outlines a series of key goals and actions to advance these opportunities, and identifies the development of a 'Public Art Program'.

Built, Natural, and Cultural Heritage

Heritage is an area that is of interest to both residents and visitors. Each community has unique heritage features that contribute to creating a sense of identity and can form the basis of programming and events with a heritage focus. Broadly, a shift towards a more holistic approach to heritage that encompasses and acknowledges the relationship and conflict between environment and society has begun to take place²⁷. This advancement in concepts of heritage work towards connecting and responding to critical issues related to climate change, biodiversity extinction, governance and management strategies, and the centering of Indigenous traditional knowledge approaches to develop ‘values-based policies’²⁸.

“The divide between nature and culture has been acknowledged as one of the foundational features of Western ontology that bedevil the realm of natural heritage conservation (Harmon 2007). As a result, many countries created separate policies for natural and cultural heritage conservation, including different administrations that apply different legislation, methods, languages, scientific disciplines, and practices. In protected areas, proposed integrated approaches to bridge this divide—for example the creation of eco-museums where ethnology,

anthropology, and conservation converge—have had a rather limited impact. The more recent introduction of cultural values and bio-cultural conservation approaches may offer new ways forward in bridging the nature-culture divide in natural heritage conservation (Maffi and Woodley 2010; Verschuuren et al. 2010; Apgar, Ataria, and Allen 2011; Pungetti, Oviedo, and Hooke 2012).”²⁹

In part, grassroots conservation and heritage organizations such as historical societies, ‘friends of’ organizations, and charities play a key role in supporting the longevity of significant heritage education and preservation. The development of natural heritage programs including educational walks or sessions to learn about the flora, fauna, landscapes, and stewardship practices can have a lasting impact on the experience of parks and recreation experiences for all ages.

27 <https://www.getty.edu/publications/heritagemanagement/part-two/10/>

28 <https://www.google.com/url?q=https://www.getty.edu/publications/heritagemanagement/part-two/10/&sa=D&source=docs&ust=1661954986740875&usg=AOvVaw2Gc7AT9vjODzEgeQzIfXyK>

29 <https://www.getty.edu/publications/heritagemanagement/part-two/10/>

3.0 What We Heard



3.1 Consultation Activities

To leverage the community's knowledge, ideas and expertise on current and future delivery of the Municipality's parks and recreation services, a multi-faceted engagement strategy was conducted during the spring and summer of 2022. In keeping with Public Health's recommendation of physical distancing and limited gatherings to prevent the spread of COVID-19, all meetings, interviews and discussions were held virtually using Zoom.

A flyer was produced that introduced the project, and notified residents of the various ways to participate in consultation activities. This flyer was sent to 4000 households - reaching most households in the Municipality. It was also posted at community centres, and community events (e.g., the Lions Home & Garden Show). This outreach undoubtedly contributed to the success of the online survey, which was completed by 755 respondents. A summary of consultation highlights can also be found in Appendix A.

Consultation activities focused on the following groups:

Residents

A survey of residents was administered through two formats:

- A self-selected online survey promoted on the Municipality's website, Huron County Connects engagement webpage and social media channels, was accessed by 755 respondents.

- A random telephone survey of 250 resident households.

Residents were also engaged through the Huron County Connects online engagement platform, where 153 idea contributions were received.

User Groups

An invitational online survey was administered to 61 user groups that facilitate programming and/or use Municipal facilities or parks to provide their programs and activities, to which 61 representatives responded.

Interviews were conducted with 13 user group representatives.

Municipal Council and staff

Interviews were completed with 21 municipal representatives including the Mayor, Council members and senior staff.

External Interviews

Twelve interviews were also conducted with existing and potential community partners, including, for example, the County, Library, and neighbouring municipalities.

The draft Master Plan was posted online for community review and comment, which resulted in an additional 146 distinct comments, which were considered in detail with staff and revisions were made accordingly.

3.2 Consultation Highlights

3.2.1 Existing Service Use

A majority of households (59% of telephone survey respondents, 94% of online survey respondents) indicated that they participate in recreation programs, events or activities in Bluewater.

Residents (27% of telephone survey, 71% of online survey) often participate in recreation outside of Bluewater, particularly in Goderich, South Huron and Central Huron, because the services they use are not available in Bluewater, the facilities and programs are better or participation takes place in conjunction with trips to those communities.

In the user group survey, a majority of parks and recreation user groups (77%) indicated that they use spaces in Bluewater to provide their programs and activities, and these spaces are well suited to their requirements. The facilities most often used are the arena ice/floor in Zurich and Hensall; arena ice was also the most common response for user groups' anticipated future facility needs.

Most recreation activities taking place in Bluewater are facilitated by community organizations that have historically been significant contributors to events, programming, management and funding for parks and facilities. The Municipality has multiple arrangements with community groups for facility and park use/management, but these are not all

outlined in formal agreements. There is a desire to improve communication between the Municipality, user groups and residents.

3.2.2 Recreation Needs and Interests

Residents varied in their agreement (23% of telephone survey respondents, 62% of online survey respondents) on whether there is a need for additional recreation programs and activities in Bluewater. When considering the types of new or expanded programming their households would use, residents indicated the following:

Top five future active sport/fitness programming:

- Gymnasium sports
- Trail activities
- Group fitness classes
- Court sports
- Arena ice activities

Top five future non-sport programming:

- Wellness programs
- Social/club programs
- Culinary and literary arts
- Visual arts
- One-day or weekend special events

Interviews with Council, municipal staff and community user groups indicated a need for expanded programming as

Bluewater's population is expected to grow, particularly for seniors and children. There is also interest in streamlining current recreation services to operate more efficiently and cohesively, with fairer access to all potential users (e.g, a centralized booking system to rent facilities, partnerships/financial support agreements, event permits). Most user groups are seeing a decline in volunteerism and are open to exploring partnerships and collaborations. It was suggested that a new municipal staff position could work with community groups to help facilitate programs and events.

3.2.3. Improvements to Municipal Facilities, Parks and Beaches

There was some agreement among residents (28% of telephone survey respondents, 53% of online survey respondents) on whether new or expanded indoor facilities are needed in Bluewater. The most common ideas for new facilities were a workout/fitness centre, group fitness class area (e.g., yoga studio), pool/aquatic centre, multi-purpose space, walking/running track and multi-purpose sport court. Interviews with Council, municipal staff and community user groups revealed that many municipal facilities are older and in need of renovations/upgrades to meet building code, accessibility requirements, etc. There is recognition for the need to make facilities more multi-purpose in order to accommodate more program types

and increase use, as well as requests for affordable office, programming and storage space for local organizations.

Residents who indicated that municipal parks require improvements (39% of telephone respondents, 49% of online survey respondents) suggested more trails (connectivity across the municipality), more accessible walking paths within parks, dog off-leash areas/parks, washrooms and water fountains and multi-purpose sport courts. Many of these were raised in interviews with stakeholders as well.

Members of Council, staff and user groups indicated that improvements to water access points are necessary to accommodate the growing demand from residents and visitors. Many of these spaces are not recognizable as public property and there is interest in providing public water access points that are easily accessible and safe to use. Residents suggested that Bluewater's beaches and water access points could be improved with more parking, washrooms, larger beach areas, safer stairways leading to beaches and water/shore clean-up programs.

4.0 Programs and Events



4.1 Key Directions for Programming and Events

4.1.1 Key Directions

Through consultations and consideration of general trends and the facility assessment, the following overarching key considerations for programming in Bluewater have been established:

- Strong desire for more opportunities for self-directed recreation (e.g., a fitness centre, cycling, walking)
- Need for more seniors programming beyond that which is available in Bayfield
- Need to program Municipal spaces to increase use and viability of facilities.
- Community organizations are the providers of programs, activities, and events in the Municipality, and have been doing so for some time with great success.

4.1.2 General Programming Recommendations

Stemming from the key directions identified, these recommendations are high-level, and meant to highlight priorities for programming. Location specific recommendations in the Plan provide more detailed direction on these overarching recommendations:

Expand Seniors programs

Bluewater currently has a large senior population, and with the population aging across the Country, the number of seniors in the Municipality will increase further over the term of the Plan, particularly those over the age of 75. Seniors in Bluewater enjoy recreational activities and are very active in the community. However it was noted that seniors activities are concentrated more in Bayfield, and that the major provider of seniors fitness, One Care, has not restarted programs since the pandemic. Providing physical and social programs for seniors, at various locations around the Municipality is a top priority.

Expand programming in halls

Providing more programs and activities at halls was identified as a priority, both for providing locally-available programming to residents around the Municipality, and as a way to recover costs and improve sustainability and vitality of the spaces.

Provide opportunities for self-directed/drop-in recreation

A strong desire for more self-directed/drop-in recreation opportunities came through in the community consultations. This included opportunities for hiking/walking, cycling, and using fitness equipment. The addition of a fitness centre and trail connections - discussed in facilities and parks assessments - would address these needs.

Provide assistance to community recreation providers

The Municipality should provide assistance to community recreation providers as needed, for example, through advertising for programs and events on the Municipal website and social media channels. Assisting community providers is discussed in more detail in the Service Delivery Section.

Program Delivery Models

Introduce/support other models for delivering programs, including short duration programming, try-its, and program packages. These models are described in more detail below.

Short Duration Programming

Short-duration programming (e.g., single classes or workshops) is an effective way to help ensure resources are invested in activities of interest, and to potentially boost uptake and success. This programming model allows community members to explore different topics. For some, it could be the first step to engaging in an activity that captures their interest. It is ideal for 'testing the waters' and is appealing to many adults since an ongoing commitment is not required upfront. This approach also makes use of local knowledge and skills and is an opportunity for local artists, artisans, and experts to increase their exposure, share their knowledge, build awareness of their skills and serve a broader market.

Westboro Brainery in Ottawa is a successful model for this type of short-duration, citizen-led programming delivered with limited municipal resources. Single-session classes up to 3 hours in length are offered at affordable prices (\$0- \$60) for community members aged 14 years and up, led by local instructors ranging from seasoned professionals and quasi-experts to passionate enthusiasts. Those with little to no teaching experience deliver their first class pro-bono and receive access to a free class by another instructor as compensation. Provided the class is generally well-received and there is interest in additional sessions, future teaching is compensated at an hourly rate.

Classes are typically held at community centres, municipal facilities, music schools, parks, cafés, pubs and churches. Past classes at the Brainery have included:

- Intro to Crocheting
- The 5 Rs of a Zero Waste Life
- How to Make Seriously Good Pie
- Foraging Fundamentals
- Homeschooling 101
- Bullet Journalling
- Handmade Holiday Cards
- Food and Menu Planning for Summer Camping
- Intro to Improv
- How to Start Your Own Podcast
- Pickling 101

- Bead and Tassel Necklace Workshop
- Calligraphy 101
- Artisan Bread Basics
- Cross Stitch 101
- Henna Art DIY
- Dairy-Free Foods Workshop
- The Art of the Butter Tart
- Gnocchi Workshop
- How to Green Clean Your Home
- Intro to Collage
- Sketching Fundamentals

Try-Its

By hosting 'try-it' days, the municipality can also gauge community interest in particular areas of activity before dedicating resources to longer term programs. If short-duration programs and 'try-its' are successful and participants want to engage further, the municipality can explore opportunities to develop more extensive Programs.

Program Packages

Opportunities to access 'program packages' developed by interest-based agencies and organizations are numerous. Canadian Wildlife Federation (CWF) programs provide just one example.

The CWF website notes, "CWF is dedicated to ensuring that our wildlife and natural spaces remain a treasured part of our country. The challenge is inspiring that same conservation ethic in new

generations of Canadians to ensure they develop their own passion for wildlife conservation. At CWF, we develop education programs to help connect Canadians to nature. We encourage Canadians of all ages to participate in individual conservation actions and to experience, enjoy and value nature. In an ever-increasing urban society, the greatest challenge is developing those connections to our natural world. Education and experiential learning are key pillars in programming designed to meet this challenge."

The Federation provides well developed resources to support its goals through education and leadership, which could be used as the basis for local initiatives facilitated by the municipality. Themes/ program areas, as described on the website include:

- WILD Generations Gardening Club promotes intergenerational mentorship in gardening for wildlife. The program supports organizations working with youths and seniors with resources to empower them towards enhancing community gardens into wildlife-friendly habitat. When we enrich our outdoor spaces with natural sources of food, water and shelter for wildlife and practice earth-friendly gardening, we contribute to healthy ecosystems and create habitats to support animals that pollinate our fruits and vegetables.
- WILD Outside is a national leadership program currently focused on youth ages 15 to 18. We developed the program as a way for CWF facilitators to help young Canadians

learn how to be part of a team, develop a conservation ethic and plan a community-based action project. Teams then deliver their nature connection projects in their community. The WILD Outside program will expand to 20 cities across Canada in 2020 thanks to funding provided by the Canada Service Corps initiative established by the Government of Canada.

- WILD About Sports encourages Canadians to get outside and enjoy Canada's waterways, coastline and oceans by providing training, resources and opportunities for them to get involved and take action. The program uses watersports and related activities to increase Canadians' awareness of the environment and wildlife habitat. The WILD About Sports guide features 20 activities that will build your confidence in using conservation messaging as they work with groups and individuals outdoors and in, on and around the water.

This program is delivered through partners such as Conservation Authorities, School Boards and post secondary institutions, that host local workshops.

Recommendations:

- P1. Expand Seniors programs, and provide them at multiple locations
- P2. Expand programming in halls
- P3. Provide opportunities for self-directed/drop-in recreation
- P4. Provide assistance to community recreation providers
- P5. Introduce/support other models for delivering programs
- P6. Work with local providers and the Health Unit to develop food-based programs



Zurich Lions Park

4.2 Community Centre and Arena Programming

4.2.1 Overview of Current Community Centre and Arena Programming

The following is a summary of programming at each community centre and arena. Full programming inventories can be found in Appendix B.

Hensall Arena and Community Centre

The Community Centre hall is a popular rental space for funerals, buck & does, and sometimes weddings. Existing programs include shuffleboard, hockey, and Kin meetings. The shuffleboard program is organized by a resident. It is not advertised, so players come by invite and word of mouth. It is a drop-in program and the cost is \$2.00. Aside from shuffleboard and private rentals, the hall is unused.

There are pickleball lines on the arena floor, but the league moved to Bayfield. There are many ice users, e.g. Huron Heat, Mid Huron Huskies, Pink on the Rink, Silver Hawks, Huron Perth Lakers, Exeter/Seaforth Ringette, women's ball hockey, Learn to Play (funded by JumpStart), and more. The arena also hosts Kids, Caregivers, & Seniors skates, public skates, and holiday skates.

Zurich Arena and Community Centre

There are multiple active Pickleball programs organized by community members in the hall. The program runs Tuesday, Wednesday, and Thursdays and participants are by invite only. The hall also has lines for badminton and shuffleboard, but it is not currently used for those activities. There are two volleyball leagues, Women's and Co-Ed, both organized by residents, that use the hall. The program is by invite only, and is usually full. The hall is also used by Zurich Lions and Zurich Agricultural Society for BINGO events.

Ice programs include Bluewater Zurich Skating Club, Zurich Minor Athletics Association (ZMAA), Huron Perth Lakers, ZWRHL, ZRHL, Hasbeans, Huff n Puff, public skating and more.

The Zurich Agricultural Fair and the Zurich Bean Fest are two large annual events that make use of the hall, arena, and surrounding parkland.

Aside from the ice activities, pickleball and volleyball, there are no other regularly scheduled recreation programs for preschool, children, youth, adults or seniors.

Bayfield Arena and Community Centre

The Bayfield Facilities Initiative Team (BFIT) leases the arena and organizes/schedules programming for the Community Centre and Arena, provided by a number of community groups including: kids shinny, two men's hockey

leagues, ringette, women's hockey, Gozz Hockey (all ages and genders), minor hockey, figure and power skating club, fitness classes (directed at seniors), pickleball, seniors dinners, Beer, Wine and Food Festival, rummage sales, Lions Home and Garden Show, Lions breakfast, Lions bingo, Bayfield Agricultural Fair, Pioneer Park Association fundraisers, and others.

The Bayfield Arena Community Partners Association (BACPA) organizes two large events, the Beer, Wine and Food Festival and a golf tournament. These two events raise funds that are dedicated to supporting children's programming in Bayfield, for example, by providing free skates for figure skating, providing training elements (skate helpers), subsidizing ice time for family skates, and pre-COVID, a free play skate day for kids from Clinton, and a family day event (in partnership with church groups).

OneCare (a not-for-profit health organization) was offering seniors classes (8x per week) and seniors' dinners, but they stopped during COVID closures, and have no plans in the near future to start up again. The community has really missed these programs and have consistently expressed the need to start them again, for the positive impact they had on seniors. BFIT is working on finding their own volunteer instructor to take over teaching these classes.

The Bayfield Center for the Arts (BCA) is working with Huron County to develop an arts centre in Bayfield, but the reach is meant to be for the whole of the County.

Currently, they provide painting classes/ workshops held outdoors in pavilions and in the community room at Bayfield Arena.

Stanley Community Centre

The hall at Stanley Community Centre is basically a gymnasium, with very high ceilings and various lines painted on the floor. However, this space is used only for badminton in winter, and for one-off uses like vaccine clinics and elections. OneCare has also held programs for seniors in the past, but as mentioned previously, as of December 2022 they do not have plans to re-start those programs.

4.2.2 Assessment

Hensall and Zurich Community Centres

It is a short distance between Hensall and Zurich, so program planning should be coordinated between the two locations, for example by rotating classes at both locations, or by designating each centre as the primary location for certain activities (e.g., fitness and physical activities at one location, and arts and social activities at the other). Likewise, the Municipality should consider alternating arena floor (ice-out, summer months) programming between Hensall and Zurich Arenas each year. Closing one facility for the ice-out season would contribute to cost savings and overall improved facility use in relation to demand.

While people of all ages are provided opportunities for ice activities, there are little to no other options for organized recreation for preschoolers, children, teens, adults or seniors in Hensall or

Zurich (notable exception: EarlyON Baby Time, Play & Learn at Hensall Community Church). Hensall and Zurich are areas with many families and could benefit from the addition of a few programs to serve these groups outside of ice-based activities.

The halls are often unused and could accommodate a variety of programming for all ages. Based on interests expressed in the surveys, programs to consider are:

- Group fitness (e.g., zumba, bootcamp, step, toning, drum fit etc.)
- Wellness (e.g., tai chi, yoga, meditation)
- Visual arts (e.g., drawing, painting, carving, sculpting etc.)
- Food based programming using the large kitchens (e.g., cooking, baking, preserving etc.)

The Municipality should try to find an instructor who is willing to teach a class at both locations. With regard to resident-led programs (e.g. pickleball and volleyball), the Municipality should continue to support these resident-led programs (e.g., by assisting with scheduling, set-up/take-down, advertising etc.). The Municipality should approach the organizers and discuss any interest in expanding their programs to other locations (e.g., possibility of volleyball at the outdoor courts in Hensall).

With regard to food programming, the Municipality should consult with the Huron-Perth District Health Unit to develop food nutrition programs, and community kitchen programs related to local food initiatives. Local residents can also be encouraged to teach cooking

and other food-based programs, sharing recipes and techniques from their families and home countries. Such a program is suitable for short duration programming, as discussed previously in section 4.1. These food and culinary programs can also be combined with community garden programs, which is discussed further in section 4.4.

The arena floors are concrete so they would be suitable for non-sport activities like social gatherings, BINGO, card games, crafting, etc., but the opportunities for physical activities is more limited. Low impact activities like badminton, pickleball, chair exercise, walking etc., could be accommodated.

Bayfield Arena and Community Centre

There is a strong appetite for recreation programs and services in Bayfield, as noted in surveys and interviews. When asked what activities/programs residents are most interested in for the redevelopment of the Community Centre and Arena when the time comes, the top responses included a fitness centre (e.g. with equipment and weights etc.), a multi-purpose room with sprung floor, indoor walking track, arena, and large banquet space.

Other activities of interest from consultations for this location include:

- Curling
- Drop-in activities (though BFIT expressed they are not interested/not able to accommodate drop-in classes)
- Roller skating (BFIT is working on it)

- line dancing on roller skates
- Wellness programs (used to have a program called NIA that combines yoga, martial arts, and dance fitness, but no longer have the instructor)
- Badminton (in winter)
- Dodgeball
- Basketball
- Volleyball

In consultations with the groups that contribute to recreation in Bayfield, all indicated a high degree of functionality and independence with little desire for Municipal assistance. Areas where assistance from the Municipality is welcome include advertising/promotion of programs and events (see discussion in the Service Delivery section), and volunteer recruitment and retention (see discussion in section 2.4 Trends).

BFIT indicated a need for some staff, particularly an operator and fitness instructors. There is an opportunity here for BFIT and the Municipality to work together to obtain an instructor (or instructors) and share them among locations.

Stanley Community Centre and Park

Of all the centres, the Stanley centre offers something the other facilities do not have - a gymnasium-like space. With the interest expressed in consultations

for a multi-purpose/gymnasium space, the Stanley hall can meet some of that demand, if it were programmed. While it does not have a spring floor, it can host many of the programs of interest listed above (e.g. roller skating, wellness programs, badminton, dodgeball, basketball etc.). If gymnasium programs can be developed at this location, then when the Bayfield community centre is redeveloped, there will be already an established set of users that can be transferred to the new proper gymnasium facility. This is discussed in more detail in the facilities section.

Potential Program Providers/ Partners

There are some providers in the Municipality, discussed previously, who could potentially expand their programs to various locations, such as BFIT, BCA, EarlyON, Julie Boyd (yoga), the organizers of pickleball and volleyball, OneCare, and Huron County. The Municipality should engage in joint service planning with these providers to determine their interest in expanding, ability to do so, and what support they would need from the Municipality. This is discussed further in section 9.0 Service Delivery.

A scan of recreation programs at surrounding municipalities (Lambton Shores, South Huron, Central Huron, East Huron, and Goderich) reveal there are few fitness classes in the area. There are some classes at the YMCA and other classes previously held by One Care (but no longer running). This means it may be difficult to obtain instructors, however, if Bluewater can find instructors for

fitness classes it would fill a gap not only in Bluewater, but in the larger Huron-Perth-Lambton area. The Municipality should advertise the fitness classes in surrounding municipalities to encourage them to come to Bluewater to participate - for many it would be a shorter distance than traveling to London for example.

Appendix B contains a list of programs provided in surrounding municipalities, as a starting point for Bluewater staff to reach out and determine the possibility of them teaching classes in Bluewater, or sharing contacts for other potential providers. Potential program providers include:

- YMCA (satellite programs)
- Alzheimer Society
- EarlyON
- Huron County Library
- Western University Canadian Centre for Activity and Aging (CCAA)
- University student instructors
- South Huron Recreation Centre instructors
- Karate instructors in Exeter and South Huron
- Rural Response for Healthy Children
- Grand Bend Area Community Health Centre
- Ausable Bayfield Conservation Authority

Consultations with comparable municipalities revealed that difficulty finding instructors is a concern across the board. Suggestions for success included

posting on local Facebook groups (sport groups, community groups, buy and sell groups etc.), posters at stores, libraries, and community centres, sending emails to previous participants, and advertising through high schools and universities.

Recommendations

- P7. Continue to support resident-led recreation programs, and approach organizers to discuss potential to expand their programs to other locations in the Municipality
- P8. Pilot new programs for children, youth, adults, and seniors in the community centre halls and kitchens
- P9. Reach out to existing and potential program providers operating in surrounding municipalities to discuss program development opportunities
- P10. Develop more gymnasium-based programming at Stanley Community Centre

4.3 Community Hall Programming

4.3.1 Overview of Current Community Hall Programming

Hensall Heritage Hall (& Library)

The Hensall Heritage Hall was operated by the Hensall Heritage Hall Committee (HHHC), until November 2022. Previously, they managed bookings and collected funds for shows, rentals etc. The Hall is located on the upper floor, and the main floor houses the Hensall branch of the Huron County Library. The Hall has a stage and accommodates theatre shows, weddings, and other events. If the Municipality does not find a new lessee for the space, programming responsibilities will fall to staff (this is discussed in further detail in the Service Delivery section). The Library does not offer structured in-person programming at this location (aside from virtual).

Hay Town Hall

The Hall is rented by members of the community by donation. The Hall has held dances, holiday parties, showers, anniversary parties, band practice, funerals, weddings, club registration, Skating Club awards banquet, Girl Guides, 4H, Scouts, Bean Fest meetings, Lions Club events, and fitness classes (however, not all of these are offered currently). Currently, used regularly for AA meetings three times a week.

Bayfield Town Hall

The Bayfield Town Hall is operated by the Bayfield Town Hall Board of Directors. It is a well maintained Hall, with picturesque grounds that is sometimes rented for weddings. The Board's volunteers organize concerts to offset costs, and rent out the space to community groups, though they have indicated use by community groups is low.

4.3.2 Assessment

Taking a facility sustainability perspective, this assessment focuses on ways to increase use at these Halls through expanded programming.

An important consideration and potential barrier to programming at Hensall and Hay Halls is that in each case, the Halls are on upper levels of the buildings. Hensall has a full flight of stairs, and there is an lift for those who need it. However, due to the size and speed of the elevator it is not ideal for carrying up a full class load of people. Hay Town Hall has only a half staircase with a chair lift, making it slightly more accessible than Hensall Heritage Hall.

For this reason, programming in upper levels should be geared to populations with generally higher levels of mobility (e.g., children, youth and adults, less so seniors and preschoolers).

Being equipped with stages, all three halls are ideal for programs related to drama, music, speaker series, book clubs, etc. and would also be suitable for social clubs and

Engage Youth

There are expected to be more families moving to the Municipality during the term of this Plan, so it is important to provide services for youth. As there are no highschools in the Municipality, it is likely that youth will stay after school and recreate and socialize in the neighbouring municipalities where they attend school. However, in order to build a sense of community, a strong volunteer base, and retain young people as they age, it is important that youth also have activities and/or a 'place' to belong in Bluewater. There is no shortage of physical space in Bluewater that could accommodate a youth centre - at the community centres, or in one of the community halls - the challenge is staffing the centre or having a dedicated volunteer group to do so. One of the rooms/halls in Zurich or Hensall Community Centres may be ideal because facility staff are already there and can offer some form of supervision. On the other hand, Hay Town Hall, Bayfield Town Hall, and Hensall Heritage Hall are underutilized and if a youth centre could be established at any of these locations, it could revitalize the halls and boost their sustainability. Another benefit of that option is that there are resources and funding available for youth services through Huron County and other levels of government. A youth centre could include, for example, couches, a TV, game console, pool or ping pong table, large tables with chairs, and a kitchenette. The West Perth Youth Centre³⁰ is a model of

such a program that is offered by the Municipality (taken over from the YMCA, which pulled out of the space early in the pandemic). The Municipality used grant funding to hire youth programming staff, and has reported that the centre has been well used since they took over, with youth attending every night.



Hay Town Hall

30 <https://www.shorelinebeacon.com/news/new-west-perth-youth-centre-a-blank-canvas-for-youth> <https://www.westperth.com/en/my-west-perth/west-perth-youth.aspx#>

games clubs. Programming at these Halls could be developed with the focus on arts and culture (music, shows, theatre etc.).

Other potential users for the Halls include:

- The Municipality: could use the halls for business purposes, such as meetings, events, hosting visitors, etc.
- Schools: local schools may be interested in holding concerts, shows, events etc, in these halls.
- Library: The Huron County library offers some programs at other locations that would be suitable for the halls in Bluewater. For example, at the Goderich branch there is a knitting group, Ukulele group, card nights, and art classes. The Libraries indicated interest in working with the Municipality to offer more programs in Bluewater, at their branches as well as in the Halls and at parks
- Historical Society: if interested, members of the Historical Society could provide cultural programs/events at halls around the Municipality. For example, genealogy courses, local history talks (e.g., indigenous and settler history, agricultural and culinary history, development history etc.). These topics are ideal for speaker series, or half day workshops.

The Municipality could support increasing use of the halls through advertising their availability to the public and organizations, and approaching the potential users/providers listed above to discuss any opportunities for providing their programs at these locations.

Recommendations

- P11. Work with leaseholders to develop programs for adults, children, and youth at Hensall Heritage Hall, Hay Town Hall, and Bayfield Town Hall
- P12. Consider developing a youth centre in underutilized Municipal spaces
- P13. Increase/begin advertising for hall rentals
- P14. Approach the Library, schools and potential program providers from the community and surrounding areas to discuss opportunities for programming and events at the community halls

4.4 Programming Parks and Outdoor Spaces

4.4.1 Overview of Current Park and Outdoor Space Programming

Parks in Bluewater provide valuable space for passive enjoyment, active play, and social gathering. Improvements to parks are discussed in the Parks section, while this present assessment focuses on programs and events that occur, or that could occur in parks in the Municipality. Currently, there are five parks in the Municipality that are used for various events, and a small number of programs: Hensall Community Centre Park/Kin Playground, Zurich Lions Park, Clan Gregor Square, Bayfield Arena and Agricultural Park, and Pioneer Park.

Hensall Community Centre Park/ Kin Playground

This park currently hosts summer camp provided by the Municipality, ball sports (e.g., Oldtimers, Cougars Baseball), Village Wide Yard Sale, Fireman's Breakfast, Christmas Tree Lighting, and an Easter Egg Hunt. The pavilion is frequently rented for birthday parties, a weekly Sunday church service, for campouts, day camps, and for school use.

Zurich Lions Park

This park hosts softball and minor ball games organized by the Zurich Minor

Athletic Association, old timers' league, as well as a number of community events (church events, Lions' events, Bean Festival).

Clan Gregor Square

As the only developed non-waterfront park in Bayfield, Clan Gregor square is a key location for unstructured, non-sport/passive use. The park also hosts various Optimist Club and Lions events (e.g., annual Guide Dog Walk, Christmas nativity scene).

Bayfield Arena and Agricultural Park

The land is owned by the Bayfield Agricultural Society, and leased to the Municipality for public use throughout the year. The Bayfield Agricultural Fair is held here, as well as Optimist Club events, the Sunday Market and summer camp organized by the Municipality. It is also heavily used by residents for unstructured activities such as socializing, picnics, dog walking, and using the facilities and amenities for casual play. The park is also used by Pickleball groups.

Pioneer Park

Pioneer Park is not a Municipally-owned park, however it is important to note that many activities occur at the park including pick-up volleyball (volleyball court is set up in spring, with volleyballs provided in buckets for the public), music in the park (including a local Mennonite choir), community events (organized and paid for by the Pioneer Park Association), children's painting/art activities, yoga, and beach cleanups.

4.4.2 Assessment

As discussed in section 2, time spent outdoors has multiple physical and mental health benefits. The Municipality can encourage and support more time spent outdoors through providing outdoor spaces that have appropriate comfort amenities, interesting features and facilities, and programs, activities and events that draw the community to the spaces (The WWF programs discussed in section 2, and community gardens discussed below are some excellent examples of outdoor programming). Another important addition to outdoor events that should be mentioned is the portable stage procured by the Lions Club. The stage is available for rent for events, and can be moved and assembled to any location. The Parks and Facilities sections discuss amenity and facility improvements to parks to encourage and facilitate use, and the discussion below identifies opportunities for additional programs at outdoor spaces in the Municipality.

Hensall Community Centre Park/ Kin Playground

In addition to the events and camps already at this park, there are some opportunities for new programs and events that take advantage of the facilities and amenities available at this location:

- The park has two baseball diamonds, the pavilion with a kitchen, and parking. It could be suitable for tournaments (it hosted tournaments in the past). However, one diamond is smaller than the other and only one is lit. Section

5.4 on Outdoor Facilities contains recommendations for making the park more amenable to tournaments.

- There are currently no users of the volleyball courts, however there is an active volleyball community in Zurich. It would be ideal for a club to form to make use of the Hensall court as well. The Municipality can support and encourage this by advertising their availability, and reaching out to the Zurich organizers to see if they are interested in expanding their use, or even instructing some 'Volleyball Basics' classes (suitable for all ages) in Hensall to pique community interest.
- Wellness programs were one of the most requested program types in community consultations. There is an excellent opportunity at Hensall Community Centre Park to hold classes such as tai chi, yoga/chair yoga, meditation, and group fitness within the treed area. The Trends section (section 2.4) discusses the many health benefits of recreating outdoors, and builds a strong case for investing in these types of programs.

Zurich Lions Park

As at Hensall Community Centre Park, there is an excellent opportunity at Zurich Lions Park to hold health, wellness and fitness classes within the treed area. One instructor could rotate classes between the two parks. The park is adjacent to a private indoor skatepark. In the past, the business has indicated interest in erecting outdoor equipment. If they did, this would provide an activity that is not currently available in the Municipality. There is an opportunity here for the Municipality to work with them to potentially provide equipment that is open to the public, but that the business has first right to use for programming and event purposes (or some such agreement that benefits both parties).

Literacy in the Park

Many municipalities and libraries have begun offering programming outdoors at public parks. Park environments are suitable for a variety of literacy-based programs including circle time and story time for preschool and children, and book clubs, writing clubs, speaker series and crafting clubs for adults and seniors. Participants in these programs receive the double benefit of the program plus time spent outdoors, and the community as a whole benefits from the increased vibrancy of public spaces, and increased awareness that these programs exist. The Huron County Library indicated interest in developing programs outdoors, so as a first step, the Municipality should connect with the Bayfield, Hensall and Zurich branches to discuss the details (preferred location, which program to initiate first, etc.).

Community Gardens and Food Programming

As discussed previously, the Municipality has two large kitchens that would be excellent for culinary programming. To further develop this programming, a community garden could be planted at either location. Participants could learn gardening skills and grow food during the summer, and as produce is ready for harvesting, it can be used for cooking and preserving classes. Such a program would require a partnership with community groups or volunteers to maintain the gardens and instruct the lessons. For this reason, before a community garden project is initiated, a policy should be developed outlining at minimum, site selection criteria, and roles and responsibilities pertaining to supplies, construction, operations, maintenance, and programming. The policy may include a contract to be signed by relevant parties to ensure that trees and gardens are properly cared for. There are a number of existing groups whose interests align with this type of initiative:

- Bayfield Garden Club
- Bayfield Area Food Bank
- Hensall Kin and Kinettes
- Agricultural Societies
- Girl Guides and Scouts
- Local schools

The Municipality should reach out to these potential partners/volunteer groups to assess their interest in establishing a community growing and teaching garden

to complement food-based programming (ideally at Hensall and/or Zurich Community Centre Parks to be close to the kitchen).

Community gardens are also an excellent opportunity for intergenerational programming. Intergenerational programming strengthens the bonds in the community by forging relationships between people of varying ages (children, teens, adults, seniors). Subury Shared Harvest and the West Perth Youth Centre have examples of intergenerational gardening programs. Federal funding is available for these programs through the New Horizons for Seniors program (up to \$25,000 per project).

Clan Gregor Square

The central location and shade provided by mature trees make Clan Gregor Square an excellent location for events. Improvements to amenities (e.g. washrooms and lighting which are currently being upgraded), could boost the event potential of the park. These recommendations are discussed further in the Parks section. Clan Gregor Square is also an ideal location for outdoor wellness and fitness classes, given its central location, access to washrooms, and the peacefulness and shade provided by the mature trees. Scheduling of these classes should be mindful of the yoga classes that occur at Pioneer Park so as not to compete with each other.

Bayfield Arena and Agricultural Park

This is the largest parcel of publicly accessible recreation land in Bayfield, and aside from this park, the only other developed park in Bayfield is Clan Gregor Square. As the space is an important contribution to park space in Bayfield, we have included recommendations for it in the parks section, however, any changes would be done in partnership with the Bayfield Agricultural Society, as previously mentioned it is owned by them and leased to the Municipality.

Recommendations

- P15. Continue to provide summer camps at Bayfield Arena and Agricultural Park and Hensall Community Centre Park/Kin Playground
- P16. Encourage and support the development of a Volleyball club/program using the Hensall court
- P17. Offer wellness and fitness classes in the forested and open areas of Hensall Community Centre Park/Kin Playground, Zurich Lions Park, and Clan Gregor Square
- P18. Reintroduce tournaments and other sport events at Hensall Community Centre Park
- P19. Reach out to potential partners/volunteer groups to assess their interest in establishing a community growing and teaching garden
- P20. Work with Huron County Library to offer library programs in Municipal parks

5.0 Facilities



5.1 Overview of Supply

The Municipality of Bluewater provides a number of facilities that are scheduled for sport and recreation programs, some of which are used casually at other times. These include community centres with arenas, small halls, a gym/hall combination, public libraries, and baseball diamonds. They are largely concentrated in the communities of Zurich, Hensall, Bayfield, and Varna - providing each settlement area with access to active recreation spaces. At the same time, facilities are largely replicated in each community, which is a legacy of the former townships that make up the Municipality - each of which provided its residents with the same recreation infrastructure that was current at the time. For the most part, facility use in each community is well below potential capacity.

The arena/community centres in the four communities noted above are the major recreation facilities in the Municipality. They are 'traditional' in design and range in age from 18 to 44 years, with three of four exceeding 35 years old. These four facilities alone are forecasted to require approximately \$8m in lifecycle replacement and repair capital costs over the next 15 years, excluding costs to achieve full AODA accessibility¹.

Overall, the existing supply comprises a limited range of facilities by type, especially when trends are considered.

As older facilities of more 'traditional' design, they are less multi-functional than state-of-the-art spaces that are amenable to today's recreation program/activity interests. There are also several gaps in supply in relation to current recreation interests.

¹ September 2022 Building Condition Assessment Reports. WalterFedy

5.2 Key Directions

The Bluewater community is faced with some difficult decisions on where and how to invest in its recreation facilities. The anticipated cost to sustain aging facilities that are not optimally used must be weighed against investing in new or repurposed facilities to better serve current and future recreation interests.

The Master Plan suggests an integrated, strategic approach to facility decisions, the implementation of which may extend beyond the 15-year timeframe of the Plan. The future of the arena/community centres, in particular, is a complex matter that will require further investigation to arrive at a preferred option.

Determining the need for facilities integrates the following key objectives:

- Rationalizing facility supply in relation to need, which focuses on demand vs. community desires/preferences
- Determining future facility provision in relation to the financial capacity of the Municipality to sustain it while diversifying opportunities for community recreation
- Balancing provision across the Municipality in an equitable manner
- Ensuring a consistent and evidenced-based approach to future facility planning

This assessment addresses the need for facilities that are scheduled for structured programming/organized activity. Parks-based facilities and amenities for casual, self-directed use are discussed in section 6.0. The assessment for scheduled facilities is presented under the following main headings: indoor facilities, outdoor facilities, and facility planning.

5.3 Indoor Facilities

5.3.1 Existing Arena/ Community Facilities

Background

There are three arena/community centres in Bluewater, one in each of Hensall, Zurich and Bayfield. All are owned by the Municipality. Hensall and Zurich are operated by the Municipality, and Bayfield is operated by the Bayfield Facilities Initiative Team (BFIT), which assumed responsibility for the arena complex in July 2020 under a 5-year agreement with the Municipality. Each centre has a single ice pad, hall and kitchen.

In 2019, the Municipality conducted a detailed feasibility study on the future of the Bayfield Arena and Community Centre (the Bayfield Complex), the purposes of which were to: 1) respond to Council's direction to assess local ice sport usage at the Bayfield Complex and the Municipality's two other arenas; 2) understand the public-private operating proposal that has been advanced by BACPA/BFIT (Monteith Brown, p. 2). The BACPA/BFIT proposal was to transfer operations of the Bayfield Complex to this local volunteer organization with support from the Municipality, which led to the above-noted 5-year operating agreement¹.

¹ From Bayfield Complex Agreement: The Municipality will contribute \$100,000 (\$65,000 operating budget and \$35,000 capital reserve) annually over a five-year period to BFIT for the operation of the Bayfield Complex. (FACILITIES COUNCIL REPORT Meeting Date: March 23, 2020)

With respect to the first purpose noted above, the feasibility study comprised a thorough investigation of current and anticipated use levels of prime time at the Municipality's three ice pads, the local and regional (within a 30-minute drive of Bayfield) supply of arenas, and trends affecting ice sports/activities. It concluded that, "The [arena] needs assessment alongside the various research and consultation inputs that support it show that the Municipality of Bluewater has historically supported a higher level of service. The analysis demonstrates that the Municipality of Bluewater "needs" 2 ice pads but is presently choosing to provide 3 ice pads as a means to offer a higher level of service oriented to the "wants" of the community" (Monteith Brown, p. 50).

Analyzed data for the three years prior to conducting the Feasibility Study determined that (Monteith Brown, pp. 49-50):

- Across the three ice pads during the peak operating months of November and February, 870 out of a potential 1,413 hours being used during prime time periods on a monthly basis, amounting to a system wide utilization rate of 62% - meaning that 543 hours are sitting idle in those two months during times that are typically filled in sustainable arena systems.
- The 543 hours of unused ice time essentially equates to the equivalent capacity of 1.2 ice pads sitting idle.
- The Municipality of Bluewater does not need to provide additional ice pads over the next ten years to accommodate

population growth, whether measured by Bluewater's current level of service (1:2,400) or the area municipality benchmark (1:3,900), based on Huron County's population projections.

This conclusion regarding an oversupply of ice pads appears to underly community interest in additional facilities. In the random telephone survey, the majority of respondents (57% or 139) did not think new or expanded indoor facilities are needed in Bluewater. Among those that reported additional facility needs, an ice pad was not mentioned.

In the online survey, just over half of the respondents (53% or 358) reported the need for more indoor recreation facilities in Bluewater. Respondents were able to list up to five additional indoor facilities they think are needed. A total of 620 facilities were listed. Of these, 12 (1.9%) indicated an ice surface (e.g., arena, ice pad, skating rink) as compared to requests for a workout/gym facility, which was the most requested at 133 (21%) of responses.

Service Provision Determination

The purpose of the Master Plan assessment is not to replicate the level of analysis undertaken in a feasibility study. This work was completed recently enough to remain relevant and is used to inform/update the Master Plan recommendations. Updating the 2016 population figure used in the feasibility study to establish a service level to the 2021 Census count becomes 1 ice pad for 2,500 people, which does not affect its overall conclusions that two ice pads are sufficient to meet Bluewater's needs

for the foreseeable future. The Master Plan looks at the options available to the Municipality to achieve this supply level - to align it with need (i.e., demand based on actual use) as opposed to community 'wants' or preference in terms of service.

For the purposes of this assessment, it is assumed that:

- The operating agreement with BFIT is an interim measure to provide time to make considered decisions about the mix and location of major indoor recreation facilities that the Municipality can continue to provide.
- The continued operation of three identical arena/community centre complexes is not sustainable, thereby requiring other facilities that are part of these buildings to also be considered, and to arrive at a decision about which of the centres would be the likeliest candidate for removal from the Municipality's inventory.
- Although (as per the feasibility study findings) the Bayfield Complex generated the least prime time use of the three pads, and that all these hours could conceivably be accommodated in Zurich and Hensall, the primary point is that usage in any one arena would be re-allocated and accommodated in the other two rinks (p. Monteith Brown, p. 50).

Several sources of information were used to construct a comparative evaluation of the three arena/community centres to arrive at the Master Plan's recommendations for future directions. These include information published in the recently completed Building Conditions Assessments (WalterFedy, September 2022), Municipal facility use hours for 2019 (the last full pre-COVID operating year) for the community centre ice pads, arena floors and halls, and prime time use hours from the Feasibility Study (Monteith Brown, 2019). This information was used to construct a simple comparison by assigning points to each variable being considered and totalling the points for each community centre to arrive at individual scores. The comparison is simple because it assumes each variable is weighted equally in the overall determination of scores. A deeper evaluation would require the Municipality to decide the relative weight of each variable in coming to a determination and to apply these in the comparison.

Table 5-1 describes the variables used. In Table 5-2, the values assigned and the outcomes of their application to each of the three arena/community centres: Zurich, Hensall and Bayfield. Information used to assign the values are contained in Appendix C, Tables C-1 to C-3.

The outcomes of this comparative evaluation indicate that the Bayfield Complex is the most likely candidate for closure in meeting the need/demand for two ice pads in Bluewater.

As noted above, however, a key point made in the Feasibility Study was that use in any one of the three arenas

could be shifted to one of the other two remaining rinks, if one pad was removed from supply. Conceivably, therefore, the Bayfield Arena could accommodate use from either Zurich or Hensall if either of these facilities was selected for closure. As an undersized facility, the Bayfield pad is only suitable for use by younger players/ participants and recreational leagues in ice related programs. Moreover, transferring use from regulation size pads to an undersized ice surface is not recommended as a preferred approach to aligning supply with demand, as it means selecting a facility with narrower programming capabilities over one of two that can accommodate a wider range of ice activities.

The Feasibility Study also indicated that, regardless of which ice pad is selected for closure, it would “result in greater competition among groups for the high demand prime times as re-allocating ice times within a supply of two ice pads means certain users would have to make greater use of early and late weekday prime hours along with weekends. It could also result in certain users not taking up ice time at a different arena due to a variety of factors” (Monteith Brown, p. 50). Although this will inevitably be the case, the fact that the equivalent of 1.2 ice pads sit idle provides strong motivation to work with user groups to consolidate use on the two retained pads through a redesign of the ice allocation policy, if required, to ensure equitable access to prime time (see also section 9.0 on Service Delivery).

Table 5-1: Comparative Variables Description

Variable	Assigned Value and Description			Source
	1	2	3	
Physical Properties				
Age (years)	oldest	middle	newest	September 2022 Building Condition Assessments, (WalterFedy)
10-year FCI rating	poor	fair	good	
Ice pad size	undersized	regulation	NHL	
Change rooms	-	four	six	
Kitchen	non-commercial	commerical	-	
Accessibility (observation only)	not	partial	full	
Building Investment Estimates (2022\$)				
p.s.f. 15-year capital	highest	middle	lowest	Master Plan inventory information
p.s.f. 15-year repair	highest	middle	lowest	
Facility Use Levels (hours)				
2019 total ice	least	middle	most	totals from schedules provided by the Municipality
2019 total floor	least	middle	most	
2019 total hall	least	middle	most	
Prime time	least	middle	most	2019 Feasibility Study (p. 50)
Relative Locations (kms)				
Distance to Exeter SHRC/Goderich Arena	farthest	middle	closest	Google Maps
Internal distance to closest other complex	farthest	middle	closest	

Table 5-2: Comparative Variables Application

	Zurich		Hensall		Bayfield	
	variable	value	variable	value	variable	value
Physical Properties						
Age (years)	18	3	44	2	44	2
10 year FCI rating	fair	2	fair	2	poor	1
Ice pad size	200' x 85'	3	185' x 85'	2	165' x 65'	1
Change rooms	6	3	4	2	4	2
Kitchen	commercial	2	commercial	2	non-commercial	1
Accessibility (observation only)	accessible	3	partial	2	partial	2
Building Investment Estimates (2022\$)						
p.s.f. 15-year capital	\$2,055,000 /32,350 = \$63.52	3	\$2,251,740 /33,176 = \$67.87	2	\$1,737,198 /19,000 = \$91.43	1
p.s.f. 15-year repair	\$203,000 /32,350 = \$6.27	1	\$196,000 /33,176 = \$5.90	3	\$112,860 /19,000 = \$5.94	2
Facility Use Levels (hours)						
2019 total ice	791.8	2	437.0	1	888.3	3
2019 total floor	1,426.75	3	1,327.5	2	773.25	1
2019 total hall	178.0	1	207.5	2	254.8	3
Prime time	303.0	2	373.0	3	194.0	1
Relative Locations (kms)						
Distance to Exeter SHRC*/Goderich Arena**	19km*	2	9.5km*	3	20.6km**	1
Internal distance to closest other complex	Hensall 10.5km	2	Zurich 10.5km	2	Zurich 24.1km	1
Total of Values		32		30		22

Recommendations

- F1. Reduce provision from three to two ice pads.
- F2. Remove Bayfield Community Complex Arena from facility supply, as the preferred option in ice pad reduction.
- F3. If required, redesign ice allocation policy to reflect the change in demand for two versus three ice pads.

Future of Zurich and Hensall Arena/Community Centres

The removal of the Bayfield Community Complex Arena from the supply of ice rinks will leave the Zurich and Hensall complexes to meet use-based demand for two ice pads. Of these two facilities, Hensall scored slightly less than Zurich in the comparative evaluation. Zurich either met or exceeded Hensall in all but four variables: 15-year per square foot repair costs, use levels of prime time ice, total floor use, and distance to the South Huron Recreation Centre in Exeter. For variables that describe capacity/design to accommodate use, including pad size and number of dressing rooms, Zurich is better equipped than Hensall. This is likely a reflection of the fact that Zurich is a newer facility - built in 2004 - whereas Hensall was constructed in 1978.

Zurich and Hensall will also accommodate hall related uses from Bayfield, although total use will not likely reach capacity of the two halls, given current low use levels

of all three spaces. Appendix C shows the total hours and number of bookings for each hall in 2019. Although Bayfield Hall was used most heavily, none of the halls are scheduled to near capacity, and Zurich is used more than Hensall. Monthly averages are:

- Bayfield: 27 bookings or 74 hours per month
- Hensall main hall: 7 bookings or 36 hours per month (upper hall was not considered as it is unfinished, undersized, and very minimally used)
- Zurich: 19 bookings or 66 hours per month

Space that is used for meetings includes a room at the Zurich Community Centre, the Varna Council Chambers, the Municipal Office board room and rooms at both the Zurich and Bayfield libraries. Table C-4 in Appendix C shows the total hours and number of bookings for the first three spaces noted above in 2019. Of the three spaces, the Municipal Office Board Room was by far the most heavily used (832 hours or average 69 per month), very likely due to a significant proportion of internal use for municipal business. Overall, however, meeting spaces were used to a very limited extent (1,088 hours or average 91 per month/30 per room).

In view of these considerations, it is recommended that the Municipality's goal over the long-term is to achieve an appropriate supply of arena/community centres in the most financially sustainable way possible. The following presents a strategy for consideration.

1. Plan now to decommission the Bayfield Arena in the next 5 to 10 years and to replace it with a new community centre. Given the above assessment, an ice pad is not recommended to be included in the new facility, although an outdoor rink could be considered as part of a park component. This assumes BFIT continues to operate the Complex until its retirement. It is not recommended that the Municipality reassume operations of the existing facility. In the period up to facility retirement:

- Consult with the Bayfield Agricultural Society on the potential to revise the lease agreement to allow a larger/reconfigured new building footprint on its lands, and to incorporate the park/open space area as part of an overall site design to provide a more comprehensive indoor/outdoor complex (see Parks section 6.0)
- Consult with the community to verify needs and building components, to be informed by the Master Plan consultation results
- Hire professionals specializing in recreation facility and park design to develop concepts and costing (capital and operating) for a proposed community centre and park
- Fundraise for the new community centre and confirm a management structure/arrangement (e.g., operated by the municipality or through a public-private partnership agreement)

While not a typical component of a recreation complex development, the integration of both indoor and outdoor components at this location might allow

the inclusion of an outdoor play structure that could be enclosed in the fall/winter/spring months as part of the indoor complex. Interest in this was noted in the survey and would provide a year-round facility.

2. Retire the Hensall Arena at the end of its useful life, which is anticipated to be 20 to 30 years, to be confirmed through periodic building conditions, and structural, assessments. In the intervening period:

- Put aside funds on an annual basis to be earmarked for decommissioning the arena
- Monitor community needs/interests for indoor/outdoor facilities and amenities that could be provided in its place (e.g., seniors/youth centre, skatepark, health centre, childcare centre, etc.)

3. After Hensall Arena is decommissioned, and assuming ongoing monitoring of ice use over the 20 to 30 year timeframe supports its replacement, twin the Zurich Arena. This location is optimal for a double pad facility since it is the most central in Bluewater and is an appropriate distance to other arenas in the area. Assuming a second pad can be supported from a use perspective, consult with the community to determine the need for other indoor facilities to consider as part of the expansion, and that are needed in addition to those that have been provided as part of the Bayfield Complex redevelopment.

Although the final step in this strategy is anticipated to be at least 20 years from now, the design of any new or redeveloped indoor ice facility should

consider the potential to accommodate multiple activities such as curling and icestock sport - and other program interests that might emerge in upcoming years - in addition to traditional ice sports such as hockey and figure skating.

Recommendations

- F4. Develop a long-term strategy to achieve an appropriate supply of arena/community centres in the most financially sustainable way possible.
- F5. Plan to develop a new Bayfield Community Centre without an indoor ice pad; decommission Hensall Arena at the end of its natural lifecycle.
- F6. In developing a new Community Centre in Bayfield consult with the Bayfield Agricultural Society on the potential to revise the lease agreement to allow a larger/ reconfigured building footprint on its lands, and to incorporate the park/ open space area as part of an overall site design.

5.3.2 New Community Centre Facilities

Background

In addition to rationalizing the supply of existing facilities, the Master Plan considers the need for new facilities that are not represented in Bluewater's existing supply for the following reasons:

- There is a limited range of facilities in existing supply, especially when trends are considered.
- As older facilities, those existing are less multi-functional than state-of-the-art designs.
- Continuing community interest in a number of new facilities is apparent.

Less than one-fifth (17% or 43) of Master Plan telephone survey respondents reported the need for new/expanded indoor recreation facilities in Bluewater. Over half (56%) of respondents (139 of 250) reported no need for additional facilities and 27% (68) were unsure.

Over half (53%) of online survey respondents think that new/expanded indoor facilities are needed in Bluewater. Three hundred and twelve (312 or 41%) online survey respondents listed up to five new/expanded indoor recreation facilities they think are needed. Table 5-3 lists the responses from both surveys. Other facility interests noted in the online survey representing less than 1% of respondents were a running track; indoor soccer/sports fields; indoor park/ play space; theatre; archery range; shuffleboard.

These findings align with those reported in the 2019 Bluewater Bayfield Complex Feasibility Study (Monteith Brown, p. 19) for the community as a whole, as reproduced here:

Top 10 Indoor Recreation Activities Requested for the Municipality of Bluewater

All Respondents

1. Fitness centre (with equipment)
2. Fitness studio (for group classes)
3. Indoor walking track
4. Indoor Pool
5. Indoor soccer
6. Basketball
7. Curling
8. Gymnasium for indoor sports
9. Large and medium-size multi-purpose space
10. Indoor racquet courts

Thirty-three percent (33%) or 17 of 51 facility/park user groups in the Master Plan survey reported growth in membership/participation levels will generate need for additional access to facilities in the next 5 to 10 years. Reported need for greater use of indoor facilities is shown in Table 5-4.

Table 5-3: Indoor Facilities Needed in Bluewater

Telephone Survey Respondents (total = 43)	%(#)	Online Survey Respondents (total = 312)	%(#)
workout/fitness centre/cardio centre	37% (16)	workout space/gym	53% (166)
group fitness class areas	14% (6)	swimming pool	34% (105)
pool/aqua classes/bubbles	12% (5)	multi-purpose/ community space	27% (85)
multi-purpose room	10% (4)	courts (tennis, pickleball, badminton, racquet)	22% (68)
indoor track	7% (2)	walking track	15% (48)
seniors' area	5% (2)	gym (assumed to mean gymnasium)	7% (21)
daycare/play area	5% (2)	pilates/yoga/fitness studio	9% (28)
meeting rooms/area	5% (2)	meeting space	4% (11)
banquet hall	4% (2)	multi-component recreation complex	3% (10)
youth (drop-in) centre	2% (1)	seniors' facility/space	2% (5)
		curling rink	2% (5)
		ice pad/rink/arena	1% (4)
		arts/crafts/music studio	1% (4)

Table 5-4: User Groups' Indoor Facility Needs

Indoor Facility	Proportion (#) of Groups
arena ice	41.2% (7)
multi-purpose area	35.3% (6)
meeting space	29.4% (5)
storage	29.4% (5)
kitchen facilities	23.5% (4)
arena floor	17.6% (3)
gymnasium	11.8% (2)
arts/artisan studio	11.8% (2)
office space	11.8% (2)
other:	
<ul style="list-style-type: none"> • all purpose floor and ceiling height for badmintonspace for 4 courts. • an accessible space and also need space to store small amount of equipment 	

Service Provision Determination

Collectively, the facilities noted by respondents to both studies comprise two general groups: 1) those that are already part of existing supply; 2) those that are not part of existing supply.

Group 1: Facilities that are part of existing supply

This group includes arena ice, arena floors, meeting space and kitchen facilities. Given the above discussion on the capacity of the three arena/community centres to accommodate considerable amounts of additional use, the groups' reported need for additional access to ice, arena floors, meeting space and kitchens should be comfortably met with existing facilities, even as the supply of arena/community centres is reduced to two.

Some of the new facilities noted by respondents are 'partially' available in existing supply but are not current in terms of design and function and, therefore, not able to accommodate the range of programs/activities that are of interest to the community. Online survey respondents, for example, usually indicated the need for larger spaces/facilities (meeting rooms, theatre, gym) or upgraded space (gym with a softer floor). Similarly, activities such as pickleball and shuffleboard are already accommodated in arena floors and/or the gym at Stanley Community Centre. For these facilities, their potential success in a new complex can be tested to some extent using existing recreation spaces, as discussed below.

Personal Fitness Facility

In keeping with supporting the physical activity side of healthy active living (see policy discussion in section 9.0 on Service Delivery) a personal fitness facility would encourage/provide facilities for individual participation in physical activity, especially among youth and adults. A fitness space could also be made available for cross-training purposes for youth sports teams.

Bluewater residents are interested in having a personal fitness space provided locally. Among telephone survey respondents (43 or 17%) reported need for additional indoor facilities in the Municipality, and the two most frequently requested were workout/fitness centre (19%) and cardio (18%). As noted in Table 5-3, this represents 37% of total respondents who indicated need for additional facilities. In the online survey, respondents were able to list up to five additional indoor facilities they think are needed. A total of 620 facilities were listed. Of these, 87 (14%) noted a workout space. Including references to a gym², this response increases to 133 (21%), and represents the most often requested facility. In terms of total respondents, 53% of those reporting additional facility needs noted workout space/gym.

Small communities often opt for a non-staffed, equipped space with 24-hour electronic access (e.g., FOB, key card), which would allow people the flexibility to work out on their own schedule. A membership-based approach,

² Gym was counted separately, since it was not clear if the respondent was referring to a 'workout' gym or a gymnasium.

and appropriate insurance coverage and waivers would be required to operationalize this approach.

The types and number of equipment pieces should be limited (at least initially) to those that appeal to most users (e.g., treadmills, ellipticals, spin/exercise bikes, dumbbells, barbells, universal weight machines, free weights, stairmasters, squat racks, etc.). Selection could require additional community consultation and possibly professional advice before finalizing the equipment list.

In the short-term, space in an existing community centre in Bluewater should be converted to provide a room equipped for personal fitness use, with membership-based, 24-hour electronic access. Bluewater's community centres have spaces that can be locked off from the larger building and accessed directly from the outside, which should allow this approach. As the least used of the three community centre halls, Hensall Hall could accommodate a workout room (Hensall Upper Room) with the least need to redirect current bookings to either Zurich or Bayfield halls. However, if a workable space can be provided at either of these halls without interfering with other uses, they should also be considered as possible locations.

The Municipality should solicit professional advice and consult with the community on required equipment and issue an RFQ to solicit a price for a term-based, equipment lease contract to include maintenance/repair services. Depending on the success of the centre a purpose-built space could be considered in the longer term.

Recommendations

- F7. In the short-term, provide space equipped for personal fitness use at one of the community centres, with membership-based, 24-hour electronic access.
- F8. Consult with the community and solicit professional advice on required equipment and issue an RFQ to solicit a price for a term-based, equipment lease contract to include maintenance/repair services.
- F9. Depending on the success of the centre, consider providing a purpose-built space in the longer term as part of new community centre facilities.

Gymnasium

Table 5-5 shows use of the gym in the Stanley Community Centre (Varna) for both gym and hall related activities for 2019 and 2021.³

If it is assumed that the space is available for eight hours daily throughout the year, the total available time is 2,668 annually (56 available hours per week, 224 available hours per month x 12). Total use for 2019, therefore, comprised 10.1% of capacity. 2021 use was considerably less, reflecting post-COVID activity recovery. As with the community centres halls, the Stanley Community Centre gym has potential to host much more use.

Although the floor of the gym is concrete, and so not supportive of activities that require softer surfaces, the 2022 BCA report indicates that both the floor and the superstructure of the building are in good condition:

“The main floor system in the council chamber building and the community centre is comprised of a poured concrete slab-on-grade. No major issues or deficiencies were reported at the time of the inspection. Concrete slabs typically have an expected useful life of 80+ years; therefore, a major replacement of the floor slab is not anticipated within the terms of this study.

³ Although the Zurich hall also functions as a gym, its use is reflected in the hall discussion since it was listed in the Municipality's scheduling as a hall only. The Stanley Community Centre spaces was listed as a hall/gym. As noted below in the facilities planning section of the report, future use tracking should distinguish between different uses of the same spaces to verify levels/demand by type.

Table 5-5: Stanley Community Centre Gym Use 2019 and 2021

	2019		2021	
	Hours	Number	Hours	Number
Jan	20	11	20.5	9
Feb	6.5	5	20.0	9
Mar	8.5	4	20.0	10
Apr	26.5	8	16.0	8
May	46.5	7	-	-
June	19.5	2	15.0	2
July	4.0	1	15.4	1
Aug	48.5	5	1.5	1
Sept	7.5	1	7.5	1
Oct	55.5	18	3.0	1
Nov	24.0	15	4.0	4
Dec	2.0	2	5.5	4
Totals	269.0	79	128.4	50

The superstructure of the council building and the community centre consists of load-bearing concrete block masonry and steel structural members supporting the roof system. No structural deficiencies were noted at the time of the assessment. Concrete and steel structural elements typically have an expected useful life of 100+ years; therefore, no major capital expenditures are anticipated within the terms of this study” (WalterFedy, p.6 & p.21).

These findings suggest that - despite the shortcomings posed by a concrete floor - the Municipality should focus on program/activity development that the gym can accommodate as it stands, for several reasons:

- The availability of other spaces to accommodate programming that requires softer floor systems
- The limited amount of gym-based programming that occurs now
- The need to direct financial resources to improvements to facilities of higher priority (i.e., those that were rated fair to poor in the BCA reports)
- A solid base of gym programming will support the need to replace this facility with a new municipal gym in the future

Recommendations

- F10. Track gym-specific use to verify demand for a new gym as part of new community centre facilities and retire the Stanley facility once it is constructed.

Kitchens

Historically, community centre kitchens have typically been provided as facilities to supplement the use of associated halls and are not used at other times. Increasingly, however, municipalities are also using their kitchens for community programs and for revenue generating purposes.

The Bayfield Community Centre has a non-commercial kitchen. Each of three community centres that are scheduled by the municipality in Bluewater - Zurich, Hensall and Varna (Stanley Community Centre) - have large, commercial kitchens, as indicated in the BCA reports. As facilities that supplement the centres' halls, the scheduling and use of the kitchens aligns with that of the halls.

All three kitchens are large and those in the Zurich and Stanley Community Centres were assigned a 'good' 10-year Facility Condition Index (FCI), while Hensall was rated as fair. It is noted that these ratings are based on existing types and levels of use and did not consider potential new uses as discussed here. These facilities offer considerable potential to diversify and build use and generate revenue during currently idle periods.

A Health Unit certified kitchen can be used for a variety of food, culinary and nutrition programs, as well as projects/ activities related to communal and/ or commercial use of the kitchen. For example, the Township of North Glengarry has embarked on a rental initiative for food producers. Their website notes,

"Now accepting bookings: The Township of North Glengarry has partnered with the Eastern Ontario Health Unit to launch the new "North Glengarry Community Kitchen" pilot project. This initiative will enable food producers to rent time at the North Glengarry Community Kitchen, located at the Maxville & District Sports Complex (25 Fair Street, Maxville) so that they can produce food items for resale. The cost is \$50 per day and food producers are required to have their Food Handlers Certificate and have their recipe validated by the EOHU."⁴

Other provinces appear to be considerably farther ahead in this area. The Government of Manitoba lists approximately 60 locations to, "Rent a local commercial community kitchen to help further develop your food product idea. All these locations have a Food Service Establishment permit issued by Manitoba Health."⁵

As an agricultural community, the potential to generate revenues from kitchen rentals could be promising and should be investigated by the Municipality of Bluewater.

4 <https://www.northglengarry.ca/en/things-to-do/community-kitchens-program.aspx>

5 <https://www.gov.mb.ca/agriculture/online-resources/community-kitchens-listing.html>

Recommendations

- F11. Consult with Huron-Perth Public Health Unit to investigate the potential to use the large community centre hall kitchens for community programming and food producer rentals.
- F12. Initiate separate schedule for, and track, kitchen use that occurs independently of hall rentals.
- F13. Determine the need to provide a commercial kitchen as part of new community centre facilities.

Group 2: Facilities that are not part of existing supply

The second group comprises facilities (and in some cases activities such as basketball, curling, etc.) that are not now available in the Municipality. Despite a noticeable level of community interest in provision, an indoor pool would not be financially sustainable for Bluewater. Sixteen percent (16%) of responses (99 of 620) to the online survey requested an indoor pool or pool, which was exceeded only by interest in workout/gym facilities. As noted in the implementation section of the Master Plan (section 10.0), the 2022 building conditions assessments anticipate investment of more than \$9.7m over the next 15 years in lifecycle and capital repair costs to maintain existing recreation facilities. Although the Master Plan recommends an overall reduction in facility inventory, the costs to sustain the resulting supply (including new builds) will remain considerable. It is not advisable, therefore, for the Municipality to assume the significant capital and operating costs of an indoor pool. While partial funding to construct a facility might be forthcoming from upper levels of government, the Municipality's share would remain sizable. Moreover, ongoing operating costs - which could range between \$400,000 and \$500,000 per year - would need to be subsidized to a greater extent in a community the size of Bluewater than in markets with large population bases to generate more use. An indoor pool, therefore, is not recommended for Bluewater. Other interests, however, could be accommodated in the following new facilities/combined spaces:

- Regulation gymnasium with an indoor walking track
- Personal fitness/workout space
- Multi-purpose program spaces (extent and design to accommodate need for fitness, dance, visual arts/crafts, meetings, social events, etc.)

These are the types of facilities and spaces that are now regularly found in municipal inventories, as they respond to current interests in fitness and recreation and are flexible in relation to the variety of uses they can accommodate, the age/interest groups they serve, and their year-round appeal.

Facilities such as dedicated spaces for seniors and youth could also be considered with the proviso that these areas can be well programmed/used by the intended age groups for pursuits that are not amenable to provision in multi-purpose areas. This approach will help limit the size of dedicated spaces, preclude duplication of facilities, optimize the use of all spaces, and maintain the 'community' focus of facilities by not promoting segregation.

While not directly comparable to state-of-the-art facilities that would be provided in a new multi-purpose complex, tracking the use of programming the Stanley Community Centre gym and an equipped fitness space to 'test' community response, will contribute to evidence of demand to support developing dedicated facilities - either as a stand-alone complex or as part of a redeveloped arena/community centre.

As an active organization with member groups using spaces throughout Huron County for visual arts programs/practices, the Bayfield Centre for the Arts (BCA) is interested in having a single location with purpose-built, flexible spaces to bring these activities together. Ideally, this would comprise one or two rooms (could be shared with other uses), secure storage and office space. Examples of the visual arts that would use these spaces include sculpting, painting, and photography. Culinary and literary arts would also be included. BCA has clarified through community outreach and meetings with Huron County Tourism that the performing arts are well accommodated with existing venues in the area.

BCA estimates that about 40% of regular participants are from Bluewater (30% Bayfield, 10% other communities in Bluewater) and 60% are from outside the municipality, particularly Kitchener-Waterloo and London. It was emphasized, however, that the arts sustained through the BCA are a significant factor in the economic health of Bluewater and Huron County by positioning the area as a cultural tourism destination. Given the regional reach of the BCA and the contribution the arts make to broader tourism and economic objectives, future visual arts spaces in a multi-use complex in Bluewater should include both the County and other benefiting municipalities in their provision.

Other community organizations such as the Lions Club might also be better served with access to new meeting facilities. In developing facility concepts/

designs, interested user groups should be consulted to ensure multi-purpose spaces can accommodate the range of needs in the community.

Recommendation

F14. Prepare a study for new community recreation facilities as part of a stand-alone complex or a redeveloped arena/community centre and consider including the following major components, the specifics of which should be determined based on verified demand for those that can be tested and in design consultation with the community and organized user groups:

- Personal fitness/workout space
- Large and small multi-purpose spaces for active sport/fitness/wellness (e.g., yoga, dance, pilates) and non-sport recreation programs/activities (e.g., visual arts, artisanal pursuits, meetings, social events)
- Large, regulation gymnasium with an indoor walking track
- Small, dedicated spaces for seniors and youth
- Social gathering space (e.g., lobby/lounge)
- Commercial kitchen
- Office/storage space

5.3.3 Stand Alone Halls and Lions Club Building

The following sections describe these facilities and their current status in terms of lease arrangements with the Municipality and the 2022 building conditions assessment. Discussion follows these descriptions.

Former Township Halls

The three former Township halls - Hensall, Bayfield, and Hay - are used as community spaces. As the former municipal offices for the pre-amalgamated townships of Bluewater, these facilities are older and smaller than those at the three community centres. All are owned by the Municipality and scheduled by facility-based groups.

Bayfield Town Hall is designated historic as part of the Bayfield Heritage Conservation District. Hensall Heritage Hall is a designated historic building. Hay Town Hall is listed on the Municipal Heritage Register as historically significant but is not designated a heritage structure.

The gross floor areas, as noted in the 2022 Building Conditions Assessment Reports are: Hensall Town Hall and Library 6,930 sq. ft. (includes library); Bayfield Town Hall 1,680 sq. ft.; Hay Town Hall 1,920 sq. ft.

The volunteer organizations that operate these buildings are interested in preserving the heritage value of the structures in addition to accommodating community activity. One - Bayfield - is

covered by a lease agreement between the Municipality and the (tenant) organization.

Hensall Town Hall

The Hensall Town Hall was leased to the Hensall Heritage Hall Society.

The 2022 Building Conditions Report assigned the Hall an overall fair rating (see Appendix C for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$258,612
- Repair cost forecast of \$164,175

These costs exclude AODA accessibility upgrades, which the report indicates as accessible based on observation only.

Hensall Town Hall is attached to the Library and has undergone renovations to modernize it.

Bayfield Town Hall

The Bayfield Town Hall is leased to the Bayfield Town Hall Heritage Society under a ten-year agreement that expires on April 30, 2030. In addition to the general clauses in the agreement, Table 5-6 summarizes those related to use and costs.

The 2022 Building Conditions Report assigned the Hall an overall poor rating (see Appendix C table C-5 for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$132,000
- Repair cost forecast of \$83,650

These costs exclude AODA accessibility upgrades, which the report indicates as partial based on observation only.

Table 5-6: Summary of Bayfield Town Hall Lease

Municipality (landlord)	Bayfield Town Hall Society (tenant)
<ul style="list-style-type: none"> • Not responsible for any payments 	<ul style="list-style-type: none"> • Fixed minimum rent of \$2 per annum (or \$20 for the lease term)
<ul style="list-style-type: none"> • Provides grass cutting 	<ul style="list-style-type: none"> • Responsible for payment of utilities (water, gas, electricity, heat, air conditioning and other) • Services supplied to the Lands, except where specified otherwise • Maintenance and repair, including snow removal • Pays Municipality Tax, as specified (e.g., real property tax, local improvement tax, school taxes) and those related to improvements, installation of machinery or equipment
	<ul style="list-style-type: none"> • Responsible for use only for events and activities sanctioned by the Municipality, including but not limited to park, cultural, recreational, tourist and community events and activities and for parking these
<ul style="list-style-type: none"> • Tenant can request renewal at least 6 months in advance of end date, and landlord can renew or extend the agreement for up to 5 more years beyond termination, and negotiate additional terms prior to renewing • At expiration, without any written agreement, tenancy becomes monthly for up to 12 months 	

Hay Town Hall

The following is reproduced from the Friends of Hay Town Hall Committee long term vision for the Hall (March 2017) at the request of Council:⁶

- To preserve a heritage building which is loved by our community and to make it available for use by the community. The hall has been used weekly by members of the community which shows that it is distinctly valuable for gatherings of a certain size - too large for one's home but too large⁷ for our community centre... family parties, memorials, anniversaries, and musical groups.
- To continue the valuable partnerships, we have formed with the Zurich Lions' Club, the Zurich Bean Festival and the Chamber of Commerce, who are regular users, and to forge new partnerships.
- To incur no added capital expenses to the Municipality of Bluewater as has been the case since inception of the committee. Our group has been working together since 2011 to administer the use of the Hay Town Hall for its improvement, preservation and enjoyment by our community. We have completed all projects strictly by donations and grants....We have ensured we have had the funds to complete each project before we began.

The mandate of the Committee is presented under the following headings:

- Preservation of our Heritage: protect the physical structure so it is part of our community for generations to come; improve the way important community features, stories, artifacts and documents can be displayed for future generations.
- Enjoyment by our Community and Administration of the use of the Hay Township Hall: promotion of the use of the hall for cultural, family, heritage, arts, social clubs, community committees, musical events; education of our youth, families and seniors on topics of history and culture.
- Financial Commitment: The goal of this committee is to raise funds through community donations, fundraising events, crowd sourcing, grant applications, bequeaths, to fulfill the projects put forth in our Building Condition Report of 2014.

The 2022 Building Conditions Report assigned the Hall an overall poor rating (see Appendix C table C-5 for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$186,200
- Repair cost forecast of \$36,300

These costs exclude AODA accessibility upgrades, which the report indicates as not accessible due to steps from the street into the building.

⁶ FACILITIES COMMITTEE OF THE WHOLE REPORT; Meeting Date: April 3, 2017

⁷ as it appears in document; likely meant to be "too small for our community center..."

Lions Club Community Building

The Bayfield Lions Club has a 75-year history of investing in Bayfield community projects. The Club indicates it contributes more than \$50,000 annually to Bayfield initiatives. A 2004 to 2024 lease with the Bayfield Lions Club for the Lions Club Community Building at \$1.00 per year was renegotiated mid-term (2014). The renegotiations were conducted to incorporate improved cost-sharing between the Municipality and the Lions Club based on the rationale that the Lions provide a valuable public service to residents of the community.

The lease requires submitting an annual report of income and expense for the leased premises, and a list of proposed capital projects (defined as internal or external change) prior to commencement of the project. This is a stipulation that the Lions Club is interested in eliminating from the lease in upcoming negotiations due its view that the information provided does not appear to be used by the Municipality and so represents wasted effort, especially for volunteers. The Club credits its success in operating the building for 17 years to a sound business plan that was in place at the outset of the project.

The 2022 Building Conditions Report assigned the Hall an overall fair rating (see Appendix C for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$120,350
- Repair cost forecast of \$38,960

These costs exclude AODA accessibility upgrades, which the report indicates as partially accessible.

Dashwood Community Centre

The Dashwood Community Centre comprises a 180-person capacity hall with a kitchen and bar. Outdoor facilities include a ball diamond, a pavilion and a playground. Before amalgamation, both Hay and Stephen Townships funded the Community Centre. The Centre is on the South Huron side of the municipal boundary with Bluewater but continues to serve the Municipality's residents in this area. The municipalities have a formal agreement, by which South Huron Township operates the Centre and the Municipality of Bluewater contributes approximately 50% of operating and capital expenses.

A Dashwood Community Centre Advisory Committee provides recommendations to the two Councils on capital improvements and operations, annual budgets and alternative sources of funding. The Committee comprises one councillor from each of South Huron and Bluewater and five community representatives, one of which is from Bluewater.

The 2022 Building Conditions report assigned the Community Centre an overall good rating (see Appendix C for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$112,800
- Repair cost forecast of \$30,600

Based on the agreed proportionate split between the Municipality of South Huron and Bluewater, the Municipality's share of total costs will be approximately 50% of the final report total. These costs exclude AODA accessibility upgrades, which the report indicates as partially accessible based on observation only.

Discussion

As noted above, volunteer groups are looking to either end a lease or renegotiate terms in the interests of reducing costs, shifting them to the Municipality and/or reducing/eliminate reporting requirements.

It was suggested that, in all its leases with volunteer groups, the Municipality should commit to an across-the-board principle to cover at a minimum, the costs of capital life-cycle replacements/upgrades. While this approach supports valuable volunteer contributions to the community, a commitment of this magnitude would considerably increase costs to the Municipality. It should, therefore, be based on evidence that there is a social 'return on investment', which can only come from some form of tracking, reporting and evaluation of use in relation to costs. As with cost-sharing stipulations, therefore, reporting requirements should be included in leases.

The nature and extent of record-keeping/submission for evaluation purposes, can be determined in consultation between the Municipality and the organizations leasing municipal facilities. Ideally, consensus can be reached on the intent and content of leases governing volunteer organization occupancy of publicly

owned facilities, while minimizing the work required of lessees in supporting the Municipality's planning processes (see also sections 5.3 and 9.3). When working with individual groups in lease negotiation/renewal, the Municipality can apply the agreed upon 'guidelines' to achieve as much consistency as possible across all leases in terms of division of responsibilities and liabilities between the landlord and tenant. Transparency and consistency in leasing is a position that was supported by volunteer groups.

Most of the current leases were set before the Government of Ontario legislated municipalities to prepare Asset Management Plans (AMP). AMPs now comprise the basis for capital planning and budgeting. Regardless of who is responsible for capital costs, accurate information will be needed to update the Plan and budget for annual expenditures. The 2022 BCA report findings will be valuable tools to projecting annual budgets and priorities, to which organizations holding leases will be in the best position to provide relevant information.

In the case of the Hensall Heritage Hall Society whose lease was terminated in 2022, the Municipality should investigate the feasibility of leasing the space to the Library or finding another lessee. Other leases may be terminated over time. If this occurs, and new lessees cannot be found for these spaces/facilities, the Municipality should consider on a case-by-case basis:

- Assuming responsibility for the continued capital repair, maintenance, and community use of buildings of historic significance
- Evaluating the Municipality's need to retain the building/site for public purposes including supplementing park supply and, if it is deemed surplus, selling it on the open market

Recommendations

- F15. Enter/renew or terminate, as appropriate, lease agreements with organizations that are tenants of municipally owned facilities.
- F16. In consultation with organizations that rent municipally owned facilities, determine the type and extent of information required on operations, use, and proposed capital projects/ expenditures on required upgrades/ improvements for municipal planning purposes, as part of individual lease requirements.
- F17. Notwithstanding the need for rental agreements to align with the circumstances of individual groups, efforts should be made to achieve consistency in leases in terms of responsibilities and liabilities of the Municipality and the tenant.

- F18. If tenants cannot be found for vacated municipally owned facilities, evaluate and determine the Municipality's responsibility for the continued maintenance and community use of historic assets, and potential optional uses of buildings/sites for municipal purposes, including selling.
- F19. Work with the Dashwood Community Centre Advisory Committee to clarify the roles and responsibilities of each municipality in the provision of the Dashwood Community Centre. Revise existing or create a new formal agreement based on the outcomes of this exercise.

5.3.4 Designated Use/ Function Facilities

Bayfield Historical Society Building & Archives

Although operated by volunteers, the Bayfield Historical Society Building and Archives (BHS) is designated for a specific community service, and also functions as a satellite museum of Huron County.

BHS is the second largest repository for historical records in the County after the Goderich Museum. All cataloging and digitization for Bayfield is done by volunteers with limited time to process the information, and without consistent funding for this purpose. Without timely digitization of information, hard-copy records occupy considerable space for storage.

Although not part of its core mandate, due to its presence on the Bayfield's main street, the archives provides tourist information and guidance during the summer to visitors. It also corresponds by email with those planning a visit to Bayfield.

The premises is leased to the Society for \$1.00 per year under a ten-year agreement, that expires at the end of May, 2023. The Society has begun lease negotiations for its renewal. In addition to the general clauses in the agreement, the following summarizes those related to use and costs.

- The Society (tenant) is responsible for all costs related to repairs and maintenance, and utilities.

- Over the course of the lease, the Municipality (landlord) installments totalling \$30,000 earmarked for building upkeep and maintenance.
- All activities shall be in keeping with the nature and character of the Municipality of Bluewater.

As outlined above, the Historical Society provides a key service to the Municipality in maintaining its archives and other valuable historic material digitization, and supporting tourism within the community. With no guaranteed sources of income, meeting its lease obligations for all of the above-noted costs is difficult.

In lease renewal negotiations with the BHS, the Municipality should consider the foregoing recommendations on consultation with tenants and aligning rental agreements with circumstances of individual groups, including specific historic/archival functions in relation to facility needs. The Municipality should also advocate on behalf of the BHS for additional, consistent funding for its work in digitization and tourism support.

The 2022 Building Conditions Report assigned the building an overall fair rating (see Appendix C for description of rating system). It anticipates the following costs over the next 15 years:

- Capital cost forecast (lifecycle replacement) of \$60,900
- Repair cost forecast of \$31,000

These costs exclude AODA accessibility upgrades, which the report indicates as not accessible.

Recommendations

F20. Further to discussions with the BHS as part of the larger consultation with volunteer groups on lease terms and responsibilities, aligning the group's lease should consider its specific historic/archival functions in relation to facility needs.

F21. Advocate on behalf of the BHS for additional, consistent funding for its work in digitization and tourism support.

Public Libraries

The agreement between the Huron County Library and the Municipality outlines the latter's responsibilities for facility provision.

Each Municipality which provides a library facility for County Library service shall be responsible for:

1. A clean facility inside and outside that meets the present health, safety, and fire regulations
2. Approved lighting for the provision of Library service, normally 70 foot-candles on reading surfaces
3. Heating the Library to an adequate temperature, normally to 18 degrees C
4. Removal of garbage and recyclable materials
5. Snow and ice removal
6. Insurance on the building or facility, including liability insurance
7. Repairs, renovations, and improvements to the library facility

The Huron County Library Board approves municipal facilities for its use. The agreement indicates that any new facilities or improvements to existing facilities are to be jointly planned by both parties. At the same time, the need for new/renovated facilities is determined by the Board - often through its own studies on service needs and associated facilities. As such, the Master Plan does not address the need for library facilities.

Of the twelve facilities reviewed in the building conditions assessment (WalterFedy) only three were rated as good, and two of these were library buildings - Bayfield and Zurich - both of which are relatively new (constructed in 2013). The building housing the Hensall Library received a fair rating, likely due to its location in a structure built in 1914. Capital and repair cost forecasts for the libraries are shown in Table 10-3 of the Implementation section of the report.

The Municipality is fulfilling its responsibilities to provide library facilities and should continue to do so during the term of the Master Plan.

Recommendation

F22. Continue to provide existing Library facilities in Bluewater for the Huron County Public Library to deliver its services.



Figure 5-1: Bayfield Public Library

5.4 Outdoor Facilities

5.4.1 Ball Diamonds

There are five municipally owned and one leased softball diamonds in Bluewater, distributed as follows: one in Zurich Park, two at Stanley/Varna Community Centre Park, two at Hensall Community Centre Park/Kin Playground, and one at Bayfield Agricultural Park. All six diamonds are used by the community. Five of the six are scheduled for organized community use - including only one of the two at Hensall.

Table 5-7 and Table 5-8 show hours of use, and proportion of available prime time use, for the five diamonds for 2019 and 2021, respectively.

Table 5-7: Ball Diamond Hours of Use 2019

	Zurich	Varna North	Varna South	Hensall front	Bayfield	Totals
	Hours/month	Hours/month	Hours/month	Hours/month	Hours/month	
May	17.5	9.0	-	6.0	15.5	48.0
June	-	18.0	1.5	38.5	12.0	70.0
July	37.0	18.0	-	17.0	15.0	87.0
August	44.0	46.7	11.3	4.0	12.0	118.0
Sept	3.0	3.0	-	2.0	-	8.0
Total	101.5	94.7	12.8	67.5	54.5	331.0
% hrs	30.7%	28.6%	3.9%	20.4%	16.5%	

Table 5-8: Ball Diamond Hours of Use 2021

	Zurich	Varna North	Varna South	Hensall front	Bayfield	Totals
	Hours/month	Hours/month	Hours/month	Hours/month	Hours/month	
May	3.0	-	-	-	-	3.0
June	47.0	-	-	-	-	47.0
July	72.0	22.0	16.5	-	-	110.5
August	78.0	14.5	15.0	1.5	-	109.0
Sept	13.0	21.0	12.0	-	13.0	59.0
Total	213.0	57.5	43.5	1.5	13	328.5
% hrs	64.8%	17.5%	13.2%	0.5%	4.0%	

Prime time is defined as it relates to potential availability for community use, which typically aligns with ‘non-work’ time on weeknights and weekends. Non-prime time is the balance of weekday time, which is typically not used. To limit prime time to only those hours that are used gives a false impression of actual capacity and the potential to direct use to other times that would be reasonable to expect use to occur if the need existed.

A simple calculation of prime time on unlit diamonds assumes that each field provides 34 hours of prime time per week and 204 per season:

- 2 hours per weeknight evening x 5 evening per week = 10 hours per week/diamond

- 10 hours per weekend day x 2 days per weekend = 24 hours per weekend/diamond
- Equals 34 hours per week/diamond total
- 34 hours per diamond x a 16-week season = 204 hours per diamond/season

The five diamonds used for organized activity in Bluewater, therefore, total 2,720 hours of (unlit) prime time per season (5 x 34 = 170 total/week x 16 weeks = 2,720 hours per season).

Assuming all use at the Bluewater diamonds in 2019 and 2021 occurred within the prime-time hours noted

above,¹ the fields were used to 12.1% capacity per year. At this level of activity, two unlit diamonds would provide more than enough prime time to accommodate needs (331 hours/204 hours per diamond/per season = 1.6 diamonds needed).

Given these findings, it is apparent that the Municipality is oversupplied with ball diamonds and a number of facilities should be retired. The Zurich Lions Park diamond was the most heavily used in both years, and particularly in 2021. It should be retained. Although two diamonds at the Stanley Community Complex Park in Varna were the second most heavily used fields, there are conflicts with the adjacent landowner at this location that require resolution. As these facilities are not needed to meet demand, they can be deemed surplus and their use transferred elsewhere. Equally important is the limited supply of municipal parkland in Bluewater. The removal of underused facilities that occupy parkland could help offset this shortage.

The Stanley Community Complex diamonds can be decommissioned, and the park area there repurposed (see Parks section 6.0). The Municipality should also reach out to the Agricultural Society to advise on the future of diamond supply/ use in the community and the resulting focus of investment on municipal fields. The Hensall Community Centre Park diamonds should be redeveloped/ upgraded to accommodate both regular

season and tournament activity. The light standards at the Stanley fields could be relocated as part of this redevelopment at Hensall. The Varna diamonds should continue to be used until the Hensall fields are ready to accommodate the transferred use. If the outdoor portion of Bayfield Complex site is redeveloped, the diamond at that location should be removed (see Parks section 6.0).

Given existing use levels, the remaining three diamonds - Zurich and the two Hensall fields - will meet the needs of the community during the time frame of the Master Plan and beyond. As noted above, 1.6 unlit diamonds are needed to meet demand for prime time league activity. Three (3) diamonds, therefore, offer double the capacity needed for unlit prime time. Lit diamonds provide at least an additional 14 hours per week prime time, which will ensure the ability to schedule both younger and older age groups at appropriate times. Focusing upgrades and use on diamonds in Hensall and Zurich will also optimize tournament potential as these diamonds are relatively close to each other.

In terms of provision level, three diamonds represent one field per 2,500 based on 2021's population of 7,540. This level of provision will be sufficient to serve both population growth and additional participation in ball activity (should it emerge) during the term of the Plan.

¹ Does not include additional capacity on lit diamonds, and prime time/non-prime time use was not differentiated in the schedules. 12.1%, therefore, is likely high relative to actual prime time capacity.

Recommendations

- F23. Make Hensall Community Centre Park the focus of ball activity by making necessary upgrades to the existing diamonds, to accommodate both regular season, and tournament activity, in conjunction with the Zurich diamond.
- F24. When the Hensall fields are ready for use, decommission the two ball diamonds at Stanley Community Complex in Varna.
- F25. Reuse light standards at Stanley Complex diamonds in redeveloping the Hensall Community Centre Park diamonds.
- F26. Schedule Zurich Lions Park and the redeveloped Hensall diamonds for league activity.

5.4.2 Croquet Club and St. Joseph Shores Tennis Court

The Bayfield International Croquet Club leases its facility from the Municipality for \$1.00 per year. The lease period is 20 years, ending on January 7, 2027 with one option to renew for an additional 20 years. In addition to the general clauses in the agreement, the following summarizes those related to use and costs.

The tenant is responsible for the following:

- Paying for all utilities/services including but not limited to electricity, gas, water and telephone
- Using the premises only for a croquet club and recreation facility
- Maintaining and repairing all buildings, fixtures, equipment, etc.
- Any associated construction or reasonable legal costs

The Bayfield International Croquet Club has a 48 year history of offering both recreational and competitive opportunities to the Bayfield community. As the largest croquet club in Canada, with more than 100 active members, the Club also holds regular tournaments that draw world-wide participants while supporting the local economy.

Other sections of the Master Plan discuss the importance of a sufficiently comprehensive and updated information base for the Municipality to make informed decisions on service provision. The Croquet Club should be involved in

this process as one of the community organizations that uses municipally owned assets.

The St. Joseph Shores Property Owners Association leases the Moore Court tennis court from the Municipality. It is a 20-year renewable lease ending on May 28, 2027 with use and payment terms similar to those in the Croquet Club lease.

The tennis court is reported as being undersized and in poor condition. As a single facility serving limited users in a relatively remote location, with no potential to introduce sufficient parking for community-wide use, the Municipality should retire the court at the end of the current lease. In the interim, Municipal investment should be limited to required maintenance. Section 5.4.4 discusses the provision of new multi-purpose courts for tennis, pickleball and basketball, which will provide replacement facilities for community tennis.

Recommendations

- F27. Retire the tennis court at St. Joseph Shores at the end of the current lease.
- F28. Include the croquet club in consultations with the Municipality to establish procedures for tracking facility use and reporting on operations/proposed capital expenditures, for facility/program planning purposes.

5.4.3 Multi-purpose Playing Fields

There is one informal soccer field in Bluewater, which is owned by the Bayfield Agricultural Society and leased to the Municipality for community pick-up play. There are also primary school fields available, which are not typically of the same quality as municipal fields in terms of size and maintenance and are not designed as designated multi-purpose facilities.

While soccer has traditionally been the dominant use of playing fields, there is merit in providing fields that can also accommodate other activities. Municipalities are increasingly opting to include multi-purpose playing fields in their inventories to allow access to facilities for a wider range of activities and to anticipate future fluctuations in participation across different sports. Children and youth are typically the primary age groups attracted to sports such as soccer, lacrosse, rugby, etc. Adults, however, are becoming more involved in these activities and are requesting the provision of fields for their use. Diversifying opportunities to participate in recreation will also contribute to promoting healthy active living among residents of various age groups and with different interests.

The Municipality should provide a regulation multi-purpose playing field to accommodate use by various age groups. If warranted by use related demand, a second field should be added. If the outdoor portion of Bayfield Agricultural Park site is redeveloped, a multi-purpose

playing field could be accommodated here (see Parks section 6.0). If the playing field is located on the leased portion of the property, a renewed lease should be long enough to warrant municipal capital investment in a new field or fields. Otherwise, an alternative location on municipal lands such as Zurich Arena and Community Park should be considered.

Recommendations

- F29. Develop a multi-purpose playing field to accommodate soccer, lacrosse, football, etc. and support the local development of these sports.
- F30. Monitor demand for use of the field and add a second multi-purpose playing field as required.

5.4.4 Outdoor Pickleball/ Tennis Courts

The Municipality currently accommodates indoor pickleball on arena floors, and hall/gyms in Varna and Zurich. There are no outdoor pickleball courts in the community, and there is one tennis court leased to St. Joseph Shores Property Owners Association on the Lake Huron waterfront.

Trends show that pickleball participation has been growing exponentially across North America in recent years and appears not to have yet peaked. Pickleball Canada notes, “the number of players across Canada has grown from 6,000 to 60,000 in the past 6 years and the number of courts increased approximately 10 times...Every U.S. state and all Canadian provinces now have pickleball venues. The known places to play total of 6,885 at the end of 2018 represents (sic) an increase of 1,016 or approximately 85 locations per month.”²

There are a number of factors that will likely support continued growth in pickleball participation,³ including:

- Its recognition as a legitimate sport, with both recreational and competitive categories
- Play, in terms of rules and physical intensity, is relatively easy
- An all-ages appeal

2 <https://www.usapa.org/wp-content/uploads/2019/02/2019-Pickleball-Fact-Sheet.pdf>

3 <https://www.selkirk.com/pickleballs-growth>

- National organizational commitment to growing participation
- It can be played year-round indoors and outdoors, with appropriate facilities
- Participants report that it is fun as well as physically beneficial

Respondents to the household surveys indicated interest in outdoor courts for both tennis and pickleball, most notably in the section where additional comments were provided, and two groups indicated need to access pickleball courts for future programming.

The experience of other municipalities indicates that pickleball courts are currently among the most requested new facilities in Ontario communities.

Data in Table 5-9 from a 2018 study on frequent players⁴ show the appeal of tennis to youth and young adults, as well as its potential to engage newcomers to Canada in community sport.

Table 5-9: Canadians Who Played Tennis at Least Once a Week During the Tennis Season in 2018

Canadians That Played Tennis At Least Once a Week During the Tennis Season (i.e. Frequent Players)					
2,936,000 Canadians			8% of Canadians		
Breakdown by Gender					
Male:	58%		Female	42%	
Breakdown By Age					
6 to 9	9 to 11	12 to 17	18 to 34	35v to 49	50+
Additional Facts					
67% of participants over 18, have children under 18 at home					
18% were born outside of Canada					

⁴ <https://www.tenniscanada.com/wp-content/uploads/2019/07/04.-Tennis-Participation-Data-and-Statistics-to-Assist-in-Facility-Planning.pdf>

Given the lack of courts in existing supply, resident interest in their provision and trends that indicate participation levels to warrant supply, it is recommended that the Municipality develop a four to six-court tennis/pickleball/basketball court facility for casual and organized activity. Diversifying opportunities to participate in recreation will also contribute to promoting healthy active living among residents (see policy discussion in Service Delivery). Five to six courts are required if the intent is to enable tournament play, which offers potential to optimize use and support the establishment/growth of community-based, organized activity.

Specific times for tennis and pickleball use should be allocated/scheduled on courts during prime and non-prime time, for both organized (as warranted) and casual activity. A court allocation policy may be required if/when demand for use begins to create competition for available time. Monitoring use of facilities by activity will confirm demand and provide indicators of need to adjust scheduling or develop policy to equitably accommodate both types of use.

Recommendations

- F31. Develop a four to six-court tennis/pickleball/basketball court facility for casual and organized activity, considering the higher number of courts to be able to accommodate tournament play.
- F32. Designate separate times for tennis and pickleball, organized and casual play, ensuring equitable access to both prime and non-prime hours on courts - if required, through an allocation policy.

5.5 Facility Planning

In preparing the Master Plan facility assessments, information was not always available, consistently documented and comparable across facilities and over time. A solid, comprehensive, ongoing information base is essential to confident decision-making regarding future facility provision.

The Municipality is beginning to implement recreation management software, which will be a key tool to informing facility planning. As the Municipality operationalizes this software, it can improve its planning function by integrating the following items into monitoring and tracking facility use:

- Including all municipal facilities in data collection, whether or not they are scheduled by the Municipality or by community groups that lease them, to ensure all use is represented in determinations of need to adjust supply levels to meet demand
- Defining prime and non-prime time by facility type and tracking use within these two categories, to distinguish between peak and non-peak use levels as indicators of opportunities to increase operating hours or revise allocation processes to accommodate peak demand before considering additions to supply
- Tracking unmet demand for access to facilities to provide a picture of how much more use would potentially materialize if new/expanded facilities were made available, which is

particularly important for establishing need for facilities that are not part of current supply

- Tracking use by individual components of larger facilities, if they are programmed/scheduled separately (e.g., community hall kitchens rented/ use for purposes such as culinary programs/business rentals in addition to including them in 'rental packages' for social events; hall/gyms use for social events and for active indoor sports).

When assessing demand for facilities as part of the Master Plan, use data for 2019 and 2021 could not be compared since the Bayfield Arena and Community Centre was no longer scheduled by the Municipality and so not tracked in its files. Similarly, information on use levels of the town halls, and other community group operated facilities was not available for evaluation. The need for new/expanded recreation facilities can only be verified if both current levels of use and measures/ indicators of unmet demand are known. This provides the basis for improved decision-making on capital and operations investment, particularly as choices must be made in allocating the Municipality's resources.

In consultation with community groups that operate and/or use publicly owned facilities, the Municipality will need to devise a system for collecting needed information for planning/budgeting purposes. Working with the organizations, the Municipality can operationalize a tracking/reporting system with its new recreation management software. Recognizing the limits of volunteer

capacity to manage this work, the objective should be to collect only relevant, comparable information on all facilities for planning and evaluations purposes in the easiest way possible. A sufficiently detailed, complete data base can be used to develop a true picture of community-wide use for each type of facility: ice pads, arena floors, large halls, town halls, ball diamonds, etc. Use data should be supplemented by information needed to prepare annual budgets.

Drop-in/casual use facilities such as outdoor tennis/pickleball courts should also be monitored and tracked to provide evidence of use to relate to the need for additions to supply. Random rotating visits (i.e., weekdays, weekends, evenings, mornings, etc.) to these facilities to record levels of activity during season(s) of use should be part of day-to-day operations. Since peak season for outdoor facilities is late spring through early fall, this work could be assigned to a summer student position.

Facility planning is one component of overall recreation services planning, other components of which are discussed in the program and service delivery sections of the Master Plan.

Recommendations

- F33. Use recreation management software to produce a comprehensive picture of community-wide facility use and costs of service provision, for planning and budgeting purposes.
- F34. Work with volunteer organizations to operationalize a tracking/reporting system with the Municipality's new recreation management software, while recognizing the limits on volunteer capacity to manage this work.

6.0 Parks and Open Spaces



This section provides an overview of the parks in Bluewater, including their type, hierarchy, location, purpose, size, amenities and distribution. It highlights key park issues that arose through community consultation and through observations during site visits, and discusses them with regard to background information, assessment and recommendations under the following headings:

- 6.1 Overview of Current Supply
- 6.2 Key Directions for Parks and Open Spaces
- 6.3 General Parks and Open Space Recommendations
- 6.4 Major Park Recommendations
- 6.5 Neighbourhood Park Recommendations
- 6.6 Parkette Recommendations
- 6.7 Parcels for Potential Future Use Recommendations

6.1 Overview of Current Supply

6.1.1 Municipal and Privately Owned Public Parks

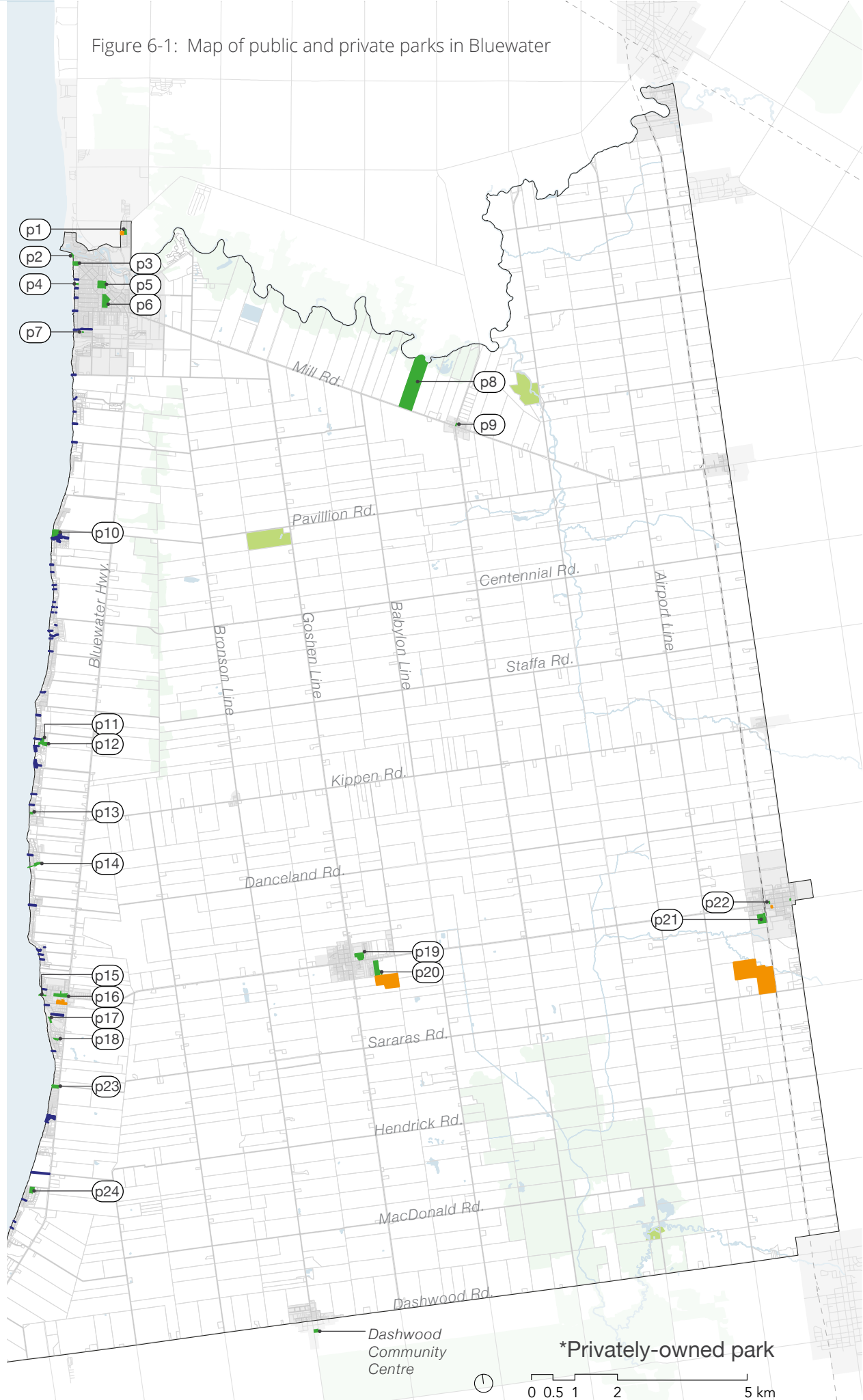
The Municipality of Bluewater has over 65 hectares (160 acres) of parkland. Some of these parks are owned and maintained by the Municipality, while others are privately owned and managed for public use. The 24 parks are spread out across the Municipality, with each settlement area containing at least two parks (Figure 6-1). Table 6-1 describes each park in the current supply.

Figure 6-1: Map of public and private parks in Bluewater

- Settlement Area
- Area of Natural and Scientific Interest
- Ausable Bayfield Conservation Authority
- Railroad
- Existing Park

Existing Park

- p1 Carriage Lane Park
- p2 Bayfield Pier Beach
- p3 Pioneer Park and Beach*
- p4 Howard Street Beach
- p5 Clan Gregor Square
- p6 Bayfield Arena and Agricultural Park*
- p7 Bayfield Meadows Park
- p8 Stanley Community Centre Park
- p9 Varna Cenotaph
- p10 Houston Heights Beach (Pavilion Road)
- p11 Westshore Drive West
- p12 Westshore Drive East
- p13 Michael Court Park
- p14 Sunset Cove Park
- p15 St. Joseph Beach*
- p16 St. Joseph Memorial Park
- p17 Moore Park
- p18 Bayview Park
- p19 Zurich Lions Park
- p20 Zurich Arena and Park
- p21 Hensall Community Centre Park (Kin Playground)
- p22 Dr Jennie Smilie Robertson Parkette
- p23 Bluewater Hay Municipal Park and Beach (Sararas Road)
- p24 Poplar Beach Park



*Privately-owned park

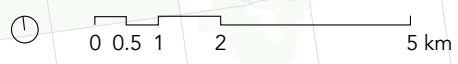


Table 6-1: Current Supply of Public and Private Parks and Beaches

Park Number	Park Name	Settlement Area	Existing Conditions/Features
p1	Carriage Lane Park	Bayfield	<ul style="list-style-type: none"> • Maintained park • Large open green space • Planted trees and bench near road
p2	Bayfield Pier Beach (mixed-ownership)	Bayfield	<ul style="list-style-type: none"> • Adjacent to Bayfield Public Marina which has public washrooms and a water bottle fill station • Large paved parking area • Adjacent to pier walkway • The beach runs from the pier southward, to the north end of the Bayfield Terrace road allowance. The majority is owned by the Pioneer Park Association, and smaller portions are owned by the Federal Government and Municipality of Bluewater.. • Sandy beach with armour stone rocks along parking lot
p3	Pioneer Park and Beach (privately-owned)	Bayfield	<ul style="list-style-type: none"> • Private park for public use • Connected to Bayfield Pier Beach • Owned, maintained and managed by the Pioneer Park Association • Open green space with trees, large beach area • Picnic benches, mulch walkways, lookout • Stairs to beach, new
p4	Howard (Main) Street Beach	Bayfield	<ul style="list-style-type: none"> • Maintained stairs • Large parking area • Garbage receptacles
p5	Clan Gregor Square	Bayfield	<ul style="list-style-type: none"> • Maintained park • Cenotaph, play equipment, splash pad (recirculating), washrooms, benches, picnic tables

Table 6-1: Current Supply of Public and Private Parks and Beaches (Continued)

Park Number	Park Name	Settlement Area	Existing Conditions/Features
p6	Bayfield Arena and Agricultural Park (leased by Municipality)	Bayfield	<ul style="list-style-type: none"> • Municipality leases land throughout the year • Bayfield Agricultural Society uses lands for annual fair • Basketball court, soccer field, Ag complex building • Cement pad for basketball, pickleball, and skateboarding • Baseball diamond • Washrooms
p7	Bayfield Meadows Park	Bayfield	<ul style="list-style-type: none"> • Trellis, benches • Gardens (planted and maintained by neighbourhood) • Grass cut by Municipality
p8	Stanley Community Centre Park	Varna	<ul style="list-style-type: none"> • Community centre • Trails • Baseball diamonds, play equipment, pavilion
p9	Varna Cenotaph	Varna	<ul style="list-style-type: none"> • Maintained park • Cenotaph
p10	Houston Heights Beach (Pavilion Road)	Lakeshore	<ul style="list-style-type: none"> • Maintained park with beach access • Pavilion, play equipment (swings), trails, garbages
p11	Westshore Drive West	Lakeshore	<ul style="list-style-type: none"> • Large area of open green space • Ravine
p12	Westshore Drive East	Lakeshore	<ul style="list-style-type: none"> • Large area of open green space • Ravine
p13	Michael Court Park	Lakeshore	<ul style="list-style-type: none"> • Beach access, stairs • Private, use at own risk sign • Large open green space • Parking along road
p14	Sunset Cove Park	Lakeshore	<ul style="list-style-type: none"> • Large open green space • Baseball backstop • Small swale with wood footbridge
p15	St. Joseph Beach	St. Joseph	<ul style="list-style-type: none"> • Municipality owns the road allowance

Table 6-1: Current Supply of Public and Private Parks and Beaches (Continued)

Park Number	Park Name	Settlement Area	Existing Conditions/Features
p16	St. Joseph Memorial Park	St. Joseph	<ul style="list-style-type: none"> • Maintained park • Paths in ravine • Walkway with interpretive signage depicting history of the area • Gardens, memorial • Maintained and managed by the St. Joseph and Area Historical society (no formal agreement)
p17	Moore Park	St. Joseph	<ul style="list-style-type: none"> • Lands are leased • Tennis court, basketball nets
p18	Bayview Park	Lakeshore	<ul style="list-style-type: none"> • Private play equipment for public use (play at own risk sign) • Maintained by Neighbourhood Association (no formal agreement)
p19	Zurich Lions Park (shared ownership)	Zurich	<ul style="list-style-type: none"> • No formal agreement between Municipality, Zurich Agricultural Society (ZAS), and Ausable Bayfield Conservation Authority (ABCA) • Baseball diamond spans both Municipal and ZAS lands • Adjacent to privately owned indoor skatepark
p20	Zurich Arena and Park	Zurich	<ul style="list-style-type: none"> • Arena building with large parking lot • Zurich Agricultural Society (ZAS) uses some lands for Agricultural Fair • Parcel intersected by East Street
p21	Hensall Community Centre Park (Kin Playground)	Hensall	<ul style="list-style-type: none"> • Community centre, pavilion (with kitchenette), washrooms, play equipment, splash pad (recirculating), ice rink , baseball, trails, volleyball court
p22	Dr Jennie Smilie Robertson Parkette	Hensall	<ul style="list-style-type: none"> • Open green space with trees • Small walkway and central seating area with picnic tables • Planters, benches, memorial rock
p23	Bluewater Hay Municipal Park and Beach	Lakeshore	<ul style="list-style-type: none"> • Beach access, stairs and gravel path • Large green space
p24	Poplar Beach Park	Lakeshore	<ul style="list-style-type: none"> • Maintained park • Green space with many planted trees

6.1.2 Other Recreation Opportunities

In addition to Bluewater's public and private parkland, there are conservation lands, trails, and other parks located outside the Municipality. Trails will be discussed later in Section 8.0.

The Ausable Bayfield Conservation Authority (ABCA) operates in Southwestern Ontario bordering the southeast shores of Lake Huron. The group owns and operates several properties and trail networks. Some properties do not currently have a formal trail system, though they are still accessible to the public and can provide recreational benefits (such as walking, hiking, and snowshoeing). These ABCA properties are shown in figure 6-1. It should be noted that in some ABCA properties hunting is permitted during certain times of the year. Accurate and clear communication about public access and the timing of hunting season is essential to maintain public safety.

The Dashwood Community Centre and Park, located just south of the Bluewater border, provides additional recreation possibilities. The park has a pavilion, play equipment, open green space, and a ball diamond down the road.

6.2 Key Directions for Parks and Open Spaces

The assessment of needs and recommendations for parks and open spaces in Bluewater is based on a collective vision for sufficient supply given the current context, and upgraded, well maintained outdoor spaces that are accessible, safe, comfortable, and enjoyable. The overarching goal is to increase the accessibility and quality of existing and new parks and amenities for Bluewater residents and visitors of all ages and abilities, across the Municipality. Key directions for Bluewater parks and open spaces are discussed here.

Improve Safety, Accessibility, and Access

Parks should be upgraded to current standards and maintained going forward. This includes addressing accessibility and health and safety requirements in all parks. It is important to ensure every neighbourhood has access to quality parks within a reasonable distance as well as information (signage and wayfinding) about parks that is clearly visible.

Nurture Relationships

Bluewater is fortunate to have a wide range of unique relationships with private organizations that make their privately owned parks available for public use. These relationships should be celebrated, recognized and together continued to be nurtured through clear communication for better understanding. And in some

circumstances, jointly develop and follow formal agreements to respect and solidify these important relationships.

Understand Existing Parkland

Understanding the current supply of parks and open spaces is a benefit for managing and developing parkland in Bluewater. Organizing and categorizing the parkland supply is essential for growth.

6.3 General Parks and Open Space Recommendations

The following text provides the assessment and recommendations that apply to all parks in Bluewater. This includes municipal parks and would ideally be applied to privately owned parks as well, although that is not in the control of the Municipality. The assessment is organized into seven topics:

1. Parks Classification
2. Parks Supply and Distribution
3. Health, Safety, and Accessibility
4. Signage and Wayfinding
5. Public Art
6. "Environment First" Park Policy
7. Playgrounds

6.3.1 Parks Classification

Park classification systems are defined by the elements of a park, such as use, service area, size, and provision target. This information helps to understand and plan the spatial distribution of parks and future parkland requirements, as well as guide future park acquisitions and development of the overall parks system.

Bluewater does not currently have a parks classification system. This parks assessment recommends adopting a park classification system with the following four typologies:

1. Major Park
2. Neighbourhood Park
3. Parkette
4. Parcel for Potential Future Use

The table 6-2 lists the park classification typologies along with their description, current provision, design and use considerations, and parks assigned to that typology. The park typologies have nothing to do with ownership, rather they give an indication of the size and services the park has.

The current provision is determined using 2021 population data (7,540 people). It should be noted that some parks assigned to a typology may not presently meet its criteria. For example some parks may be missing amenities that are necessary to their assigned typology. However, once the park recommendations from this Plan are completed, all parks should meet the criteria of their typology.

Additionally, this proposed parks classification system is separate from the land-use designation discussed in the Bluewater Official Plan. There will be overlap between types of land uses across all park typologies. In this Plan, park typologies are defined primarily by size and the presence of parking and washroom facilities - rather than land use.

Recommendations

- PK1. Adopt recommended parks classification system
- PK2. Assign existing parks to the classification system

Table 6-2: Proposed Parks Classification System

Park Name	Description	Current Provision	Examples of Design, Facility and Amenity Considerations	Parks in this Typology
Major Park	<p>Mixture of active and passive</p> <p>Should be located near residential areas</p> <p>Generally 1.2 hectares in size or greater</p> <p>Usually a mix of manicured, natural, and hardscape surfacing</p> <p>Generally advertised on the Municipal website</p>	7.70 hectares per 1,000 people	<p>Should include parking, washrooms, signage, waste receptacles, park sign, water fountain or bottle fill station</p> <p>Can include sports fields or ball diamonds fit for league play, ice rinks, skating loops, skate parks, tennis and pickleball courts, basketball courts, changeroom facilities, play equipment, public art, habitat enhancement features, interpretive signage, monuments</p>	<ul style="list-style-type: none"> • Bayfield Pier Beach (mixed-ownership) • Pioneer Park and Beach (privately-owned) • Clan Gregor Square • Bayfield Arena and Agricultural Park (not municipally owned) • Stanley Community Centre Park • Houston Heights Beach (Pavilion Road) • Zurich Lions Park • Zurich Arena and Park • Hensall Community Centre Park (Kin Playground)
Neighbourhood Park	<p>Mixture of active and passive</p> <p>Should be located in residential areas</p> <p>Size varies, usually smaller than a major park</p> <p>Usually open lawn space with natural or naturalized vegetation (or a mix of both), and some hardscape</p>	0.99 hectares per 1,000 people	<p>Should include play equipment, shade, and seating, waste receptacles, park sign</p> <p>Can include splash pads, exercise equipment, gardens, trails, passive space, lighting, washrooms, parking, water fountain or bottle fill station, habitat enhancement features, interpretive signage</p>	<ul style="list-style-type: none"> • Carriage Lane Park • Westshore Drive West • Westshore Drive East • Michael Court Park • Sunset Cove Park • St. Joseph Memorial Park • Moore Park • Bayview Park • Poplar Beach Park • Howard (Main) Street Beach • Bluewater Hay Municipal Park and Beach (Sararas Rd.)

Table 6-2 Proposed Parks Classification System (Continued)

Park Name	Description	Current Provision	Examples of Design, Facility and Amenity Considerations	Parks in this Typology
Parkette	<p>Always passive</p> <p>Usually located at community gateways and major crossroads, or in small remnant urban parcels</p> <p>Size varies, usually smaller than a neighbourhood park</p> <p>Usually open lawn with gardens</p>	0.04 hectares per 1,000 people	Can include gardens, monuments, entry signs, paths, public art, interpretive signage, monuments	<ul style="list-style-type: none"> • Bayfield Meadows Park • Varna Cenotaph • Dr Jennie Smilie Robertson Parkette
Parcels for Potential Future Use	Undeveloped parcels that could become parks and/or trails in the future	Varies	Varies	<ul style="list-style-type: none"> • See section 6.7

6.3.2 Parks Supply and Distribution

Park supply and distribution must be considered in Bluewater’s specific context. Growth is slower and less dense, and many residents already have access to more private recreational space (e.g., large lots, waterfront properties). Therefore, the need for public greenspace is not as pressing from the perspective of access. However, public green spaces and parks can offer residents more than the benefits associated with private outdoor spaces, such as community-building by providing a place for people of all ages to come together, recreate, and socialize.

Bluewater should continue to invest in improvements to existing parks to make them accessible and appealing to all residents. The Municipality should ensure new residential developments incorporate adequate parkland and, when possible, ensure new parks are connected by pedestrian trails or pathways to existing parks, trails and amenities, and that consolidating subdivision parkland to create larger parks is considered.

The Bayfield Secondary Plan includes direction on this that should be also applied to Bluewater as a whole:

- the Municipality should give preference to physical parkland rather than cash-in-lieu for plans of subdivision

- for lakeside developments, the parkland dedication must provide a view to the lake
- where plans of subdivision abut lands designated residential and zoned for future development, the dedicated parcels must abut each other such that a larger park is formed.

These actions will ensure that adequate, high quality parkland is acquired, and that access/views to the Lake are protected.

The goal of analysing park distribution is to determine where Bluewater should focus on adding parks in the future. The settlement areas of Bluewater appear to be well served by parks (table 6-3). Parcels for potential future use are also noted in the table.

Table 6-3: Parks by Settlement Area

Settlement Area	Served By	What is Needed
Hensall	Major Park <ul style="list-style-type: none"> • Hensall Community Centre Park (Kin Playground) Parkette <ul style="list-style-type: none"> • Dr Jennie Smilie Robertson Parkette Parcels for Potential Future Use <ul style="list-style-type: none"> • Richmond Street 	Park development is not recommended for Hensall at this time
Zurich	Major Park <ul style="list-style-type: none"> • Zurich Arena and Park • Zurich Lions Park Parcels for Potential Future Use <ul style="list-style-type: none"> • East Street South 	Park development is not recommended for Zurich at this time
Bayfield	Major Park <ul style="list-style-type: none"> • Bayfield Arena and Agricultural Park • Clan Gregor Square • Pioneer Park (Private) • Bayfield Pier Beach (mixed-ownership) Neighbourhood Park <ul style="list-style-type: none"> • Carriage Lane Park • Howard (Main) Street Beach Parkette <ul style="list-style-type: none"> • Bayfield Meadows Park 	The Bayfield Secondary Plan recommends everyone should have access to a park within 800 metres from their home. At this time Bayfield is meeting this goal and therefore park development is not recommended for Bayfield at this time.

Table 6-3 Parks by Settlement Area (Continued)

Settlement Area	Served By	What is Needed
St. Joseph	Major Park <ul style="list-style-type: none"> • St. Joseph Beach Neighbourhood Park <ul style="list-style-type: none"> • Moore Park • St. Joseph Memorial Park Open space <ul style="list-style-type: none"> • Cantin Court Park • Gendron Street East 	Park development is not recommended for St. Joseph at this time
Varna	Major Park <ul style="list-style-type: none"> • Stanley Community Centre Park Parkette <ul style="list-style-type: none"> • Varna Cenotaph 	Park development is not recommended for Varna at this time

Recommendations

PK3. Ensure new residential developments incorporate adequate parkland and explore consolidating subdivision parkland to create larger parks

PK4. The Municipality should give preference to physical parkland rather than cash-in-lieu for plans of subdivision

PK5. For lakeside developments, the parkland dedication must provide a view to the lake

PK6. Based on the level of need, the Municipality should consider developing the specified open space parcels as opportunity and need arises

PK7. Strive to connect new parks with existing parks and trails via new trails and pedestrian routes

6.3.3 Health, Safety and Accessibility

Parks need to be upgraded over time to address accessibility. At a minimum, infrastructure needs to meet the Accessibility for Ontarians with Disabilities Act (AODA) standard requirements regarding seating (benches and picnic tables), playground equipment, playground safety surface, and pavement surface/path of travel (including tactile warning strips, hand rails, and ramps). Safe and accessible paths of travel should be provided through out parks with connections to amenities.

Many parks in Bluewater do not have an accessible route between amenities (e.g., to seating and playgrounds). Many benches are not accessible, and should be located on an accessible surface with space for a wheelchair to rest beside the bench and with space behind the bench to allow a caregiver to assist with transitioning from a wheelchair to the bench. Similarly, picnic tables and other types of fixed seating should allow for a wheelchair to sit at the table. Bleacher seating should also incorporate space for a wheelchair to view the field or court.

The Municipality should undertake a detailed accessibility audit, develop accessibility standards, and incorporate changes as part of routine upgrades and repairs and as parks reach the end of their life cycle. Accessibility standards include:

- Establishing a parks standard for AODA compliant benches, picnic tables, and fixed tables and chairs including an AODA compliant installation detail
- Establishing an AODA compliant playground standard to be implemented in conjunction with playground upgrades:
 - Poured in place rubber or rubber tile safety/fall surface
 - Cast in place flush concrete curb around perimeter of playground to retain safety surface and allow for barrier free access
 - Playground design must meet minimum accessibility requirements as per CAN/CSA Z614-07 Annex H: Children’s Playspaces and equipment that are accessible to persons with disabilities

As a matter of community health and safety, adequate shade needs to be provided in each park, either through the tree canopy or a built structure. This is particularly important in playgrounds where caregivers with young children often spend considerable time exposed to the sun. Given the importance of providing shade in parks, shade structures and/or additional tree planting should be incorporated into all parks. Larger shade structures that can be rented for groups/ special events can encourage use of parks and help offset costs of providing shade structures.

Recommendations

- PK8. Complete an accessibility audit
- PK9. Develop AODA compliant park features
- PK10. Develop AODA compliant playground standards
- PK11. Aim to ensure shade is provided at all parks, especially near playgrounds

6.3.4 Signage and Wayfinding Strategy

As a general rule, signage should be provided at major parks and along major routes, as well as at water access points and facility entrances, and throughout the sites as needed. Aside from increasing awareness and user experience, signs contribute to building the community's sense of place when consistent, unique signage is used throughout the Municipality. Bluewater should develop a consistent sign design for parks, trails, water access points, and facilities that reflects its brand. Signs should be Accessibility for Ontarians with Disabilities Act (AODA) compliant.

A signage and wayfinding strategy should be developed, which outlines a hierarchy of signs, content, where signs should be located, graphic standards (fonts, colours, icons, etc.), materials and installation details. Where the signs will interface with other jurisdictions, the strategy should be developed in consultation with stakeholders, landowners and public authorities to ensure a coordinated approach. Once the strategy is in place, signs would be fabricated and installed in a phased approach and as part of separate projects and initiatives, many of which are described in this Plan. These could include, but are not limited to, park and water access point improvements, and other municipal infrastructure improvement projects.

Recommendations

- PK12. Prepare a strategy to direct location, hierarchy and graphic design for signage to be used throughout the Municipality. The strategy should include fabrication specifications and installation details that can be adopted in future projects
- PK13. Coordinate the strategy with the Public Art Strategy (Section 6.3.5)
- PK14. Implement signs over time in conjunction with other park projects and as new opportunities emerge
- PK15. Indicate connections beyond the surrounding settlement area
- PK16. Improve signage along roadways and major pedestrian routes to facilitate wayfinding, increase tourism interest, and foster a sense of place
- PK17. Provide park and beach access information on signage at main entrance(s) (park amenities and their locations, washroom availability, etc.)

6.3.5 Public Art Strategy

Public art can animate parks and open spaces by creating points of interest, celebrating community and local artists, enhancing infrastructure, and encouraging tourism. Bluewater has an active and vibrant arts community that would likely be very supportive of this initiative, and would have valuable insights and ideas to contribute. A policy should be prepared, in consultation with local artists and art groups (e.g., Bayfield Centre for the Arts, local art galleries), that outlines an approach to incorporating art throughout Bluewater, especially at its parks. The Service Delivery Section (9.0) provides this recommendation.

Opportunities for stand alone pieces and artistic elements integrated into infrastructure should be included in the policy. This includes but is not limited to:

- Sculptures
- Murals
- Temporary installations
- Community art projects
- Monuments
- Street furniture
- Artistic features incorporated into engineering or architectural features (e.g. railings, lighting, paving patterns, shade structures)

The policy should inform the process for procuring public art, placement, budget and implementation strategy. The execution of the art should be done in conjunction with the larger project. A

predetermined percentage of the overall project budget could be established to help determine the amount of funding to allocate to public art. While almost any project has the potential to incorporate art, some projects from this Plan that offer opportunities to incorporate public art as stand alone pieces or as design motifs include but are not limited to:

- Signage, wayfinding and interpretation
- Site furnishings
- Infrastructure (paths, steps, retaining walls)

Recommendations

PK18. Nurture relationships with local artists, art groups and galleries - and develop new ones

6.3.6 “Environment-first” Park Policy

In recent years natural spaces have become much more attractive to people seeking recreation and physical activity, a trend that was hastened with the restrictions on indoor activity during the COVID-19 pandemic. In some communities this has led to a large influx of visitors looking for more rural/natural settings, creating concern over the ability of some spaces to support a significant increase in use. While this trend may abate somewhat post-COVID as previous routines are resumed, it is likely that some of these ‘undiscovered’ places will continue to attract user levels beyond historic levels. Establishing appropriate boundaries around human encroachment on natural ecosystems is essential to avoid causing irreparable harm to the environment we want to experience for our enhanced well-being. Bluewater is a place that many people visit for its natural beauty, and as such it would be prudent to develop a policy that outlines the Municipality's approach to balancing recreation, tourism and environmental health in their public parks. For example, the policy can identify priorities for supporting time spent outdoors and in nature, ecologically sensitive areas, protection measures such as visitor limits, restricted periods of access, appropriate and acceptable interventions, park management practices to avoid, etc. There are a variety of sources the Municipality's can consult in developing this policy, for example:

- A Framework for Recreation in Canada: Pathways to Wellbeing (2015)³⁵ supports environmental health in parks and recreation services. The Framework includes five goals and priorities, one of which, “connect people and nature”, recognizes the need for initiatives that address the health of the natural environment itself.
- EcoHealth Ontario is a research and public policy collaborative made up of professionals in the fields of public health, medicine, education, planning, parks, recreation and conservation, which focuses on the connected and interdependent issues of mental and environmental health. Its vision is: “that everyone benefits from the provision of well- distributed, high quality greenspace, is aware of its contributions to health and well-being, and has access to its benefits.”³⁶ EcoHealth reports (e.g., A Conceptual Framework to Understand the Business Case for EcoHealth in Ontario; Conserving Biodiversity: A Public Health Imperative, and Leveraging the Benefits of Green Space) and tools (e.g., Communicating EcoHealth), can help municipalities achieve their own ecohealth related goals.

This policy should be developed with community involvement - perhaps by a committee assembled for this purpose that has representatives from the community, staff and Council, as well as representatives from Ausable Bayfield Conservation Authority and Huron County.

Recommendations

PK19. Develop an Environment-first Park Policy.

³⁵ <https://www.prontario.org/policy/framework>

³⁶ <https://www.ecohealthontario.ca/about>

6.3.7 Playgrounds

Bluewater has six playgrounds spread throughout the Municipality at the following parks:

- Clan Gregor Square
- Stanley Community Centre Park
- Houston Heights Beach (Pavilion Road)
- Zurich Lions Park
- Hensall Community Centre Park (Kin Playground)
- Bayview Park

With this supply of playgrounds, there is at least one in every settlement area. In the future, and as need and opportunity arises, additional playgrounds could be added. When this happens, it is recommended they be located within the following settlement areas:

- Bayfield (see Bayfield Arena and Agricultural Park in Section 6.4)
- Zurich (see Zurich Arena and Park in Section 6.4)
- St. Joseph (see St. Joseph Memorial Park in Section 6.5 and parcels for potential future use in Section 6.7)

6.3.8 Parks Maintenance Service Level Standards

Service level standards for maintenance of parks were presented to Council in April 2017. Staff report stated:

" The park maintenance standard service levels were created on the basis of historical maintenance levels and relate a true depiction of the minimum maintenance levels that are actually being practiced in the Municipality of Bluewater's parks. It is unrealistic and a risk to the Municipality to overstate maintenance service levels only to find that the standards are not actually being followed or achieved. Staff were cognizant of this when creating a [baseline] for service level standards and are confident that the maintenance service levels can realistically be achieved."

It has been five years since that report, and with current staffing levels, it is a challenge to meet these minimum standards. When considering the additional work required to implement the recommendations of this Plan, the challenge may be increased. For these reasons, along with updates in health, safety and accessibility standards, the 2017 Parks Maintenance Service Level Standards should be reviewed and updated. The new standards should incorporate directions from this Plan where appropriate (e.g., relating to health, safety, and accessibility; and reflecting the outcomes of the Environment-first Park Policy, etc.). If the new standards cannot be met by staff, the Municipality will need to consider additional park staff.

Recommendations

PK20. Review and update the 2017 Parks Maintenance Service Level Standards

6.4 Major Park Recommendations

This section discusses the twelve major parks and their recommendations in detail. According to the new park classification system, major parks include:

- Bayfield Pier Beach (mixed-ownership) (PK2)
- Pioneer Park and Beach (privately owned) (PK3)
- Howard Street Beach (Main Beach) (PK4)
- Clan Gregor Square (PK5)
- Bayfield Arena and Agricultural Park (PK6)
- Stanley Community Centre Park (PK8)
- Houston Heights Beach (Pavilion Road) (PK10)
- St. Joseph Beach (privately owned) (PK15)
- Zurich Lions Park (PK19)
- Zurich Arena and Park (PK20)
- Hensall Community Centre Park (Kin Playground) (PK21)
- Bluewater Hay Municipal Park and Beach (Sararas Rd.) (PK24)

6.4.1 Bayfield Pier Beach

Bayfield Pier Beach is located at the end of Long Hill Road. The beach runs from the pier southward, to the north end of the Bayfield Terrace road allowance. The majority is owned by the Pioneer Park Association (PPA), and smaller portions are owned by the Federal government and Municipality of Bluewater. The Municipality of Bluewater owns three small strips of land that align with three road allowances. The Federal Government owns a small strip of land that is adjacent to the pier on the south side of the pier. As there is no signage on the beach, it is difficult to understand beach ownership. Signage should be erected so the community is aware of the location of the delineation. The Marina provides public washroom facilities just east of the Bayfield Pier beach, as well as a water bottle fill station. There is a large parking lot where the lines were recently repainted, and there are accessible parking spots.

Recommendations

PK21. Install signage indicating the property line between the portion of beach owned by the PPA and the portion owned by the Municipality.



Figure 6-2: Bayfield Pier Beach

6.4.2 Pioneer Park and Beach and Colina Street Adjacency

Pioneer Park is owned and operated by the Pioneer Park Association (PPA), not the Municipality, though it remains an important park in Bluewater. It should be noted that public use of privately owned recreational land is at the discretion of the landowner and that the Municipality recognizes this public use as a privilege and not a right. All along the coast of Bluewater there are erosion concerns, and this is the same at Pioneer Park and the parcels adjacent to it. PPA addresses erosion on their own land, and the Municipality must do the same on adjacent Municipally owned road allowances on either side of the park to strengthen the slopes. The slope will erode with no consideration of property lines, so the Municipality and the Pioneer Park Association must work together on remedial actions. New stairs to the beach have been recently constructed and opened. A master plan for the park was first presented in August 2006 and has since been revised several times, most recently in 2019.

Recommendations

- PK22. Address erosion issues adjacent to Pioneer Park and develop a plan for regular maintenance and repairs
- PK23. Work with Pioneer Park annually to discuss shared concerns and shoreline maintenance plans

6.4.3 Howard Street Beach (Main Beach)

Howard Street Beach (Main Beach) has parking, garbage receptacles, and stairs leading down to the water. Additional signage for parking and trail to the beach would benefit the park. There are erosion concerns on the embankment. It would be ideal to have washrooms at this location, however that may not be possible during the term of this Plan, given the urgency of other expenditures. In the interim, porta potties could be provided until the time more permanent washroom facilities are constructed.

Recommendations

- PK24. Provide signage indicating parking, trailhead to beach, and beach etiquette
- PK25. Ensure vegetation along the path to the beach is pruned regularly for public safety and comfort on the walkway and stairs
- PK26. Address erosion and develop a maintenance regime



Figure 6-3: Howard Street Beach Parking Lot

6.4.4 Clan Gregor Square

As discussed in the Programs section, Clan Gregor Square is a key park in the Municipality for gathering, unstructured play, and events. It is centrally located in Bayfield, on the Main Street, and as such has high visibility to tourists and residents alike. Recommendations for this park focus on improving the accessibility and quality of amenities, and making the park more conducive to community events.

While the playground does provide opportunities for those with disabilities, the play surfacing is not accessible due to a raised curb. As playground improvements are required, there is opportunity to improve the playground based on accessibility standards. This could include replacing the mulch surfacing with rubber surfacing and raising the level of the safety surface to meet the curb. Accessibility could be improved throughout the park by providing accessible park furnishings and additional connections to amenities. The Lions Club provides a rentable stage for events so a new permanent performance stage is not recommended.

As the existing lighting reaches the end of its lifespan, the Municipality should consider installing LED light standards and/or bollards. Similarly, as the splash pad reaches the end of its lifespan, the Municipality should consider replacing it with a flow-through system.

The park is already very well used, and with the additions suggested here, is likely to have even more visitation. For this reason, and to support community events that may have larger amounts

at people in the park at one time, the washroom facilities need to be expanded. The current washroom has only one stall, which is insufficient for the use of the park. The addition should have at least two more stalls added. For larger events, washrooms can be supplemented with temporary portable washrooms.

Recommendations

- PK27. Update playground
- PK28. Provide accessible park furnishings
- PK29. Connect park amenities
- PK30. Upgrade lighting
- PK31. Update splash pad
- PK32. Expand the washroom facilities



Figure 6-4: Clan Gregor Square

6.4.5 Bayfield Arena and Agricultural Park

These lands are owned by the Bayfield Agricultural Society, where they host the annual Bayfield Agricultural Fair. For the rest of the year, the park is open to the public. As a valuable and well located park, we have provided recommendations based on our assessment, however, action on any of these would be to the discretion of the Bayfield Agricultural Society.

The park has the potential to be a community hub that is accessible and safe. The park has a large area of open green space, which would benefit from additional shade trees. There is an opportunity to provide accessible site furnishings with a concrete pad to allow space for a wheelchair to pull-in beside a bench or picnic table. These should be provided next to accessible paths which connect the park's amenities together.

As paths are developed in the park, signage should be provided with directions and information about park features. Wayfinding signage should be provided about other Bayfield landmarks, as well as informational and interpretive signage. Pedestrian entrances could be enhanced with signage, walkways, planting, etc. All entrances should be upgraded to meet Accessibility for Ontarians with Disabilities Act (AODA) standards.

As mentioned in the Facilities Section, if the Bayfield Arena (Bayfield Complex) is selected for redevelopment, there is potential to reconfigure the building

footprint (in partnership with the Bayfield Agricultural Society) to redesign the site. This could include updates to the park, such as an improved sports field and better integration between the arena and park. A playground would benefit the park, especially with the potential redevelopment of the arena building and sports field.

Recommendations

- PK33. Connect park amenities with accessible paths
- PK34. Provide accessible park furnishings along paths
- PK35. Provide shade through tree planting
- PK36. Provide signage
- PK37. Enhance pedestrian entrances
- PK38. Update sports field
- PK39. Add a playground



Figure 6-5: Bayfield Arena and Agricultural Park

6.4.6 Stanley Community Centre Park

The Stanley Community Centre Park is also known as the Stanley Complex. It houses a community centre, trails, ball diamonds, play equipment and pavilion.

As discussed in the Facilities Section, the ball diamonds are to be decommissioned at this location. The leftover fencing from the ball diamond provides the perfect base to create a dog park. Dog parks were highly requested in community consultations, with 49% of online survey respondents requesting them, and almost 100 'other' responses mentioning them (note: only 2% of telephone survey respondents were interested in dog parks). Most comments did not indicate a specific preferred location for a dog park, and those that did were quite evenly spread between Zurich and Bayfield, with a couple mentioning Hensall as well. Bayfield could be a good location given population density, however, there is no parcel quite as suitable as this parcel in Varna.

A dog park in Varna could service the whole Municipality at a lesser cost than providing several smaller dog parks in each settlement area. This location also has several characteristics that make it ideal for a dog park: not too close to houses, ample parking, access to trails if dog-walkers wish to walk there as well, and fencing already in place that can be reconstructed for this purpose with great cost savings. Important design considerations must be considered:



Figure 6-6: Stanley Community Centre Park

- Provide at least a 10 metre buffer between the dog park and the neighbouring property to the east. The buffer should contain dense, evergreen vegetation to block sight, sound, smell and be present all year round
- Update fencing to enclose the dog park entirely. Consider providing additional fencing for a small dog area
- Provide appropriate surfacing, shade, signage, trash receptacles, and gates

The dog park can be initiated as a pilot, just using existing fencing, and basic features. After testing the success of the park for a year, further investments could be made (e.g., expanding, seating, shade, agility equipment, etc.). Bluewater should revisit the need for a second dog park half way through the term of this Plan.

In general the park is in good condition, however improvements to accessibility should be provided over time, as elements require updating or reach the end of their lifespan. This includes the playground and pavilion. The playground could be updated by replacing the mulch

surfacing with rubber surfacing, lowering the curb to be flush with the ground, and ensuring accessible equipment is provided. The pavilion has shade curtains which are not in good condition - they should be replaced or removed. Additionally, paths and accessible furnishings could better connect the site.

There is also potential for this park to become a hub for tennis and pickleball with a four or six court multi-court facility. A facility fit will be required to determine if there is enough space for this facility and a dog park. Like dog parks, a common complaint about pickleball courts is the noise. Some people find the sound of the ball and paddles to be excessive, so for this reason Stanley is also ideal as population density around the site is very sparse. Another potential location for the tennis/pickleball facility is in Carriage Lane Park, however, this park has more residences around it, and a greater chance for noise complaints.

Recommendations

- PK40. Decommission ball diamonds
- PK41. Retrofit decommissioned baseball diamond into dog park, leaving a large buffer area between the dog park and neighbouring property (at least 10 metres). Begin with a basic enclosure and run a dog park pilot for one year before assessing success and proceeding with further investments
- PK42. Update playground
- PK43. Update pavilion
- PK44. Connect park amenities
- PK45. Provide accessible park furnishings
- PK46. Potential location for tennis/pickleball facility

6.4.7 Houston Heights Beach (Pavilion Road)

Houston Heights Beach provides parking, various seating areas with views of the water, a swing set, and a large pavilion with washrooms and changerooms available for rental.

There is opportunity to provide paths to ensure all park amenities are connected and accessible. Accessible seating and picnic areas should be provided along paths as they are developed. Similarly, as improvements to the swings become due, there is potential to replace the gravel surfacing with rubber surfacing and to provide accessible swings. Signage could be provided indicating parking and trailhead to beach (based on signage and wayfinding strategy).

The park had stairs near the parking lot which were removed due to poor condition, so access to the beach is through a pathway, to a shorter set of stairs (pictured).



Figure 6-7: Houston Heights Beach Access



Figure 6-8: Houston Heights Beach Playground

Recommendations

- PK47. Connect park amenities
- PK48. Update play equipment
- PK49. Provide accessible park furnishings
- PK50. Add signage

6.4.8 St. Joseph Beach

There is angle parking along the Campbell Avenue road allowance. Signage along the parking and beach area could be improved, and the parking spaces could be better delineated. There appears to be an unopened right-of-way (ROW) between Campbell Avenue and Park Avenue. This provides a great opportunity to connect St. Joseph Memorial Park to St. Joseph Beach (privately-owned), with a trail in this ROW.

Recommendations

- PK51. Explore opportunity for a trail connecting St. Joseph Memorial Park to St. Joseph Beach, via the unopened ROW
- PK52. Add signage for beach area
- PK53. Improve parking delineation



Figure 6-9: St. Joseph Beach

6.4.9 Zurich Lions Park

Zurich Lions Park is a large park with regional draw. The lands are made up of three parcels owned by the Municipality, Zurich Agricultural Society (ZAS), and Ausable Bayfield Conservation Authority (ABCA). The ball diamond crosses both Municipal lands and ZAS lands. There is currently no formal lease agreement.

The playground is located near Main Street, a busy thoroughfare in Zurich. Buffer planting and/or fencing would provide safety from Main Street. Additional improvements to the playground include replacing the gravel surfacing with rubber surfacing, lowering the curb to be flush with the ground, and providing accessible play equipment. Accessibility could also be improved in the park with the provision of paths, accessible park furnishings, and an improved parking lot. The parking lot should be refinished, with lined parking stalls, and closed off from the playground to improve safety.

Opportunities for development on site include the potential for an outdoor skate park in the northwest corner of the site. Ideally the Municipality would collaborate with the organization running the indoor skatepark to see if they have interest in expanding, as it would provide a valuable additional activity for children and youth. Moreover, in the southeast corner of the site, there is potential for a picnic area. Any development in this corner would benefit from a walkway to connect it to the rest of the site.

Recommendations

- PK54. Formalize lease agreement
- PK55. Update playground
- PK56. Improve safety along Main Street
- PK57. Connect park amenities
- PK58. Provide accessible park furnishings
- PK59. Opportunity to develop southeast corner of site (parking, picnic area, etc.)
- PK60. Opportunity for outdoor skatepark
- PK61. Update parking lot



Figure 6-10: Zurich Lions Park

6.4.10 Zurich Arena and Park

Zurich Arena and Park is one of two major parks in Zurich, the other being Zurich Lions Park. It would be a benefit to the community to connect the two parks via a pedestrian route. Wayfinding signage should be provided along the way. The Municipality should consider adding a crosswalk along Main Street to facilitate this connection and provide safety.

The park is located on a large parcel, intersected by East Street. The north side of the parcel holds the arena and parking lot. The south side is used for the Agricultural Fair once a year but is otherwise unused. There is space for an additional amenity in the south side of the parcel in the future, though it should not interfere with the Fair. The Facilities Section indicated an additional sports field will be needed in Bluewater in the future. There is space for one sports field and small playground to be located in these lands south of East Street.

Recommendations

PK62. Connect to Zurich Lions Park

PK63. Add sports field to this location

PK64. Add playground next to sports field



Figure 6-11: Zurich Arena and Park

6.4.11 Hensall Community Centre Park (Kin Playground)

Hensall Community Centre Park (Kin Playground) provides recreation opportunities for the Hensall area, and hosts summer camp and other community events. As discussed in the Facilities Section, it is recommended that Hensall Community Centre Park become the focus of ball activity – therefore upgrades are required to the ball diamonds at this location (see Facilities Section for more details).

Similar to other parks already discussed, this park would benefit from additional accessibility improvements. This might include replacing mulch surfacing with rubber surfacing, lowering the curb to be flush with the ground, and ensuring accessible play equipment is provided. Additional accessibility measures could be made to improve the park, such as accessible park furnishings and connecting park amenities with paths. Once the splash pad reaches the end of its lifespan, the Municipality should replace with a non-recirculating option. The volleyball court should be retained to encourage future use, while making efforts to encourage a volleyball group (discussed in programs).

There is an opportunity to provide a sidewalk/pedestrian connection to King Street. The connection would travel along Brock Street towards the park, and across Oxford St, connecting the park to King Street and the commercial area. Additionally, there is an opportunity to

improve the connection between the park and the parking lot across the street. To ensure pedestrians of all abilities can cross safely between the parking lot and the park, the Municipality could utilize line painting, signage, and perhaps crosswalk lights/signals. The connection should be accessible from accessible parking stalls.

There is space east of the Arena, along the railway, for additional park amenities. This may include, but is not limited to, outdoor exercise equipment, skate park, etc. Selection of which amenity should be done in consultation with the local community. Buffer planting and/or screening from the railway should be added to block noise and views. It is likely a new amenity will not be needed or possible within the timeline of this Plan, however the Municipality should be aware of the opportunity for the future.

Recommendations

- PK65. Retain volleyball court
- PK66. Update playground
- PK67. Provide accessible park furnishings
- PK68. Connect park amenities
- PK69. Create a continuous pedestrian route to King Street
- PK70. Provide pedestrian crossing between Arena and parking lot
- PK71. At end of life cycle, replace splash pad with a flow-through design
- PK72. Future park amenity opportunity

6.4.12 Bluewater Hay Municipal Park and Beach (Sararas Road)

Bluewater Hay Municipal Park and Beach is often called Sararas Road Beach and Park. The park is made up of two adjacent parcels, one is a right-of-way along Sararas Road and the other is a larger parcel to the south. The park has a metal staircase and a long gravel path leading to the beach. There is a large area of open space with trees with space for additional amenities in the future. A pavilion with seating would be ideal at this site to support day visitors and picnicing. There is also a large parking area.

Recommendations

- PK73. Ensure beach access and parking is clearly indicated
- PK74. Add pavilion and seating

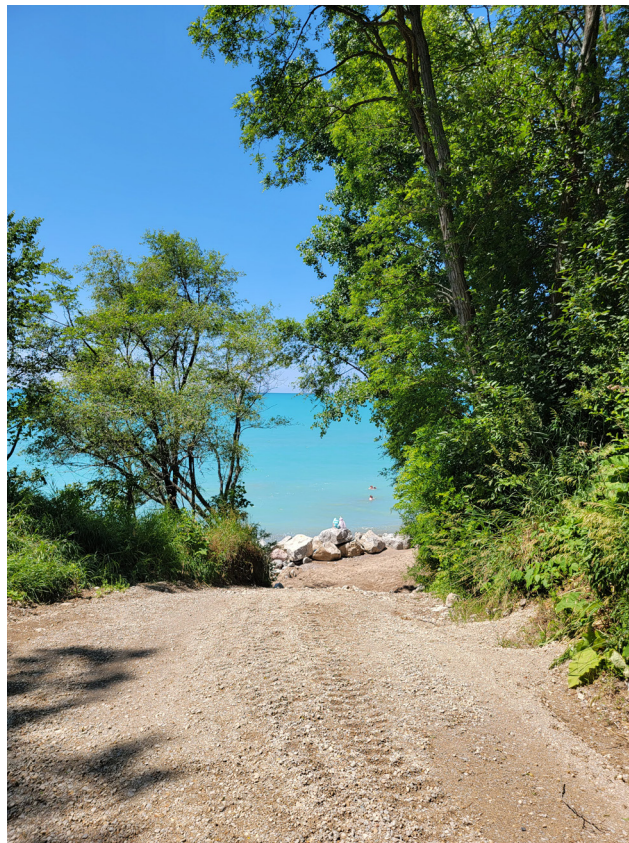


Figure 6-12: Bluewater Hay Municipal Park and Beach

6.5 Neighbourhood Park Recommendations

The following parks are considered neighbourhood parks under the new park classification:

- Carriage Lane Park (p1)
- Westshore Drive West (p11)
- Westshore Drive East (p12)
- Michael Court Park (p13)
- Sunset Cove Park (p14)
- St. Joseph Memorial Park (p16)
- Moore Park (p17)
- Bayview Park (p18)
- Poplar Beach Park (p25)

6.5.1 General Recommendations for Neighborhood Parks

For neighbourhood parks to be safe, accessible and enjoyed by all, walkways, seating, shade (trees or structure), and trash receptacles are a must. Additional amenities, such as parking and washroom facilities are a benefit though not necessary since often, neighbourhood parks are used by nearby residents who can walk there. Safe pedestrian connections and walkways to the parks should be provided.

As mentioned previously under General Parks and Open Space Recommendations (Section 6.3), Bluewater is well served by playgrounds at this time. Should additional playgrounds be added, they should be located in Bayfield, Zurich and St. Joseph first as there is space in these locations for playgrounds and they have more need (Bayfield and Zurich because they are larger settlement areas, and St. Joseph because it lacks play ground equipment). Potential locations for playgrounds in Bayfield and Zurich were discussed in Section 6.4. Locations for playgrounds in St. Joseph are discussed below under specific neighbourhood park recommendations (Section 6.5.2). Beyond these three settlement areas, there is space in the future for playgrounds in the neighbourhood parks listed here (this list is meant to be used by the Municipality for planning future playgrounds even though it may be beyond the timeline of this Plan):

- Westshore Drive West or Westshore Drive East
- Sunset Cove Park
- Poplar Beach Park

Recommendations

- PK75. Ensure safe and accessible routes are provided to and within neighbourhood parks
- PK76. Over time, add park amenities (paths, benches, shade, etc.) to create safe and enjoyable neighbourhood parks for all

6.5.2 Specific Neighbourhood Park Recommendations

Some neighbourhood parks have greater potential for the development of additional amenities and/or facilities in the timeline of this Plan. This may be due to the park's location where some amenities/facilities may be lacking in the area, or due the park's size in being able to accommodate the amenities/facilities. The neighbourhood parks where this applies are discussed here.

Carriage Lane Park (p1)

There is potential for Carriage Lane Park to become a hub for tennis and pickleball with a four or six court multi-court facility. A facility fit will be required to determine if there is enough space for this facility and its associated amenities, such as parking and washrooms. As mentioned in Section 6.4, another location option for the tennis/pickleball facility is Stanley Community Centre Park.

Recommendations

PK77. Explore opportunity for a tennis/pickleball facility

St. Joseph Memorial Park (p16)

In St. Joseph, there are two potential locations for another playground. One option is at the existing St. Joseph Memorial Park. Changes at St. Joseph Memorial Park should be done in consultation with the Historical Society. The other option is on an undeveloped open space parcel on Gendron Street (see section 6.7 for more information).

Recommendations

PK78. Explore opportunity for a playground at St. Joseph Memorial Park

Moore Park (p17)

The tennis and basketball court at this location are in need of repairs, however the location does not serve a wide enough local population to justify them. It is recommended the tennis and basketball courts be removed. A better location for a new multi-court facility would be Bayview Park, south of Moore Park.

Recommendations

PK79. Remove existing tennis court and basketball court

Bayview Park (p18)

With the recommended removal of the tennis court and basketball court at Moore Park, it is recommended they be replaced at Bayview Park as one multi-court facility. The court would support tennis, basketball, and pickleball with integrated linework for all three sports. Ideally the court would be surrounded by a fence to prevent runaway balls with seating nearby. Trees should be planted to shade the benches and the court.

6.6 Parkette Recommendations

The following parks are considered parkettes under the new park classification:

- Bayfield Meadows Park (PK7)
- Varna Cenotaph (PK9)
- Dr Jennie Smilie Robertson Parkette (PK21)

The parkettes in Bluewater often contain planting and open green space. Sometimes there are paths and seating. If the staffing recommendations are adopted from Section 9.1.3, the new Seasonal Gardener or Horticultural Student position could help take care of the parkette gardens, or even expand them.

Parkettes in Bluewater are good locations for public art as they are often in urban areas with high visibility. At the time of this Plan's development, a beautiful mural is being painted on the Bayfield Area wall facing Jane Street. There is opportunity at the Dr Jennie Smilie Robertson Parkette for a mural as it is abutted by two large walls on the east and west sides. Refer to Section (6.3.5) for more information regarding the recommended Public Art Strategy.

Recommendations

- PK80. Explore expanding parkette gardens if the new Seasonal Gardener or Horticultural Student staff position is added
- PK81. Explore opportunity for a mural at Dr Jennie Smilie Robertson Parkette

6.7 Parcels for Potential Future Use Recommendations

of this Plan, the Municipality can use this table as a tool when developing parks and trails in the future.

There are four municipally-owned open space parcels in Bluewater that have the potential to be developed into parks in the future. These parcels are shown in Figure 6-13 and listed in Table 6-4. Though the development of these open spaces may not be needed within the timeline

Table 6-4: Parcels for Potential Future Use Recommendations

#	Parcel Name	Settlement Area	Future Potential
o1	Old River Road Property	Bayfield	<ul style="list-style-type: none"> Formalize trails with signage
o2	East Street South	Zurich	<ul style="list-style-type: none"> Opportunity to expand Zurich Arena and Park
o3	Richmond Street	Hensall	<ul style="list-style-type: none"> Opportunity for a parkette with a small playground, shade, and seating Buffer planting or fencing may be required
o4	Rogerville Road	n/a	<ul style="list-style-type: none"> Opportunity to be part of a future off-road trail connection between Hensall and Exeter (west of London Rd)

- Settlement Area
- Area of Natural and Scientific Interest
- Ausable Bayfield Conservation
- Authority
- Railroad
- Existing Park
- Open Space Parcel

Open Space Parcel

- o1 Old River Road Property
- o2 East Street South
- o3 Richmond Street
- o4 Rogerville Road

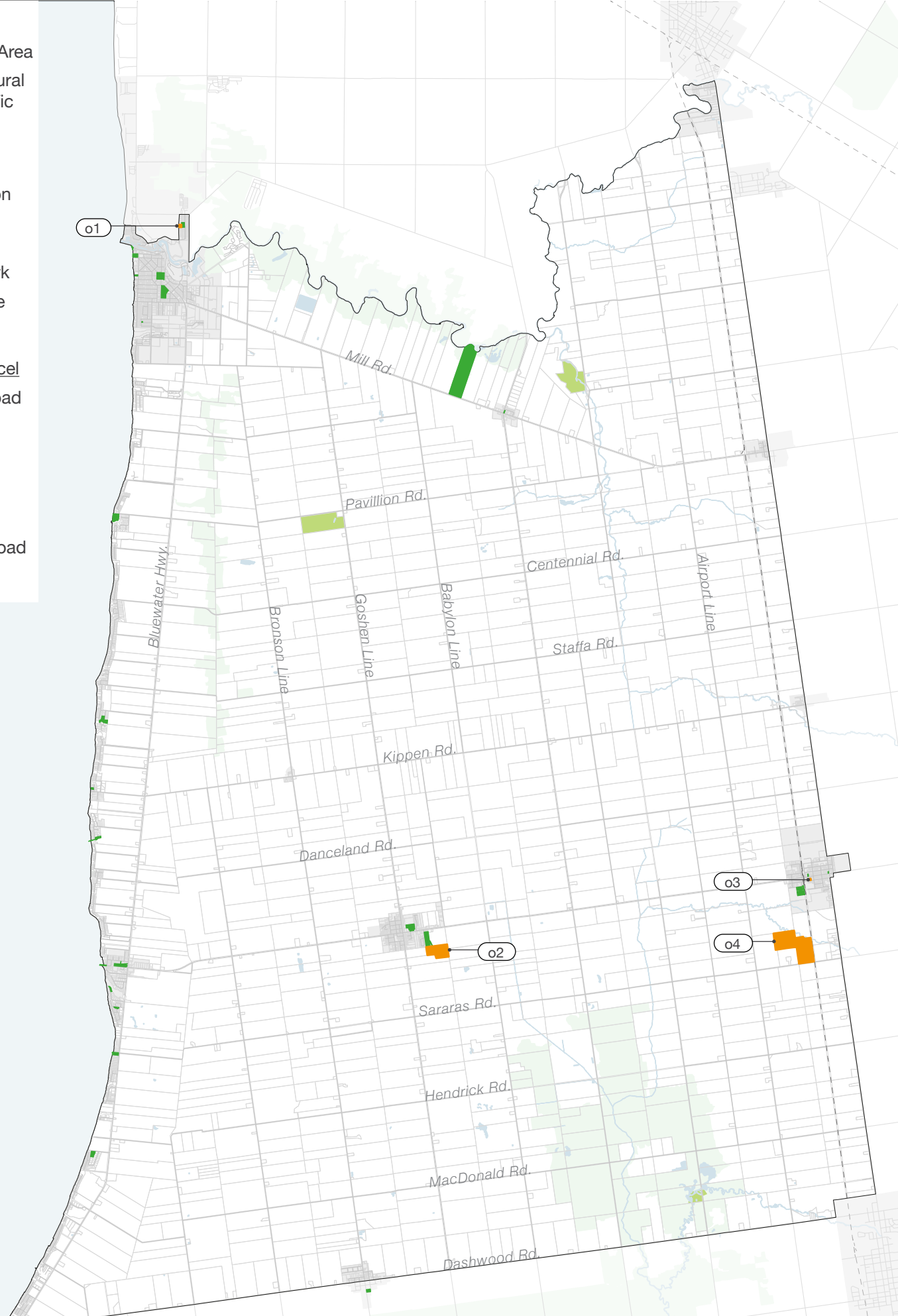


Figure 6-13: Map of Open Space Parcels in Bluewater



0 0.5 1 2 5 km

7.0 Water Access Points



7.1 Overview of Current Supply

There are dozens of water access points in Bluewater. Some water access points are major parks and neighbourhood parks, which have already been discussed in Section 6.0. The rest of the access points range from municipal right-of-ways (ROW), road allowances, to narrow staircases down to the beach.

7.2 Key Directions for Water Access Points

Develop a Water Access Strategy

A cohesive water access strategy will help the Municipality manage its water access points now and in the future. The categorization of access points will define the Municipality's role and determine its responsibilities regarding upgrades and regular maintenance checks.

Ensure Water Access for All

Access to the water is an important reason why people enjoy living in Bluewater. Smaller access points provide neighbourhoods with access to the water, while larger access points provide settlement areas with public beach access for residents and visitors alike.

7.3 Water Access Point Challenges and Opportunities

The topic of water access in Bluewater is a complicated one, that will require a separate study to adequately address the way forward. This section can act as a blueprint for the creation and development of a future Water Access Strategy.

The following text describes the challenges and opportunities in relation to water access and beach ownership, the existing inventory, and water access ownership.

7.3.1 Beach Ownership

Opportunities

Though there are many private properties and beaches along Lake Huron, Bluewater owns dozens of water access parcels and roughly 4 large beach parcels. Municipal beaches include:

- Bayfield Pier Beach
- Howard Street Beach (Main Beach) (620 m of frontage)
- Houston Heights Beach (Pavilion Road) (250 m of frontage)
- Elmwood Beach (326 m of frontage)
- Huronview Park Beach

Challenges

Municipally-owned water access parcels vary in width from 1.5 m to 20 m, with the majority being around 3 to 4.5 m in width.

This can be limiting since many narrow water access parcels lead to narrow public beaches, with private beaches on either side. For example, if the water access parcel is 1.5 m wide, then Bluewater typically owns the 1.5 m of beach at the end of the parcel. Encroachment can occur onto adjacent private beaches at these locations because the amount of beach frontage may not support the number of visitors. Appropriate signage and information should be provided to help prevent this.

7.3.2 Existing Inventory

Opportunities

Ravines and topography create distinct neighbourhoods along the Lake Huron shoreline. There are approximately 30 ravines in Bluewater that create 13 waterfront zones or neighbourhoods. These distinct neighbourhoods will help guide the location and of water accesses required in Bluewater.

Challenges

Some water access parcels are inaccessible and unconstructed. Bluewater should only promote water accesses that are updated and safe. Additionally, the Municipality needs to retain ownership to be able to maintain infrastructure when required without having to seek permission from a private landowner (particularly in the case where a water access also serves a storm water management purpose). Access through easements on private property is not recommended.

7.3.3 Water Access Ownership

Opportunities

In some instances it may be beneficial for the Municipality to sell water access parcels to local neighbourhood associations. This is an opportunity for the neighbourhood to manage their access route while relieving the Municipality of some of the maintenance and management responsibilities.

Challenges

If a neighbourhood association disbands or becomes negligent in their commitments, there is no one to care for or take ownership of the land and therefore no guarantee that it will remain an access for the community.

7.4 Existing Supply of Water Access

There are four existing municipality-managed water access points at major parks in Bluewater, as promoted on the Municipal website. They include:

- Bayfield Pier Beach
- Howard Street Beach (Main Beach)
- Houston Heights Beach (also known as Pavillion Road)
- Bluewater Hay Memorial Park and Beach (also called Sararas Road Beach)

There are other municipally-owned water access points, some of which include:

- Delage street (Gendron Street)
- Elmwood Road
- Huronview Park

Until the recommended water access strategy is completed, the Municipality should continue to promote the four main beach accesses above as suitable for visitors and non-waterfront community members. This includes ensuring adequate facilities (e.g., parking, washrooms or porta potties, seating, etc.).

7.5 Assessment and Recommendations

Water Access Strategy

As a first step to addressing water access needs in Bluewater, a Water Access Strategy should be developed. The Water Access Strategy should do the following:

- Evaluate and categorize existing municipal waterfront parcels
- Provide one municipally-managed access point per neighbourhood
- Create an information and signage strategy

These items are discussed further below.

Evaluate and Categorize Existing Municipal Waterfront Parcels

The Municipality should inventory and assess all existing municipal waterfront parcels. Existing elements that should be noted in this assessment include, but are not limited to:

- Topographic and legal survey
- Paths and stair condition assessment
- Signage
- Parking opportunities
- Road ownership
- Beach ownership
- Existing leases/agreements
- Identification of any encroachments
- Stormwater/erosion issues
- Stormwater management function

Based on the findings from the inventory and assessment, the parcels should

be categorized into the following six categories listed below.

- Municipally managed
- Maintained by neighbourhood
- No access or closed access
- Privately owned and managed
- Interior Community Link
- Sale candidates

Water access points with a stormwater management function should be identified in the inventory and assessment, however it is not a defining category. Some water accesses may be identified as stormwater areas and also fit into one of the above categories. If the stormwater use makes the access unsafe for the public, it should be closed and any existing stairs should be removed. If a stormwater management function can occur alongside public access without compromising safety, the access can remain open. Some parcels identified by Bluewater staff to have stormwater functions include:

- Delevan Street (w1)
- Glitter Bay Drive North (w10)
- Woodland Drive West 5 (w22)
- Gully Control (w24)
- Watercourse (w26)
- Durand Street North (w30)
- Bissonnette Avenue (w42)
- Ravine Drive East (w44)
- Ravine Drive West (w45)
- Cedarbank Road Middle (w53)
- Elm Street West (w55)

At municipally managed water access points, the Municipality is responsible for stair maintenance or replacement if and when it is deemed necessary.

At all other non-municipally managed water access points, for safety and liability purposes, all stairs should be regularly inspected by the Municipality, regardless whether they are a private access point or are maintained by the neighbourhood. If stairs are deemed by the Municipality to be in need of repair or replacement, the Municipality should discuss with the community if they are willing and able to fund the replacement. If funding for repairs is not possible by the community, there are two options:

1. The stairs should be removed and the water access closed
2. The Municipality may decide, on a case by case basis, if they are willing and able to repair or replace the stairs

In either case, signage should clearly indicate the water access is either closed indefinitely while stairs are removed, or until repairs or replacement are complete. "Use at own risk" signage should also be put in place.

Bluewater staff have already begun the work of categorizing waterfront parcels. In some instances not enough information is known at this time to accurately determine the appropriate category. The future Water Access Strategy should refine and complete the categorization for all water accesses.

Provide One Municipally Managed Access Point Per Neighbourhood

With distinct neighbourhoods created by ravines, the future Water Access Strategy should follow the goals and recommendations from the Special Meeting Report in May 2022 (Development Services Department). Spacing for municipal water access points should be determined by the following criteria:

- One municipal water access point per neighbourhood
- For larger neighbourhoods, one municipal water access point approximately every 250 to 300 meters

The new Waterfront Strategy should clarify the boundaries of the waterfront zones or neighbourhoods, and determine which are need of municipal water access, and which access(s) are most suitable for that purpose.

Using the inventory and assessment information described earlier in this section, the Municipality should select municipal waterfront parcels to become municipally managed water access points in the neighbourhoods they are needed. Conditions and qualities that make parcels appropriate for a municipally managed water access include, but are not limited to:

- They connect to a municipal beach of adequate size
- Frontage is wide enough to support visitors on the beach within the boundaries of the parcel
- There is sufficient space for a parking area

- Adequate setback from neighbouring properties

Create an Information and Signage Strategy

Once the municipally managed water access points have been identified, they should be promoted and advertised by the Municipality for public use. Signage will play a key role in informing the public about the new Water Access Strategy. While only municipally-managed access points should be promoted by the Municipality, all access points should have clear signage indicating their type and condition.

Types of signage includes:

- Municipally managed
 - Water access type (municipally-managed)
 - What to expect (e.g., public beach boundary extents to avoid trespassing)
 - Beach etiquette
 - Parking areas
- Neighbourhood access
 - Water access type (neighbourhood)
 - What to expect (e.g., stay within X metres of the staircase to avoid trespassing)
 - Beach etiquette
 - Use at own risk
- Privately managed
 - Water access type (private)
 - Parking (if applicable)
 - Use at own risk

- Other information owners wish to communicate

- No access or closed access
 - Access closed signage
 - Barriers
 - Repair/replacement schedule (if applicable)
 - Use at own risk signage (if applicable)

It should be noted that where the water access parcel and beach are narrow, signage should clearly indicate the width and boundary of the public beach and discourage visitors from encroachment onto adjacent private property.

Water Access Strategy Recommendations

WA1. Develop a Water Access Strategy

- Inventory and assess all existing municipal waterfront parcels
- Categorize municipal waterfront parcels into categories
- Determine which stormwater management parcels are safe to remain open and which should be closed
- Sell or hold access points identified as not needed and unsuitable for beach access
- Inspect all stairs regularly to determine if they are in need of repairs or replacement
- Organize the waterfront into distinct zones based on the location of ravines or neighbourhood association boundaries
- Designate (at least) one municipal waterfront parcel in each Zone to become a municipally managed water access
- Promote municipally managed water access points with sufficient beach space for public use
- Provide appropriate signage (based on categorization) at all municipal waterfront parcels so their purpose and condition is clear to the public

7.6 Marina

Context

A report to Council (February 3, 2022) from the Facilities Department provides the following background:

“The Bluewater Marina consists of slips owned by the Municipality and slips held by the Crown. The federal portion of the Bluewater Marina has been leased to the Municipality in 5-year terms with the current term set to expire on December 14, 2026. The Municipality has sub-leased this property to a marina operator since 2012. The current sub-lease agreement expires December 14, 2023...The marina operator covers all costs associated with the management of the Marina.”

Discussions with Municipal staff and the marine operator point to a number of challenges and opportunities.

The marina has 60 permanent, and 18 transient slips. Bluewater residents are increasingly demanding permanent slips and feel resident access should be a priority.

The closure of an adjacent marina left 70 boats without slips, resulting in a waiting list of 30. While expansion would likely be warranted to accommodate unmet demand, there is limited space to grow. It was suggested that expanding towards the Hwy. 21 bridge would allow for additional slips to accommodate small boats, many of which belong to residents.

Needed capital improvements include replacing the existing washroom/shower facilities with new washrooms

and outdoor showers closer to the lake, with more stalls to minimize wait times. Retaining wall repairs are required, as the concrete is failing. This repair requires funding from the Federal government.

The Bluewater Marina is also the only one in the area that offers fuel and pump outs (waste tanks). However, the gas and diesel pumps, which are maintained for owners by the marina operator, need component replacements.

The existing public boat launch is owned by the Federal government. Although well used, it is a relatively small space with no parking. Commercial fishers also use the area adjacent to the launch for mooring. Congestion is a problem at peak times. The potential for a new, larger boat launch with dedicated parking should be assessed as part of any marina expansion.

The current operator is interested in renewing the contract with the Municipality for another ten years when it expires at the end of 2023 and, beyond that, anticipates family members to continue operations. At the same time, the Municipality is considering all possible management and ownership options.

Maximizing the Marina's Full Potential

Waterfront is a precious resource that should remain under public ownership and control whenever possible to provide residents with access to Lake Huron. The Bluewater Marina plays an important role in providing this access, for both boaters and non-boaters. Furthermore, given the specialized knowledge, staffing requirements and business acumen

necessary to operate a marina, it is in the community's best interest that the Municipality continue to sub-lease the marina to an experienced operator while sharing some of the fiscal responsibilities associated with upgrades and repairs to the marina – both now and in the future.

To help solidify long term operation of the marina and public access, a detailed strategy is needed which addresses the planning, design, amenities, management structure, cost sharing and leasing terms. This should include but not limited to:

- Marina market analysis and cost benefit analysis to confirm the full potential of operation including an evaluation of seasonal vs transient slips, recommended slip size and associated rates, discounted rates for residents, boater amenities, and projected financial return on investment
- Phasing strategy to address short, medium, and long-term investment in aging infrastructure and marina improvements to address market demand and community interests
- Future life cycle repairs and responsibilities of each party (municipality and operator)
- Clarify and confirm public access and the public's use of the marina's amenities including any future new or enhanced amenities
- Responsibility for day-to-day operations and maintenance
- Cost sharing agreement for short and long-term improvements
- Assess potential for expansion of marina operation and facilities

- Terms of the lease, profit sharing, future lease renewals and dispute resolution

This strategy will require a detailed study by a professional that specializes in marinas, their management, and legal agreements. In the interim, the current sub-lease should be extended and the Municipality's and current operator's responsibilities for capital expenditures, infrastructure renewal and ongoing maintenance in the short term should be clarified and documented in the sub-lease upon its renewal at the end of 2023.

Recommendations

- WA2. Clarify and document responsibilities for capital upgrades and maintenance in the sub-lease renewal at the end of 2023 for a lease period of approximately 5 years to allow for the completion of the Marina Strategy (WA.3)
- WA3. Assess feasibility of including in the sub-lease renewal (WA.1) the operator's management of the existing launch
- WA4. Undertake a detailed marina strategy to develop an appropriate plan for the future of the Bluewater Marina regarding potential expansion, capital improvements, cost sharing, and cost-benefit of Municipal vs. contracted operations
- WA5. Contingent on the findings from the Bluewater Marina Strategy (WA.3), enter into a long-term sub-lease agreement with an experienced operator (e.g., current operator) to share in future investment, operation, and maintenance of the marina

8.0 Trails



8.1 Overview of Current Supply

There are currently over 25 kilometres of trails in Bluewater managed by the Bayfield River Valley Trail Association (BRVTA), the Ausable Bayfield Conservation Authority (ABCA), the Huron Land Trust, and Huron County.. The Bayfield River Valley Trail Association (BRVTA) maintains seven recreational trails in Bluewater, many of which are in the Bayfield area. They are an all-volunteer, registered non-profit organization and offer a variety of trails for people of all ages and fitness levels. The Ausable Bayfield Conservation Authority (ABCA) manages several watersheds and spans over 2,400 kilometres in the Southwestern Ontario area bordering Lake Huron. The organization deals with water issues related to flooding, soil erosion, habitat loss, water supply, and water quality. Their mission is to: Protect, improve, conserve, and restore the watershed in partnership with the community. The ABCA owns properties (such as conservation areas and trails) that are open to the public.

For a map and description of the existing supply of trails see Table 8-1 and Figure 8-1.

- Settlement Area
- Area of Natural and Scientific Interest
- Ausable Bayfield Conservation Authority
- Existing Park
- Open Space Parcel
- Water Access Point
- Existing Trail

Existing Trails

- t1 Heritage Trail
- t2 River Flats Natural Area
- t3 Sawmill Trail
- t4 Woodland Trail
- t5 Taylor Trail (Varna Nature Trails)
- t6 Mavis Trail (Varna Nature Trails)
- t7 Bannockburn Conservation Area
- t8 Clinton Conservation Area
- t9 Linfield Wildlife Area
- t10 Bannockburn Tract
- t11 Klopp Tract and Commemorative Woods

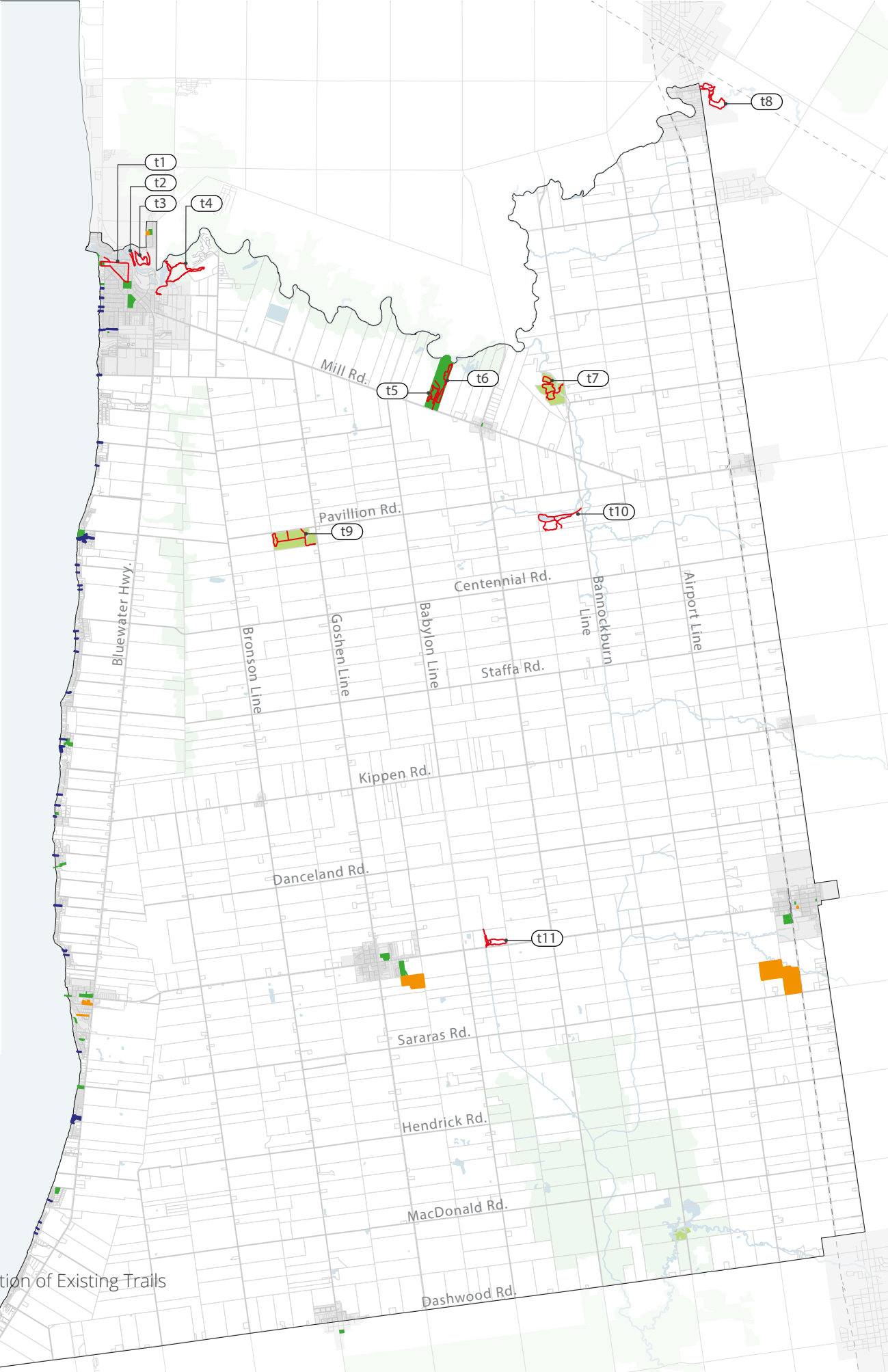


Figure 8-1: Location of Existing Trails

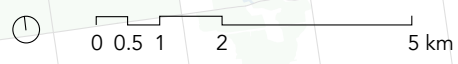


Table 8-1: Existing Trail Supply

#	Trail Name	Length	Existing Conditions and Description
t1	Heritage Trail	2.5 km	<ul style="list-style-type: none"> • Managed by the Bayfield River Valley Trail Association (BRVTA) • Connected to Pioneer Park, Clan Gregor Square, the Marina, and Bayfield Pier Beach • Paved surface • Accessible • Eight historic storyboards
t2	River Flats Natural Area	0.7 km	<ul style="list-style-type: none"> • Owned and managed by the Huron Land Trust Conservancy • Runs along the Bayfield River • Natural surface • Open green space, seating and picnic area, butterfly meadow, osprey nesting area, and boat launch
t3	Sawmill Trail	2.0 km	<ul style="list-style-type: none"> • Managed by the BRVTA • Runs along the Bayfield River • Natural surface and boardwalk • Open green space and parking
t4	Woodland Trail	5.0 km	<ul style="list-style-type: none"> • Managed by the BRVTA • Natural surface • Parking • Closes annually during turkey hunting season
t5	Taylor Trail (Varna Nature Trails)	1.0 km	<ul style="list-style-type: none"> • Managed by the BRVTA • Lands mostly owned by Municipality • Runs along a creek (Stanley Drain) • Compacted gravel • Accessible • Open green space, parking, washrooms (in community centre)
t6	Mavis Trail (Varna Nature Trails)	2.5 km	<ul style="list-style-type: none"> • Managed by the BRVTA • Lands mostly owned by Municipality • Gravel surface • Open green space, parking, washrooms (in community centre)
t7	Bannockburn Conservation Area	2.0 km	<ul style="list-style-type: none"> • Owned and managed by the Ausable Bayfield Conservation Authority (ABCA) • Natural surface, boardwalk, stairs • Open green space, parking, washrooms, picnic area, bird watching

Table 8-1: Existing Trail Supply (continued)

#	Trail Name	Length	Existing Conditions and Description
t8	Clinton Conservation Area	2.0 km	<ul style="list-style-type: none"> Owned and managed by the ABCA Located just outside Bluewater Natural surface with boardwalk and stairs Open green space
t9	Linfield Wildlife Area	2.3 km	<ul style="list-style-type: none"> Owned and managed by the ABCA Natural surface Cross country skiing and snowshoeing, fishing, birdwatching
t10	Bannockburn Tract	2.9 km	<ul style="list-style-type: none"> Owned and managed by the County of Huron Natural surface
t11	Klopp Tract and Commemorative Woods	1.7 km	<ul style="list-style-type: none"> Owned and managed by the ABCA Natural and granular surface Open green space, birdwatching, hunting in season

8.2 Key Directions for Trails

In a Municipality as large as Bluewater, partnering and working with other organizations and private landholders is essential for the provision of trails. Relationships with trail organizations should be nurtured to allow the current supply of trails to be maintained and for future trails to be developed. Similarly with a large area, communities tend to be isolated. Trails are a powerful way to activate and connect communities, and encourage physical activity. In some instances informal trails already exist where they can be formalized. Additionally, trails can be developed overtime in segments rather than all at once.

- Settlement Area
- Area of Natural and Scientific Interest
- Ausable Bayfield Conservation Authority
- Existing Park
- Open Space Parcel
- Water Access Point
- Existing Trail
- Proposed Trail

Existing Trails

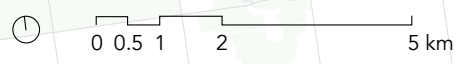
- t1 Heritage Trail
- t2 River Flats Natural Area
- t3 Sawmill Trail
- t4 Woodland Trail
- t5 Taylor Trail (Varna Nature Trails)
- t6 Mavis Trail (Varna Nature Trails)
- t7 Bannockburn Conservation Area
- t8 Clinton Conservation Area
- t9 Linfield Wildlife Area
- t10 Bannockburn Tract
- t11 Klopp Tract and Commemorative Woods

Proposed Trails

- pt1 Bayfield Right-of-Way Trails
- pt2 Linfield Connection
- pt3 Varna Trails to Bannockburn Conservation Area
- pt4 Bannockburn Conservation Area to Bannockburn Tract
- pt5 Bayfield to Zurich Trail
- pt6 ABCA Trails in Zurich
- pt7 Lions Park to Zurich Arena
- pt8 Zurich to Hensall Trail
- pt9 Hensall to Exeter Trail



Figure 8-2: Existing and Proposed Trails



8.3 Trail Recommendations

The majority of the trail recommendations below involve the development of new trails. A map of the proposed trails is shown in Figure 8-2. Some of the proposed trails can be developed in the timeline of this Plan, while others are farther in the future.

8.3.1 Support Trail Organizations

The Bayfield River Valley Trail Association (BRVTA) and the Ausable Bayfield Conservation Authority (ABCA) are doing a great job of providing trails in Bluewater. Thanks to these organizations, community groups, land owners, and volunteers, the trails in Bluewater are made possible.

Since the construction of the engineered stormwall below Pioneer Park in 2019, part of the Heritage Trail that ran across the beach is no longer possible. It is recommended the Municipality work with the BRVTA and Pioneer Park Association (PPA) to determine if a connection is possible along the top of Pioneer Park. Signage should be adjusted and clear for this change to the trail.

Recommendations

- T1. Continue to support and work with the BRVTA and the ABCA in their provision of trails in Bluewater and expansion that may happen in the future
- T2. Work with the BRVTA and PPA to Heritage Trail across the top of Pioneer Park

8.3.2 Zurich Trails

Zurich Conservation Trails (pt6)

North of Zurich Lions Park, the ABCA owns a large parcel of woodland that has trails throughout. The trails could also connect to Parkside Avenue via a small parcel owned by the Municipality. Signage and wayfinding markers will help delineate where the trail is located and that it exists. Any trail development should consider the ecological value of the property and the water retention and infiltration potential.

Connecting Zurich Arena and Park to Zurich Lions Park (pt7)

As mentioned above in Section 6.4, the opportunity to connect Zurich Arena and Park to Zurich Lions Park should be explored. The connection would travel north on East Street and across Main Street. It could use existing sidewalks, though some additional sidewalks may be required. Since Main Street is a busy street, the Municipality should consider

providing a crosswalk near Parkside Avenue or East Street as a safe crossing option. Otherwise the only crossing is at Goshen Street, which is west of Lions Park.

Recommendations

- T3. Work with the ABCA to connect the trails on their property north of Zurich Lions Park to Parkside Avenue, and erect signage and wayfinding markers
- T4. Provide a safe connection between Zurich Arena and Park and Zurich Lions Park

8.3.3 Active Transportation

Bayfield Right-of-Way Trails (pt1)

There are unopened right-of-ways (ROW) in Bayfield that could be developed into an active transportation network. Delineated walkways (i.e. mulch or concrete), signage, seating, bike racks should all be considered when designing active transportation. The following ROWs have the potential to become trails:

- Unopened ROW running north-south between Dow Street and Cameron Street, east of Tuyll Street
- Unopened ROW running north-south between Jane Street and Victoria Street, west of Blair Street
- Unopened ROW on the east end of Glass Street
- Unopened ROW on the east end of Victoria Street

Settlement Area Connections (pt5, pt8, pt9)

Bluewater is a large municipality with distinct settlement areas. Trails could help increase the potential for connection and interaction between settlement areas. In developing settlement area connections for the map in Figure 8-2 the aim was to focus on existing woodland areas (Areas of Natural and Scientific Interest (ANSI)) and along property lines to minimise disturbance. The development of such trails would take place over time as opportunities arise (e.g., at the same time as other scheduled infrastructure work or development).

Three such trail connections are recommended:

- Bayfield to Zurich
- Zurich to Hensall
- Hensall to Exeter

Highway 21 Active Transportation Route

The Municipality should also look for opportunities to develop an active transportation route along Highway 21 in cooperation with the Ministry of Transportation. The trail could be on the shoulder of the road (if paved), or beside the road on easements on private lands. Understanding Highway 21 is a busy road, an off-road trail running along the road but separate from it would be most ideal. While there are safety concerns with developing a recreational trail along the road, it is important that these are addressed as best as possible and space is made for cyclists, in order to support active transportation. This route would be very attractive to tourists wishing to see the coast and visit the communities along the way. Ideally municipalities along the coast of Lake Huron would work together, and with Huron County, to make this route possible.

Recommendations

- T5. Develop the identified right-of-ways in Bayfield as an active transportation network
- T6. Develop a Bayfield to Zurich trail
- T7. Develop a Zurich to Hensall trail
- T8. Develop a Hensall to Exeter trail
- T9. Explore the possibility of a Highway 21 active transportation route

9.0 Service Delivery



9.1 Municipal Role and Organization

9.1.1 Municipal Role

The Municipality of Bluewater functions as a facilitator in delivering recreation services. Its role focuses on providing and maintaining parks, facilities, beaches, waterfront access points, etc. to support community-based programs, self-directed activities and events. Enabling and helping others to deliver their services with this support makes the Municipality an indirect program provider.

In addition to staff positions that are responsible for activating the Municipality's role, the internal structure for service delivery includes two volunteer-based committees of Council with mandates that are relevant to recreation services. The following descriptions are from the Municipality's website.

Communities in Bloom and Environmental Committee: The Municipality of Bluewater joined the Communities in Bloom program to foster civic pride, environmental responsibility, and beautification with a focus on enhancing green spaces in its communities. The committee's purpose is to plan and prepare to enter the Municipality of Bluewater into the Communities in Bloom program.

The Heritage Advisory Committee: The Committee's statutory duties are set out by the Ontario Heritage Act. It provides advice to Council on changes

to designated heritage properties and properties within the Bayfield Heritage Conservation District.

Municipalities that operate as facilitators or indirect providers rely on many different non-municipal organizations that provide a diverse range of services to their communities. Providers range from local volunteer groups to other formal agencies and organizations. Many of Bluewater's non-municipal providers participated in consultation activities as part of the Plan's preparation. Appendix A contains a list of the organizations/groups that were invited to participate and identifies those that engaged.

The Master Plan anticipates the continuation of an indirect role for the Municipality in service provision. The assessments and recommendations on service delivery are directed to improving and strengthening the capacity of the Municipality to fully implement this role.

9.1.2 Committees of Council

The Communities in Bloom/ Environmental Committee and the Heritage Advisory Committee have very specific mandates, neither of which encompasses parks and recreation. The Municipality is interested in developing a Healthy Active Living Policy (HAL), which is discussed in section 9.2.2. In the interests of activating this policy, there is merit to establishing a Healthy Active Living Committee with a mandate to support implementing parks and recreation services.

Although policy on healthy active living can extend to corporate-wide practices, the need to enable success supports a narrower focus - at least initially - with the potential to enlarge its scope over time, as warranted. This supports a HAL Committee focus on parks and recreation services, including a greater emphasis on its environmental aspects, responsibility for which can be moved from the Communities in Bloom Committee to the new body.

9.1.3 Department Organization and Staff

Organizational Structure

The Municipality's current, documented organizational structure is unclear about who is responsible for the full range of municipal facilities, and the associated division of work. The term 'Facilities' division suggests responsibility for all municipal facilities, including recreation. Currently, Facilities staff address parks, and recreation facilities such as pavilions, arenas, library buildings, and conduct maintenance at the administration building. Fire halls are managed and maintained by the volunteer firefighters. The Public Works Complex, water buildings, pump houses and roads shops are managed and maintained by the Public Works Department. Parks are not included in the Facilities department's official scope of responsibilities and Facilities include those for which others are responsible.

Given these factors, and the work anticipated to implement the Master Plan, the Municipality should formally

determine the location of the above-noted responsibilities within the recreation department to include: a) all parks and recreation services only or b) all parks and recreation services and all Municipal facilities not covered by Public Works.

As a first step, the Municipality should clarify the Department's responsibilities by developing a statement that outlines its purpose, objectives, and scope in each of the following areas:

- Recreation facilities or all municipal facilities (as per the above option chosen)
- Parks, trails and public waterfront
- Recreation programs/events
- Community-based facility, park/trail, program/activity/event development

If the option chosen is to limit the department's activities to recreation facilities only, scoping department responsibilities and objectives will mean doing the same for other departments that are involved in providing similar services if there are overlaps. As part of this determination, a name for the department that reflects its service mandate should be adopted (e.g., Facilities, Parks and Recreation or Parks and Recreation).

The outcome of this exercise will both define the department's mandate vis-a-vis others and provide the framework to align staffing with its responsibilities, as discussed below.

Staffing

The current job description summary for the Manager of Facilities notes the position is responsible for, "overseeing and directing all activities of the Facilities Department according to provincial regulations and municipal policies, maintaining all municipal facilities (including but not limited to arenas, community centers, beach accesses, parks, open spaces and the Bayfield Marina), overseeing new construction, directing equipment maintenance, supervising staff, managing municipally run programs, preparing budgets and operating the department within budgetary allocations and responding to emergencies."

The details of the job description, however, include responsibilities that typically fall to (or are at least shared with) other non-management positions - the most notably being those related to program development, promotion and support:

- Develops new or revises current departmental programs to maximize the use of facilities and evaluates the success of programs and revising if necessary.
- Oversees promotion and marketing of municipal facilities and programs and supports community event promotion.

- Investigates revenue-producing strategies to offset operating and capital costs and user fees, in order to support community programs for the Municipality, and when directed, for community groups.
- Attends evening community meetings relating to municipal and community events, and liaise with organizations, clubs, associations and rental groups on behalf of the Municipality.
- Meet, correspond and maintain an effective working relationship with representatives from...municipal recreation groups and networks, and other affected stakeholder groups.

The foregoing sections of the Master Plan contain recommendations that will require appropriate staffing levels, and delegation of responsibilities, to be able to implement. Table 9-1 summarizes the staffing recommendations that will be needed to effectively implement the Plan, while realigning existing responsibilities within the department. On balance, improved staffing aims to achieve cost savings by:

- improving revenue generation through expanded paid programming
- reducing parks-related costs by supporting neighbourhood associations in 'adopting' their local parks
- increasing facility use by supporting volunteer groups service delivery

More detailed discussion follows.

Table 9-1: Department Staffing Needs

Staff Recommendations	Rationale
<p>Program/Community Developer</p> <ul style="list-style-type: none"> • A full time position that blends program/service development, support to locally based parks groups, and lease/agreement oversight 	<ul style="list-style-type: none"> • Current need • Parks and recreation programming is assumed in the Manager’s job description without the benefit of designated staff to implement it • Existing programs (i.e., Day Camp) need staff to continue to run • The Master Plan anticipates the need to focus on service development in the areas of recreation facilities, programming, and delivery
<p>Facilities (recreation only)</p> <ul style="list-style-type: none"> • Add more time to existing facilities staff positions • Possible need for another full-time operator • Remove concession attendant 	<ul style="list-style-type: none"> • Future need, as Plan implementation work progresses • As intended by the Municipality on reopening its concessions, issue RFQ for contracted concession operators for future service provision
<p>Facilities (all Municipal)</p> <ul style="list-style-type: none"> • One full-time maintenance /cleaning position or one part maintenance only position 	<ul style="list-style-type: none"> • Current need for additional help • If department responsibilities are to include fire halls, administration building
<p>Parks</p> <ul style="list-style-type: none"> • Full time seasonal horticultural position four to six months/year • Part time summer student position if grants are available 	<ul style="list-style-type: none"> • Current need • Full time position could also assume responsibility for cleaning that is currently contracted • To replace plant watering position • To take responsibility for all horticultural work with additional grant funded support during the growing season • To work with Communities in Bloom Committee

The Program/Community Developer position is essential to ensuring the Master Plan's recommendations are implemented by expanding departmental capacity. This position will facilitate program and event development, as currently included in the Department's mandate. Program development will involve taking responsibility for existing services (i.e., Day Camp), determining/confirming community need for additional programs and facilitating their provision through volunteers, paid instructors, or other providers. Section 4.0 of the Master Plan details areas for potential program development and options for provision.

In relation to community events, this position will continue providing Municipal support to community groups and organizations in delivering these services. A recommended Event Policy is discussed below, which does not envision direct Municipal event provision during the term of this Plan.

An additional area of focus for this position will be community development at the local level to encourage residents who are served by neighborhood parks to organize and register as formal, semi-autonomous associations in exchange for Municipal support for their park. These Parks Associations, upon qualifying for Municipal support through an application process, could be provided with a base annual budget for park improvements and maintenance. The amount of the base could be determined through a formula that would provide an equitable distribution of funds to all associations. Within a range of appropriate expenditures and minimum standards,

spending would be at the discretion of individual associations. Capital projects beyond those that can be financed with the annual allocation would require a separate proposal to Council as part of the budgeting process. Operationalizing these associations would require the following general approach:

- Organize and acquire registered volunteer association status
- Submit application to Municipality for recognition and associated support
- Formal agreement between the Municipality and association signed
- Submit annual plans to Council for capital projects and maintenance services
- Submit proposals for additional capital projects, as required
- Upon budget allocation(s), implement plans
- Submit annual report to Council on activities and expenditures of association

Depending on the final mandate of these groups, as determined by the community and documented in policy and a procedures handbook, the parks associations may also be eligible for Municipal in-kind services through the Community Group Affiliation Policy discussed below.

The Municipality's existing - and any future - lease agreements would also become part of the Developer's

responsibility in terms of ongoing management support and liaison with tenants.

9.1.4 Volunteers

Despite the generally high level of volunteer involvement in Bluewater, development in this area will continue to be needed if services are to be delivered largely through facilitation. Respondents to the household surveys – and especially online participants – indicated willingness to volunteer in a variety of ways.

Table 9-2 shows responses to the surveys on willingness to support recreation service development through a variety of methods, including volunteering. Both resident household surveys revealed a relatively positive response to a number of suggestions on ways to support future service development, including paying more fees to use services, donating to a capital campaign, donating an amenity for a park, and/or donating to a capital campaign. Online survey respondents were noticeably more likely than telephone survey participants to consider a property tax increase, volunteering to help run a program, and/or organizing/assisting with local fundraising events.

Collectively, there is community willingness to contribute to service development, and this may be a reflection of past involvement in parks and recreation related projects - particularly among online survey respondents who are more likely to be service users.

The Municipality can use the results of the Master Plan surveys to seek out these individuals and encourage them

to come forward. A general registry of those potentially available to volunteer could be set up, and identify areas of specific interest, with the understanding that signing up means that they would be contacted about any opportunities that arise with relevant details/expectations before being asked to commit. As program/activity requirements are better defined, individuals with related interests can be sought if they are not available through the registry.

Developing community-based parks associations is discussed above, and the potential to build volunteerism in this area is in keeping with findings on COVID - related impacts.

The Canadian City Parks Report: Centring Equity & Resilience (2021) by Park People is the 3rd annual look at trends, challenges, and opportunities related to Canada's city parks. As part of the study, a survey on COVID-19 was launched in April 2021. It was open to all Canadians and promoted through the Park People newsletter, social media and partner networks. Nearly 3,500 responses were received, including representation from all provinces and territories. The survey results showed a renewed interest in parks, a trend that was anecdotally reported throughout the pandemic, as well as continued support for expanded parks-based activities:

- 89% had tried a new activity in a park in 2020, with top activities including regular walks through parks and trails (56%) and socializing with friends and family (40%).

Table 9-2: Resident Household Support for Service Development

		Random Survey (250 respondents)	Online Survey (574 respondents)
Paying	paying more fees to use services	20%	35%
	accepting an increase in property taxes	3%	22%
Volunteering	volunteering to work to source private sector grants/donors/sponsors	2%	11%
	volunteering to help run programs/activities	3%	23%
	organizing/assisting with local fundraising events	7%	29%
Donating	donating an amenity for a park (e.g., bench, tree, picnic table)	18%	27%
	donating money to a capital campaign	28%	33%

- 50% reported their winter park use increased during COVID-19 compared to pre-pandemic winters with 73% saying they expected this use to continue or increase in post-pandemic winter seasons.
- 76% want to see more community programming in parks.
- 53% want outdoor arts/culture events.

As might be expected, the survey findings showed that COVID-19 reduced volunteer opportunities. “The average number of volunteers per thousand dropped from 11.6 to 2.7 compared to last year’s report, reflecting reduced opportunities for park volunteering due to the pandemic” (p. 39). At the same time, “volunteer interest is likely to rebound. 58% of Canadians said that COVID-19 had caused them

to become more interested in getting involved in stewardship projects [i.e., tending a community garden or assisting with invasive species removal] suggesting new interest in city, non-profit, and resident-led volunteer programs post-pandemic” (p.39).

These findings suggest the pandemic may have instilled a new, experiential-based appreciation of parks that can be tapped for volunteer involvement. The Park People survey also indicated that, “of all park types, Canadians prefer to visit their local neighbourhood parks (71%), naturalized or “wild” parks or green spaces (61%) and trails (60%)” (p. 5), which points to potentially specific types of volunteer involvement to be pursued in the short-term.

Recommendations:

- SD1. Continue and strengthen the indirect role of the Municipality in service provision.
- SD2. Establish a Healthy Active Living Committee of Council with a mandate for its implementation in parks and recreation services, including responsibility for environmental concerns.
- SD3. Clarify the Department's responsibilities by developing a statement that outlines its purpose, objectives, and scope in each of the following areas: recreation facilities or all municipal facilities; parks, trails and public waterfront; recreation programs/ events; community-based facility, park/trail, program/activity/event development.
- SD4. Align the Department's mandate and name to include parks and recreation services only or, alternatively, to also encompass all other Municipal facilities.
- SD5. Hire a full time Program/ Community Developer with responsibilities for program/ service development, support to community-based groups, and managing Municipal leases for department facilities/spaces.
- SD6. Align number of operator/ maintenance positions with Department mandate, replace Plant

Waterer with full-time seasonal horticultural position, and part-time student through grants.

- SD7. As intended by the Municipality on reopening its concessions, discontinue Concession Attendant position and meet future needs through RFQs for contracted concession operators.
- SD8. Use Master Plan survey results to follow up on expressed interest and encourage people to register for specific volunteer positions or for possible future engagement as need/opportunity arises.
- SD9. Focus on post-pandemic interests/ opportunities to attract volunteers to help with Municipal projects and programs, particularly in the area of parks-based associations.

9.2 Policies and Procedures

9.2.1 Existing Policies

The Municipality has a number of directives that support service provision. Some of these are formal policies and others are programs or procedures that effectively act as policy. These are summarized in Table 9-3 and discussed below.

Table 9-3: Summary of Existing Policies

Policy	Summary Description
Service Club Facility Discount Policy	<ul style="list-style-type: none"> Registered Service Clubs within the Municipality are eligible for a discount - 35% of the applicable hall or facility rental fee requested at the time of facility booking - for fundraising events where the proceeds of those events have a demonstrable benefit to the communities of the Municipality of Bluewater “Service Club” defined as a group or organization that holds authorized charters and are nationally recognized as a service club (i.e. Kinsmen, Lions, Optimist, etc.) with a chapter in the Municipality of Bluewater Discount does not apply to not-for-profit groups or individuals. On rare occasions where there may be cause for a non-profit group or individual to run an event to support a local cause, the group or individual must submit their request to Council in writing, and Council may grant the same discount on rental fees as applied to Service Clubs
Ice Allocation	<ul style="list-style-type: none"> Outlines priorities for ice allocation by type of user/user group and procedures for groups to apply each year for ice time

Table 9-3: Summary of Existing Policies (Continued)

<p>Community Grant and Vibrancy Funding</p>	<ul style="list-style-type: none"> • Two streams of funding are available through this policy to provide limited financial assistance to local non-profit organizations: the Community Grant stream and the Community Vibrancy Funding stream • Community Grant stream appears to be operations focused to a maximum of direct funding of \$2,000 per organization or \$2,500 for in-kind services • Vibrancy Funding stream appears to be capital focused to a maximum of \$10,000 per organization • Organizations can submit one application per year for one of the two streams • Recreation projects are only eligible for the Virbrancy Funding stream
<p>Commemorative Bench and Tree</p>	<ul style="list-style-type: none"> • Municipal website notes: "The Bluewater commemorative bench and tree program (CBTP) allows you to memorialize an individual or organization through the donation of a bench or tree that will be installed or planted on municipally owned property. Both bench and tree donations are tax deductible." • Benches currently cost approximately \$1,500 with an additional charge for installation

The Municipality should consider the potential additions/revisions outlined below to existing policies in conjunction with recommended new policies (section 9.2.2) for possible integrations.

Facility Discount Policy: add a review date and clarify the distinction between service clubs and not-for-profits or possibly revise and align eligibility with intent of the event as opposed to type of group (i.e., any fundraising event for which the proceeds show a demonstrable benefit to the communities of the Municipality of Bluewater is eligible for the discount upon application/approval by Council).

Ice Allocation: document prime/non-prime time definitions for the purposes of pricing and facility use tracking and add directives for introducing new uses/uses into allocations.

Community Grant and Vibrancy Funding: clarify where definitions and eligibility are/ are not mutually exclusive.

The Community Grant stream notes that funds are intended to support project-based initiatives in the areas of community services, arts and culture, social services and environment in the following categories - community events/ parades; tourism/economic development; arts/culture/heritage; community social assistance. It also specifies that "there will be no consideration given to requests for donations/grants from recreation groups. "Community Vibrancy Fund requests must fall into one of the following categories: energy sustainability; land stewardship; recreation projects; ongoing and/or annual cultural and/or historical events which are not capital projects, but promote tourism and/or historical significance to Bluewater (events shall apply for funding through the Community

Grant Stream); any of the categories identified in the Community Grant stream."

There appears to be overlap between the two streams and within each in terms of the projects/initiatives eligible for support and where there is a distinction between capital and operating grants. The definition of recreation projects in the Community Grant stream should also be more clearly stated since recreation can be interpreted to include projects under the eligible categories. If the exclusion is for capital recreation projects, this could be stated while allowing relevant groups to apply for operational assistance. Financial assistance for the use of Municipal property/facilities at reduced or no cost may overlap with the Facility Discount Policy and should be reviewed in conjunction with this policy. If the Municipality opts to develop a new Affiliation Policy (discussed in section 9.2.2), in-kind services could be removed from Community Grant and Vibrancy Funding.

The note that specifies organizers of Parades are required to provide liability insurance in the amount of \$2,000,000 could be interpreted to mean that no other applications are subject to insurance requirements.

The specific reference to environment, land stewardship and energy sustainability as areas eligible for assistance aligns with Healthy Active Living policy.

Commemorative Bench and Tree: This program should become a formal policy, and one that is widely promoted in the

community. The HAL policy can be tied to this in terms of tree selection, the list of which can comprise native species.

Recommendations:

- SD10. Review, update and coordinate existing policies including Service Club Facility Discount Policy, Ice Allocation, and Community Grant and Vibrancy Funding
- SD11. Develop the Commemorative Bench and Tree program into formal policy for wide promotion in the community.
- SD12. Consider the potential additions/ revisions to existing policies in conjunction with new policies for possible integrations.

9.2.2 New Policies

Healthy Active Living Policy

Background

Current Canadian and Ontario Government policy on healthy, active living is focused on research and promotion in preventive (non-medical treatment/intervention) initiatives. In Ontario, this approach was formalized in 2005 with the introduction of the Ministry of Health Promotion¹. Responsibility for this 'portfolio' has moved through different ministries and related agencies

¹ http://www.archives.gov.on.ca/en/explore/online/health_promotion/timeline.aspx

since that time, and now rests largely with public health, under the Ministry of Health and Long-term Care. Under Programs and Services, the Ministry's website notes, "Public health focuses on three areas: preventing conditions that may put health at risk, early detection of health problems, and changing peoples and societies attitudes and practices regarding lifestyle choices."² Healthy, active living is part of this focus.

Public health agencies at both government levels (i.e., Public Health Agency of Canada, Public Health Ontario) are mandated to work in this area, along with other agencies that are funded for various contributions to the field of health promotion. Active living partnerships are currently in place with agencies/ organizations such as ParticipACTION, Canadian Society for Exercise Physiology (CSEP)³, and the Healthy Active Living and Obesity (HALO) group within the CHEO Research Institute. These initiatives are heavily focused on research, to inform promotion with the intent of influencing individual behaviours.

As public health has assumed the mandate for health promotion, the focus became developing high level (upstream) policy approaches in areas that influence healthy, active living. This has included directing the development of the built environment to create walkable communities, active transportation networks, equitable access to healthy

food, improving resiliency to climate change, etc. Health promotion initiatives directed to individuals (downstream influences) focus on making healthy lifestyle choices.

Public health units across Ontario are the closest public health agencies to municipalities and their communities, with health promotion responsibilities that include 'physical activity' and 'healthy eating.' Huron Perth Public Health, for example, provides information on the above topics under Health Matters: Physical Activity, and Food Safety and Healthy Eating. Although not directed specifically to these topics, other public health responsibilities include those that are also related to healthy, active living in its broadest sense including: mental health, substance abuse, environment, etc.

At the municipal level, the term 'healthy built environments' is often used, and refers to land use planning policy, which relates to development in a broad sense as contained in Official Plans and associated municipal regulations. Public health has recently taken to advising municipalities on policy related to planning for healthy built environments. Parks and recreation services are viewed as necessary components of a built environment that contribute to healthy active living but have not been given the same emphasis as other approaches to facilitating active living. For example, the 'active' focus in land use planning is on active transportation (AT) as the primary driver of 'active communities.' Active transportation, however, does not fall

2 <https://www.health.gov.on.ca/en/public/programs/default.aspx>

3 Developed the "Canadian 24 Hour Movement Guidelines: An Integration of Physical Activity, Sedentary Behaviour, and Sleep," which replaced Canada's Physical Activity Guidelines.

under the parks and recreation umbrella, and trails are often not viewed as part of the AT network.

At a conceptual level, the direct link between healthy, active living and parks and recreation might seem obvious - especially on the 'active' side. At the same time, the core focus of policy direction in this area to date has been to: 1) encourage individuals to adopt healthy eating habits, and 2) integrate physical activity into day-to-day living as a way to combat obesity and its associated negative medical health outcomes. Upstream policy that legislates the shape of the built environment has been viewed as a more effective way to achieve objectives related to improving activity levels for a large proportion of the population. Moreover, use of parks and recreation services is a personal choice, which is not an upstream approach.

Nevertheless, municipalities are increasingly interested in developing policy that incorporates and promotes healthy, active living in their parks and recreation mandates/services. As a systemic concern, municipal policy directed to supporting healthy, active living encompasses many (if not all) areas of service, either directly or indirectly. The Master Plan, however, deals only with those that are directly relevant to parks and recreation.

Healthy, Active Living Policy Development

Bluewater's Corporate Policy Framework and Links

The Municipality of Bluewater's Official Plan (consolidated October 2021) and Strategic Plan (2016 - 2021) provide the corporate framework to shape departmental policy initiatives. These documents contain statements that, although not explicitly related to the concept of healthy, active living, provide support for its integration in parks and recreation services.

The Official Plan, as required, focuses on land use and development related concerns in providing parks and recreation 'infrastructure' (section 6.0). Section 5.0: Natural Environment (p. 17), however, contains the following statements that recognizes the link between environmental and human health.

Under Goals: To ensure a healthy environment and improved quality of life through the protection and enhancement of natural areas and resources.

Under supporting directions: To heighten public awareness, increase stewardship and enhance community cooperation for protection of the natural environment.

Community-wide policies that are rooted in the Official Plan and discussed in the Draft Secondary Plan (section 4.0), which are relevant to healthy active living deal with accessibility, community safety, active transportation, and energy conservation/sustainable development.

Although they are corporate-level policies, aspects of these directions can be implemented through parks and recreation services.

The Municipality's Strategic Plan (2016 - 2021) contains the following statement related to health and active living priorities and outcomes (p. 21):

Priority: Actively promote existing recreational amenities

Outcome: Bluewater is committed to fostering a healthy and engaged community that is aware of existing amenities, and are actively encouraged to make use of them; while recognizing the community's emerging and changing demographic realities

The Strategic Plan expired in 2021. In updating the document, explicit statements of commitment to a policy on healthy, active living should be incorporated. In addition to corporate-wide policy, the potential to integrate healthy active living into other departmental policies will further implementation. The Community Group Affiliation and the existing Community Grant and Vibrancy Funding policies discussed elsewhere in this section, for example, can include criteria related to healthy active living as part of eligibility for the support available through these.

Components of Healthy Active Living Policy

The potential to achieve 'healthy' living is the result of a combination of individual decisions on lifestyle choices - including being active - that contribute to personal

(and collective community) wellbeing, and public policy that establishes the framework for these choices to occur.

'Health' and 'activity', therefore, can be considered separate components of this type of policy, with the health component including both human and environmental health in recognition of the symbiotic relationship between the two. Table 9-4 outlines the individual and key parks and recreation policy 'realms' of healthy, active living.

Approach to Developing a Policy for Bluewater

The specific elements of a healthy, active living policy for Bluewater should be determined in consultation with the community and other relevant stakeholders to ensure both the awareness, support and capacity to implement it. Certain of the 'contributions' identified in Table 9-4 are already in place, such as promoting the availability of parks and recreation services. In cases where the Municipality is already engaged in implementation, developing the policy could involve looking at opportunities to widen the scope of promotional activities in terms of content and delivery channels (see also section 9.5).

New or additional directions to be included in the policy should be identified and may not include all areas of potential action in view of the resources that will be required to implement them - and some will be more easily defined and resourced than others. For example, "restoration, enhancement and/or protection of the natural environment/resources" encompasses a wide range

of municipal responsibilities. One of these - environmentally sustainable internal procurement procedures - is a comprehensive, corporate-wide function. At the same time, there are a number of areas in which parks and recreation can contribute significantly to this direction. Examples include:

The Master Plan recommends managed naturalization of parks and open space areas, the outcomes of which will result in a healthier, natural environment for local ecosystems. Building programs related to environmental stewardship and working

with partners are also recommended. As a waterfront community, education in Bluewater related to this topic could include initiatives such as:

- messaging regarding boat washing to control the introduction of invasive species into waterways
- messaging on boater responsibility regarding oil and fuel leaks and the benefits of proper boat maintenance
- providing information on the impact of lead sinkers used in fishing on water quality

Table 9-4: Key Individual and Policy Contributions to Healthy, Active Living

	Individual Contributions	Parks and Recreation Policy Contributions
Health	<ul style="list-style-type: none"> • Food choices • Substance use (e.g., alcohol, cannabis, tobacco) • Stress management • Mental health care • Social connections 	<ul style="list-style-type: none"> • Local fresh food initiatives • Healthy food options at municipal facilities • Restoration, enhancement and/or protection of the natural environment/resources • Settings that supports social connectivity and mental health • Education • Promotion
Activity	<ul style="list-style-type: none"> • Decisions to incorporate activity into daily life from a range of options that align with interests, which contribute to maintaining/improving health 	<ul style="list-style-type: none"> • Facilities, amenities, and programs to accommodate a range of opportunities for individuals to engage in both physical activity and other pursuits/interests (e.g., wellness, creative, social, educational, etc.) • Accessibility in terms of various aspects of participation (e.g., physical accessible, affordability, transport, etc.) • Program-specific services (in both design and delivery) • Information on all available services delivered in a range of formats/channels • Education • Promotion

- providing information on boat cleaning practices and use of polluting cleaners

In terms of program design, education on sun safety could be formalized in staff training for day camps with public health input, and this component of 'policy' conveyed to parents, so they know how their children are being protected. At the same time, the community at large is being informed about how best to ensure sun safety. Other sections of the Master Plan discuss program/partnership potential that aligns or can be aligned with the intent of a healthy, active living policy (e.g., Parks Associations, Canadian Wildlife Federation, etc.)

As noted above, the policy should limit itself to things that are reasonable in terms of what can be accomplished. 'Starting small' and being successful is preferable to overreaching and not being able to meet aspirations. As the policy comes up for periodic review, more directives can be incorporated, if appropriate, to expand the Municipality's work in this area.

Resources for Policy Development

Web-based research produced various resources that are useful to determining the components of a healthy active living policy, as briefly outlined in Table 9-5 - including current weblinks at the time of writing. The relevance of these to Bluewater will depend on the community's focus for its policy. Several resources also include case studies on specific programs/initiatives that could be considered for adaptation to Bluewater.

Web-based research for examples of municipal policy on healthy, active living produced two examples from school boards in the Province of Quebec that address both health and physical activity. These are contained in Appendix D and provide a broad and a more detailed sample of this type of policy, while recognizing schools are more involved in food/meal provision than municipalities.

Table 9-5: Resources for Policy Development

Resource	Description
Reports	
<p>Healthy Rural Communities Tool Kit: A Guide for Rural Municipalities (2015)</p> <p>https://planh.ca/resources/publications/healthy-rural-communities-tool-kit-guide-rural-municipalities</p>	<p>While this document focuses on land use approaches to creating healthy communities, it contains links to resources that can support parks and recreation-related policy on healthy, active living - particularly in the areas of local food, nature and climate change.</p>
<p>Framework for Recreation in Canada Audit Tool (2018)</p> <p>https://cpra.ca/wp-content/uploads/2021/09/framework_alignment_tool2021.pdf</p>	<p>This Municipal Audit Tool was created to allow local governments to assess their current situation with respect to implementing the goals and priorities of the Framework for Recreation in Canada (2015). Each of the checklists provided in relation to the Framework's five goals identifies potential specifics to be considered in designing a healthy active living policy:</p> <ul style="list-style-type: none"> - fostering active living through physical recreation - inclusion and access - connecting people with nature - developing supportive environments - creating capacity
<p>The Power of Parks to Address Climate Change: A Special Report (2022)</p> <p>Trust for Public Land</p> <p>https://www.tpl.org/parks-address-climate-change-report</p>	<p>Although U.S. and urban-focused, this report provides case studies on current approaches to mitigating climate change through parks.</p>
<p>Communicating about Physical Activity: Challenges, Opportunities, and Emerging Recommendations (2020)</p> <p>https://www.frameworksinstitute.org/publication/communicating-about-physical-activity-challenges-opportunities-and-emerging-recommendations/</p>	<p>This strategic brief identifies ideas or beliefs about physical activity that are shared among different groups in society and represent the most relevant challenges, and points to opportunities for the field's future communications, with a view to reframing the message in promotion and communications.</p>

Table 9-5: Resources for Policy Development (Continued)

Websites	
<p>Ecohealth Ontario https://www.ecohealthontario.ca</p>	<p>EcoHealth Ontario (EHO) is a collaborative of professionals in the fields of public health, medicine, education, planning and the environment who are working together to increase the quality and diversity of the urban and rural spaces in which we live.</p> <p>The site provides research, business case studies and communications tools (including infograph posters) that convey the interdependence of human and natural ecosystem health.</p>
<p>Park People https://parkpeople.ca</p>	<p>Although urban-focused, Park People engages in research that is relevant to parks in general, and their role in health, economy, ecology, and social belonging when they're shaped and animated by their communities.</p>
<p>Communities Choosewell https://communitieschoosewell.ca</p>	<p>Communities ChooseWell is an Alberta-based program to foster the wellbeing by engaging and supporting healthy living champions, organizations, and municipal governments across the province to transform local practices, places, policies, and partnerships so that healthy eating and active living are easy choices for everyone. It provides resources, funding, learning and connecting events, and opportunities to celebrate community success. Resources include a toolkit for health for Healthy Eating in Recreation Settings.</p>
<p>Federation of Ontario Cottagers' Associations (FOCA) https://foca.on.ca</p>	<p>FOCA is a central web-based 'portal' for information related to Ontario's lakes, waterfronts, their habitats, invasive species, stewardship, etc.</p>

Community Group Affiliation Policy

Among 51 respondents to the user group survey, the largest proportion (39% or 20 groups) indicated interest in additional Municipal support, followed by 33% (17) groups that reported uncertainty in this regard. Table 9-6 lists areas of needed assistance that can be considered for inclusion in policy.

Other survey responses included winter space to sort and provide pick up of farmers' market orders; technical support in trail maintenance/equipment; funding; adequate space to play in Bayfield; providing land for a leash-free dog park; maintaining low participation costs for high inclusivity.

The Municipality is also interested in streamlining its support to the community volunteer sector. In view of this, and anticipating more community-based programming, the Municipality should consider developing a policy aimed at equity and consistency in municipal assistance provided to volunteer groups. It should also be widely promoted to generate awareness of the help that is available. A Community Group Affiliation Policy describes the services available from the Municipality to registered community groups in providing their program and services.

Although not-for-profit community groups or organizations must be registered to receive municipal assistance, registration does not guarantee support. A standard, typically annual, registration/application process for eligible groups interested in municipal assistance "affiliates" them with the municipality and establishes a formal,

consistent process for reviewing requests and monitoring policy effectiveness. Municipal staff review the applications and make recommendations to Council for approval. The support provided is typically in-kind, with major funding provided through a separate policy or policies. In the case of Bluewater, it may mean removing the in-kind component from the Community Grant program. This would separate applications for financial and non-financial support, with the latter being pre-determined for all affiliated groups. The type and extent of services

Table 9-6: User Group Interest in Additional Municipal Support

Areas of Interest for Support	% (#) of Groups
marketing and promotion	50% (10)
communicating with the municipality	50% (10)
facilitating partnerships among service providers	50% (10)
volunteer recruitment	45% (9)
volunteer recognition	45% (9)
assistance with funding applications	40% (8)
fundraising	40% (8)
insurance (securing, cost, etc.)	30% (6)
volunteer training	25% (5)
better facility scheduling	15% (3)
use of online registration platform	5% (1)

available to affiliated groups depends on the capacity of the municipality to provide them.

The policy specifies criteria for affiliation and the services available to affiliated groups. Requirements for affiliation include items such as delivering programs and services that align with municipal goals/objectives in parks and recreation as contained in documents such as the Master Plan and Healthy Active Living policy; being an incorporated not-for-profit group operated by a volunteer board or executive committee; ensuring membership/participation in the group is available to all residents in the community; meeting criteria to measure the merit of the group's programs/services (e.g., does not duplicate existing programs/services, fosters physical activity/healthy lifestyles, etc.); the group's primary focus is in Bluewater, etc.

While several of the benefits to be considered are already available to local volunteer groups in Bluewater, it may be useful to bring these - and others identified through further consultation with groups on needs - into a single policy. It can be used to provide clarity and consistency in terms of the range of support services available to volunteer groups and what they must do to be eligible to be, and remain, affiliated. Benefits to affiliated groups might include:

- marketing and promotion: distribution of approved promotional materials at municipal facilities and assistance with contacts for the local media

- grants and insurance: assistance from municipality in securing liability insurance, sourcing potential grants, and/or completing applications for non-municipal grant programs (e.g., Ontario Trillium Foundation, private sector, etc.)
- volunteer recruitment: posting volunteer needs for upcoming program season on the Municipality's website
- volunteer recognition: an annual, municipally-hosted recognition event for all volunteers of affiliated groups
- leadership training and development: course rebates for community volunteer development to a maximum amount/person/ course (e.g., \$50/year) to a maximum amount per group/ organization (e.g., \$200/year), provided the course is a core component of the organization/group's mandate, with priority being given to certain courses
- facilities and equipment: free or proportionate discounted fees for use of facilities, spaces, equipment

With respect to the foregoing point, discounted fees for Bluewater's service clubs are currently covered under a policy discussed above. If, upon review, it is decided to widen eligibility for discounts, it might be appropriate to include it with Group Affiliation and retire the existing procedure.

The manner in which support is provided can also vary. While not precluding assistance to individual groups when needed, support in some areas can be collective. Help with accessing external

funding, for example, can include in-house training sessions on writing grant applications.

The details of this policy should be developed in further consultation with volunteer organizations to confirm the type and extent of required assistance to sustain/grow their programs/events, in relation to the Municipality's capacity to provide it.

Event Policy

Bluewater's role in delivering events to the community is providing support to volunteer hosts/operators. In continuing this function, the Municipality would benefit from policy that details the services it will provide for events and festivals held on municipal property, as well as those held on non-municipal properties that could impact municipal services. Establishing a municipal event policy serves to:

- document the Municipality's purpose/role in delivering events and festivals
- provide consistency to the public and community organizations regarding municipal supports and services such as in-kind staffing, municipal services provision, cost recovery, and financial contributions to community groups
- support inter-departmental teamwork and clarify roles and responsibilities for municipal staff and volunteers in event planning, promotion, attendance, and management (inter-departmental teams may include Parks and Recreation, Clerk's Office, Fire Services, Emergency Services, etc.)

- address cost recovery for municipal services from event services (e.g., waste management, EMS, traffic management, labour, and repairs).

Staff Support and Administrative Procedures

A policy can establish consistency and clarity on the roles and responsibilities of both Municipal staff and volunteer hosts in delivering events including dedicated resources provided through in-kind staff contributions to support event delivery. Municipalities generally provide support in facilitating event applications, permits, and coordination of municipal services through an events team. Internal guidelines should also be established to identify municipal staff contribution by department.

North Grenville's Festivals & Special Events Policy and Procedures¹ includes a detailed policy with forms, procedures and guidelines for supporting event delivery.

Financial Support

An events policy can establish the municipality's position in providing financial support for qualified events. This can include fee waivers, cash grants or in-kind services. The fee waiver or cash grant is often tied to the cost of municipal services required to stage the event. The existing Community Grant and Vibrancy

¹ <https://www.northgrenville.ca/play/festivals-attractions/festival-events-policy>

Funding includes events and could continue to be used or a separate budget could be set up for this type of funding.

There may also be merit to separating community-serving events from those designed to attract visitors to the Municipality, to ensure that Bluewater's contributions are in line with its capacity and the anticipated 'return on investment' and to identify instances where support may be required from other agencies or organizations outside the community. The following criteria are suggested for determining an event's designation as visitor attractive. The event:

- must be open to the public and is expected to bring a substantial number of people into the community, and
- is expected to create a positive economic development impact for the community, and
- is expected to promote the area regionally, provincially, nationally or internationally.

Public Art Policy

Huron County's Cultural Plan includes directives for a County-wide public art program. It is to be led by the County and implemented at the municipal level, with support from the County's Cultural Development Officer. As a partner to this initiative, Bluewater should consider developing a public art policy, with the assistance of County staff.

Court Allocation Policy

The Master Plan recommends the development of tennis/pickleball courts. In conjunction with providing these facilities, the Municipality may need to prepare a court allocation policy if demand for prime time exceeds capacity. As popular activities using the same facilities, the need to equitably allocate time to each sport may be required.

JULY 28, 2022

Huron County, Ontario - The County of Huron will be commissioning up to six artists to paint murals as part of the Huron County Mural Project. The goal of this creative project is to enhance the cultural vibrancy of Huron's communities and support ongoing tourism recovery in Huron County through public art.

"Public art projects add great value to the cultural and economic vibrancy of a community," said Huron County Warden, Glen McNeil. "I encourage local artists to apply to the Huron County Mural Project and to share their unique talents with the community."

Artists are invited to respond to an open call to participate in the Huron County Mural Project. This program will see the creation of six new public art murals in the communities of Bayfield, Clinton, Exeter, Goderich, Seaforth, and Wingham, between August and December, 2022.

Source: <https://www.huroncounty.ca/news/call-for-artists-county-of-huron-seeking-local-artists-to-participate-in-the-2022-huron-county-mural-project>

Recommendations:

- SD13. Develop a Healthy Active Living (HAL) Policy that outlines its purpose and integration in the department's service provision.
- SD14. In updating the Strategic Plan, explicit statements of commitment to a policy on healthy, active living should be incorporated.
- SD15. Consider opportunities to further HAL objectives in part of other department policies.
- SD16. Develop a Community Group Affiliation Policy in conjunction with a review of existing policies for possible integration.
- SD17. Develop an Event Policy to guide Municipal support for, and guidelines on, delivering community-oriented and visitor-attractive events.
- SD18. Develop a public art policy in collaboration with Huron County in implementing its Cultural Plan.
- SD19. Anticipate the need to develop allocation policy in conjunction with providing new tennis/pickleball courts.

9.3 Service Planning & Evaluation

9.3.1 Planning

The following outlines the general steps in planning parks and recreation services. As a facilitator in service provision, the Municipality will need to collaborate with non-municipal groups and organizations in responding to community needs. Consequently, joint planning activities will be needed to support service delivery.

The Municipality should take the lead in instituting planning activities with relevant organizations to conduct the following tasks:

- verifying community service needs/ demands
- determining which of these can be addressed
- detailing the program/service response by area (parks, trails, facilities and/or programs/events)
- determining the delivery method, if appropriate, the organizations to share in provision
- developing timelines and budgets to support the action(s)

Partnerships (discussed further in section 9.4) among participating organizations should emerge in response to specific required actions, which may be continuous or self-limiting, depending on the initiative. They will also comprise different types of relationships, and

service delivery methods, depending on the parties involved. The number of sessions per year in which all participants should engage can be determined collectively at the outset of this initiative to which potential collaborators would be invited by the Municipality. At least one full-group session per year, however, would be required - and likely supplemented by smaller group meetings throughout the year to deal with specific topics emerging from the collective session or unforeseen issues. Events, for example, may require separate groups/sessions and include the business community in planning activities.

The first planning activity noted above, “verifying community service needs/ demands,” will involve periodic research to clarify program and service needs by age group, content and delivery method. The Master Plan surveys revealed areas of interest that can be used as starting points for further investigation with the community, with those that emerged as most preferred and can be offered most easily should be pursued first. Moreover, programs that can potentially address several areas of interest simultaneously should be considered in the early stages of new service development.

At the same time, it will not always be possible or feasible for the Municipality (alone or with others) to respond to interests that emerge and are more appropriately addressed by, for example, the commercial sector.

In cases where it is reasonable to provide a new program or service and the capacity exists to do so, joint planning activities can detail what should be developed in

the way of a solution and - depending on the specifics - which party or parties are best suited to deliver it and what their respective contributions will be to operating the service. If, for example, a noticeable interest in a pottery class emerged in program evaluations it would be brought to the 'planning table' as something to be explored by the group and a determination would be made on whether or not to pilot a program in view of the net costs to the providers in terms of facilities, equipment/materials, instruction, etc. and how many registrants would be required to make it worthwhile. If the decision was to proceed with the program, each participating party would need to plan and budget accordingly.

9.3.2 Evaluation

Section 5.5 of the Master Plan identified specific requirements for monitoring facility to confirm demand. Ongoing service monitoring and evaluation will also inform planning to address needs as they evolve and to gauge the success of programs, events and services after-the-fact. For programs and services facilitated by the Municipality, an internal evaluation process will be needed. The Municipality's new recreation management software can generate information on a variety of variables to use in service planning, some of were discussed in the section 5.0 on facilities.

Program and event information should also be collected and tracked over time. As appropriate to the intended outcomes of individual programs/ events, variables such as registration, attendance, program completion,

age(s) of participants and location of residence, seasonal/permanent resident participants, etc., should be documented and used for planning/designing services and to identify trends over time. Some of this information could be collected at registration or provided in post-program participant evaluations.

The ability to evaluate progress will require annual targets that can be measured. For example, a program objective for an upcoming budget year may be to introduce four new programs in areas of particular interest emerging from the Master Plan's consultation. Each new program is essentially a pilot and should be evaluated upon completion to determine future options to continue - with any required adjustments - or discontinue. The results of each year's programming would provide the basis for reporting on outcomes and planning for the upcoming year. In addition to the 'statistics' noted above for collection, the experience of participants and volunteers should be evaluated to identify areas where both can be improved.

While the Municipality can ensure these types of data are collected for its services, joint planning activities can best be supported by comparable information from participating non-municipal providers. As part of joint planning, all parties should determine how each can contribute to monitoring and evaluating services to be able to make effective decisions.

Many commentators are predicting permanent shifts in the demand for recreation services post-COVID, and the need for municipalities to respond

accordingly. The actual implications of the pandemic, however, will only become apparent over time. For example, the expectation that more people will continue to work from home on flexible schedules can be anticipated to translate into greater levels of demand for recreation programs/access to facilities in traditionally non-peak times. Monitoring these factors will contribute to verifying anticipated changes in recreation service needs and the need to adjust municipal delivery responses to this demand.

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

Recommendations

- SD20. The Municipality should take the lead in instituting collaborative planning on a regular basis with existing and potential program/service providers as a result of program/service development work.
- SD21. Institute ongoing service monitoring and evaluation to inform service planning in the areas of facility/space use, programs and events.
- SD22. Develop annual planning targets to allow outcomes to be measured and reported.
- SD23. Use new recreation management software to develop a comprehensive system of data collection to inform ongoing planning/evaluation work.

¹ Source: <https://vdocuments.site/measuring-customer-value-and-value-measuring-customer-value-and-satisfaction.html?page=1>

9.4 Partnerships, Collaborations and Agreements

9.4.1 Partnerships and Collaborations

The word 'partnership' can be strictly defined to mean two or more parties formally participating in material risk-taking for mutual benefit, in the delivery of a product or service. For the purposes of the Master Plan, however, a fluid notion of partnership is used since these arrangements in parks and recreation services can vary from informal, joint activities to complex legal agreements for longer-term collaborations.

As a facilitator in service delivery, partnering with other agencies and organizations will be an essential function of the Municipality to implement the Master Plan. At the same time, the Master Plan cannot anticipate the form and content of specific partnerships as they will be shaped by service needs, which require additional investigation and clarification.

The foregoing sections on service requirements in programs, facilities, parks and trails include recommendations that will require partnerships with other parties, with the nature of these still to be determined. A partnership for redeveloping the Bayfield Complex and the associated land belonging to the Agricultural Society, for example, would require renegotiation based on

an agreed-upon plan for redevelopment. Similarly, adjacent municipalities and other community-based agencies were open to future partnerships, should they meet a required need and be mutually beneficial. Formal associations with a mandate to oversee neighbourhood park development and programming with Municipal support will require collaborations, the nature of which may be the same for all locations in which residents respond to a call for volunteers.

Collaborating with schools/school boards for access to facilities such as gyms and playing fields for community recreation is an option that is usually open to municipalities. The focus of Bluewater's Plan, however, is to first increase the use of municipal facilities, which are all underutilized (fields, arena floors, and the community centre facilities that are used as gyms). School fields, unless at the secondary level, may not be of sufficient quality for play (and are often scrub fields), which would require the Municipality to take on the costs of improvements and maintenance for community use in non-academic hours through agreements with the Board. Since the Municipality does not have control over use of the fields for much of the year, it could be left with a larger ongoing expense in maintenance than would otherwise be the case. This may be a route to take if demand for municipal fields exceeds supply but this is not the case in Bluewater.

Two previously discussed recommendations will be key to actively identifying potential partnerships:

SD 5 recommends hiring a full-time Program/Community Developer who will be responsible for facilitating program/service development and working with local parks associations. In addition to educational and experiential qualifications, a personal requirement to optimizing the benefits of this type of position is self-motivation with a genuine interest in reaching out to, and meeting new people, relationship building, inquiry and creative problem-solving to overcome obstacles to delivering innovative programs and services. This work will identify the potential to partner with other agencies and organizations in providing needed services.

SD 20 recommends that the Municipality take the lead in instituting collaborative program/service planning on a regular basis with other existing and potential providers. The act of coming together itself will facilitate communication among the various agencies and organizations involved in service provision and contribute to innovative ideas for collaboration in areas of mutual interest/benefit. It will also help identify areas of common concern across groups that can be addressed collectively.

The outcomes of these sessions should point to the 'optimal' partnership opportunities among the various participants, given their mandates and resources. In cases where the Municipality is identified as a partner to an initiative,

Table 9-7: Organizational Contributions to Successful Partnerships¹

Component	Description
Leadership	Partnerships imply a shared leadership among respected individuals who are recognized and empowered by their own organizations to build consensus and resolve conflicts. However, one organization will generally take the lead on managing the process. Partners must have trust in each other's ability to lead effectively and honestly.
Common Understanding	Partners need to understand each other's organizational framework, culture, values, and approach. Partners also need a clear understanding of individual members' roles, responsibilities, and what the partnership's division of labor will be.
Purpose	Partnerships must be guided by a shared vision and purpose that builds trust and recognizes the value and contribution of all members. Each partner must understand and accept the importance of the agreed-upon goals. This leads to improved coordination of policies, programs, and service delivery. Shared and transparent decision-making processes are also essential as partners work towards their common purpose.

¹ <http://elearning.daremightythings.com/CCF/partnerships/Print.aspx>

Table 9-7: Organizational Contributions to Successful Partnerships (Continued)

Culture and Values	Shared “can-do” values, mutual understanding, and an acceptance of differences (e.g., norms, ways of working) are essential to successful partnerships. Partners need to discuss their organizational cultures to identify how to work with their strengths and weaknesses. When partners respect each other’s contributions and regard each other as equals, they can gain active involvement from organization representatives who will play a valued role in the partnership.
Learning and Development	A healthy partnership promotes an atmosphere of learning. This may involve monitoring and evaluation aimed at improving members’ performance. An open mindset and the desire to invest in partners’ skills and knowledge will create opportunities to shape each other’s work and learn together. In this environment, members can reflect honestly on both successes and failures.
Communication	If a partnership is going to succeed, there must be effective communication at all levels within the partnership and inside each partner organization. In addition, strong feedback loops should be outlined from the beginning of the relationship so that all stakeholders receive timely information.
Performance Management	The appropriate partnership structure, management practices, and resources must be in place to achieve the intended purpose of the partnership. Members must demonstrate both accountability for their actions and ownership for delivering on the objectives and targets for which they are responsible.

its contribution will be determined in consultation/negotiation with the other parties to the agreement.

Ten (50%) of the user groups requesting Municipal assistance in the survey indicated they would like help facilitating partnerships among service providers. Although assistance can also be provided on a case-by-case basis, annual planning sessions will provide a structured opportunity to discuss potential collaborations for the next year.

Although partnerships can be the most effective way to deliver parks and recreation services, decisions to

pursue them should consider both the commitment, contributions, and costs associated with these arrangements.

Table 9-7 outlines the contributions that all parties to a successful partnership must be able to make. While each organization is looking to benefit from the arrangement, a partnership - by virtue of its collective nature - requires all parties to commit to each other’s need to benefit.

When determining whether or not to enter a partnership, the costs to the Municipality should be a key

consideration. The Partnering Initiative (TPI)¹ identifies two types of value creation through partnerships:

- The value-add of the partnership as a whole: the resulting outcomes delivered beyond those of a single actor (i.e., delivering more than the sum of its parts).
- The value each individual organization gains: all types of partnerships must deliver a net benefit to the partners (i.e., value after all input and transactional costs).

As shown in Table 9-8, there are organizational costs to be accounted for in developing and managing partnerships.

Table 9-8: Organizational Costs of Partnerships¹

Staff Costs	'Hard' Costs	Non-tangible Costs
All staff time plus overheads / full cost recovery	Money and other resources with a financial value (e.g., travel, office space, equipment, etc.)	Social and political capital used in implementation

¹ Ibid.

¹ https://www.thepartneringinitiative.org/wp-content/uploads/2018/11/2_Value-add-of-partnerships.pdf

9.4.2 Agreements

All partnerships should be supported by formal agreements. These can be simple or complex, continuous or self-limiting, depending on the intent of the collaboration. Generally, they should specify: the purpose of the partnership; the parties to the collaboration and their respective roles and responsibilities, including financial commitments; ongoing processes regarding internal communications; accountability/reporting mechanisms; performance evaluation mechanisms; the term of the agreement and renewal/discontinuation terms; a process for conflict resolution.

Although partnerships should be supported by formal agreements, not all agreements comprise partnerships. As discussed in foregoing sections, the Municipality has lease agreements with various organizations that program/operate its facilities. Some of these documents specify that they are not partnerships, as in the lease with the Bayfield Town Hall Heritage Society: "Section 14 – No Partnership: The Lessor does not, in any way or for any purpose, become a partner of the Lessee in the conduct of its business, or otherwise or joint venturer or a member of a joint enterprise with the Lessee. Neither the method or computation of rent of any other provision contained herein, nor any act of the parties hereto shall create any relationship between the parties hereto other than that of Lessor and Lessee."

Section 5.0 on facilities considered individual lease agreements, and areas in which they might be improved.

For agreements that include the cost of utilities, a monthly pre-authorized e-payment could help streamline remittances. A payment schedule that equalizes payments over the course of 12 months could be set up, based on the previous year's average monthly charges with a percentage increase to anticipate higher rates. At the end of the year, any outstanding charges can be billed separately, and any overpayments can be credited to the next year's billings.

Recommendations:

- SD24. The Municipality should consider entering partnerships for service provision with like-minded groups and organizations on a case-by-case basis where a determination of the value added exceeds the costs of collaboration.
- SD25. All partnerships should be supported by formal agreements.
- SD26. Where appropriate, lease agreements should be revised to streamline utility payments.

9.5 Communications and Promotions

The Municipality's website provides detailed information on recreation opportunities and programs under the following headings:

- Beaches and Marinas
- Community Calendar
- Community Groups
- Explore Beyond the Shore
- Facilities and Rentals
- Libraries
- Parks and Playgrounds
- Recreation Programming
- Trails

In the short-term, the webpage and other social media should be used and enhanced to inform/promote services. A Community Calendar specific to parks and recreation could be posted with regular updates on programs and events. Culture and heritage programs/experiences could be added to the topics for which information is provided.

Creating social media accounts (e.g., Facebook, Instagram) specific to recreation opportunities in the Municipality is a more direct way to promote services. Residents who are interested in recreation activities may be more likely to follow/subscribe to an account dedicated to this topic than general municipal updates. Staff

operating these accounts can also quickly re-share upcoming programs, events and news from other community providers.

The Internet and social media tend to be the focus for information provision. While these channels are important, print continues to be a key medium. Upon further service development, the Municipality should develop a print Community Guide, which could encompass other municipal/community services in addition to parks and

Brochure Trends For 2020:

Put it in print...Set aside your notions that millennials want everything online and that baby boomers want everything in print. You have it backwards! Boomers in the U.S. lead all other nations in computer literacy of older adults. And millennials prefer print catalogs. Yes. The popularity of print continues to rise as more younger people begin to participate in lifelong learning. Increasingly, lifelong learning members are noting that when they improve their print catalog, their online and digital presence is more effective. The catalog drives traffic to your website. Tips:

- Integrate your print materials with digital communication
- Focus on creating well-designed, easily navigable web pages and good social media

And memorize this: "Print drives decisions. Decisions are implemented online."¹

¹ <https://lern.org/>

recreation. While not evidence-based research, 'Brochure Trends for 2020' suggests the continuing importance of printed promotional material.

Given the presence of a significant number of seasonal residents in the Municipality, connecting with cottagers' associations to regularly promote parks and recreation opportunities to these residents is important. Finally, the Municipality could consider reciprocal promotion with other area municipalities to help direct local residents to services not available locally and vice versa, and/or to jointly promote programs that are farther-reaching (e.g., trails, heritage routes).

Communications channels can also be used by the Municipality to promote its work in parks and recreation services. The Municipality of Port Hope, for example, produces an annual graphically portrayed Parks, Recreation and Culture Year-in-Review¹ that summarizes the past year's work in developing, operating and maintaining these services. Much of this information is already available or would be captured in monitoring activities and could be used to produce an 'annual report' to Bluewater residents.

Recommendations:

- SD27. Continue developing digital media information to promote/communicate with residents about parks and recreation services.
- SD28. Create recreation-specific social media accounts.
- SD29. Communicate with cottagers' associations to promote parks and recreation services to seasonal residents.
- SD30. Develop a print Community Guide upon further service development.
- SD31. Consider reciprocal promotions with other area municipalities for both local and regional services/experiences.
- SD32. Prepare and post an annual services 'year-in-review' that summarizes and informs the community about the Municipality's achievements in parks and recreation.

¹ Source: <https://www.porthope.ca/en/your-municipal-government/prc-year-in-review.aspx>

10.0 Implementation



10.1 Introduction

This section outlines the proposed implementation strategy for the Master Plan's 181 recommendations. Following a discussion of key considerations, the recommendations are presented by service areas of the Master Plan (Programs and Events, Facilities, Parks and Open Spaces, Water Access Points, Trails, Service Delivery), accompanied by the anticipated costs and timeline associated with discrete tasks. For a more complete explanation of each recommendation, please refer to the corresponding discussion in the preceding sections.

This strategy should be considered part of a living document. In monitoring and evaluating the Master Plan, changes that result from work completed should be reflected in systematic reviews that track the initiation, progress and completion of all items as they are implemented in annual work plans and budgets.

10.2 Considerations

The proposed roll-out of recommendations is based on the information available at the time of Plan development and includes the following considerations: operations vs. capital projects, immediate need, dependencies and efficiencies, budget, staff resources, and flexibility. Each of these is outlined below.

10.2.1 Operations vs. Capital Projects

Of the 181 recommendations, 111 are operational in nature. This means the implementation of these recommendations would be undertaken by staff as part of their day-to-day activities. The remaining 70 capital recommendations and eight recommendations to undertake supplementary studies require discrete budget allocations for execution. This includes both improvements/repairs to existing facilities, as well as the design and construction of new facilities and amenities.

10.2.2 Immediate Need

Several recommendations reflect immediate community need. These address repair backlogs to aging infrastructure and facilities, closing gaps in services and processes for decision-making. These projects are scheduled for years one to five in the implementation forecasts.

10.2.3 Dependencies and Efficiencies

While recommendations are described as individual initiatives, many are interrelated and need to be considered in the larger context of achieving efficiencies in implementation. Some recommendations must be initiated and completed before other recommendations can begin, while others may benefit from being undertaken simultaneously in terms of process efficiency and providing a more fulsome approach to infrastructure improvements.

10.2.4 Budget Considerations

The implementation sequence attempts to evenly distribute the costs of recommendations over the 15-year time frame of the Master Plan. This includes costs associated with operations, planning/design and implementation.

The total cost of all projects over the fifteen-year schedule is approximately \$11,162,000 - with \$2,681,000 allocated for the short term (see Table 10-1).

It should also be noted that costs for some recommendations are not available and are yet to be determined. These have been noted in the forecast and would be in addition to the numbers provided in the Master Plan. Another factor to consider are cost premiums/ fluctuations due to the pandemic and inflation. The current situation makes it especially difficult to attach estimates to recommendations. This is particularly true at a Master Plan level where the potential range in design and the quality of materials and finishes are also unknown, and are determined by the Municipality in project implementation at a later date.

Appendix E provides a more in depth discussion of the Master Plan's budget considerations for the Municipality over the next 15 years.

Table 10-1: Cost Summary of the Recreation Master Plan's Recommendations

Area of Recommendation	Timing				Total Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
Programs and Events	\$300,000	\$300,000	\$300,000		\$900,000
Facilities	\$500,000	\$2,180,000	\$200,000		\$2,880,000
Parks and Open Spaces	\$861,000	\$815,000	\$1,336,000		\$3,012,000
Water Access Points	\$100,000				\$100,000
Trails	\$50,000	\$40,000			\$90,000
Service Delivery	\$300,000	\$300,000	\$300,000		\$900,000
Total Cost	\$2,111,000	\$3,635,000	\$2,136,000		\$7,882,000

10.2.5 Staff Resources

The need for staff resources to do the work requires both a distribution of tasks over time and, in some cases, hiring additional staff to take responsibility for implementation. It will also require coordinated efforts both internally and externally.

10.2.6 Flexibility

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

Ongoing initiatives are to be carried through each year to the end of the Plan’s term. Their applicability throughout the entire period, however, will depend on evolving needs in relation to service development. For example, program expansion for specific interests may be sufficient to meet demand in considerably less than 15 years (subject to potential changes based on continuation of monitoring and verification of need). The point at which this will happen, however, is unknown and thus not identified as an “end-date” in implementation. The recommendations shown as time-limited endeavors may also extend beyond the years shown. It may take longer to complete the identified activities and/or the completion of a recommendation may result in a new system component or procedure. Recommendations to establish formal agreements or contracts,

for example, are shown as time-limited or negotiated arrangements that will create new, ongoing relationships between the Municipality and other providers (e.g., volunteers, agencies, businesses, etc.).

10.3 Anticipated Costs and Timing

Table 10-2 outlines the anticipated costs and timeframe for implementing each of the Master Plan’s 181 recommendations.

Legend

Operating Costs 

Capital Costs 










Study to be Undertaken 










Table 10-2: Recreation Master Plan's Implementation Strategy

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
Programs and Events					
General Programming					
P1. Expand Seniors programs, and provide them at multiple locations	 Costs absorbed within salary of Programmer				
P2. Expand programming in halls	 Costs absorbed within salary of Programmer				
P3. Provide opportunities for self-directed/drop-in recreation	 Costs absorbed within salary of Programmer				
P4. Provide assistance to community recreation providers	 Costs absorbed within salary of Programmer				
P5. Introduce/support other models for delivering programs	 Costs absorbed within salary of Programmer				
P6. Work with local providers and the Health Unit to develop food-based programs	 Costs absorbed within salary of Programmer				
Community Centre and Arena Programming					
P7. Continue to support resident-led recreation programs, and approach organizers to discuss potential to expand their programs to other locations in the Municipality	 Costs absorbed within salary of Programmer				
P8. Pilot new programs for children, youth, adults, and seniors in the community centre halls and kitchens	 Costs absorbed within salary of Programmer				

Operating Costs 

Capital Costs 




Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
P9. Reach out to existing and potential program providers operating in surrounding municipalities to discuss program development opportunities	 Costs absorbed within salary of Programmer				
P10. Develop more gymnasium-based programming at Stanley Community Centre	 Costs absorbed within salary of Programmer				
Community Hall Programming					
P11. Work with leaseholders to develop programs for adults, children, and youth at Hensall Heritage Hall, Hay Town Hall, and Bayfield Town Hall	 Costs absorbed within salary of Programmer				
P12. Consider developing a youth centre in underutilized Municipal spaces	 Costs absorbed within salary of Programmer				
P13. Increase/begin advertising for hall rentals	 Costs absorbed within salary of Programmer				
P14. Approach the Library, schools and potential program providers from the community and surrounding areas to discuss opportunities for programming and events at the community halls	 Costs absorbed within salary of Programmer				
Programming Parks and Outdoor Spaces					
P15. Continue to provide summer camps at Bayfield Arena and Agricultural Park and Hensall Community Centre Park/Kin Playground	 Costs absorbed within salary of Programmer				
P16. Encourage and support the development of a Volleyball club/program using the Hensall court	 Costs absorbed within salary of Programmer				
P17. Offer wellness and fitness classes in the forested and open areas of Hensall Community Centre Park/Kin Playground, Zurich Lions Park, and Clan Gregor Square	 Costs absorbed within salary of Programmer				

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
P18. Reintroduce tournaments and other sport events at Hensall Community Centre Park	 Costs absorbed within salary of Programmer				
P19. Reach out to potential partners/ volunteer groups to assess their interest in establishing a community growing and teaching garden	 Costs absorbed within salary of Programmer				
P20. Work with Huron County Library to offer library programs in Municipal parks	 Costs absorbed within salary of Programmer				
Total Estimated Cost for Programs and Events:	See SD5				
Facilities					
Existing Arenas and Community Facilities					
F1. Reduce provision from three to two ice pads.					
F2. Remove Bayfield Community Complex Arena from facility supply, as the preferred option in ice pad reduction.					
F3. If required, redesign ice allocation policy to reflect the change in demand for two versus three ice pads.					
F4. Develop a long-term strategy to achieve an appropriate supply of arena/community centres in the most financially sustainable way possible.					
F5. Plan to develop a new Bayfield Community Centre without an indoor ice pad; decommission Hensall Arena at the end of its natural lifecycle.					

Operating Costs ■

Capital Costs ■

Study to be Undertaken ■

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
F6. In developing a new Community Centre in Bayfield consult with the Bayfield Agricultural Society on the potential to revise the lease agreement to allow a larger/reconfigured building footprint on its lands, and to incorporate the park/open space area as part of an overall site design.					
New Community Centre Facilities					
F7. In the short-term, provide space equipped for personal fitness use at one of the community centres, with membership-based, 24-hour electronic access.	See F8				
F8. Consult with the community and solicit professional advice on required equipment and issue an RFQ to solicit a price for a term-based, equipment lease contract to include maintenance/repair services.	\$200,000*	\$200,000*	\$200,000*		\$600,000
F9. Depending on the success of the centre, consider providing a purpose-built space in the longer term as part of new community centre facilities.		see F14.			
F10. Track gym-specific use to verify demand for a new gym as part of new community centre facilities and retire the Stanley facility once it is constructed.	Using new recreation management software				
F11. Consult with Huron-Perth Public Health Unit to investigate the potential to use the large community centre hall kitchens for community programming and food producer rentals.					
F12. Initiate separate schedule for, and track, kitchen use that occurs independently of hall rentals.					

* \$100,000 per year - this may change if new complex developed.

Operating Costs ■

Capital Costs ■

Study to be Undertaken ■

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
F13. Determine the need to provide a commercial kitchen as part of new community centre facilities.		See F14			
F14. Prepare a study for new community recreation facilities as part of a stand-alone complex or a redeveloped arena/community centre and consider including the following major components, the specifics of which should be determined based on verified demand for those that can be tested and in design consultation with the community and organized user groups:		\$80,000			\$80,000
Stand Alone Halls					
F15. Enter/renew or terminate, as appropriate, lease agreements with organizations that are tenants of municipally owned facilities.					
F16. In consultation with organizations that rent municipally owned facilities, determine the type and extent of information required on operations, use, and proposed capital projects/ expenditures on required upgrades/ improvements for municipal planning purposes, as part of individual lease requirements.					
F17. Notwithstanding the need for rental agreements to align with the circumstances of individual groups, efforts should be made to achieve consistency in leases in terms of responsibilities and liabilities of the Municipality and the tenant.					

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
F18. If tenants cannot be found for vacated municipally owned facilities, evaluate and determine the Municipality's responsibility for the continued maintenance and community use of historic assets, and potential optional uses of buildings/sites for municipal purposes, including selling.	Will include both capital and operating costs				
F19. Work with the Dashwood Community Centre Advisory Committee to clarify the roles and responsibilities of each municipality in the provision of the Dashwood Community Centre. Revise existing or create a new formal agreement based on the outcomes of this exercise.					
Designated Use/Function Facilities					
F20. Further to discussions with the BHS as part of the larger consultation with volunteer groups on lease terms and responsibilities, aligning the group's lease should consider its specific historic/archival functions in relation to facility needs.					
F21. Advocate on behalf of the BHS for additional, consistent funding for its work in digitization and tourism support.					
F22. Continue to provide existing Library facilities in Bluewater for the Huron County Public Library to deliver its services.					

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
Ball Diamonds					
F23. Make Hensall Community Centre Park the focus of ball activity by making necessary upgrades to the existing diamonds, to accommodate both regular season, and tournament activity, in conjunction with the Zurich diamond.	\$300,000				\$300,000
F24. When the Hensall fields are ready for use, decommission the two ball diamonds at Stanley Community Complex in Varna.		\$150,000			\$150,000
F25. Reuse light standards at Stanley Complex diamonds in redeveloping the Hensall Community Centre Park diamonds.		\$350,000			\$350,000
F26. Schedule Zurich Lions Park and the redeveloped Hensall diamonds for league activity.					
Croquet Club and Tennis Court					
F27. Retire the tennis court at St. Joseph Shores at the end of the current lease.					
F28. Include the croquet club in consultations with the Municipality to establish procedures for tracking facility use and reporting on operations/proposed capital expenditures, for facility/program planning purposes.					
Multi-purpose Playing Fields					
F29. Develop a multi-purpose playing field to accommodate soccer, lacrosse, football, etc. and support the local development of these sports.		\$800,000			\$800,000

Operating Costs ■

Capital Costs ■

Study to be Undertaken ■

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
F30. Monitor demand for use of the field and add a second multi-purpose playing field as required.					
Outdoor Pickleball/Tennis Courts					
F31. Develop a four to six-court tennis/pickleball/basketball court facility for casual and organized activity, considering the higher number of courts to be able to accommodate tournament play.		\$600,000			\$600,000
F32. Designate separate times for tennis and pickleball, organized and casual play, ensuring equitable access to both prime and non-prime hours on courts - if required, through an allocation policy.					
Facility Planning					
F33. Use recreation management software to produce a comprehensive picture of community-wide facility use and costs of service provision, for planning and budgeting purposes.					
F34. Work with volunteer organizations to operationalize a tracking/reporting system with the Municipality's new recreation management software, while recognizing the limits on volunteer capacity to manage this work.					
Total Estimated Cost for Facilities	\$500,000	\$2,180,000	\$200,000		\$2,880,000
Parks and Open Spaces					
General Parks and Open Space Recommendations					
PK1. Adopt recommended parks classification system					
PK2. Assign existing parks to the classification system					

Operating Costs ■

Capital Costs ■

Study to be Undertaken ■

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
PK3. Ensure new residential developments incorporate adequate parkland and explore consolidating subdivision parkland to create larger parks					
PK4. The Municipality should give preference to physical parkland rather than cash-in-lieu for plans of subdivision					
PK5. For lakeside developments, the parkland dedication must provide a view to the lake					
PK6. Based on the level of need, the Municipality should consider developing the specified open space parcels as opportunity and need arises			\$TBD	\$TBD	
PK7. Strive to connect new parks with existing parks and trails via new trails and pedestrian routes					
Health, Safety and Accessibility					
PK8. Complete an accessibility audit	\$40,000				\$40,000
PK9. Develop AODA compliant park features	Costs absorbed into specific park projects/recommendations				
PK10. Develop AODA compliant playground standards					
PK11. Aim to ensure shade is provided at all parks, especially near playgrounds	Costs absorbed into other specific park projects/recommendations				
Signage and Wayfinding					
PK12. Prepare a strategy to direct location, hierarchy and graphic design for signage to be used throughout the Municipality. The strategy should include fabrication specifications and installation details that can be adopted in future projects					

Operating Costs 


Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
PK13. Coordinate the strategy with the Public Art Strategy (Section 6.3.5)					
PK14. Implement signs over time in conjunction with other park projects and as new opportunities emerge	Costs absorbed into other specific park projects/ recommendations				
PK15. Indicate connections beyond the surrounding settlement area					
PK16. Improve signage along roadways and major pedestrian routes to facilitate wayfinding, increase tourism interest, and foster a sense of place					
PK17. Provide park and beach access information on signage at main entrance(s) (park amenities and their locations, washroom availability, etc.)	Costs absorbed into other specific park projects/ recommendations				
Public Art					
PK18. Nurture relationships with local artists, art groups and galleries - and develop new ones					
"Environment first" Park Policy					
PK19. Develop an Environment-first Park Policy.					
Parks Maintenance Service Level Standards					
PK20. Review and update the 2017 Parks Maintenance Service Level Standards					
Bayfield Pier Beach					
PK21. Install signage indicating the property line between the portion of beach owned by the PPA and the portion owned by the Municipality.	\$10,000				\$10,000

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
Pioneer Park and Beach					
PK22. Address erosion issues adjacent to Pioneer Park and develop a plan for regular maintenance and repairs	\$180,000				\$180,000
PK23. Work with Pioneer Park annually to discuss shared concerns and shoreline maintenance plans					
Howard Street Beach (Main Beach)					
PK24. Provide signage indicating parking, trailhead to beach, and beach etiquette	\$10,000				\$10,000
PK25. Ensure vegetation along the path to the beach is pruned regularly for public safety and comfort on the walkway and stairs					
PK26. Address erosion and develop a maintenance regime					
Clan Gregor Square					
PK27. Update playground			\$100,000		\$100,000
PK28. Provide accessible park furnishings		\$16,000			\$16,000
PK29. Connect park amenities		\$20,000			\$20,000
PK30. Upgrade lighting			\$80,000		\$80,000
PK31. Update splash pad			\$100,000		\$100,000
PK32. Expand the washroom facilities			\$600,000		\$600,000
Bayfield Arena and Agricultural Park					
PK33. Connect park amenities with accessible paths		\$50,000			\$50,000
PK34. Provide accessible park furnishings along paths		\$32,000			\$32,000

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
PK35. Provide shade through tree planting		\$40,000			\$40,000
PK36. Provide signage		\$20,000			\$20,000
PK37. Enhance pedestrian entrances		\$40,000			\$40,000
PK38. Update sports field		\$80,000			\$80,000
PK39. Add a playground		\$100,000			\$100,000
Stanley Community Centre Park					
PK40. Decommission ball diamonds					
PK41. Retrofit decommissioned baseball diamond into dog park, leaving a large buffer area between the dog park and neighbouring property (at least 10 metres). Begin with a basic enclosure and run a dog park pilot for one year before assessing success and proceeding with further investments	\$50,000				\$50,000
PK42. Update playground	\$100,000				\$100,000
PK43. Update pavilion	\$40,000				\$40,000
PK44. Connect park amenities	\$50,000				\$50,000
PK45. Provide accessible park furnishings	\$16,000				\$16,000
PK46. Potential location for tennis/pickleball facility			See F31.		
Houston Heights Beach (Pavilion Road)					
PK47. Connect park amenities			\$50,000		\$50,000
PK48. Update play equipment			\$80,000		\$80,000

Operating Costs ■

Capital Costs ■

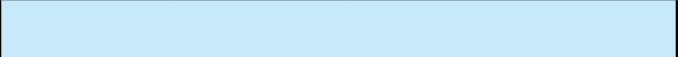
Study to be Undertaken ■

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
PK49. Provide accessible park furnishings			\$16,000		\$16,000
PK50. Add signage		\$20,000			\$20,000
St. Joseph Beach					
PK51. Explore opportunity for a trail connecting St. Joseph Memorial Park to St. Joseph Beach, via the unopened ROW	\$20,000				\$20,000
PK52. Add signage for beach area	\$20,000				\$20,000
PK53. Improve parking delineation	\$10,000				\$10,000
Zurich Lions Park					
PK54. Formalize lease agreement					
PK55. Update playground			\$100,000		\$100,000
PK56. Improve safety along Main Street	\$40,000				\$40,000
PK57. Connect park amenities		\$50,000			\$50,000
PK58. Provide accessible park furnishings		\$16,000			\$16,000
PK59. Opportunity to develop southeast corner of site (parking, picnic area, etc.)				\$TBD	
PK60. Opportunity for outdoor skatepark		\$80,000			\$80,000
PK61. Update parking lot	\$100,000				\$100,000
Zurich Arena and Park					
PK62. Connect to Zurich Lions Park	\$60,000				\$60,000
PK63. Add sports field to this location			See F29.		
PK64. Add playground next to sports field		\$100,000			\$100,000

Operating Costs 

Capital Costs 


Study to be Undertaken 

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
Hensall & District Community Centre Park (Kin Playground)					
PK65. Retain volleyball court					
PK66. Update playground			*		
PK67. Provide accessible park furnishings		\$16,000			\$16,000
PK68. Connect park amenities		\$50,000			\$50,000
PK69. Create a continuous pedestrian route to King Street		\$60,000			\$60,000
PK70. Provide pedestrian crossing between Arena and parking lot			\$10,000		\$10,000
PK71. At end of life cycle, replace splash pad with a flow-through design			\$100,000		\$100,000
PK72. Future park amenity opportunity				\$TBD	
Bluewater Hay Municipal Park and Beach (Sarasas Road)					
PK73. Ensure beach access and parking is clearly indicated	\$10,000				\$10,000
PK74. Add pavilion and seating	\$80,000				\$80,000
General Recommendations for Neighbourhood Parks					
PK75. Ensure safe and accessible routes are provided to and within neighbourhood parks	Costs absorbed into specific park projects/ recommendations				
PK76. Over time, add park amenities (paths, benches, shade, etc.) to create safe and enjoyable neighbourhood parks for all	Costs absorbed into specific park projects/ recommendations				
Carriage Lane Park					
PK77. Explore opportunity for a tennis/ pickleball facility	Costs shown under other potential location, see PK44				

* The Municipality of Bluewater has been awarded a grant that will be used for this cost.

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
St. Joseph Memorial Park					
PK78. Explore opportunity for a playground at St. Joseph Memorial Park			\$100,000		\$100,000
Moore Park					
PK79. Remove existing tennis court and basketball court		\$25,000			\$25,000
Parkettes					
PK80. Explore expanding parkette gardens if the new Seasonal Gardener or Horticultural Student staff position is added					
PK81. Explore opportunity for a mural at Dr Jennie Smilie Robertson Parkette	\$25,000				\$25,000
Total Estimated Cost for Parks and Open Spaces:	\$861,000	\$815,000	\$1,336,000		\$3,012,000
Water Access Points					
WA1. Develop a Water Access Strategy					
WA2. Clarify and document responsibilities for capital upgrades and maintenance in the sub-lease renewal at the end of 2023 for a lease period of approximately 5 years to allow for the completion of the Marina Strategy (WA.3)					
WA3. Assess feasibility of including in the sub-lease renewal (WA.1) the operator's management of the existing launch					

Operating Costs ■

Capital Costs ■

Study to be Undertaken ■

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
WA4. Undertake a detailed marina strategy to develop an appropriate plan for the future of the Bluewater Marina regarding potential expansion, capital improvements, cost sharing, and cost-benefit of Municipal vs. contracted operations	\$100,000				\$100,000
WA5. Contingent on the findings from the Bluewater Marina Strategy (WA.3), enter into a long-term sub-lease agreement with an experienced operator (e.g., current operator) to share in future investment, operation, and maintenance of the marina					
Total Estimated Cost for Water Access Points:	\$100,000				\$100,000
Trails					
T1. Continue to support and work with the BRVTA and the ABCA in their provision of trails in Bluewater and expansion that may happen in the future					
T2. Work with the BRVTA and PPA to Heritage Trail across the top of Pioneer Park					
Zurich Trails					
T3. Work with the ABCA to connect the trails on their property north of Zurich Lions Park to Parkside Avenue, and erect signage and wayfinding markers					
T4. Provide a safe connection between Zurich Arena and Park and Zurich Lions Park	Costs covered under PK.60				

Operating Costs ■

Capital Costs ■


Study to be Undertaken ■

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
Active Transportation					
T5. Develop the identified right-of-ways in Bayfield as an active transportation network	\$50,000				\$50,000
T6. Develop a Bayfield to Zurich trail				\$TBD	
T7. Develop a Zurich to Hensall trail				\$TBD	
T8. Develop a Hensall to Exeter trail				\$TBD	
T9. Explore the possibility of a Highway 21 active transportation route		\$40,000			\$40,000
Total Estimated Cost for Trails:	\$50,000	\$40,000			\$90,000
Service Delivery					
Municipal Role and Organization					
SD1. Continue and strengthen the indirect role of the Municipality in service provision.					
SD2. Establish a Healthy Active Living Committee of Council with a mandate for its implementation in parks and recreation services, including responsibility for environmental concerns.					
SD3. Clarify the Department's responsibilities by developing a statement that outlines its purpose, objectives, and scope in each of the following areas: recreation facilities or all municipal facilities; parks, trails and public waterfront; recreation programs/events; community-based facility, park/trail, program/activity/event development.					

Operating Costs 

Capital Costs 


Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
SD4. Align the Department's mandate and name to include parks and recreation services only or, alternatively, to also encompass all other Municipal facilities.					
SD5. Hire a full time Program/Community Developer with responsibilities for program/service development, support to community-based groups, and managing Municipal leases for department facilities/spaces.	\$300,000*	\$300,000	\$300,000		\$900,000
SD6. Align number of operator/maintenance positions with Department mandate, replace Plant Waterer with full-time seasonal horticultural position, and part-time student through grants.	see P.78				
SD7. As intended by the Municipality on reopening its concessions, discontinue Concession Attendant position and meet future needs through RFQs for contracted concession operators.					
SD8. Use Master Plan survey results to follow up on expressed interest and encourage people to register for specific volunteer positions or for possible future engagement as need/opportunity arises.	 Costs absorbed within programmer salary				
SD9. Focus on post-pandemic interests/opportunities to attract volunteers to help with Municipal projects and programs, particularly in the area of parks-based associations.					

*\$100,000 per year - this may change if new complex developed.


Operating Costs 


Capital Costs 

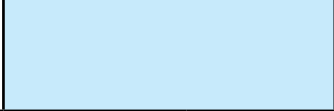
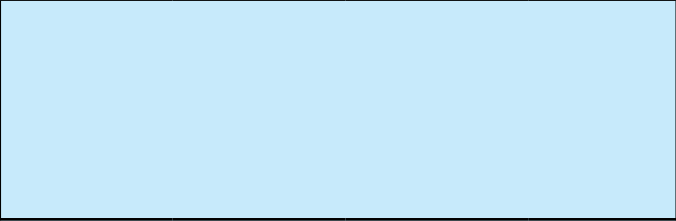
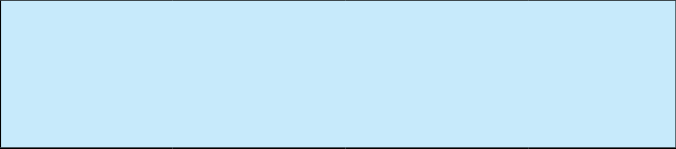
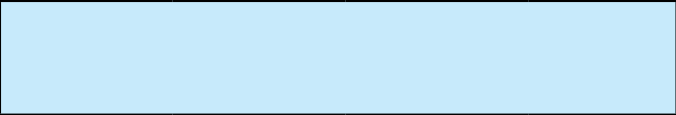
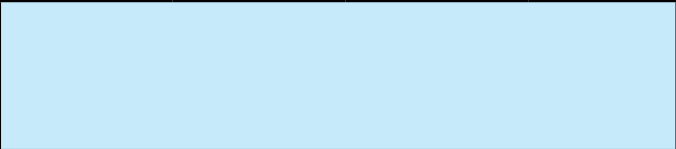
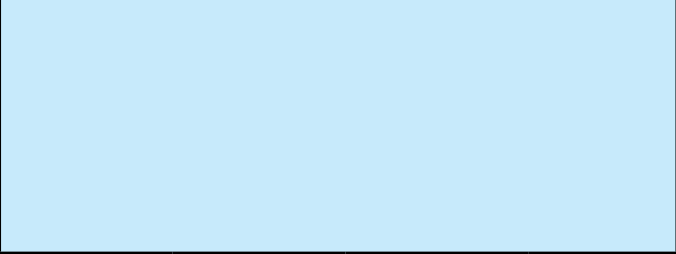

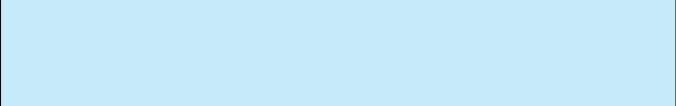
Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
Policies and Procedures					
SD10. Review, update and coordinate existing policies including Service Club Facility Discount Policy, Ice Allocation, and Community Grant and Vibrancy Funding					
SD11. Develop the Commemorative Bench and Tree program into formal policy for wide promotion in the community.					
SD12. Consider the potential additions/ revisions to existing policies in conjunction with new policies for possible integrations.					
SD13. Develop a Healthy Active Living (HAL) Policy that outlines its purpose and integration in the department's service provision.					
SD14. In updating the Strategic Plan, explicit statements of commitment to a policy on healthy, active living should be incorporated.					
SD15. Consider opportunities to further HAL objectives in part of other department policies.					
SD16. Develop a Community Group Affiliation Policy in conjunction with a review of existing policies for possible integration.					
SD17. Develop an Event Policy to guide Municipal support for, and guidelines on, delivering community-oriented and visitor-attractive events.					
SD18. Develop a public art policy in collaboration with Huron County in implementing its Cultural Plan.					

Operating Costs 


Capital Costs 

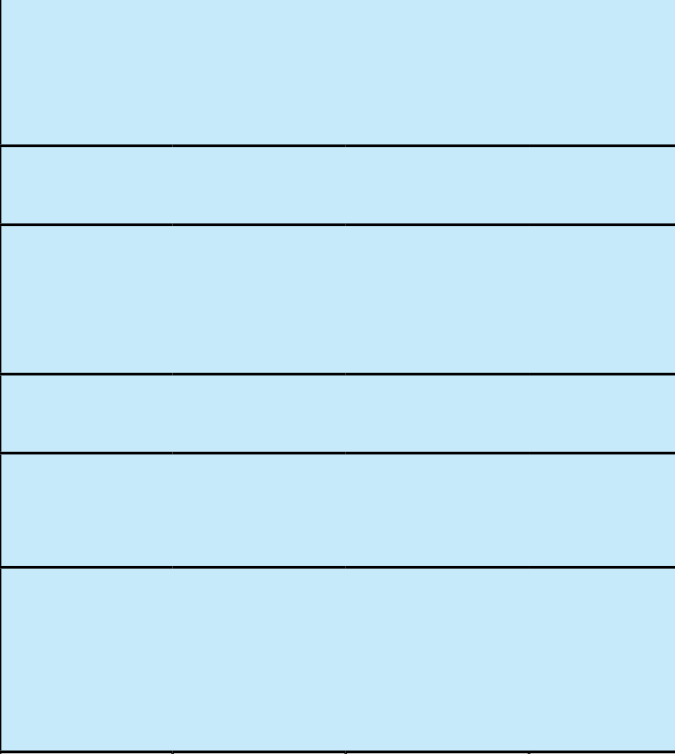
Study to be Undertaken 

Recommendation	Timing				Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)	Beyond 15 Years	
SD19. Anticipate the need to develop allocation policy in conjunction with providing new tennis/pickleball courts.					
Service Planning and Evaluation					
SD20. The Municipality should take the lead in instituting collaborative planning on a regular basis with existing and potential program/service providers as a result of program/service development work.					
SD21. Institute ongoing service monitoring and evaluation to inform service planning in the areas of facility/space use, programs and events.					
SD22. Develop annual planning targets to allow outcomes to be measured and reported.					
SD23. Use new recreation management software to develop a comprehensive system of data collection to inform ongoing planning/evaluation work.					
Partnerships, Collaborations and Agreements					
SD24. The Municipality should consider entering partnerships for service provision with like-minded groups and organizations on a case-by-case basis where a determination of the value added exceeds the costs of collaboration.					
SD25. All partnerships should be supported by formal agreements.					
SD26. Where appropriate, lease agreements should be revised to streamline utility payments.					

Operating Costs 

Capital Costs 

Study to be Undertaken 

Recommendation	Timing			Beyond 15 Years	Total Estimated Cost
	Short (Years 1-5)	Medium (Years 6-10)	Long (Years 11-15)		
Communications and Promotions					
SD27. Continue developing digital media information to promote/ communicate with residents about parks and recreation services.					
SD28. Create recreation-specific social media accounts.					
SD29. Communicate with cottagers' associations to promote parks and recreation services to seasonal residents.					
SD30. Develop a print Community Guide upon further service development.					
SD31. Consider reciprocal promotions with other area municipalities for both local and regional services/experiences.					
SD32. Prepare and post an annual services 'year-in-review' that summarizes and informs the community about the Municipality's achievements in parks and recreation.					
Total Estimated Cost for Service Delivery:	\$300,000	\$300,000	\$300,000		\$900,000

10.4 Building Conditions Assessment Costs

The September 2022 Building Conditions Assessment Reports (WalterFedy) provided anticipated costs to sustain the existing recreation facility supply. Table 10-3 summarizes total capital cost forecasts for the facilities assessed over the next 15 years, excluding costs to meet AODA accessibility requirements where this work is outstanding. These costs are in addition to those identified in section 10.3 of the Master Plan.

The arenas and community centres comprise the largest component of costs by far, and - as discussed in the facilities section of the Master Plan - could be influenced depending on choices made regarding the future of the three arena/ community centres, and timing of decisions. If the status quo is maintained, however, the Municipality will be faced with the capital costs over the next 15 years for all facilities included in Table 10-3.

These costs are in addition to those in Table 10-2 and, as discussed in the foregoing assessments, will continue to contribute to an oversupply of facilities in relation to need and possibly preclude developing other areas of infrastructure to better meet needs and diversify inventory.

Table 10-3: Summary of Capital Costs from Building Condition Assessments 2022

Facility*	15-year Forecasts (2022\$ without inflation)	
	Capital Cost Forecast (lifecycle replacement)	Repair Cost Forecast
Arenas & Community Centres		
Bayfield Arena & Community Centre	\$1,737,198.00	\$112,860.00
Bluewater (Zurich) Community Centre & Arena	\$2,055,000.00	\$203,000.00
Hensall Arena and Community Centre	\$2,251,740.00	\$196,000.00
Stanley Complex and Community Centre	\$1,383,965.00	\$87,800
Total	\$7,427,903.00	\$599,660.00
Standalone Halls		
Bayfield Town Hall	\$132,000.00	\$83,650.00
Hay Town Hall	\$186,200.00	\$36,300.00
Hensall Town Hall & Library	\$258,612.00	\$164,175.00
Lions Club Community Building	\$120,350.00	\$38,960.00
Total	\$697,162.00	\$404,475.00
Designated Use/Function		
Bayfield Historical Society	\$60,900.00	\$31,000.00
Bayfield Public Library and Post Office	\$285,050.00	\$51,525.00
Zurich Public Library	\$222,040.00	\$13,500.00
Total	\$567,990.00	\$96,025.00

Source: September 2022 Building Conditions Assessments Final Reports (WalterFedy)

*Bluewater also shares responsibility for costs related to Dashwood Community Centre the Municipality of South Huron. The 2022 Building Conditions Assessment of this facility indicated a capital cost forecast (lifecycle replacement) of \$112,800 and a repair cost forecast of \$30,600. The Municipality share of these costs is roughly 50%.

Appendix A: Consultation Report

List of Completed Interviews

Council:

1. Mayor Paul Klopp
2. Deputy Mayor Jim Fergusson
3. Councillor Peter Walden
4. Councillor Alwyn Vanden Berg
5. Councillor Bill Whetstone
6. Councillor John Becker
7. Councillor Scott Harris

Administrative and Corporate Services Staff:

8. Fire Chief Dave Renner
9. Laurie Spence Bannerman, CAO
10. Aaron Stewardson, Manager of Development
11. Ansberth Willbert, Manager of Finance
12. Chandra Alexander, Manager of Corporate Services
13. Rebecca Hawkins, Corporate Services Coordinator
14. Dave Kester, Manager of Public Works
15. Lindsay Whalen, Administrative Assistant (former)
16. Nellie Evans, Administrative Assistant
17. Caroline Peterson, Administrative Assistant
18. Amandeep Kaur, Tax Clerk
19. Kevin Geoffrey, Facilities Supervisor
20. Jeff Smale, Facilities Foreman
21. Ron Renning, Facilities Foreman
22. Facility Operators and Attendants

User Groups Organizations:

1. Bayfield Agricultural Society
2. One Care
3. Bayfield Centre for the Arts
4. Bayfield Optimist Club
5. Bayfield Marina
6. Bayfield River Valley Trails
7. Bayfield People & Canine Community (PACC)
8. Friends of Hay Town Hall
9. Bayfield Arena Community Partners Association (BACPA)
10. BFIT
11. Bayfield Lions Club
12. Zurich Bean Festival
13. Zurich Agricultural Society
14. Pioneer Park Association
15. Bayfield Town Hall

Recreation Master Plan Consultation Report, July 2022

2.0 Recreation

2.1 Household Recreation Participation in Bluewater

Q1: Do you or other members of your household use municipal recreation facilities, parks, beaches, programs or events in the Municipality of Bluewater, either as part of organized activities (e.g., baseball, hockey, Zurich Bean Festival, etc.) and / or for unstructured activities (e.g., playgrounds, observing nature, swimming, beach volleyball, etc.)?

A majority of respondents to both the telephone survey (59%) and the online survey (94%) indicated that they participate in recreation in Bluewater.

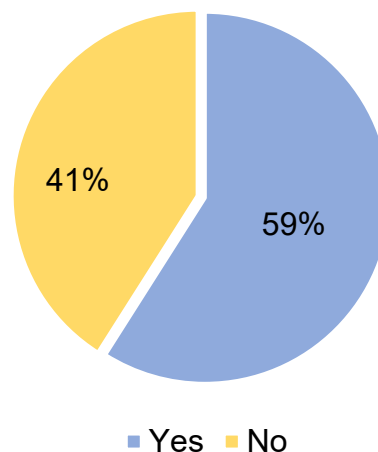


Figure 1-2: Household participation in recreation in Bluewater (telephone survey)

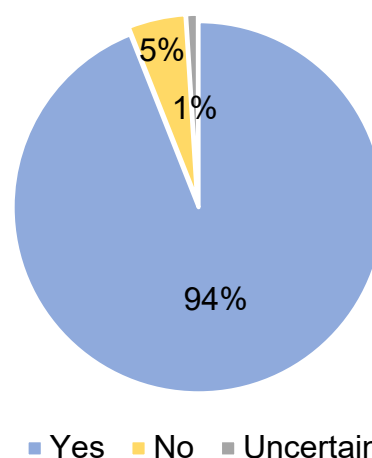


Figure 1-3: Household participation in recreation in Bluewater (online survey)

2.2 Household Recreation Participation outside of Bluewater

Q2: Do you or members of your household participate in recreation programs, events or activities in communities outside the Municipality of Bluewater?

Twenty-seven percent of telephone survey respondents and a majority (71%) of online survey respondents indicated they participate in recreation outside of Bluewater.

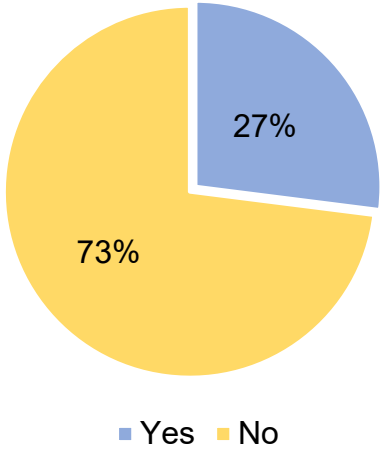


Figure 1-4: Household participation in recreation outside of Bluewater (telephone survey)

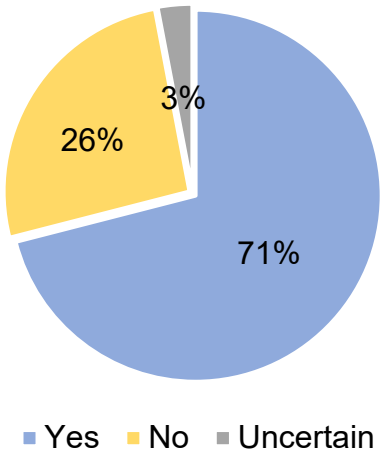


Figure 1-5: Household participation in recreation outside of Bluewater (online survey)

Q3: In which of the following communities do you or the members of your household participate in programs or activities outside Bluewater?¹

Top Four Common Responses:

1. Goderich (Telephone – 35%; Online 58%)
2. South Huron (Telephone – 46%; Online – 44%)
3. Central Huron (Telephone – 40%; Online – 35%)
4. Huron East (Telephone – 22%; Online – 18%)

Other municipalities frequently selected include West Perth, North Middlesex, London, Lambton Shores, and Grand Bend.

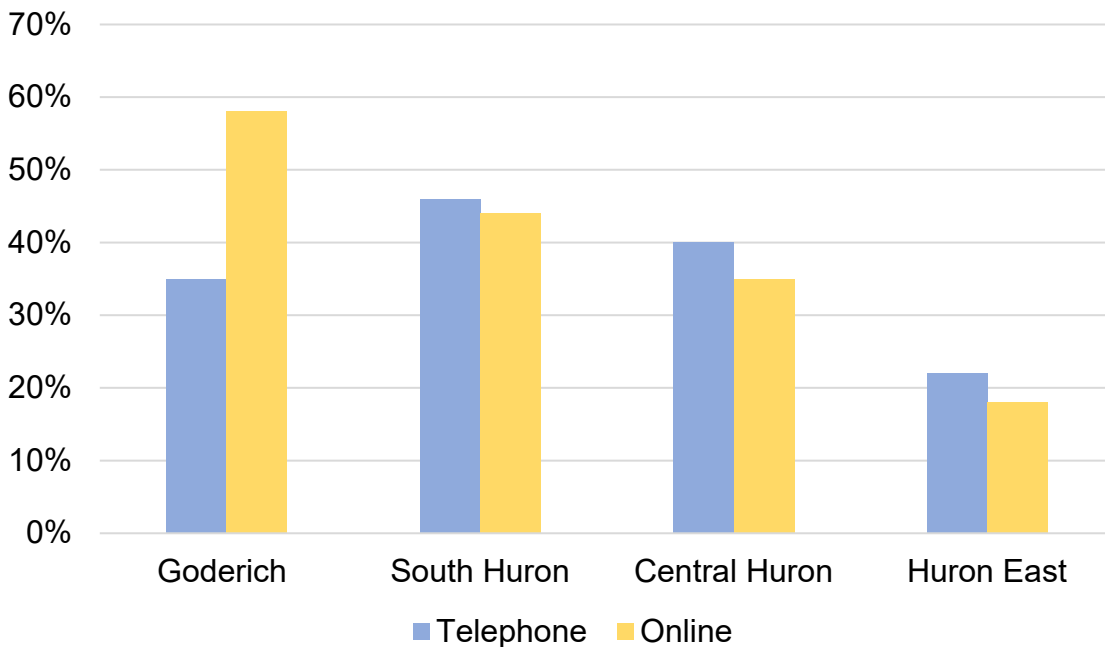


Figure 1-6: Municipalities outside of Bluewater in which households participate in recreation (telephone and online survey data combined)

¹ Telephone Survey (n=68); Online Survey (n=509)

2.3 Reasons Preventing Households from Participating in Recreation

Q4/5: Which, if any, of the following factors prevent you or other members of your household from participating in recreation programs/activities?²

Top Five Common Responses:

1. There is nothing that prevents us from participating (Telephone – 34%; Online – 47%)
2. Programs/activities of interest are not offered: Telephone – 18%; Online – 25%

3. Lack of time: Telephone – 13%; Online – 11%
4. I/we don't know what's available: Telephone – 12%; Online – 27%
5. Programs are too expensive: Telephone – 10%; Online – 5%

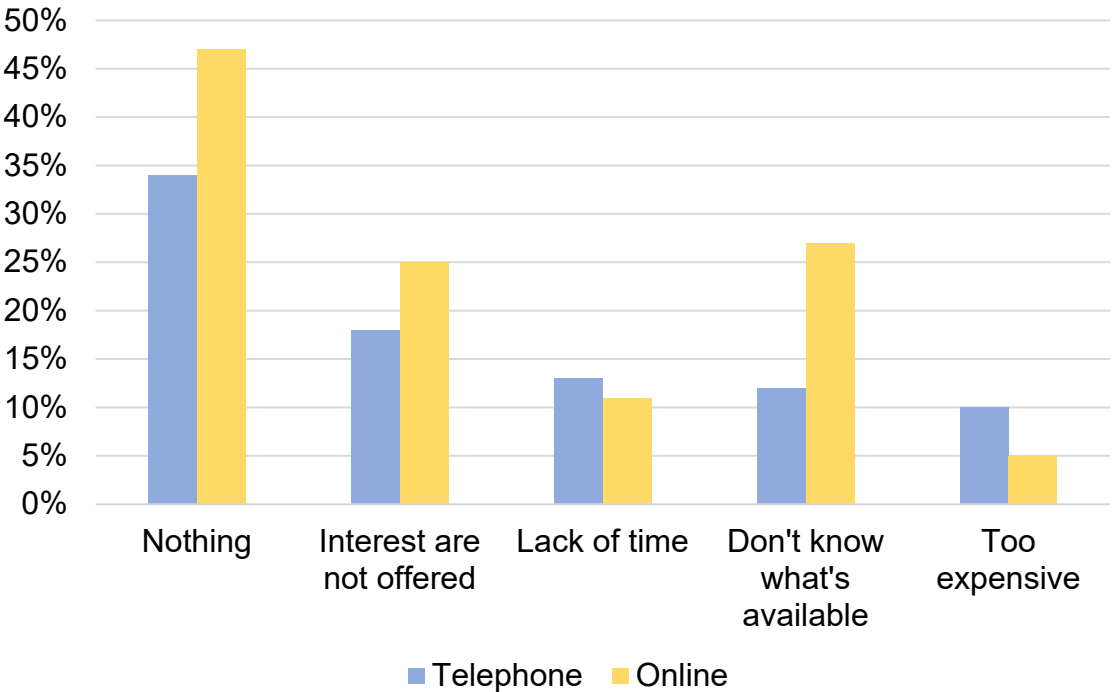


Figure 1-7: Reasons preventing households from participating in recreation (telephone and online survey data combined)

² Telephone Survey (n=250); Online Survey (n=686)

2.4 Interest in Additional Recreation Programs and Activities in Bluewater

Q5/6: Are there additional recreation programs and activities needed in Bluewater that you or the members of your household would use?

A majority (77%) of the telephone survey respondents indicated there is not a need for additional recreation programs and activities in Bluewater. However, a majority (62%) of online survey respondents indicated that there is a need for additional recreation programs and activities.

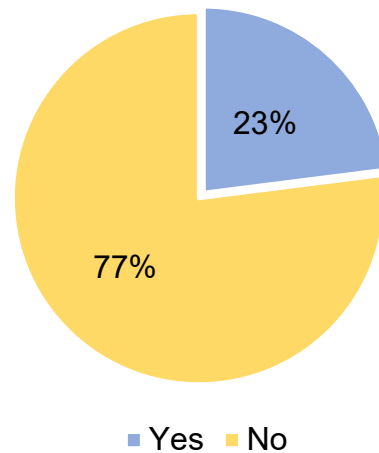


Figure 1-8: Need for additional recreation programs and activities in Bluewater (telephone survey)

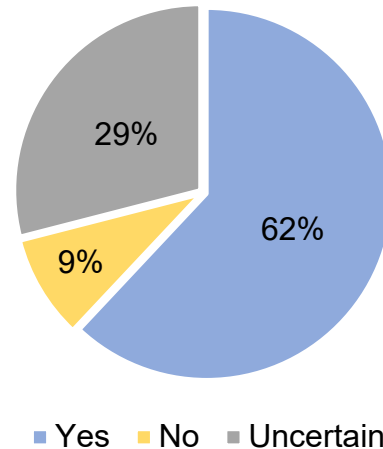


Figure 1-9: Need for additional recreation programs and activities in Bluewater (online survey)

Q6/7: What types of new/expanded active sport/fitness programming or opportunities would members of your household use if provided in Bluewater?³

Top Five Common Future Sports/Fitness Programs/Activities:

1. Gymnasium sports (Telephone – 19%; Online – 49%)
2. Trail activities (Telephone - 23%; Online – 49%)
3. Group fitness classes: Telephone – 23%; Online - 46%)
4. Court sports (Telephone – 32%; Online – 45%)
5. Arena ice activities (Telephone – 23%; Online – 21%)

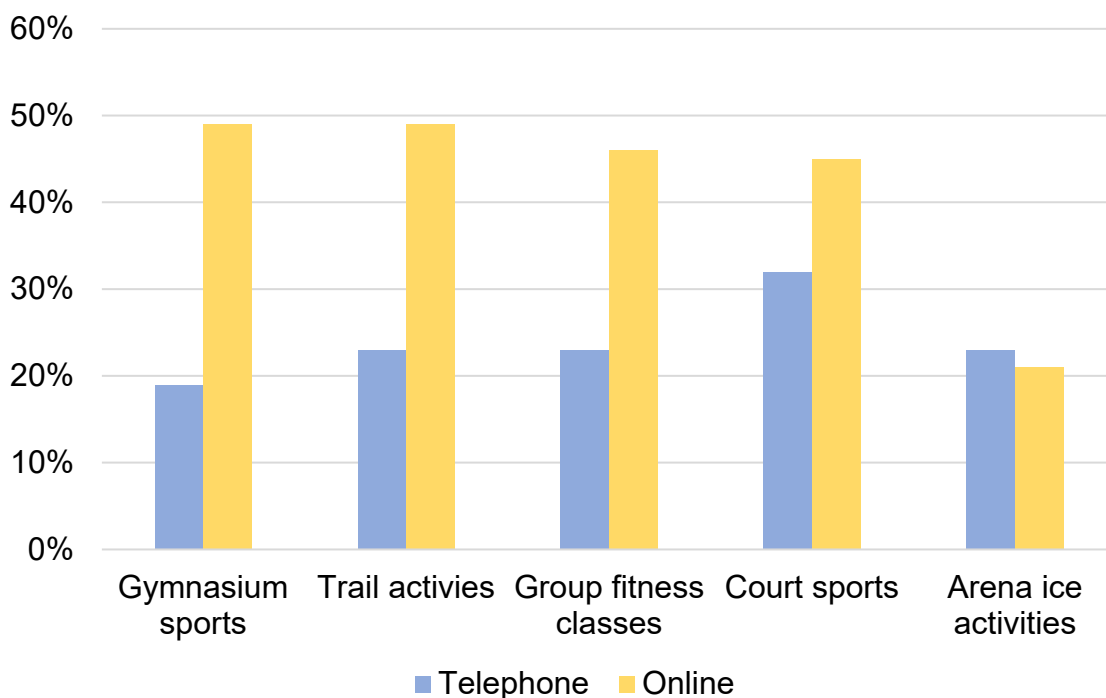


Figure 1-10: Top five common future sports/fitness programs/activities (telephone and online surveys combined)

³ Telephone Survey (n=57); Online Survey (n=426)

Q7/8: What types of new/expanded non-sport programming or recreation opportunities would members of your household use if provided in Bluewater?⁴

Top Five Common Future Non-Sports Programs/Activities:

1. Wellness programs: Telephone – 26%; Online – 63%
2. Social/club activities (Telephone – 16%; Online – 38%)
3. Culinary and literary arts (Telephone – 14%; Online – 44%)
4. Visual arts (Telephone – 5%; Online – 43%)
5. One-day or weekend special events (Telephone – 11%; Online – 40%)

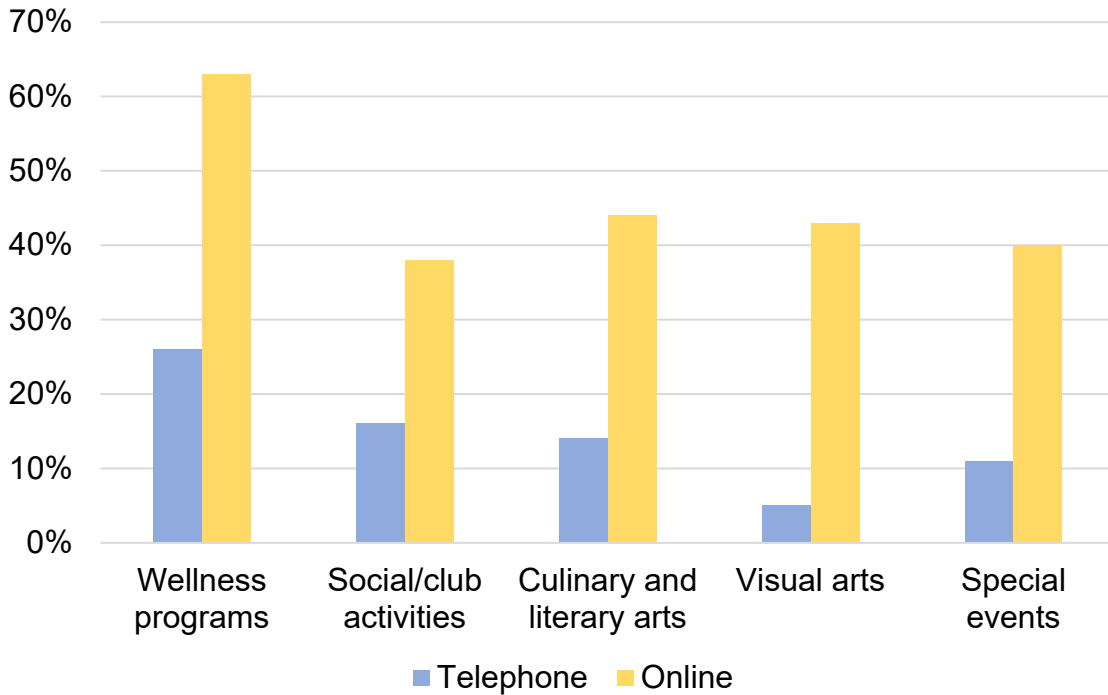


Figure 1-11: Top five common future non-sports programs/activities (telephone and online surveys combined)

⁴ Telephone Survey (n=57); Online Survey (n=397)

2.5 User Groups Providing Recreation Programs in Bluewater

Q2: Does your group provide programs/ activities seasonally/throughout the year (e.g., hockey, figure skating, soccer, art classes, seniors fitness, etc.)?

A majority of user groups (77%) indicated that their group provides programs/ activities seasonally or throughout the year in Bluewater.

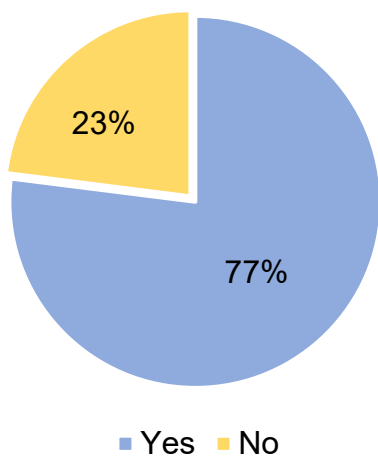


Figure 1-12: User groups providing recreation programs in Bluewater

2.6 Top 5 Recreation Programs/Activities Provided by User Groups in Bluewater

Q3: Please indicate which of the following general types of programs/activities you provide in the Municipality of Bluewater.⁵

The top five recreation programs/activities in Bluewater provided by user groups are arena ice/floor, fitness/wellness, outdoor nature-based, and learning programs. The other responses that were provided include Farmers' Market, community events, Agricultural Fair, arts & crafts, early childhood programs, and afterschool programs.

Top Five Responses:

1. Arena ice/floor – 45%
2. Other – 25%
3. Fitness/wellness – 18%
4. Outdoor nature-based – 16%
5. Learning programs – 16%

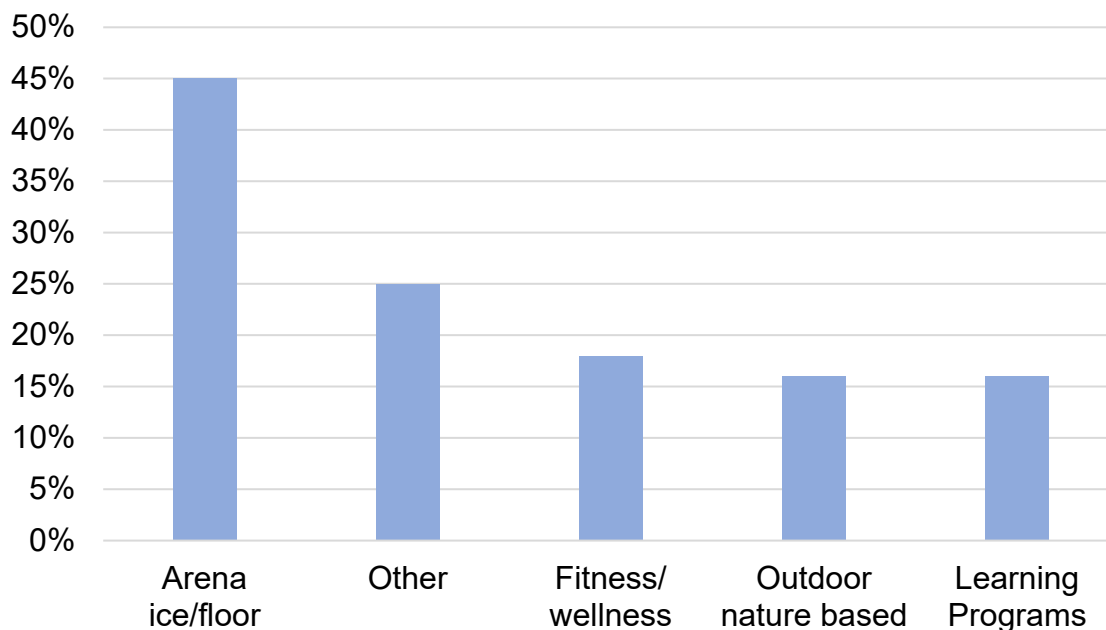


Figure 1-13: Top 5 recreation programs/activities provided by user groups in Bluewater

⁵ (n=44)

3.0 Facilities

3.1 New/Expanded Indoor Facilities in Bluewater by Households

Q10: Do you think new/expanded INDOOR facilities are needed in Bluewater to provide programs or activities that you or the members of your household would use?

A majority (53%) of telephone survey respondents indicated that they do not think new/expanded indoor facilities are needed in Bluewater to provide programs or activities. However, a majority (53%) of online survey respondents do think that new/expanded indoor facilities are needed in Bluewater to provide programs or activities.

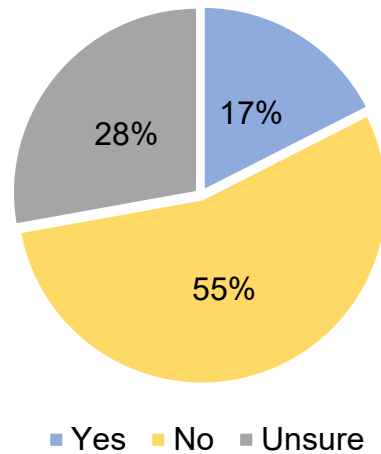


Figure 1-16: Need for new/expanded indoor facilities in Bluewater by households (telephone survey)

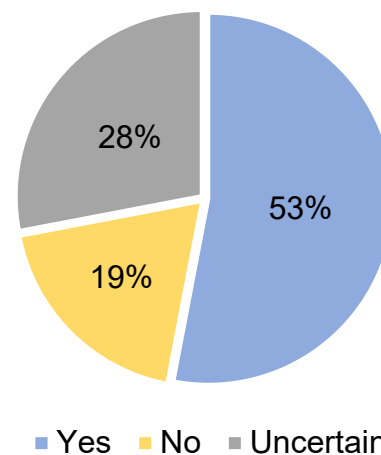


Figure 1-17: Need for new/expanded indoor facilities in Bluewater by households (online survey)

3.2 Use of Indoor Facilities by User Groups

Q10: Does your group use Municipal indoor facilities to run its programs/ activities or events?

A majority (67%) of respondents indicated that their group uses municipal indoor facilities for their programs/activities or events.

Q11: Which of the following indoor facilities does your group use for its programs/activities or events in the communities listed?⁸

Top Four Responses:

1. Zurich Arena ice – 29%
2. Hensall Arena ice – 20%
3. Zurich Community Centre – 17%
4. Bayfield Arena ice – 17%

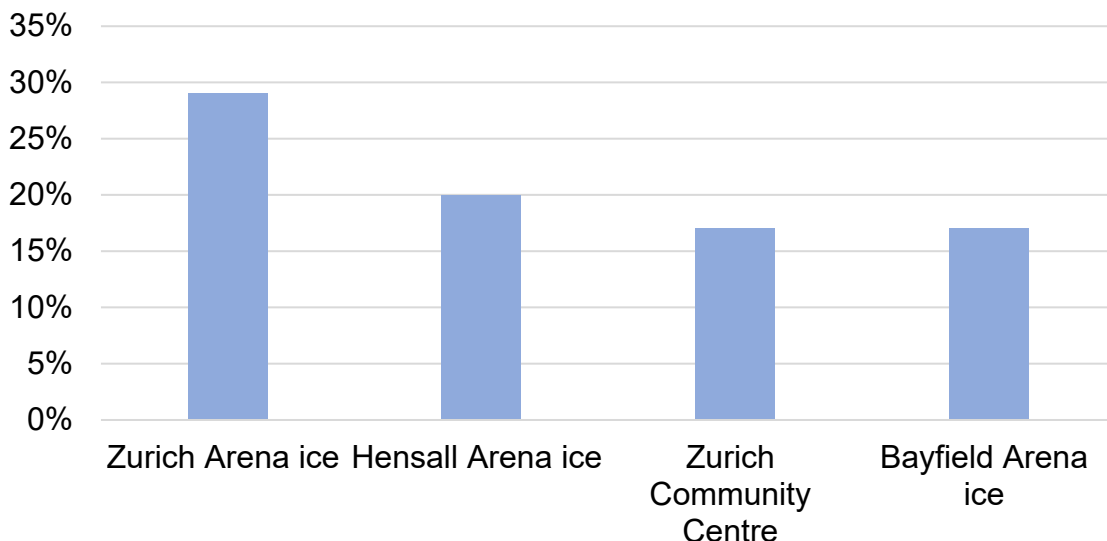


Figure 1-18: Indoor facilities use in Bluewater by user groups

⁸ (n=35)

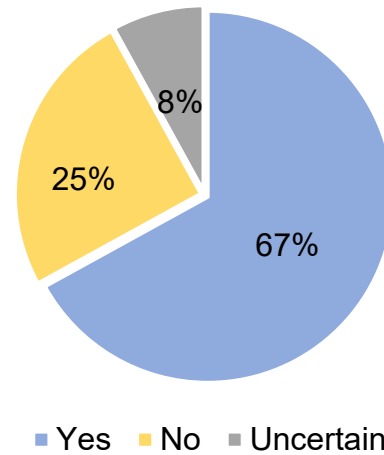
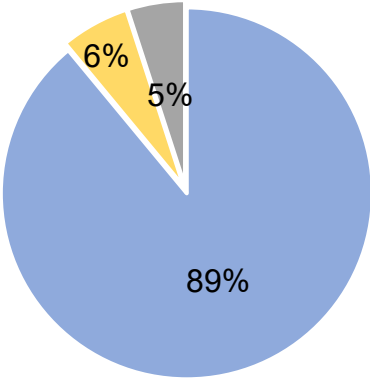


Figure 1-19: Use of indoor facilities by user groups

Q12: Are these indoor facilities well suited to your group’s program/activity or event requirements?

A majority (89%) of user groups indicated that indoor facilities are well suited for their group’s program/activity or event requirements.



■ Yes ■ No ■ Uncertain

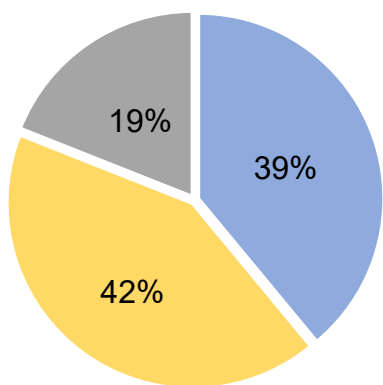
Figure 1-20: Suitability of indoor facilities for user groups

4.0 Parks

4.1 Improvements to Parks in Bluewater

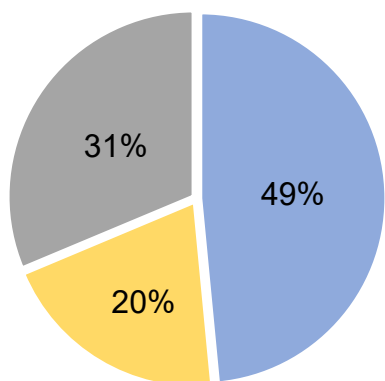
Q12/13: Do you think Municipal parks require improvements?

Thirty-nine percent of telephone survey respondents and 48% of online survey respondents think municipal parks require improvements.



■ Yes ■ No ■ Unsure

Figure 1-21: Need for improvements to parks in Bluewater (telephone survey)



■ Yes ■ No ■ Uncertain

Figure 1-22: Need for improvements to parks in Bluewater (online survey)

Q13/14: What types of improvements do you think are needed to Bluewater's parks?⁹

Top Five Common Responses:

1. More trails (connectivity across the municipality): (Telephone – 5%; Online – 54%)
2. More accessible walking paths within parks (Telephone – 11%; Online – 49%)
3. Dog off-leash areas/parks (Telephone – 2%; Online – 49%)
4. Washrooms and water fountains (Telephone – 16%; Online – 41%)
5. Multi-purpose sport courts (Telephone – 2%; Online – 38%)

⁹ Telephone Survey (n=98); Online Survey (n=314)

4.2 Use of Municipal Outdoor Facilities/Parks by User Groups

Q14: Does your group use Municipal outdoor facilities to run its programs/ activities or events?

A majority of user groups indicated that their group does not use municipal outdoor facilities to run their programs/ activities or events.

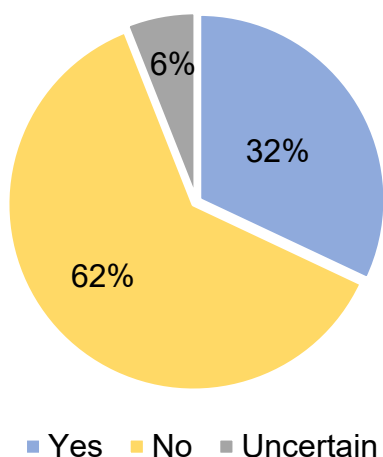


Figure 1-23: Use of municipal outdoor facilities/ parks by user groups

Q15: Which of the following outdoor facilities does your group use for its programs/activities or events in the parks listed?

Top Four Locations:

- Clan Gregor Square (8 responses)
- Pioneer Park (4 responses)
- Stanley Park (3 responses)
- Zurich Park (3 responses) (n=13)

Q16: Are these outdoor facilities well suited to your group's program/activity or event requirements?

A majority (87%) of user groups indicated that the outdoor facilities are well suited to their group's program/activity or event requirements.

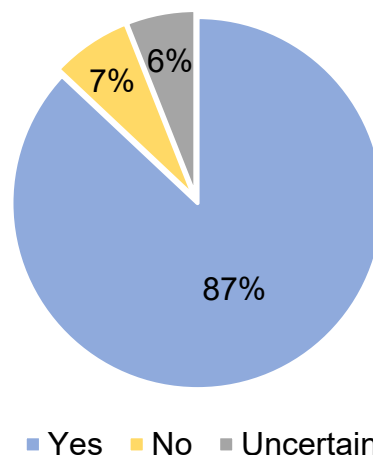


Figure 1-24: Suitability of outdoor facilities for user groups

5.0 Beaches and Water Access Points

5.1 Use of Beaches/Water Access Points

Q14/15: Do you or members of your household use beaches and/or water access points in Bluewater?

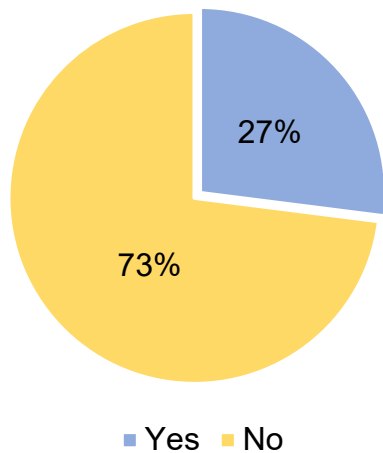


Figure 1-26: Use of beaches/water access points (telephone survey)

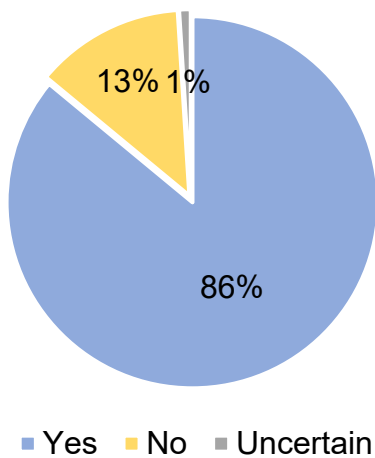


Figure 1-27: Use of beaches/water access points (online survey)

A majority (73%) of telephone respondents indicated that members of their household do not use beaches and/or water access points in Bluewater. However, a majority (86%) of online survey respondents indicated that their household does use beaches and/or water access points in Bluewater.

Q16/17: Which of the following beaches or water access points do you or household members use?¹⁰

Top Five Beaches/Water Access Points:

1. Bayfield Pier Beach (Telephone – 47%; Online – 66%)
2. Howard Street Beach (Telephone – 21%; Online – 34%)
3. Bluewater Marina: (Telephone - 32%; Online – 26%)
4. Houston Heights Beach (Pavilion Road) (Telephone – 24%; Online – 13%)
5. St. Joseph's Beach (61 online survey responses)

¹⁰ Telephone Survey (n=68); Online Survey (n=562)

5.2 Needed Improvements for Beaches/Water Access Points in Bluewater

Q16/17: Are there needed improvements to the beaches or water access points that you or household members use?

A majority (53%) of telephone survey respondents indicated that improvements are not needed for beaches or water access points. However, a majority (60%) of online survey respondents indicated that improvements are needed for beaches or water access points.

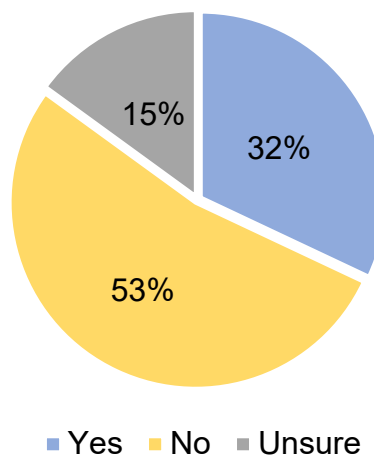


Figure 1-28: Need for improvements to beaches/water access points in Bluewater (telephone survey)

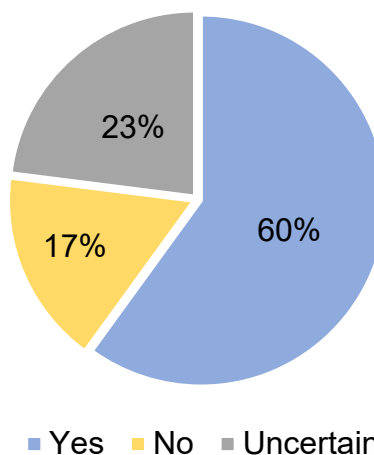


Figure 1-29: Need for improvements to beaches/water access points in Bluewater (online survey)

Q17/18: What types of improvements do you think are needed?¹¹

Top Five Responses:

- 1. More parking (Telephone – 27%; Online – 37%)
- 2. Washrooms (Telephone – 19%; Online – 48%)
- 3. Larger beach areas (Telephone – 8%; Online – 44%)
- 4. Safer stairways leading to beaches (Telephone – 6%; Online – 56%)
- 5. Water/shore clean-up programs: Telephone – 6%; Online – 41%

The top five improvements commonly identified by both telephone survey and online survey respondents are more parking, washrooms, larger beach areas, safer stairways leading to beaches, and water/shore clean-up programs. Other notable improvements identified from the telephone survey and online survey are non-motorized launches (6%) and waste receptacles (50%).

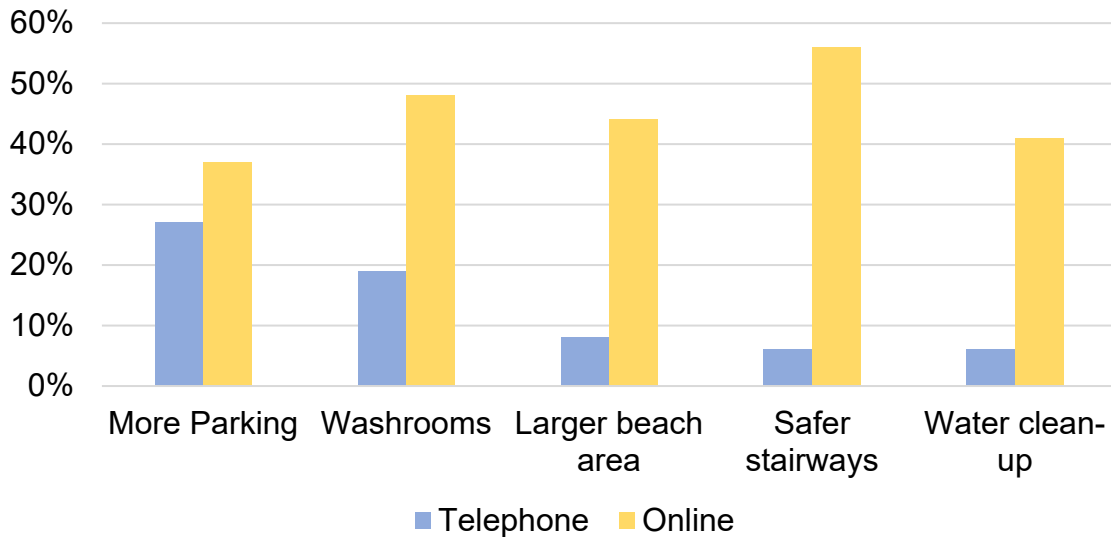


Figure 1-30: Types of beach/water access point improvements needed (telephone and online surveys combined)

5.3 Use of Beaches by User Groups

Q18: Does your group use beaches in Bluewater to run its programs/ activities or events?

A majority (92%) of user groups indicated that they do not use beaches in Bluewater to run their programs/activities or events.

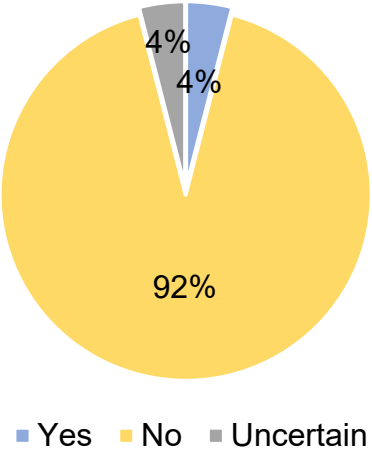


Figure 1-31: Use of beaches by user groups

Q19: Please indicate which of the following beaches your group uses¹²

Top Three Beaches:

- 1. Bayfield Pier Beach (2 responses)
- 2. St. Joseph’s Beach (1 response)
- 3. Pioneer Park Beach (1 response)

6.0 Future Growth and Improvements of Recreation

6.1 Willingness to Contribute to the Development/Improvement of Recreation Services by Households

Q22/23: Please indicate if your household would contribute to the development/improvement of recreation facilities, parks, beaches and programs through each of the following methods.¹³

Top Four Responses:

- 1. Donating money to a capital campaign (Telephone – 28%; Online – 33%)
- 2. Paying more fees to use services (Telephone – 20%; Online – 35%)
- 3. Donating an amenity for a park (Telephone – 18%; Online – 27%)
- 4. Organizing/assisting with local fundraisers (Telephone – 7%; Online – 29%)

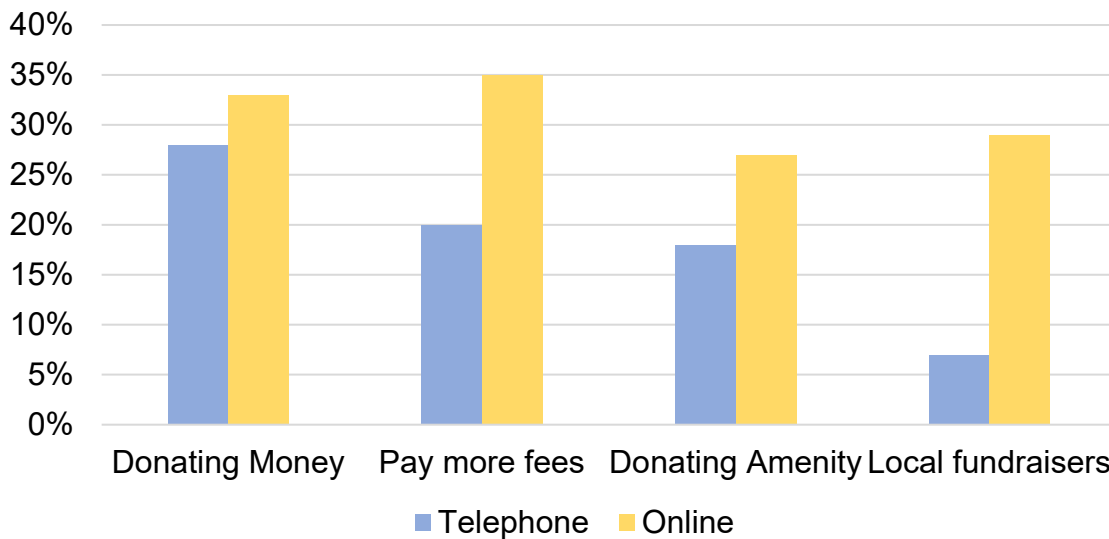


Figure 1-33: Willingness to contribute to development/improvement of recreation services by household (telephone and online survey combined)

¹³ Telephone Survey (n=250); Online Survey (n=574)

6.3 Anticipated Future Growth for User Groups

Q24: Which one of the following categories represents anticipated growth levels in your group's program participation or event attendance in the next five to ten years (post-COVID)?¹⁵

Fifty-eight percent of user groups anticipate up to 10% growth in their program participation/event attendance in the next 10 years.

Q25: Please identify the factors that you think will contribute to stable or changing participant/attendance levels over the next five years.¹⁶

Top Five Factors:

1. Greater interest in area of focus – 66%
2. Overall population growth – 60%
3. Increased desire to socialize – 56%
4. Cost to participate – 50%
5. Population changes in age groups they serve – 42%

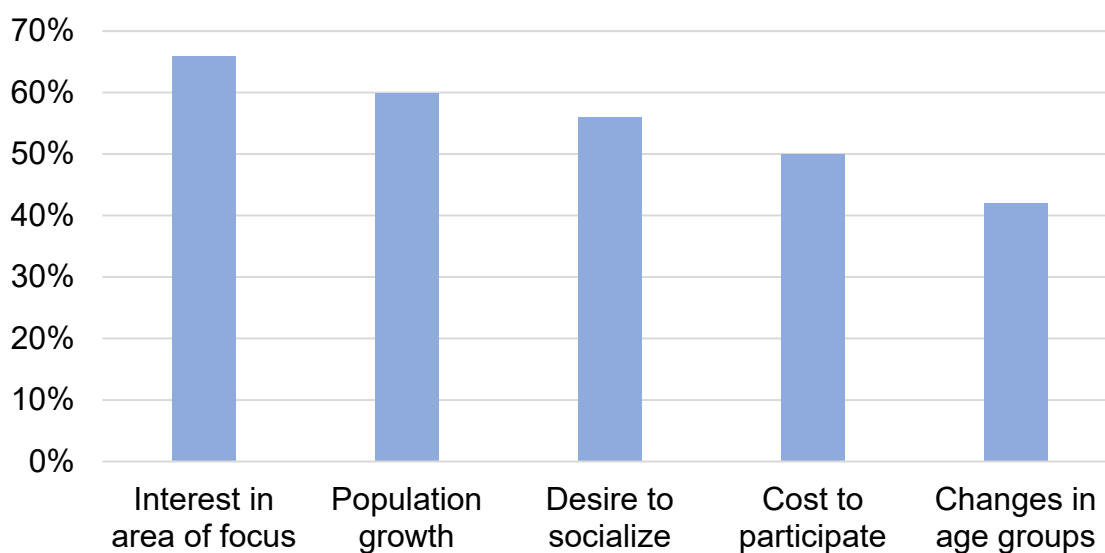


Figure 1-34: Reasons for future growth of user groups

¹⁵ (n=58)

¹⁶ (n=50)

6.4 Facility Space Needs

Q27: Please indicate the types of facilities/spaces you think your group will need to access.¹⁷

Top Four Responses:

- 1. Arena ice – 41%
- 2. Multi-purpose area – 29%
- 3. Meeting space – 29%
- 4. Storage – 35%

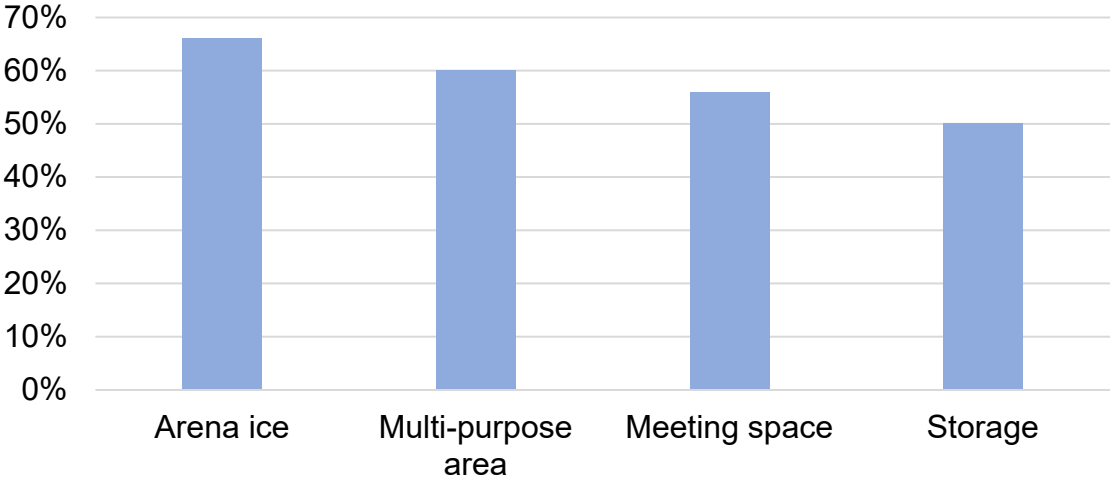


Figure 1-35: Facility space needs

6.5 Assistance to User Groups from the Municipality of Bluewater

Q28: Could the Municipality of Bluewater better assist your organization in developing and providing its programs, activities or events?

Thirty-nine percent of user groups indicated that the Municipality of Bluewater could better assist their organization in developing and providing their programs, activities or events.

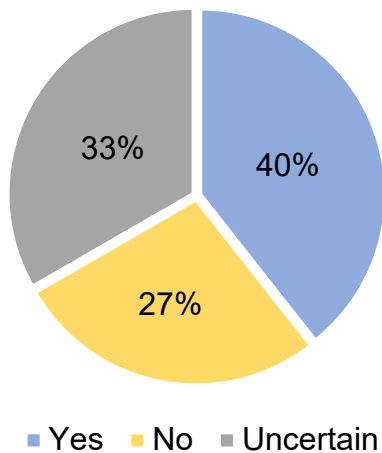


Figure 1-36: Assistance to user groups from the Municipality of Bluewater

List of User Groups Surveyed

#	NAME OF ORGANIZATION:
1	BCH Minor Hockey
2	Zurich Agricultural Society
3	Zurich & District Chamber of Commerce
4	St. Joseph & Area Historical Society
5	Bayfield Lions Club
6	Bayfield Optimist Club
7	Zurich Women's Volleyball League
8	Zurich Mens Rec Hockey League
9	Bayfield Optimist Club
10	Huron County Children's Services
11	Hensall Heritage Hall
12	1st Zurich Scouts
13	Huron County Farmers's Market Association
14	Huron County Farmers's Market Association
15	Hensall kindmen
16	Zurich Bean Festival
17	Good Neighbours of Bluewater
18	Exeter Seaforth Ringette
19	Bayfield River Valley Trail Association
20	Zurich Community Soccer
21	Bayfield Skating Clinton
22	Zurich HasBeans Oldtimer Team
23	Bayfield Over 50 League
24	London Bridge Child Care Services
25	Generals
26	Bayfield Badminton
27	BCH Minor Hockey
28	South Huron Minor Hockey Association
29	Hensall Hockey (Paul Vandendool - Ray Heyink)
30	Zurich Agricultural Society
31	Bayfield Agricultural Society
32	Bayfield People & Canine Community (PACC)
33	youth pickup hockey
34	Gozz Hockey
35	Huron Stewardship Council
36	ONE CARE Home and Community Support Services
37	Zurich Volleyball League
38	Zurich Volleyball League
39	Bayfield Women's Hockey
40	Friends of BAYFIELD Library
41	Zurich Minor Athletic Association
42	Bayfield International Croquet Club
43	Bayfield People and Canine Community (PACC)
44	Blue Bayfield
45	Bayfield Centre For The Arts
46	Bayfield Garden club
47	Bayfield Volkfest
48	Huff and puff hockey
49	Friends of Hay Town Hall
50	Huron Perth Lakers
51	Bayfield Town Hall
52	Pioneer Park Association
53	Bayfield Ukulele Society
54	Wednesday night Pickleball
55	Bayfield Historical Society
56	Bayfield Pickleball Club
57	Zurich Avalanche Oldtimers Hockey Team
58	Gorman Hockey
59	Bluewater Zurich Skating Club

Appendix B: Programs Inventory

Municipal Programs Inventory

Table B-1: Programs provided by the Municipality of Bluewater

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Municipality of Bluewater	Public skating	Zurich, Hensall	All ages	Winter	
Municipality of Bluewater	Kids, caregivers and seniors skate	Zurich, Hensall	All ages	Winter	
Municipality of Bluewater	youth ball hockey: learn to play, house league	Hensall	4 to 16	Summer	
Municipality of Bluewater	Day camps	Bayfield, Hensall	8 to 12	Summer	Activities include outdoor adventures, visits to the splash pad, crafts, games, sports, guest speakers and trips.

Non-Municipal Programs Inventory

Table B-2: Programs provided by non-municipal providers

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield Agricultural Society	regular meetings, no apparent programs from online research - events captured in next sheet	Bayfield	all ages	spring/summer	
Bayfield Anglers Association	regular meetings, stocking river with rainbow trout during Apr-Oct season	Bayfield	all ages	spring/summer	
Bayfield Arena Community Partners Association (BACPA)	partner with other groups and subsidize their programs. E.g. agreement with company in listowel to provide free skates etc. for figure skating; providing training elements (skate helpers); subsidize the ice for family skates; free play skate day for kids from Clinton; family day partnered with church groups	Bayfield	all ages	Year-round	
Bayfield and Area Chamber of Commerce (BACC)	events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield Facilities Initiative Team (BFIT)	Public skating, moms and tots and seniors skating, kids shinny, family skate, men's leagues, over 50 hockey, women's hockey, figure skating, power skating, pickleball, badminton, fitness (seniors and adult)	Bayfield	All ages	Winter	Comprised of numerous residents and service groups who have worked together to structure a private-public partnership with the municipality to manage operations at Bayfield Community Centre.

Table B-2: Programs provided by non-municipal providers (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield Centre for the Arts (BCA)	Painting classes/ workshops, sculpture, ceramics, calligraphy, screen printing, photography classes, writers workshop, group meetings, open studio, mobile art truck	Bayfield	All ages, 4-7, 8-11, 12-17	Year-round	2h classes, half- and full-day workshops, drop ins
Bayfield Farmers' Market	Weekly farmer's market	Bayfield	All ages	Summer	Runs every Friday afternoon from 3:00 to 7:00pm from May to October in Clan Gregor Square
Bayfield Garden Club	Regular meetings	Bayfield		Summer	
Bayfield Historical Society and Archives	geneology, self-guided walking tours, tour of Heritage Centre	Bayfield	all ages	Summer	
Bayfield International Croquet Club	Coffee and Croquet, Croquet and Social, Croquet and Toonie Burgers, speaker series	Bayfield	adults, seniors	Summer	
Bayfield Lions Club	regular meetings, no apparent programs from research/interview (they set up the nativity scene at Christmas and rent community space in the Lions Club building) - events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield Marina	canoe, kayak, paddleboard rentals	Bayfield	all ages	summer	
Bayfield Optimist Club	regular meetings, no apparent programs from online research - events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield ball leagues	Oldtimers baseball	Bayfield			

Table B-2: Programs provided by non-municipal providers (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield People and Canine Community	biweekly group meetings to discuss advocacy, no apparent programs from research/interview, but there is an active Facebook group	Bayfield	all ages	Year-round	
Bayfield River Valley Trail Association	unstructured/independent trails use, hiking buddy program, events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield Town Hall Heritage Society	no apparent programs from research/interview (hall was rented for exercise classes at one point, which was moved to the community centre) - events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield Ukulele Society	Ukulele club	Bayfield	all ages	Year-round	
Blue Bayfield	general advocacy work, events captured in next sheet	Bayfield	all ages	Year-round	
Bayfield Skating Club	Learn to skate, CanSkate, CanPowerSkate, STARSkate	Bayfield	all ages		
Bayfield Historical Society	Historic walking tours	Bayfield	all ages	Summer	
Bayfield Guiding	Girl Guides	Bayfield	5 to 17	Year-round	

Table B-2: Programs provided by non-municipal providers (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Friends of Bayfield Library (FOBL)	Saturdays at the Library monthly speaker series, weekly coffee and conversation, book sale, book donations	Bayfield	all ages	Year-round	Friends of Bayfield Library (FOBL) is a non-profit organization of volunteers that exists to provide community support for the Bayfield branch of the Huron County Library system.
Friends of the Bayfield River	general advocacy work - events captured in next sheet	Bayfield	all ages	Year-round	
Home4Good Bayfield	Shopping buddies for seniors	Bayfield	Seniors	Year-round	Home4Good is a community-based group seeking to ensure that services are available so that older people and those with mobility challenges can continue to live in their own homes in Bayfield. They have three priorities: Transportation, Housing, and Communication.
Photography Club of Bayfield	Guest speaker series, photo walks, monthly meetings	Bayfield	all ages	Year-round	



Events Inventory

Table B-3: Events Inventory

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield Fair & Agricultural Society	Bayfield Agricultural Fair, Winter Wreath Sale, board meetings year round	Bayfield and area	All ages	Summer	Fair includes Parade, Talent Show, BBQ Chicken Meal, fireworks, craft fair ballooning, wiggle cars and train rides, horse shows, sheep club competition, mini-tractor pull, comedy, musical entertainment, dog agility shows
Bayfield Anglers Association	participation/partnership in other groups' events	Bayfield and area	All ages	Summer	
Bayfield Arena Community Partners Association (BACPA)	Food, Wine and Beer Festival, Golf Tournament	Bayfield and area	All ages	Year-round	An opportunity to sample beer, wine, spirits along with food from local restaurants while visiting with old acquaintances and live music
Bayfield and Area Chamber of Commerce (BACC)	Christmas Market, Christmas in Bayfield Family Skate, Trick or Treat Main Street Haunt	Bayfield and area	All ages	Winter	
Bayfield Facilities Initiative Team (BFIT)	no apparent events from online research - programs captured in previous sheet	Bayfield and area	All ages	Year-round	
Bayfield Centre for the Arts (BCA)	raffle, Year of the Barn Show, culinary events	Bayfield and area	All ages	Year-round	

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield Skating Club	Skate the Day Away, Carnival, Superheroes on Ice	Bayfield and area	All ages	Winter, Spring	
Bayfield Farmers' Market	Souper Duper Friday, Strawberry Social	Bayfield and area	All ages	Summer	
Bayfield Garden Club	no apparent events from online research - programs captured in previous sheet	Bayfield and area	All ages	spring/summer/fall	
Bayfield Historical Society and Archives	Art auction, monthly general meeting, speakers series, book launch	Bayfield and area	All ages	Year-round	
Bayfield International Croquet Club	Tournaments, Croquet Under the Lights Night, cocktail parties, Fall Classic	Bayfield and area	adults, seniors	spring/summer/fall	
Bayfield Lions Club	Turkey raffle, golf tournament, trout derby, turkey bingo, walk for dog guides, home & garden show, community breakfast, Santa visits, Sunset on Summer, Christmas in Bayfield	Bayfield and area	All ages	Year-round	
Bayfield Optimists Club	Coffee meet & greet, Rubber Duck Race, Santa Claus Breakfast, Easter Egg Hunt, Golf Tournament	Bayfield and area	All ages	Year-round	focus is fundraising to support programs and amenities for children and youth. Strong long-standing board.
Bayfield People and Canine Community	no apparent events from research/interview, but there is an active Facebook group	Bayfield and area		Year-round	focus on advocating for a dog park in Bluewater

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Bayfield River Valley Trail Association (BRVTA)	Approx. 20 events open to the public each year, plus members' only guided trails. Examples: International Women's Day Hike, All About the Morrison Reservoir, Candlelight Memorial Walk, Tracks in the Snow Hike, Wildflower Hike, Bird Watching Hike, Forest Bathing Mindfulness Walk, National Indigenous Peoples Day Hike, "Dogs on Leash" Canine Convention, Admiral Bayfield Walk, Scavenger Hunt, Ice Cream Hike, Bayfield Tree Walk, Historic Cemetery Tour, Full Moon Hike, Mushroom Hike, Fall Colours Hike, National Take a Hike Day, Earth Day Litter Walk, Agriculture & Nature in Harmony Hike, Winter Hike and Lunch	Bayfield and area	All ages	Year-round	The Bayfield River Valley Trail Association maintains seven recreational trails and sponsors over 20 guided hikes each year, giving residents of all ages and fitness levels the opportunity to enjoy the area's natural beauty.
Bayfield Town Hall Heritage Society/ Committee	Live music, book signing, speaker series, Archives Awareness Week, film screenings, Heritage Christmas in Bayfield. Hall is rented for concerts, meetings, weddings	Bayfield and area	All ages	Year-round	Hall is used for corporate needs, business meetings, parties, concerts, weddings, amateur theatre, dinners, fitness and dance.
Bayfield Ukelele Society (BUS)	no apparent events from online research - programs captured in previous sheet	Bayfield and area		Year-round	

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Blue Bayfield	mini conference, Sustainability Summit, Safe Harbour Run, advocacy work at events including water bottle refilling stations, Mobile Water Unit, beach clean ups	Bayfield and area	All ages	Year-round	
Bluewater Shoreline Residents' Association	Candlelight Memorial Walk	Bayfield and area	All ages	Year-round	
Friends of Bayfield Library	Canada Day Kids' Take & Make Kits, Gingerbread Cookie Decorating Kit, Father's Day craft for children, live music performances	Bayfield and area	Kids	Year-round	Friends of Bayfield Library (FOBL) is a non-profit organization of volunteers that exists to provide community support for the Bayfield branch of the Huron County Library system.
Ausable Bayfield	Conservation Dinner, kids' Water & Wetlands Lunch & Learn	Bayfield and area	Adults, Children	Year-round	Meal and auction
Home4Good	Breakfast meeting, workshop on safe driving for older adults	Bayfield and area	Seniors	Year-round	Home4Good is a community-based group seeking to ensure that services are available so that older people and those with mobility challenges can continue to live in their own homes in Bayfield. They have three priorities: Transportation, Housing, and Communication.
Bayfield VetteFest	Summer Cruise night, Fireman Breakfast	Bayfield and area	All ages	summer	Corvette owners and enthusiasts

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Friends of the Bayfield River	Annual shoreline cleanup, guided tours of Bannockburn Conservation Area	Bayfield and area	All ages	spring/summer/fall	
Photography Club of Bayfield	Fall Foto Fest, Pinery Paddle, Pedal, or Plod Photography Day (camping & photography), tech help sessions	Bayfield and area	adults, seniors	Year-round	
Pioneer Park Association	50/50 Draw, rummage sale, 5km Fun Run, Walk and Roll. Events held in the park include ceremonies, concerts, fitness, art activities (also captured in previous sheet)	Bayfield and area	All ages	Year-round	The mission and purpose of the Pioneer Park Association is to promote the health and enjoyment of the people of the said Village of Bayfield and vicinity, through owning, preserving, improving and managing a park or parks open to the public without charge and to undertake other projects for the welfare of the community.
Hensall Kinsmen & Kinettes	Easter Egg Hunt	Hensall and area	Kids	Year-round	
Hensall Heritage Hall	Musical performances, Paint Night, Holiday Bazaar	Hensall and area	All ages	Year-round	
Hensall Horticultural Society	Mothers Day Bazaar & Penny Sale, Christmas Bazaar & Penny Sale, Spring Bazaar & Penny Sale, Plant/Baking/Yard Sale	Hensall and area	All ages	Winter, Spring	

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Hensall Streetscape Committee	Training for Social Connectors, Eating During the Holidays, Firefighters Pulled Pork Drive Thru, Santa Drives through Hensall, Low and Slow: Meals Made Simple, film screenings	Hensall and area	All ages	Year-round	The Hensall Streetscape Committee / Hensall CARES is a group of people who live or work in Hensall. We work on community action projects to ensure the resilience, excellence and success of the Hensall community.
Hensall South Huron Agricultural Society	Hensall Fair	Hensall and area	All ages	summer	
Royal Canadian Legion, Branch 468 Hensall	Remembrance Day Ceremony, Fish Fry, Karaoke and Wing Night, euchre Tournament, pepper tournament and Turkey Draw, St. Patrick's Day Karaoke, Karaoke and Meat Draw	Hensall and area	All ages	Year-round	
Bean Fest Committee	Bean Festival (car cruise, community breakfast, amusement park rides, clothing and food vendors, Bean Meals), Haunted Orchard	Zurich and area	All ages	Summer	Bean Festival includes pork & bean dinners, midway, BINGO, car show, street vendors, live music, open mic
Bluewater-Zurich Skating Club	Year End Skating Showcase, Christmas at the Rink, banquet, carnival	Zurich and area	All ages	winter	

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Friends of Hay Town Hall	rental and host location for events such as Fashion Show and Clothing Party, information meeting, Spring Cleaning Bee, dances, holiday parties, showers, anniversary parties, band practice, funerals, weddings, club registration, Skating Club awards banquet, Girl Guides, 4H, Scouts, fitness classes	Zurich and area	All ages	Year-round	
Zurich Agricultural Society	Zurich Country Fair: Parade, fireworks, guest speakers, home craft and arts displays, baking/caning – judging, horse shows, sheep and goat, pet show, children’s entertainment, mini tractor pull, baby show, Elimination draw and dance, Tractor pulls, Bingo	Zurich and area	All ages	Year-round	
Zurich Chamber of Commerce	Holiday Home & Business Decorating Contest	Zurich and area	All ages	Year-round	
Wrench Bender Car Club	Car show and cruise at Bean Fest	Zurich and area	All ages	summer	
Zurich Lions Club	Diabetes Healthy Living Presentation, Old Fashioned Ham Bingo, Turkey Bingo, Easter Egg Hunt	Zurich and area	Seniors	Year-round	
St. Joseph and Area Historical Society	Breakfast in the Park, Remembrance Day service, outdoor play performance	St. Joseph	All ages	Year-round	
Good Neighbours of Bluewater	Strawberry Social	All	All ages	summer	

Table B-3: Events Inventory (continued)

Organizer	Sample of Events	Location	Ages Served	Season	Notes
Big Brothers Big Sisters of South Huron	Bowl for Kids Sake fundraiser, 50/50 raffle, dinner fundraiser	All	All ages	Year- round	
OneCare	blood pressure clinic, fall prevention classes	All	Seniors	Year- round	
Bluewater Shoreline Residents' Association	general advocacy work, regular meetings	All	All ages	Year- round	
Huron County Library	Seedy Saturday, kids' STEM workshop	All	Kids	Year- round	
Ryan Somers	Bayfield Volkfest	Bayfield		Fall	Celebration of classic & vintage VW busses, bugs, vans, campers, & more

Program Opportunities for Bluewater

Program Opportunities in Grand Bend (located in Lambton Shores)

Table B-4: Program opportunities for Grand Bend

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Functional Fitness Exercise Program	Seniors	Fall, Winter and Spring (Mondays and Thursdays, 1-2 pm)	Grand Bend Area Community Health Centre (Community Room)	Julie Datars, Kinesiologist, 519-238-2362 x 243	designed for seniors with limited mobility
Gentle Exercise Program	Various	Fall, Winter and Spring (Mondays and Thursdays, 11am-12 pm)	Grand Bend Area Community Health Centre (Community Room)	Cindy Maxfield, Health Promoter, 519-238-2362 x 231	no fee for this program; a program for individuals who are new exercise or have some physical limitations
Healthy Lifestyle Program	Various	Fall, Winter and Spring (Tuesdays and Thursdays, 9 am)	Grand Bend Area Community Health Centre (Community Room); Port Franks at the Port Franks Community Centre		no fee for this program; a program for individuals who are new exercise or have some physical limitations
Line Dancing	Various	Fall, Winter and Spring (Tuesdays and Thursdays, 8:30am-9 am)	Port Franks Community Centre		

Table B-4: Program opportunities for Grand Bend

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Pinery Trail Walkers (outdoor)	Various	Year round (Wednesdays, 9:30 am)	Lambton Museum parking lot, carpool to Pinery Provincial Park		
Walking for Wellness (indoo)	Various	Winter and Spring	Lambton Museum		
Alzheimers Minds In Motion	Adults and seniors	Year round (Thursday afternoon)	Grand Bend Area Community Health Centre (Community Room)	Alzheimer Society, 1-800-561-5012	recreational program for people with dementia and their caregivers
Persistent Pain Management and Support Group	Adults and seniors	Fall and Spring		Mickey Gurbin, Registered Social Worker; 519-238-2362 x 223	no fee for this program
Your Resilient Child: Strategies to Decrease Anxiety	Children	Year round	Virtual	Mickey Gurbin, 519-238-2362 x 223	
YThrive Workout Program	Adults and Seniors (YMCA members only)	Year round	Virtual	Lambton Shores YMCA; (https://www.ymcaswo.ca/contact-us)	
Grand Bend EarlyON Mobile Program	Parents and young children (0-6)	Year round (Fridays, (9:30am-11:30am)	Grand Bend School (15 Gill Road)	earlyon@	

Program Opportunities in South Huron

Table B-5: Program opportunities for South Huron

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Everyday Group Fitness Programs	Adults and Seniors	Year round	Virtual	Western University Canadian Centre for Activity and Aging (CCAA), 519-661-1603, ccaa@uwo.ca	
Condition Specific Programs	Adults and Seniors	Year round	Virtual	Western University CCAA, 519-661-1603, ccaa@uwo.ca	
Coach Siggy Strength and Conditioning	Adults and Seniors	Year round	Virtual	https://coachsiggy.com/contact-1	
Rocky Pine Karate	Children (4+)	Fall, Winter and Spring (September to March)	South Huron Recreation Centre	Sensei Peter Becker, senseipeter@hay.net	
Dad & Kids Night at the Museum	Children	Year round	Virtual	Rural Response for Healthy Children (Bailey Shakyaver, 226-699-0707; mail@rrhc.on.ca)	Office located in Clinton
Family Community Garden	Parents/ guardians with young children	Spring, Summer and Fall	Outdoor space (e.g., park)	Rural Response for Healthy Children (Bailey Shakyaver, 226-699-0707; mail@rrhc.on.ca)	Office located in Clinton

Table B-5: Program opportunities for South Huron

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Learn and Explore (EarlyON)	Parents and young children (0-6)	Year round (Mondays, 9 am)	Virtual	Huron County Children's Services; 519-482-8505, childservices@huroncounty.ca	Office located in Clinton; office hours of operation: Monday - Friday, 8:30am-4:30pm
Mother Goose & Baby Time (EarlyON)	Parents and young children (0-6)	Year round (Tuesdays, 1:30 pm)	Virtual	Huron County Children's Services; 519-482-8505, childservices@huroncounty.ca	Office located in Clinton; office hours of operation: Monday - Friday, 8:30am-4:30pm

Program Opportunities in Clinton

Table B-6: Program opportunities for Clinton

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
YThrive Workout Program	Adults and Seniors (YMCA members only)	Year round	Virtual	Central Huron YMCA; (https://www.ymcaswo.ca/contact-us)	

Program Opportunities in Huron East

Table B-7: Program opportunities for Huron East

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
fitness classes	seniors only?		Seafoth and District CC	OneCare	

Program Opportunities in Exeter (located in South Huron)

Table B-8: Program opportunities for Exeter (located in South Huron)

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Exeter Karate	Children (6+) and older	Year round (Tuesdays and Thursdays)	South Huron Recreation Centre	Jeff Balsdon, 519-546-3222,	
Snowshoeing	Children and older	Winter	School/chosen location	Ausable Bayfield Conservation Authority (ABCA), 1-519-235-2610; https://www.abca.ca/recreation/snowshoe/	can rent snowshoes from ABCA Administrative Centre at 71108 Morrison Line, RR 3 Exeter, between the hours of 9 a.m. and 4 p.m. or an instructor leading a program can bring the snowshoes
Winter Family Experiences (Moonlight Owl Prowl, Family F.U.N Hike, and Winter in the Forest)	All ages	Winter (January and February)	Varies - visit you directly or a conservation area (e.g., Bannockburn Conservation Area)	Ausable Bayfield Conservation Authority (ABCA), 1-519-235-2610; https://www.abca.ca/	\$70/five people; They offer to visit a location that works for your group (maximum 10 people)
Big Brother Mentoring/ Big Sister Mentoring/ In-school Mentoring	Children and youth	Year round	In-person/ School	Big Brothers Big Sisters of South Huron; 519-235-1780,	one-on-one mentoring program
Big Bunch	Children and youth	Year round	In-person	Big Brothers Big Sisters of South Huron; 519-235-1780,	group mentoring program

Program Opportunities in Goderich

Table B-9: Program opportunities for Goderich

Program(s)	Age Group(s) Served	Availability	Location(s)	Contact Information	Notes
Knitting Group (Drop-in)	Adults and Seniors	Year round (Tuesdays, 10 am)	Goderich Branch (HC Library)	Huron County (HC) Library - 519-482-5457	
Ukelele Strummers (Drop-in)	Adults and Seniors	Year round (Thursdays, 12:30 pm)	Goderich Branch (HC Library)	Huron County (HC) Library - 519-482-5457	
Card Nights (Drop-in)	Adults and Seniors	Year round (Thursdays, 6 pm)	Goderich Branch (HC Library)	Huron County (HC) Library - 519-482-5457	
Art in the Library	Adults and Seniors	Year round	Goderich Branch (HC Library)	Huron County (HC) Library - 519-482-5457	
YThrive Workout Program	Adults and Seniors (YMCA members only)	Year round	Virtual	Goderich-Huron YMCA; (https://www.ymcaswo.ca/contact-us)	

Appendix C: Facilities Inventory & Use Information

Table C-1: Arena/Community Centre Physical Properties

Facility	ice pad	hall	kitchen	meeting room	library	Building Conditions Assessment
Hensall Arena & Community Centre 157 Oxford St. W.	<ul style="list-style-type: none"> • Single, 185' x 85' • 4 change rooms • Concession • Spectator seating 	1: 413 capacity	1: commercial			<ul style="list-style-type: none"> • GFA: 33,173 sf. • 10 year FIC: fair • Partially accessible (observation only)
Zurich Arena & Community Centre 15 East St.	<ul style="list-style-type: none"> • Single, 200' x 85' • 6 change rooms • Concession • Viewing area 	1: 500 capacity	1: commercial	1		<ul style="list-style-type: none"> • GFA: 32,350 sf. • 10 year FIC: fair • Accessible (observation only)
Bayfield Arena & Community Centre 4 Jane St.	<ul style="list-style-type: none"> • Single: 165' x 65' • 4 change rooms (a 5th temp.) • Spectator seating 	1: 199 capacity	1: non-commercial			<ul style="list-style-type: none"> • GFA: 19,000 sf. • 10 year FIC: fair • Partially accessible (observation only)

Sources: September 2022 Building Condition Assessments (WalterFedy); Master Plan inventory information

Table C-2: Accessibility Observations

	Hensall	Zurich	Bayfield
Accessibility Observations	<ul style="list-style-type: none"> • Partially accessible • No wheelchair access to second floor • Main entrance doors equipped with automatic door operators. • Multi-stall washrooms equipped with push-button operators and accessible stalls • Wheelchair access to the bleachers provided by concrete ramps 	<ul style="list-style-type: none"> • Accessible • Main entrance doors equipped with automatic door operators • Two (2) barrier-free accessible washrooms • Multi-stall washrooms equipped with push-button operators and accessible stalls • Hydraulic vertical platform lift provides wheelchair access to mezzanine 	<ul style="list-style-type: none"> • Partially accessible • Main entrance doors equipped with automatic door operators. • Multi-stall washrooms equipped with push-button operators and accessible stalls • Hydraulic platform lift provides access to second floor

Source: 2022 Building Condition Assessments (WalterFedy)

Table C-3: Facility Use Levels (hours)

Arena Ice Pad Use Hours 2019

	Hensall	Zurich	Bayfield
	#/month	#/month	#/month
January	207.5	213.0	276.0
February	208.0	183.0	283.5
March	157.0	111.5	174.5
September	48.5	26.0	45.5
October	197.5	35.5	193.0
November	228.0	95.5	216.0
December	281.0	108.75	238.25
Totals	1,327.5	773.25	1,426.75

Arena Floor Use Hours 2019

	Hensall	Zurich	Bayfield
	#/month	#/month	#/month
April	79.0	69.0	58.0
May	69.5	71.0	31.0
June	2.0	25.0	35.0
July	28.0	33.0	43.5
August	29.0	56.8	10.5
Totals	207.5	254.8	178.0

Source: totals from schedules provided by the Municipality; 2019 Feasibility Study (p. 50)

Hall Use Hours and Numbers of Bookings 2019

	Bayfield Hall		Hensall - Main Hall		Hensall - Upper Hall		Zurich Hall	
	Hourse of use and number of bookings							
	hours	number	hours	number	hours	number	hours	number
January	36.5	23	7.5	4	1.5	-	22	17
Febuary	54.5	20	7.0	5	-	-	50.5	24
March	43.0	19	58.5	9	1.0	1	62.5	24
April	125.5	28	26.5	7	-	-	41.5	19
May	85.5	34	39.0	6	-	-	76.5	14
June	54.5	25	16.0	4	-	-	24.0	9
July	71.5	31	48.0	7	-	-	121.0	19
August	88.3	21	21.0	5	-	-	34.0	11
September	53.0	25	32.0	6	-	-	36.0	13
October	96.0	33	64.5	9	6.0	1	147.0	26
November	72.0	32	72.0	11	2.0	1	117.0	32
December	108.0	29	45.0	8	11.0	2	59.8	20
Totals	888.3	320	437	81	21.5	5	791.8	228

Distance between communities: (kms)

Source: Google Maps

Bayfield to Exeter = 35 km/ 30 min

Zurich to Exeter = 19 km/ 16 min.

Hensall to Exeter = 9.5 km/ 9 min.

Bayfield to Zurich = 24.1 km/ 18 min.

Bayfield to Hensall = 25.8 km/ 20 min.

Hensall to Zurich = 10.5 km/ 9 min.

Table C-4: Meeting Space Use Hours and Numbers of Bookings 2019.

	Municipal Office - Board Room		Varna-Council Chambers		Zurich-Meeting Room		
	Hourse of use and number of bookings						
	hours	number	hours	number	hours	number	
January	45.0	19	1.0	1	3.0	2	49
Febuary	25.0	14	7.5	2	8.5	5	41
March	54.5	19	21.0	4	8.5	5	84
April	55.0	16	25.5	5	6.0	3	86.5
May	122.0	36	12.0	4	3.5	2	137.5
June	129.0	39	19.0	8	9.0	5	157
July	60.0	25	10.0	4	19.0	6	89
August	105.5	27	4.0	2	25.0	8	134.5
September	52.0	19	7.0	3	17.5	8	76.5
October	65.5	18	4.0	2	5.0	3	74.5
November	65.0	15	8.5	4	5.0	3	78.5
December	53.5	21	16.5	8	10.8	3	80.8
Totals	832.0	268	136.0	47	120.8	53	1,088.8

Source: totals from schedules provided by the Municipality

Table C-5: Facility Condition Index (FCI)

Facility Condition Index (FCI)

The FCI was derived using the following calculation: total building renewal and repair costs/building replacement costs. The results were categorized as follows, which is reproduced from the WalterFedy 2022 Building Conditions Assessment reports.

Excellent

Element(s) collectively are in a condition indistinguishable from new. Individual life spans may vary.

Good

Element(s) are in a condition to have a collective life span in excess of five (5) years. Individual life spans may vary.

Fair

Element(s) collectively require some level of immediate attention within the short term (less than five (5) years) of either repair, replacement, or upgrade. Individual life spans may vary.

Poor

Element(s) collectively require some level of immediate action of either repair, replacement, or upgrade. Individual life spans may vary.

Appendix D: Reference Policies



COMMISSION SCOLAIRE CENTRAL QUÉBEC
CENTRAL QUÉBEC SCHOOL BOARD

POLICY ON HEALTHY EATING AND ACTIVE LIVING (Adopted December 12, 2008)

1. BACKGROUND INFORMATION

In October 2006, the Québec Government launched its *Plan d'action gouvernemental de promotion des saines habitudes de vie et de prévention des problèmes reliés au poids 2006-2012, Investir pour l'avenir*. In this action plan designed to promote healthy lifestyles and prevent weight-related problems, the government declared its commitment to improving the quality of life and well-being of Quebecers by enabling them to live in environments that promote the adoption and maintenance of healthy living habits.

In September 2007, the *ministère de l'Éducation, du Loisir et du Sport* (MELS) published the *Framework Policy on Healthy Eating and Active Living: Going the Healthy Route at School*, demonstrating its firm intention to make Québec schools a place where students can eat better and be more active.

2. AIM

To support schools and centres in providing an environment conducive to the adoption and maintenance of healthy eating and active living habits and the development of students' personal competencies in this regard.

3. OBJECTIVES

- 3.1 To ensure that food supplied in the school/centre environment promotes the adoption of healthy eating habits;
- 3.2 To increase physical activity opportunities for all **students**;
- 3.3 To create education, communication and promotion programs to facilitate the adoption of sustainable healthy living habits;
- 3.4 To mobilize the different school and community partners to undertake comprehensive, concerted actions that support the adoption of healthy eating and active living habits.

4. INTENDED AUDIENCE

- 4.1 This policy is intended mainly for school board administrators, principals of schools and adult education and vocational training centres, and their governing boards.
- 4.2 It is also addressed to other individuals and organizations that are called upon to help implement the policy, including teaching and non-teaching school staff, food service and school daycare service personnel, sports and cultural activities coordinators, parents' committees or associations, and student councils.
- 4.3 Lastly, the policy applies to parents as well as members of the health and social services network, MAPAQ and other ministries concerned with the health of young people. It may also interest different community partners, such as municipalities, community organizations, social clubs, etc.

5. TARGET CLIENTELE

The present policy applies to students from daycare, preschool, elementary and secondary school as well as students in adult and vocational education up to the age of 25.

6. UNDERLYING BASIS

The policy is based on the following documents:

- Education Act, R.S.Q., Ch. I-13,3, Articles 36, 36.1, 37, 37.1, 74,75, 90, 208 and 257;
- MELS Framework "*Policy on Healthy Eating and Active Living: Going the Healthy Route at School*", 2007;
- *Direction régionale de santé publique de la Capitale-Nationale, "Modèle d'une politique locale dans le cadre de la Politique cadre pour une saine alimentation et un mode de vie physiquement actif"*, 2007;
- School Board rules and policies as applicable.

7. PRINCIPLES

- 7.1 The environment in which young people live, particularly the school/centre environment, must promote the adoption of healthy and active living habits.
- 7.2 Acting simultaneously on diet and physical activity maximizes positive effects on young people's health.
- 7.3 The situation and circumstances specific to each environment (e.g. existing initiatives, the socioeconomic situation, cultural groups, established habits, and available resources) must be taken into account.

- 7.4 Actions on diet and physical activity must comply with current educational frameworks, such as the Québec Education Program, the School Board’s Strategic Plan, Complementary Educational Services programs and the schools’/centres’ educational projects and success plans, in order to facilitate the implementation of the policy.
- 7.5 Continuity must be sought at every educational level, in order to provide an environment that is conducive to healthy eating and active living.

8. ORIENTATIONS

The school/centre environment is an essential factor to consider when planning measures to encourage healthy lifestyles. The orientations described below aim to improve this environment in order to modify both eating habits and patterns of physical activity.

In each school/centre, through the school/centre success plans, the orientations will be translated into concrete actions that can promote the adoption and long-term maintenance of healthy eating and active living.

8.1 Theme: School environment

Orientations related to healthy eating

	Orientations	Priority Elements
8.1.1	Offer a variety of foods and give priority to foods of good nutritional value.	<ol style="list-style-type: none"> 1. Offer meals that include foods from each of the four food groups in the <i>Canada’s Food Guide</i>: vegetables and fruit, grain products, milk and alternatives, and meat and alternatives. 2. Prepare a main course accompanied by at least one vegetable. 3. Provide a variety of fruits and vegetables. 4. Provide a variety of 100% pure (unsweetened) fruit juices and vegetable juices, in addition to milk and water. 5. Give priority to whole grain products. 6. Offer desserts made with fruit, milk products and whole grain products; avoid desserts that have a high fat or sugar content. 7. Reduce the fat content of meats. 8. Favour low-fat or non-fat cooking methods, such as steaming, baking, braising, poaching, grilling or roasting. 9. Avoid products containing saturated or hydrogenated fats (trans fats).

8.1.2	Eliminate foods of low nutritional value from all school and centre food supplies.	<ul style="list-style-type: none"> 10. Eliminate sugar-sweetened and artificially sweetened (diet) soft drinks as well as sugar-sweetened beverages. 11. Eliminate products in which sugar or a sugar substitute is the first ingredient listed. 12. Eliminate french fries. 13. Eliminate frying and deep-frying and avoid commercial or pre-fried breaded foods. 14. Sell or offer some foods and beverages that meet dietary guidelines at fundraising events, special events, on school trips, outings, etc.
8.1.3	Provide appropriate areas and favourable conditions for meals.	<ul style="list-style-type: none"> 15. Make sure that eating areas are clean and safe at all times. 16. Make lunchtime an enjoyable part of the school day by ensuring that eating areas are orderly, pleasant and inviting.

Orientations related to active living

	Orientations	Possible actions
8.1.4	Increase physical activity opportunities, principally during recess, lunchtime, daycare or extracurricular activities.	<ul style="list-style-type: none"> 1. Offer a wide range of recreational activities. 2. Develop leadership in students' attitudes in the area of health and physical activity. 3. Train and support daycare workers and student supervisors. 4. Incorporate physical activity opportunities into the timetable.
8.1.5	Offer activities that meet students' varied interests and abilities	<ul style="list-style-type: none"> 5. Involve students in selecting the activities to be offered. 6. Plan activities that are specially geared to girls. 7. Offer elementary school students more activities to develop their motor skills. 8. Offer activities that focus on games and the pleasure of being physically active. 9. Encourage coaches and leaders to involve all students in activities.

8.1.6	Plan the layouts of indoor and outdoor play areas and animate the activities carried out in them in order to optimize the opportunities to be physically active	<p>10. Ensure that students have an adequate supply of safe and well-maintained equipment.</p> <p>11. Plan the layout of the schoolyard to encourage students to be more physically active.</p> <p>12. Animate activities in areas where students assemble during breaks.</p>
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8.2 Theme: Education, Promotion and Communication

	Orientations	Possible actions
8.2.1	Implement educational and promotional activities that foster healthy eating and active living.	<ol style="list-style-type: none"> 1. Include activities to raise awareness of healthy living habits in daily school life. 2. Ensure that all educators are aware of the importance of being good role models and of promoting attitudes and behaviours that are essential for the adoption of healthy living habits. 3. Offer students new foods and meals to help them develop their taste. 4. Organize extracurricular activities to help students develop cooking skills. 5. Conduct regular activities to promote the adoption of healthy living habits (e.g. <i>Plaisirs d'hiver</i>, <i>Sport Étudiant</i> Physical Education Month (MEPSE), Walk to School Day/Week, Nutrition Month, <i>Moi, j'croque 5 fruits et légumes</i>, <i>Bien dans sa tête, bien dans sa peau</i>, <i>Pelure de banane</i>). 6. Take advantage of special activities to promote awareness of healthy eating and active living among parents. 7. In collaboration with pertinent organizations, promote the non-usage of tobacco products, alcohol and drugs. 8. Encourage the existence of Healthy School initiatives in each school.
8.2.2	Periodically provide information on initiatives to parents and the community so that they can support the schools' efforts and ensure continuity.	<ol style="list-style-type: none"> 9. Post messages, videos, etc. on the school's/centre's web site. 10. Include a special section in an annual report. 11. Publish articles in a local or school newspaper.

		<p>12. Hand out brochures published by government ministries or other organizations.</p> <p>13. Distribute newsletters on a regular basis.</p> <p>14. Distribute pamphlets produced in conjunction with partner organizations (CSSS, municipality, etc.).</p> <p>15. Set up information booths in the schools during parent visits or social activities in the community.</p>
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8.3 Theme: Mobilizing partners

	Orientations	Possible actions
8.3.1	Establish or consolidate partnerships with the community	<ol style="list-style-type: none"> 1. Share or use infrastructure and human resources in the community (e.g. municipality, community centre, private club). 2. Establish with the help of the municipality, safe access routes to school (e.g. appropriate signage, safe access, traffic regulations). 3. Implement consolidated projects that call on various community groups. 4. Carry out comprehensive and concerned promotion and prevention projects, in conjunction with various partners 5. Encourage family and community volunteers to participate.

9. IMPLEMENTATION TIMETABLE

- 9.1 The implementation timetable set by the *Ministère de l'Éducation, du Loisir et du Sport* (MELS) stipulates that these orientations should be put into place starting September 2008.
- 9.2 Orientations related to active living, education, promotion and communication as well as partnerships with the community, may be implemented progressively from 2008 to 2010.
- 9.3 The Central Québec School Board schools have respected the orientation schedule pertaining to healthy eating established by the MELS for September 2008.



Adopted: 2009-02-03

Policy ADG

HEALTHY & ACTIVE LIVING

The goal of the Healthy & Active Living policy is to establish a framework for the New Frontiers School Board and its schools and centres to fulfill their respective responsibilities in accordance with the Ministry's *Framework Policy on Healthy Eating and Active Living*.

The purpose of the New Frontiers School Board Healthy and Active Living Policy is to establish standards for the food services provided in our schools and centres, and to promote the attitudes and behaviours conducive to healthy eating and active living for all our staff and students.

Guiding Principles

The document "*Going the Healthy Route at School – Framework Policy on Healthy Eating and Active Living*" published by the Ministry of Education, Leisure & Sports (December 2007) is an integral part of this policy.

School-based programs can positively impact on the healthy lifestyle habits of today's children and youth. A healthy diet and active living has a positive effect on a child's well being and development which in turn contributes to school success. Community partnerships are essential in educating and promoting healthy living habits.

Related Committees

1. A Healthy Living Board Committee will be created, whose composition should include a board administrator, school administrator, teacher, professional staff member, commissioner and CLSC health consultant in an effort to support and monitor the healthy living policy in the schools and centres.
2. A school-based committee, created through the Governing Board and possible support from the Parent Participation Organization (PPO), shall oversee the implementation of this policy in accordance with the school's educational project and success plan. The Committee should include (but not be exclusive to) the Principal, or his/her delegate, a parent member of the Governing Board, teacher and a student(s) at the secondary level.
3. Partnerships with the community may be established or consolidated in order to implement the recommendations outlined in the Framework Policy.

Procedures

1. Establish a Healthy Living Board Committee to support and monitor the Healthy Living Policy in the schools and centres. This committee will investigate all facets of healthy eating and active living in relationship to the Ministry's Framework Policy for the purpose of integration into our schools and centres through the school-based committees.
2. The following will be the responsibilities of the schools' and centres' administration with the support of the Governing Board or school based Healthy Living Committee.
 - Food and beverages sold in the New Frontiers School Board will be consistent with those recommended in the MELS' Framework Policy on "Healthy Eating and Active Living—Going the Healthy Route at School".
 - Offer a variety of foods of good nutritional value.
 - Eliminate foods of low nutritional value from all school food supplies. Establish standards in all schools that are consistent with the principles of healthy eating and the MELS Framework Policy.
 - Ensure that there are appropriate areas and favourable surroundings for the eating of meals.
 - Ensure that there is in place in our schools and centres a range of physical activity opportunities, principally during recess, lunchtime, daycare or extracurricular activities, that meet the students' varied interests and abilities.
 - Promote educational and other activities that foster healthy living.
 - Periodically provide information on healthy eating and active living initiatives to parents and the community so that they can support the schools' efforts and ensure continuity.
 - Prepare a report on the implementation of the Board Policy to the Council of Commissioners, using the MELS Framework Policy as a guide.

Appendix E: Master Plan Budget Projection

This component of the report presents a high-level budget projection for the Recreation Master Plan developed here, over the next fifteen years of its operation. First, an overall budget level based upon the expected population growth in the municipality is presented, based on existing (2021) per capita budget allocations. Next, certain considerations that should be taken into account in allowing for facility maintenance and eventual capital replacement are considered. Next, the recommendations contained in the plan are presented and the operating cost implications are assessed over the 15-year period of the Master Plan (recognizing that not all recommendations have assigned costs in the Plan). The 'per capita' budget parameter is then compared to the implied budget to implement the Master Plan, which suggests that additional budget resources to implement the Plan will need to be obtained. This could be done by increasing the per capita contribution somewhat, or by increasing user fees and service charges.

This next leads into an analysis of user fees and service charges for parks and recreation services across Huron County. This shows Bluewater to be in the 'middle of the pack' with respect to its practices relating to user fees and service charges. A conclusion is that there may be some additional potential for the municipality to increase user fees and charges as a means of contributing to the (likely) relatively higher cost in future of implementing the Master Plan.

The next steps implied by this analysis are accordingly:

- Undertake a more detailed **User Fee and Service Charge Study**, with a view to determining what sorts of fee levels would be appropriate and useful in terms of contributing to the increased costs of implementation of the Recreation Master Plan;
- Once the total costing for the plan has been identified (assuming implementation of augmented user fees and service charges), undertake an analysis of the per capita cost relative to surrounding municipalities with a view to ensuring that it is aligned with them – this should include development/revision of a policy outlining the approach to user fees; and
- If necessary (to bring per capital costs into line with other municipalities) consider elimination of the lowest-priority initiatives in the Master Plan.

Factors Contributing to Budget Projection

There are several elements which could factor into the future budget for parks and recreation services in Bluewater. These are:

- A. Increased **population growth** in the community, which will place additional demand upon basic provision of services;
- B. Any changes in the philosophy and approach to **asset management** (i.e. maintenance and eventual capital replacement) which could require a greater amount being budgeted each year for these purposes;
- C. Any change in the **nature or types of programs and services to be offered** (which is clearly the primary focus of the Master Plan, which contains nearly 200 recommendations for changes and improvements); and
- D. Any changes in the **cost-recovery or service-fee philosophy** of the municipality.

E. A key factor relating to budget is population growth: more people implies a larger budget (and Bluewater is growing at a quicker rate than Huron County overall). A second consideration affecting the overall budget is any change to the philosophy towards asset maintenance and eventual replacement – which can have implications in terms of the amounts sequestered from the annual budget for this purpose. The third factor is the major one considered here – the total cost implications of the various improvements and recommendations contained within the Master Plan developed within this report. A fourth factor relates to revenue generation: particularly the approach taken by the municipality towards cost recovery through user fees and service charges.

Each of these factors is discussed in turn.

A) Increase in Budget Due to Population Growth

The first factor considered is the relatively fast pace of population growth in the municipality. As of the last census (2021) population growth in Bluewater over the 2016 – 2021 period was 5.7%, considerably higher than the rate of growth in the County overall (3.5%). Population in 2021 was 7,540. Assuming that this historical rate of growth will continue, the population in the County will reach a level of just over 8,900 by the end of the next 15 years – nearly 1,400 more people than at present.

This population increase by itself will necessitate an increment to the overall parks and recreation budget for the municipality (quite simply, more people will demand more services). If, for example, the municipality were to fund parks and recreation services at its current level of about \$332 per person¹, this would imply an increase in the overall annual budget of on the order of \$825,000 by the end of the next 15 years. Were the municipality to determine that it wanted to fund parks and recreation services at other a higher level (for example, 10% more recognizing the increasing demands for programs and services²), the budget could be somewhat more as shown in the table below:

Table E-1: Increase in Budget Due to Population Growth

Funding Philosophy	Total Annual Funding Implied at end of Next 15 Years (2021 dollars)	Approximate Increment Over Current Funding by End of Next 15 Years (2021 dollars)
Fund parks and recreation services at current Bluewater level (\$332 per capita)	\$2.956 million (rounded)	\$825,000 (rounded)
Funds parks and recreation services at a 10% higher level Bluewater level (\$366 per capita)	\$3.252 million (rounded)	\$1.121 million (rounded)

The increase in the budget to the end of the next decade in the first scenario, where the municipality continues to fund at the same level as historically, is approximately \$825,000. At a 10% per capita increase, the additional overall funding implied for recreation and parks would be just over \$1.1 million per year.

¹ Calculated as the 2020 budget for the combined Parks and Recreation and Marina operation of \$2,506,864, divided by the 2021 Census population of 7,540.

² It is noteworthy that several lower tier municipalities fund recreation and parks services at per capita rates higher than Bluewater – see Section E of this assessment.

B) Approach to Asset Management

The second factor to consider is the municipality's approach to the care and maintenance and eventual replacement of key physical assets. Recreational facility maintenance costs can be considered in two categories:

Table E-2: Approach to Asset Management

Funding Philosophy	Total Annual Funding Implied at end of Next 15 Yeras (2021 dollars)
<ul style="list-style-type: none"> • costs of deferred maintenance that has accumulated over time • 'going forward' costs of proper maintenance of the facility • annual allocation for eventual replacement or major repair 	<ul style="list-style-type: none"> • capital costs of new facilities • annual maintenance and upkeep costs • annual allocation for eventual replacement or major repair

Asset Replacement: Throughout this analysis, we assume that the municipality will follow good practice and put away a certain amount each year for the eventual replacement of the asset. For example, if a facility costing \$500,000 was built and expected to have a life span of 50 years, then the amount that should in theory be put aside in an asset replacement fund for its eventual renewal would be \$10,000 per year (i.e., \$500,000 divided by 50). If this practice were followed, then by the end of the 50 years, when the asset had to be replaced, there should be enough in the fund (assuming accumulated interest) to replace the building or facility. In practice, however, this logic is rarely followed, with little typically being put away over the first few years of the operation of the new building or facility, when it is still new and functioning well. Other municipal expenditure priorities typically intervene, and the question of asset replacement tends to be postponed or forgotten altogether.

Deferred Maintenance: Another issue with respect to facilities is the question of deferred maintenance. Very often in municipalities, routine maintenance of facilities and amenities is either neglected outright or given ‘short shrift’ in the allocation of funding, with other municipal priorities taking precedence. The accumulation of needed repairs can both shorten the life of the asset and/or cause a larger repair bill than would have otherwise been the case. In this analysis, we assume again that the municipality will follow good practice and not allow a significant deferred maintenance bill to accumulate for any recreational asset.

In the subsequent analysis it is assumed that the municipality take a responsible approach to both aspects of asset maintenance.

C) Recommendations Relating to New Programs and Services

This Master Plan contains 181 recommendations for new facilities, programs and services over the next decade. Not all costs are known at this point. A high-level summary of these is as follows:

- **Programming and Events:** the Master Plan envisions additional staffing for:
- Expansion of general programming
- Community Centre and Arena programming
- Community Hall Programming
- Programming parks and outdoor spaces

Table E-3: Estimated Costs (known at this point)

<i>Timeframe</i>	<i>Total Costs Over Period (\$2021)</i>	<i>Annual Year Cost Over Period (\$2021)</i>
<i>Short-term</i>	\$300,000	\$60,000
<i>Medium-Term</i>	\$300,000	\$60,000
<i>Long-Term</i>	\$300,000	\$60,000
Total	\$900,000	



Facilities: improvements to:

- Improvements to existing Community Centres and Arena
- New Community Centre facilities
- Improvements to stand-alone Halls
- Designated use/function facilities
- Improvements to ball diamonds
- Improvements to croquet club and tennis court
- Improvement to multi-purpose playing fields
- Facility planning costs

Table E-4: Estimated Costs (known at this point)

Timeframe	Total Costs Over Period (\$2021)	Annual Year Cost Over Period (\$2021)
Short-term	\$1,000,000	\$200,000
Medium-Term	\$2,180,000	\$436,000
Long-Term	\$200,000	\$40,000
Total	\$2,880,000	

Parks and Open Spaces: improvements to:

- General improvements to parks
- Health, safety and accessibility
- Signage and wayfinding
- Public art
- Specific major park improvements (Bayfield Pier Beach; Howard Street Beach; Clan Gregor Square; Bayfield Arena and Agricultural Park; Stanley Community Centre Park; Houston Heights Beach (Pavilion Road); St. Joseph Beach; Zurich Lions Park; Hensall & District Community Centre Park; Bluewater Hay Municipal Bark and Beach)
- Specific improvements to neighbourhood parks and parkettes

Table E-5: Estimated Costs (known at this point)

Timeframe	Total Costs Over Period (\$2021)	Annual Year Cost Over Period (\$2021)
Short-term	\$861,000	\$172,200
Medium-Term	\$815,000	\$163,000
Long-Term	\$1,336,000	\$267,200
Total	\$3,012,000	

Water Access Points: improvements to:

- General improvements the number and quality of water access points throughout the municipality:

Table E-6: Estimated Costs (known at this point)

Timeframe	Total Costs Over Period (\$2021)	Annual Year Cost Over Period (\$2021)
Short-Term	\$100,000	\$20,000
Medium-Term	-	-
Long-Term	-	-
Total	\$100,000	

Trails: improvements to:

- General improvements to existing trails
- Zurich Trails – specific improvements active transportation

Table E-7: Estimated Costs (known at this point)

Timeframe	Total Costs Over Period (\$2021)	Annual Year Cost Over Period (\$2021)
Short-Term	\$50,000	\$10,000
Medium-Term	\$40,000	\$8,000
Long-Term	-	-
Total	\$90,000	

In addition to these operating costs, there are various capital costs that have been assessed (based upon the draft Building Conditions Assessment Report. These (again, measured in \$2022) are:

Table E-8: Various Capital Costs

Capital Cost Element	Capital Costs Forecast (lifecycle replacement \$2022, rounded)	Repair Costs Forecast (\$2022, rounded)
Arenas and Community Centres	\$5,802,000	\$1,160,400
Medium-Term	\$3,015,000	\$603,000
Long-Term	\$1,636,000	\$65,440
Total Costs	\$10,453,000	\$1,828,840

D) 15-Year Financial Forecast

Based upon the cost and expenditure information outlined above, a very high-level forecast of operating expenses for the Bluewater Recreation and Parks Master Plan over the next 15 years is made based upon the following assumptions:

- The base operating budget for standard costs as outlined in the 2021 municipal budget will be retained;
- Annual incremental operating costs as assessed in the Master Plan will be contained in the forecast (recognizing that not all costs have yet been estimated);

- All repair costs for facilities as assessed in the 2022 Building Conditions Assessment Report will be made in the short term and medium terms: for simplicity these have been allocated out on an even basis for each year over this 10-year period; and
- An annual replacement budget for facilities has been assumed, based upon an average assumed 50-year lifecycle for all capital facilities, and assuming that this cost will be averaged out annually over a 50-year basis¹

The graph below shows the projection of these expenditures:

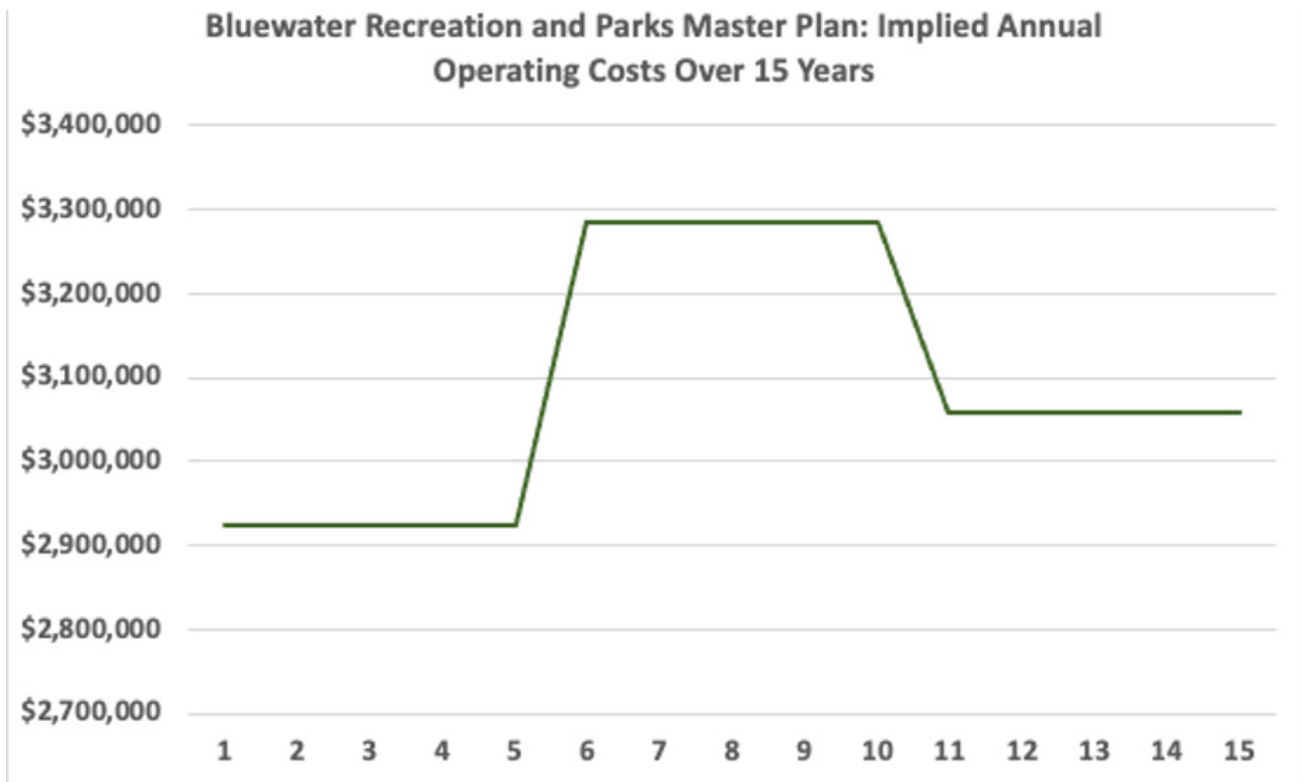


Figure E-1: Implied Annual Operating Costs over 15 years

¹ This amounts to approximately \$179,000 annually over the span of this Master Plan (and continuing for the next 35 years, ending after 50 years).

(The large increase in the medium term period of the cost projection (years 6 through 10) reflect largely facility improvement costs.)

As the graph shows the anticipated annual operating expenditures in 15 years' time would be just under \$3.1 million per year. This is only slightly more than the population-driven budget implication outlined in section A above (funding at current levels). As Section A outlines, under a 10% increase in per capita funding assumption, the budget would be adequate. However, it should be noted that, as mentioned, not all costs are contained within this cost estimate, and it is entirely possible that something more than a 10% increase would be required.

E) Revenue Generation Through User Fees

The foregoing discussion implies that some increment in the overall relative budget for Recreation and Parks Services (i.e. an increase in the per capita allocation for recreation and parks services) will likely be needed to bring expenditures up to the point where the various recommendations contained within this plan can be implemented. The other consideration, however, is the extent to which user fees and service charges can be put in place to defray costs.

This section reviews the current budget and pricing structure for parks and recreation services in Bluewater, and makes recommendations on areas to consider in future. It starts with an overview of the current budget, and pricing approach, in comparison to surrounding municipalities (i.e., other municipalities in Huron County). It then assesses user fees in Bluewater, again relative to surrounding municipalities.

Comparison of Budget Levels and User Fees with Other Municipalities in Huron County

The table below compares user fees in all lower tier municipalities in Huron County. The pre-pandemic year of 2019 was selected as the most recent 'normal' year of operations. The data came from the 2019 Financial Information Returns collected by the Ontario Ministry of

Municipal Affairs as provided by the financial officers in each municipality¹ .

The chart below shows, for each of the nine lower-tier municipalities in the County, the following:

- Recent population (as measured by the 2021 Census)
- Total parks, recreation and culture departmental budget in 2019
- Total user fees generated through parks, recreation and culture departmental programs in 2019 (i.e., a measure of the extent to which user fees and service charges contribute to the overall departmental budget)
- User fees as a percentage of the departmental budget
- Total parks, recreation and culture budget per capita
- Total user fees generated per capita

Note that the last two items in the table are not exactly precise as they measure 2019 expenditure against the 2021 Census-recorded population, but it does give a reasonably precise order of magnitude estimate that is useful for comparison purposes.

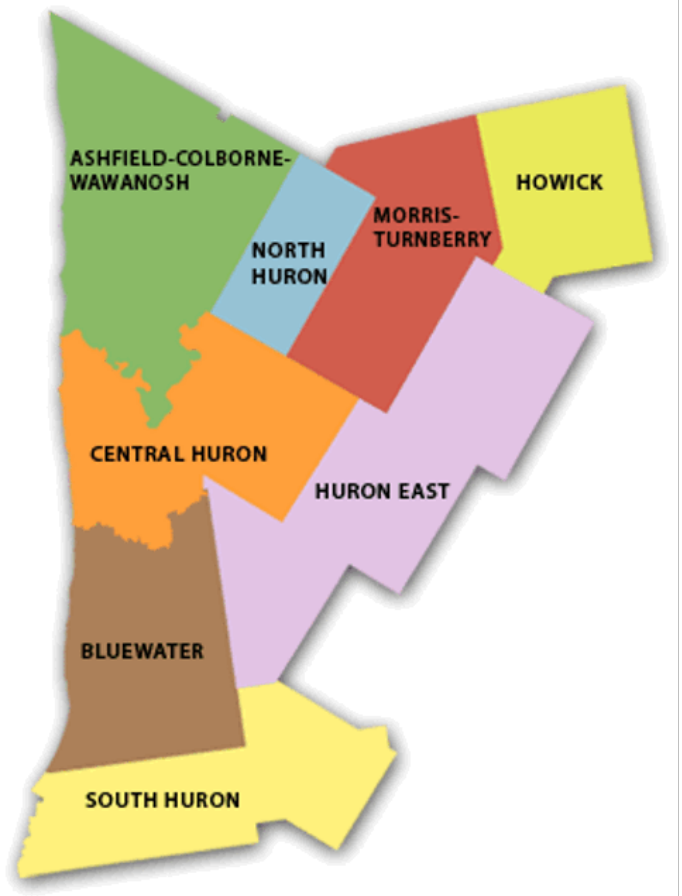


Figure E-2: Map of Municipalities within Huron County

The table below and the subsequent charts show tremendous variation in the expenditure patterns between municipalities in and across the County (table is ordered according to the 2021 population of the lower-tier municipalities).

¹ See: <https://efis.fma.csc.gov.on.ca/fir/index.php/en/financial-information-return-en/>

Table E-9: Expenditure Pattern Across Municipalities of Huron County

Municipality	2021 Population	Total Recreational & Cultural Services Budget, 2019	User Fees and Service Charges, 2019	User Fees & Service Charges as % of Budget	Per Capita Recreation & Services Budget	Per Capita Recreation & Services Fees
South Huron	10,063	\$2,697,054	\$699,797	25.9%	\$268	\$69.54
Huron East	9,712	\$1,566,884	\$819,953	52.3%	\$161	\$84.43
Goderich	7,881	\$2,604,303	\$27,087	1.0%	\$330	\$3.44
Central Huron	7,799	\$2,095,601	\$103,000	4.9%	\$269	\$13.21
Bluewater	7,540	\$1,983,246	\$548,985	27.7%	\$263	\$72.81
Ashfield-Colborne-Wawanosh	5,884	\$549,385	\$175,465	31.9%	\$93	\$29.82
North Huron	5,052	\$3,150,586	\$846,648	26.9%	\$624	\$167.59
Howick	4,045	\$687,635	\$368,776	53.6%	\$170	\$91.17
Morris-Turnberry	3,590	\$184,965	\$429	0.2%	\$52	\$0.12
HURON TOTAL & AVERAGE	61,566	15,519,659	3,590,140	23.1%	\$252	\$58.31

Several features are notable:

First, in terms of Bluewater’s expenditure on parks, recreation and culture services per capita, they rate at about the ‘middle of the pack’ relative to other municipalities in the Country, at about \$263 per person (in 2019).

Per Capita Parks, Recreation and Cultural Services Budget, 2019

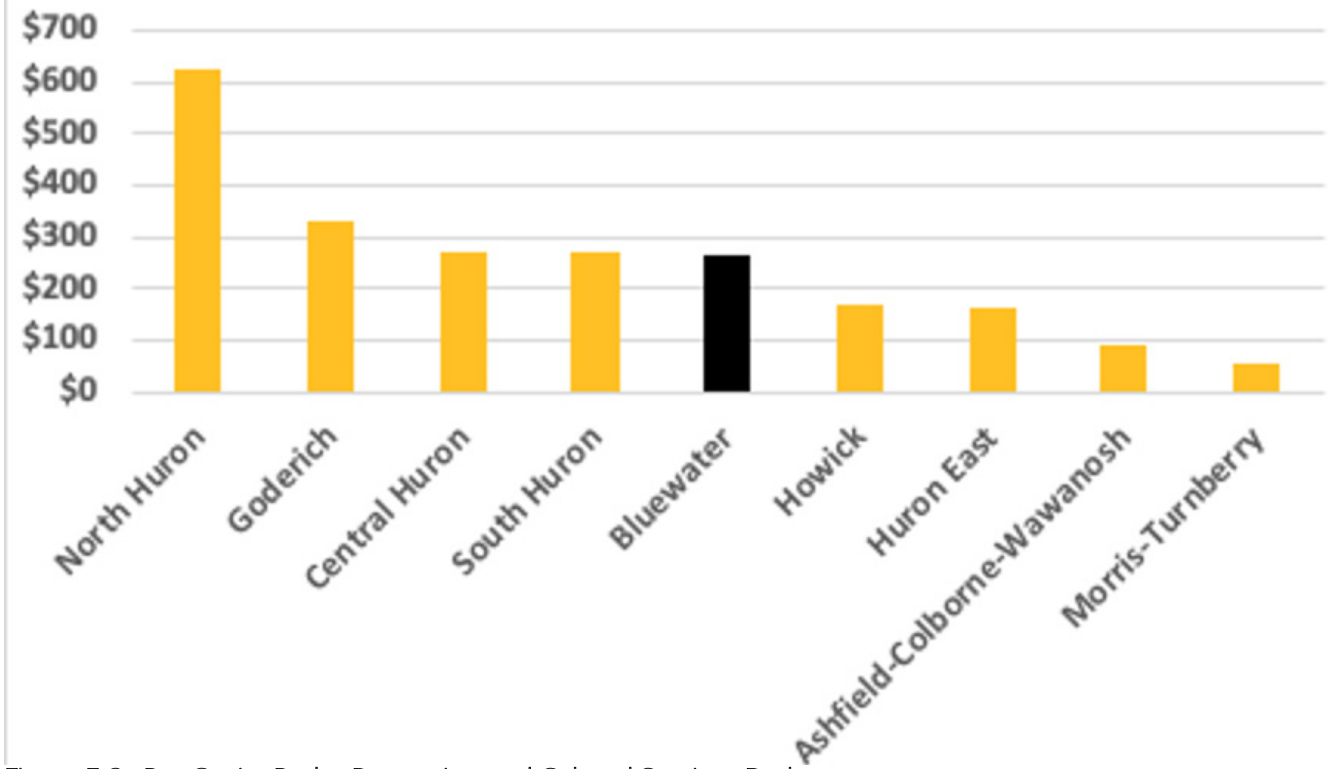


Figure E-3: Per Capita Parks, Recreation and Cultural Services Budget

Second, in terms of user fees and service charges relative to the overall budget, again Bluewater falls into the middle part of the spectrum, recovering approximately 28% of its budget through user fees and service charges.

User Fees & Service Charges as % of Parks, Recreation and Culture Budget

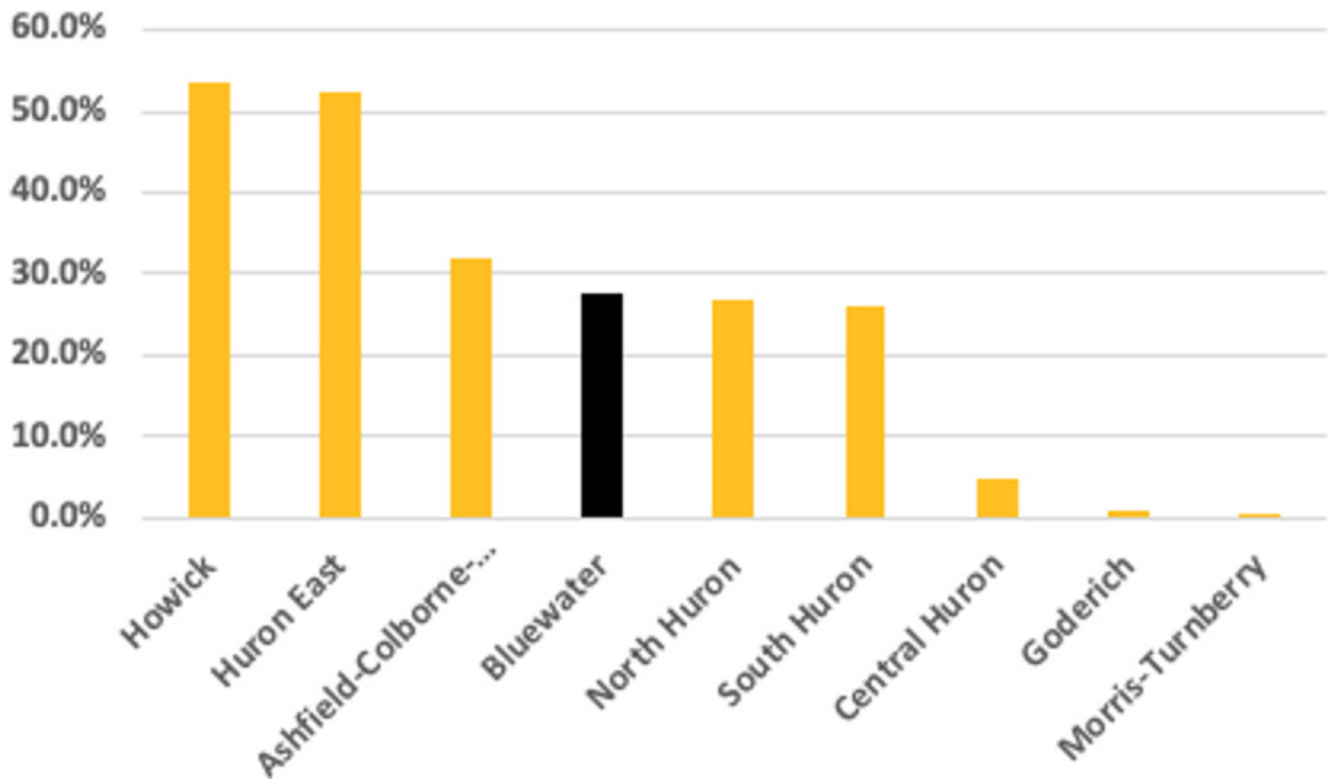


Figure E-4: User Fees & Service Charges as % of Parks, Recreation and Culture Budget

Another dimension of interest is ‘user fees and service charges per capita’, which shows that, again, Bluewater is in the middle of the group for Huron County:

Parks, Recreation And Cultural Services, User Fees and Service Charges Per Capita, 2019

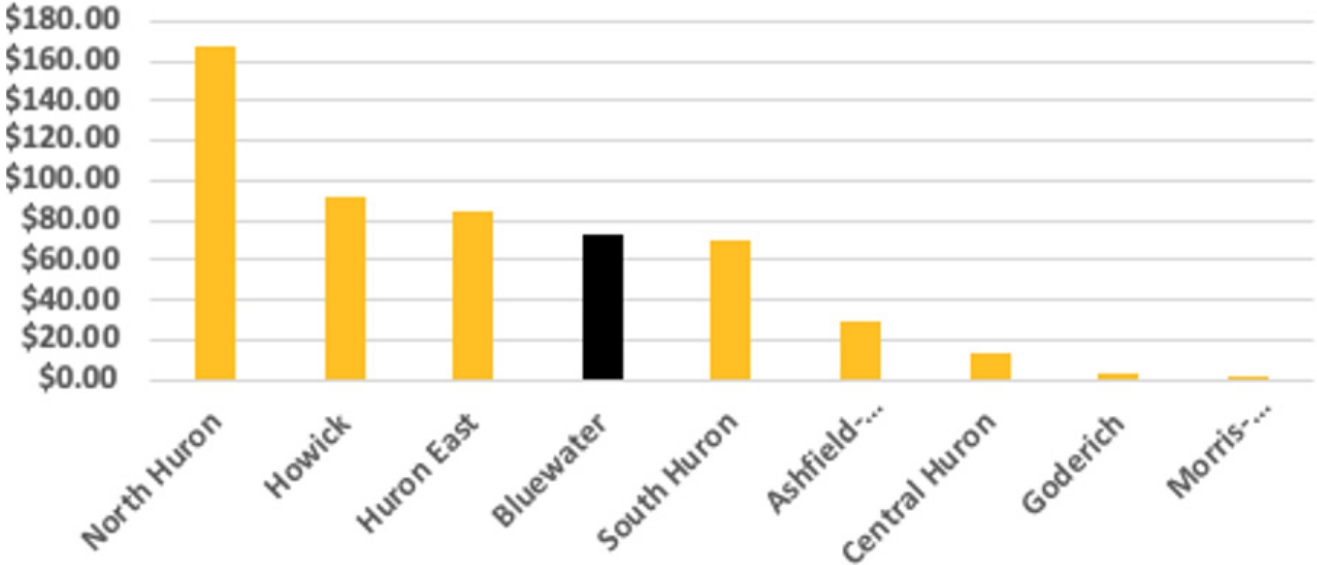


Figure E-5: Parks, Recreation and Cultural Services, User Fees and Service Charges Per Capita, 2019

Components of User Fees and Service Charges

Looking at the largest elements of user fees and service charges for the 'top six' municipalities in Huron county that

derive 25% or more of their total parks, recreation and culture budget from user fees or services charges, we note the following:

Table E-9: Table E-10: Components of User Fees and Service Charges

Municipality <i>(and percentage of budget from user fees and services charges)</i>	Total User Fees and Service Charges in 2019	Largest Components of User Fees and Service Charges	% of Total User Fees and Service Charges
Howick (54%)	\$368,776	Facility Rental: \$347,487	94%
		Parks: \$21,289	6%
Huron East (52%)	\$819,953	Facility Rental: \$819,296	99%
Ashfield-Colbourne-Wawanosh (32%)	\$175,465	Facility Rental: \$157,407	86%
		Recreation Programs: \$24,058	14%
Bluewater (28%)	\$548,985	Facility Rental: \$437,448	80%
		Recreation Programs: \$36,706	7%
		Parks: \$29,790	5%
		Specialized Facility Rental: \$44,632	8%
		Libraries: \$679	-
North Huron (27%)	\$846,648	Facility Rental: \$375,152	44%
		Recreation Programs: \$428,929	51%
		Parks: \$42,567	5%
South Huron (26%)	\$699,797	Facility Rental: \$450,499	64%
		Recreation Programs: \$219,811	31%
		Parks: \$29,487	5%

'Drilling down' into the components of overall user fees and service charges, it is evident that Bluewater has a diversified portfolio of services that generates a respectable mix of revenues, from facility rentals, recreation programs, park facility rental, and specialized facilities.

The only 'takeaway' from the above analysis is that Bluewater may have some potential to charge more for recreational programs, considering that North Huron and South Huron both generate considerably more revenue in these areas than does Bluewater.

A Policy Articulating User Fee Approach

This section reviews the experience of selected other municipalities that have adopted an integrated approach to the development of user fees, as opposed to charging for services on an ad hoc or historical basis¹. This assessment can form the basis for an articulated and published statement by the municipality regarding the purpose and intent behind user fees.

¹ Overall, a very useful guide to User Fees in Canada is User Fees in Canada – A Municipal Design and Implementation Guide (Catharine Althaus and Lindsay Tedds, Canadian Tax Foundation, Toronto, 2016).

Sample Approaches to User Fees

Windsor:

<https://www.citywindsor.ca/cityhall/Policies/Policies/Parks%20and%20Recreation%20User%20Fee%20and%20Pricing%20Policy.pdf>

The City of Windsor has a well-documented approach articulating types of user fees. Three levels are recognized:

- a) Costs and fees for **Directly Offered Programs and Services** including but not limited to aquatics, general interest programs, fitness classes and memberships, camps, sports programs, March Break and Holiday Break programs, the Marina and any other services offered and organized through the Recreation and Culture Department;
- b) Facility costs and fees for services offered through **Community Organizations** including hourly costs for ice, pools, gymnasiums, community halls, meeting rooms, fields, and exclusive use of municipally owned property and facilities for events; and
- c) The use of City facilities for **Commercial and Private** functions.

Calgary:

<https://www.calgary.ca/our-finances/user-fees.html?redirect=/ca/fs/pages/plans-budgets-and-financial-reports/>

Four levels of user fee are recognized, differentiated according to the philosophy or approach underlying the fee:

1) **Fully tax-supported - no user fees:**

Some services provided by The City are fully tax-supported, such as fire services, roads and local parks. These services benefit and are available to everyone.

2) **Partially tax-supported - reduced**

user fees: Services, such as recreation and transit, that benefit both individuals and society as a whole are funded through a combination of user fees and taxes.

3) **Non-tax supported - full user fees:**

Services such as water, primarily benefit the individual using the service, so the full cost of providing the service is funded through user fees.

4) **Licences, permits and approvals:**

Licences, permits and approvals are used to regulate the use of or changes to private property, so the cost of these are paid by the individual(s) requiring the licence, permit or approval. Examples of these items include building and development permits, business and pet licences.

*People who do not get the necessary licence, permit or approval can also be fined.

Wood Buffalo:

<https://www.rmwb.ca/en/mayor-council-and-administration/user-fees-rates-and-charges.aspx>

These examples could be useful in assisting the municipality in developing and adjusting its own approach to municipal user fees. An important aspect of these other examples is transparency: explaining to users and the general public the underlying rationale for fees and charges, as well as what those charges actually are.

Conclusions and Next Steps

The next steps implied by this analysis are accordingly:

- undertake a more detailed User Fee and Service Charge Study, with a view to determining what sorts of fee levels would be appropriate and useful in terms of contributing to the increased costs of implementation of the Recreation Master Plan;
- once the total costing for the plan has been identified (assuming implementation of augmented user fees and service charges), undertake an analysis of the per capita cost relative to surrounding municipalities with a view to ensuring that it is aligned with them – this should include development/revision of a policy outlining the approach to user fees; and,
- if necessary (to bring per capital costs into line with other municipalities) consider elimination of the lowest-priority initiatives in the Master Plan.

